SERIES IN FEMINIST EVALUATION-3

A RESOURCE PACK

ON GENDER TRANSFORMATIVE EVALUATIONS

Editors
Shraddha Chigateri &
Shiny Saha

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Resource Pack
on
Gender Transformative Evaluations

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ISST

Engendering Policy through Evaluation

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A Resource Pack on Gender Transformative Evaluations

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Abbreviations

3ie	International Initiative on Impact Evaluation
ABAD	Apni Beti Apna Dhan
ADATS	Agricultural Development and Training Society
AEA	American Evaluation Association
ANC	ante natal care
ANM	Auxiliary Nursing Midwifery
AP	Andhra Pradesh
ARSH	adolescent reproductive and sexual health
ASHA	Accredited Social Health Activist
AWC	Anganwadi Center
AWID	Association for Women's Rights in Development
AWW	Anganwadi Worker
BCC	Behaviour Change Communication
CBMP	Community Based Monitoring and Planning
CBO	Community Based Organisation
CCT	Conditional cash transfer
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CEDPA	Centre for Development and Population Activities (now known as Centre for Catalyzing Change)
CHC	Community Health Centre
CIDA	Canadian International Development Agency
CINI	Child in Need Institute
CoE SA	Community of Evaluators South Asia
CRC	The Committee on the Rights of the Child
CRPD	The Committee on the Rights of Persons with Disabilities
CSO	Civil Society Organization
DFID	The Department for International Development, UK
DNT	De-Notified Tribes
ECF	Equal Community Foundation
EWR	elected women representative
FGD	Focused Group Discussion
FP/RH	Family Planning/Reproductive Health
GAATW	The Global Alliance Against Traffic in Women
GAD	Gender and Development
HR & GE	human rights and gender equality
IA	Implementing Agency
ICRW	International Center for Research on Women

IEC	*Information Education Communication*
IIDS	*Indian Institute of Dalit Studies*
ILO	*International Labour Organization*
IMPACCT	*Impact on Marriage: Program Assessment of Conditional Cash Transfer*
INGO	*International Non-governmental Organisation*
IPMD	*Integrated Process Monitoring & Documentation*
ISST	*Institute of Social Studies Trust*
J-PAL	*Abdul Latif Jameel Poverty Action Lab*
JSY	*Janani Suraksha Yojana*
KEQ	*Key Evaluation Question*
LAPM	*long-acting and permanent methods*
LFA	*logical-framework analysis (LFA)*
M&E	*Monitoring and evaluation*
MIS	*Management Information System*
MMR	*Maternal Mortality Rate*
NGO	*Non-governmental Organisation,*
NRHM	*National Rural Health Mission*
NRHM	*The National Rural Health Mission*
NT	*Nomadic tribes*
OBC	*Other Backward Castes*
OECD	*Organisation for Economic Co-operation and Development*
OECD/DAC	*Organization for Economic Cooperation and Development's Development Assistance Committee*
PEO	*Program Evaluation Office*
PHC	*Primary Health Centre*
PIU	*Primary Intended User*
PRI	*Panchayati Raj Institution*
RCT	*Randomized Controlled Trial*
RFD	*Results Framework Document*
SABLA	*Rajiv Gandhi Scheme for Empowerment of Adolescent Girls*
SC	*Scheduled Castes*
SCN	*Special Care Nursery*
SLEvA	*Sri Lankan Evaluation Association*
SRH	*sexual and reproductive health*
ST	*Scheduled Tribes*
ToC	*Theory of Change*
ToR	*Terms of Reference*
UFE	*Utilization focused Evaluation*
UNEG	*United Nations Evaluation Group*
UPA	*United Progressive Alliance*
USG	*Ultrasonography*
VAW	*Violence Against Women*
VHNSC	*Village Health Nutrition and Sanitation Committee*
VHSND	*Village Health Sanitation and Nutrition Day*
WCD	*women and child development*
WID	*Women-in-Development*

Preface

Feminist evaluation, as an approach to evaluation that exposes and critically assesses gender and other sources of inequalities, is a new and emerging field in India. Over the last several years, responding to the increased attention given to evaluation in policy circles, there has been a concerted effort by social science researchers, evaluators, and funders to build the field of feminist evaluation (Hay, 2010). In August 2010 the Institute of Social Studies Trust (ISST) with support from the International Development Research Centre (IDRC), Canada, organised a workshop in New Delhi to reflect on the possible role of feminist evaluation in engendering policy and supporting changes that lead to gender equality along different dimensions. The workshop brought together a group of feminist/gender responsive equality advocates who, as social science researchers, had carried out evaluations but had not had the opportunity to reflect on the role of these evaluations within their larger research agendas. This initial gathering, and the discussions it generated, led to the publication of a special issue on 'Evaluating Gender and Equity' in the Indian Journal of Gender Studies in June 2012, the first collation of articles to examine the field of gender transformative/feminist evaluation in India. Simultaneously, ISST, in conversation with IDRC and the Ford Foundation, developed a proposal with the aim of building the field of feminist evaluation through a focus on generating research on and building capacities in feminist evaluation. The project, 'Engendering Policy through Evaluation: Uncovering Exclusion, Challenging Inequities and Building Capacities', which began in October 2011, was a result of these concerted efforts.

From the start of the project, the purpose was to engage various stakeholders and build a network of development practitioners, evaluators, researchers, policy makers and funders interested in the field of feminist evaluation. As part of this effort, ISST organised seven workshops over the period of the project where we brought a range of these actors together. These workshops proved to be fertile ground, generating rich discussions on the value and the contours of feminist evaluation in various domains such as education, sexual and reproductive health rights, and livelihoods. The diversity of perspectives brought to the table enriched the discussions, and enabled cross learning. Development practitioners provided insights on the various dimensions of gendered inequalities in their respective fields, and reflected on their own experiences of evaluation as project implementers. Alongside, those with expertise on evaluation shared their own understandings of the values and ethics of feminist evaluation, as well as a range of approaches to evaluation. Funders too shared their interest in evaluation as a tool of accountability and learning. The workshops have allowed a structured interaction with policy makers; they have also provided an avenue for sharing research on feminist evaluation that the project enabled through the provision of small grants.

This series of publications by ISST on feminist evaluation is a result of a sustained engagement by this network to generate and widely share information on the values, ethics, methods, tools and approaches of feminist evaluation in a range of domains. While all the four publications pay attention to the 'what' of feminist evaluation, two of the publications in particular (Ranjani Murthy's Participatory Evaluation Toolkit and this resource pack) focus on the 'how to' of feminist evaluation, to give insights into how one may conduct feminist evaluations.

A Resource Pack on Gender Transformative Evaluations is a product of the concerted efforts of the feminist evaluation network that came together during the seven workshops over the life of the 'Engendering Policy through Evaluation' project. From the start, it was felt that one of the lasting contributions that the network could make was to produce information on the 'how to' of feminist evaluations based on the rich discussions of the workshops. The kit was initially conceived of as a training module, that could either be used as a stand-alone module or as part of a course on evaluation, for groups as diverse as development practitioners, evaluators or within a training institution or university. Over the course of time and over several deliberations, and particularly based on concrete conversations through a writing workshop held in September 2014, it took the shape of a kit of resources on gender transformative evaluation based on the rich information available from the workshops, which users could pick from.

Special thanks are due to Katherine Hay (formerly with IDRC), Vanita Nayak Mukherjee (Program Officer, Ford Foundation) and Navsharan Singh (Senior Program Specialist, IDRC) for supporting this project. We would also like to extend a heartfelt thank you to the group of feminist researchers, evaluators and activists who have contributed in different ways to the project activities. Thanks are also due to Rajib Nandi and Shiny Saha, and to Preeti Gill for her editorial assistance in pulling the series of publications together.

Shraddha Chigateri and Ratna M. Sudarshan
January 2016

INTRODUCTION

Need for a Resource Pack on Gender Transformative Evaluation

Shraddha Chigateri & Shiny Saha

Information on gender transformative evaluations focused on India is rather sparse. While there is a growing body of work on feminist evaluation worldwide, but particularly emanating from the US and Europe (Bamberger and Podems, 2002; Mertens, 2005; Espinosa, 2013; Brisolara, Seigart and Sengupta, 2014), there is far less South Asia and India specific information. The compendium of online resources by the Association of Women in Development represents one of the first attempts to bring together a wide range of resources on gender, monitoring and evaluation in the context of developing countries (see http://www.awid.org/resources/awidswiki-monitoring-and-evaluation). Another recent effort by the Community of Evaluators South Asia has been an edited collection, Making Evaluation Matter by Katherine Hay and Shubh Kumar-Range in 2014 which locates the context, use and methodology of evaluation in South Asia.

In India, non-government organisations (NGOs) have been employing a gender and equity lens to evaluate their programmes since the 1990s with international non-government organisations (INGOs) like ActionAid, NOVIB, Oxfam affiliates, Christian AID and Bread for the World working with their local partners to develop feminist evaluation policies (see Ranjani Murthy, this volume). In terms of bringing together research and thinking on feminist evaluation however, the 2012 special edition of the Indian Journal of Gender Studies (IJGS) on gender and equity focused evaluations possibly provides the first of such attempts. In recent years, there has also been a spurt in the growth of professional and research organisations and networks working in the field of evaluation in the region; these include the newly launched Evaluation Community of India, Community of Evaluators South Asia (CoE SA), the Sri Lankan Evaluation Association (SLEvA), the Massachusetts Institute of Technology's Abdul Latif Jameel Poverty Action Lab (J-PAL), and the International Initiative on Impact Evaluation (3ie) (on which see Hay, 2014). These organisations too have been producing information and research on evaluation in South Asia and India, though not always through a gender transformative lens. Other international and multilateral organisations such as the International Centre for Research on Women (ICRW), UNICEF and UN Women, South Asia, have sought to attend to the lack of information on feminist evaluation through roundtables and workshops.

A Resource Pack intends to fill the gap in the literature on what constitutes gender transformative evaluations, not just from a theoretical perspective, but from a practical perspective of doing evaluations, using the rich information gathered by the project over four years.

The Resource Pack

The resource pack is a truly collaborative effort as it is informed, for the most part, by the materials that a wide group of participants brought to the table at the 'Engendering Policy through Evaluation: Uncovering Exclusion, Challenging Inequities and Building Capacities' project workshops. However, the form, structure and the contents of the resource pack were finalised through a writing workshop held in September 2014 which was attended by members of our advisory group, Ratna M. Sudarshan, Ranjani Murthy, Renu Khanna and Sonal Zaveri and other long standing participants of our project, Nilangi Sardeshpande, Pallavi Gupta, Indrani Mukherjee, Nidhi Sen, Leena Sushant and Shraddha Chigateri. Tania Kahlon and Sweta Sant provided support for this workshop. At the workshop, the participants discussed the purpose, audience, and title of the resource pack. Envisaging a wide audience of development practitioners, researchers, students, funders, evaluators and policy makers, the resource pack aims to inform readers of what constitutes gender transformative evaluations, and how to conduct such evaluations through examples and illustrations, particularly chosen from India and the South Asian region. The choice to focus on 'gender transformative' evaluations, as Ranjani Murthy elaborates in her introductory chapter, was deliberately made to not only engage a wider audience who may (perhaps wrongly) be dissuaded by the term 'feminism', but to also account for power relations at the heart of socialist feminist theory and praxis.

In April 2015, at a meeting attended by Ratna M. Sudarshan, Ranjani Murthy, Renu Khanna, Sonal Zaveri, Rajib Nandi, Rituu B. Nanda, Shraddha Chigateri and Shiny Saha, the structure and the contributions by each of the participants to the resource pack were finalised. The resource pack, as it stands, is the result of the persistent efforts of this group of people.

The Resource Pack has four chapters: an introductory chapter written by Ranjani Murthy and Sonal Zaveri; a second chapter on the principles and frameworks of gender transformative evaluations by Renu Khanna, Ranjani Murthy and Sonal Zaveri; a third chapter on methods and tools of gender transformative evaluations by Rajib Nandi; and a fourth chapter on using a feminist lens with various evaluation approaches written by Renu Khanna, Sonal Zaveri and Rituu B. Nanda.

In the first chapter, 'Context of Evaluations and Gender Transformative Evaluations in India', Ranjani Murthy contextualises the debates on feminist and gender evaluations by distinguishing between gender-blind, gender-instrumental, gender-specific and gender transformative evaluations, in order to make the case that gender transformative and socialist feminist evaluations are ideologically similar. The introductory chapter also has a section by Sonal Zaveri, who brings an evaluator's lens to bear to elucidate various concepts in evaluation. She locates various definitions and purposes of evaluations, and distinguishes between evaluation and research, and monitoring and evaluation.

In the second chapter, 'Gender Transformative Evaluations: Principles and Frameworks', Renu Khanna lays out the principles, values and ethics of gender transformative evaluations, including the values of egalitarianism, inclusion, participation, transparency and respect. Sonal Zaveri and Ranjani Murthy examine efforts to engender traditional evaluation frameworks such as Log frames and Theory of Change. Ranjani Murthy also locates several frameworks that are useful to conduct gender transformative evaluations including the Change Matrix, Making the Case, Social Exclusion Framework and Gender Empowerment and Poverty Reduction Framework.

In the third chapter, 'Designing Gender Transformative Evaluations: Methods and Tools', Rajib Nandi examines qualitative and quantitative methods to identify components of a transformative evaluation design as well as transformative evaluation indicators. In the fourth chapter, Approaches to Evaluation Using a Feminist Lens, several approaches to evaluation are discussed by the contributors. Sonal Zaveri examines the principles of Utilisation Focused Evaluations (UFE) and its synergy with gender transformative evaluations through an interesting illustration of Renu Khanna's evaluation of Sahayog's TARANG program, which supports the government's SABLA program (directed at adolescent girls) in select districts of Uttar Pradesh and Uttarakhand. Renu Khanna herself lays out the principles of a participatory approach to evaluation, including the advantages and disadvantages of using such an approach to evaluation. This is followed by Rituu B. Nanda's analysis of an evaluation of the SABLA program (implemented by CINI) by ISST using a participatory approach with elements of a strength based approach. Renu Khanna also locates the Social Exclusion approach to evaluation, illustrating this through an evaluation by IIDS of the Janani Suraksha Yojana, a conditional cash transfer scheme of Government of India for Below Poverty Line women when they deliver in health facilities. Sonal Zaveri concludes this chapter by laying out the Outcome Mapping approach to evaluation, with its focus on contribution rather than attribution to evaluate outcomes that lead to impact.

In conclusion, the resource pack brings together a diverse set of resources, ranging from the use of a feminist lens in traditional log frames, to the design of gender transformative evaluations. The sometimes disparate set of resources are brought together by the contributors' interest in the principles, ethics, values, methods, tools and approaches to gender transformative evaluations.

We would like to extend a heartfelt thank you to the group of feminist researchers, evaluators and activists who attended the workshops, and especially to those who permitted use of their materials. We are also immensely grateful to the participants of the writing workshops and for the support provided by Tanisha Jugran, Tania Kahlon and Shubh Sharma at various stages of preparing this resource pack. Special thanks are due to Katherine Hay (formerly with IDRC), Vanita Nayak Mukherjee (Program Officer, Ford Foundation) and Navsharan Singh (Senior Program Specialist, IDRC) for supporting this project. Thanks are also due to Ratna M. Sudarshan for her constant support, and to Preeti Gill for her editorial assistance in pulling this publication together. And finally, this resource pack would not have been possible without the efforts of the contributors to the resource pack – a big thank you to Ranjani Murthy, Renu Khanna, Sonal Zaveri, Rajib Nandi and Rituu B. Nanda for making the time to bring this pack to fruition.

Shraddha Chigateri and Shiny Saha

January 2016

CHAPTER - 1

Context of Evaluations and Gender Transformative Evaluations in India

Ranjani Murthy & Sonal Zaveri

Evaluation has a long history. In the aftermath of World Wars I and II, interventions in the field of water, food rations, health and education were assessed by the war affected countries. However, it was after the formation of the United Nations in 1945 that development evaluation emerged as a systematic field of practice (Rossi et al, 2004). In India, as with other South Asian countries, evaluation structures were put in place by governments post-independence for the evaluation of government programs. From the 1960s to the mid 1970s, evaluation was mostly carried out for government planners. With economic liberalisation through the 1980s and the rise and expansion of NGOs, evaluations were increasingly demanded by donors. From the early 1990s onwards and continuing to the present, with a shift in focus from 'evaluation of aid to the evaluation of development', there has been a concomitant shift in the focus of evaluation culture, with evaluations seeking to serve not just the government and donors, but also the 'poor and the marginalised' (Govinda, 2012: 189).

In this chapter, we introduce certain concepts that are important to understanding the field of evaluation, starting with the concept of evaluation itself, its meanings, its purpose as well as its difference from research and monitoring. We also locate the practices of evaluation amongst both government and non-government organisations, in order to situate the need for gender sensitive evaluations. Further, we explain the term gender transformative evaluation, and distinguish it from other types of gender focused evaluations.

What is Evaluation?

Sonal Zaveri

There are many definitions of evaluation. Michael Scriven, one of the thought leaders in evaluation, provides one of the early definitions of evaluation that is still commonly used.

He defines evaluation as 'the systematic determination of the quality or value of something' (Scriven, 1991). Another definition by Rossi, Lipsey, and Freeman (2004) takes on a social science research perspective, 'program evaluation is the use of social research methods to systematically investigate the effectiveness of social intervention programs'. A definition used by many evaluation practitioners is from Michael Patton (1997) who emphasizes the use of evaluation findings, 'program evaluation is the systematic collection of information about the activities, characteristics, and outcomes of programs to make judgments about the program, improve program effectiveness, and/or inform decisions about future programming' (1997: 23). The overall aim of evaluation is to assess the overall impact of a social change intervention against an explicit set of goals and objectives(Srilatha Batliwala, 'What is M&E', ISST Workshop, 2-4May 2012; hereinafter cited as Batliwala 2012d).

Each of the definitions share some common elements:

1. Evaluation is seen as a systematic process and is planned and purposeful.

2. Evaluation involves collecting data regarding projects, programs, processes, personnel, policies, systems, organizations, products or services.

3. Evaluation may be conducted for one or two main reasons – a) to find areas of improvement (learning) and/or b) to generate an assessment of overall quality or value for decision making, reporting and accountability. In other words, there is some *judgment of the merit, worth or value* of whatever is being evaluated.

Evaluation is different from **research** as the purposes are different. Katherine Hay ('Evaluation Theory', ISST Workshop, 2-4May 2012; hereinafter cited as Hay 2012b) makes the distinction that while evaluation is an inquiry which proceeds with an intent of determining the merit, worth or significance of something, research is the scientific study of human action and interaction. Moreover, while social science requires the criteria of *reliability, validity and generalization,* evaluation requires *utility, propriety, accuracy and feasibility.* Because research is driven by the agenda of knowledge production, it requires higher standards for evidence, which may mean that the *timelines* for generating knowledge may also be longer. In evaluation, there are shorter deadlines for when decisions get made and for when program action has to be taken. This means that the levels of evidence involve less certainty that they would under a research approach.

Another distinction that is usually made is between **monitoring** and **evaluation**. Monitoring is 'a continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds' (OECD, 2002:27). Monitoring means keeping track of what you are doing while you are doing it, so that you can take corrective action if necessary. Evaluation means finding out if you have achieved the effect on your target population that you said you would achieve, after you have finished implementing the activities. In other words, monitoring is done on a frequent and regular basis to determine whether work is proceeding according to plan or not. *Evaluation* on the other hand is conducted less frequently and aims to capture the big picture of impact at particular moments in time. However, monitoring and evaluation are interlinked because any evaluation will rely on good monitoring.

There are many types and purposes of evaluation. Hay (2012b) describes an evaluation that focuses on *process* as one that would be an assessment of everything that occurs prior to true outcomes and an evaluation focused on *outcome* as one which is an assessment of an evaluand's [the thing being evaluated] effects (positive, negative, intended, unintended, and side effects). *Impact* evaluation is about demonstrating a causal relationship between the intervention and the results, while an outcome evaluation aims to demonstrate results. Outcomes are 'the likely or achieved short-term and medium-term effects of an intervention's outputs' (OECD, 2002: 28). The term, 'outcomes', is used interchangeably with 'results'. Those who believe in impact evaluation, call it the 'gold standard' in evaluation because they use randomized controlled trials or RCTs where a control and experimental group are randomly assigned before the intervention and tested both before and after the intervention to determine if the change perceived can be confidently *attributed* to the intervention. However, there are others, including feminists, who have moved away from such cause and effect focused evaluations, urging instead for attention to be paid to the *contribution* of interventions to change processes, i.e., a focus more on *outcomes* rather than impact.

Evaluations can be summative, formative or developmental. **Summative** evaluation, usually undertaken at the end of a project, is a means to find out whether the project has achieved its objectives. Being outcome-focused such evaluation aids in assessing the impact of a project. **Formative** evaluation, usually undertaken before the project, helps to understand why a certain program works or doesn't, and what factors (internal and external) are at work during a project's life. Being process-focused such evaluation helps to improve program. (Evaluation Tool Box, last accessed: 1st April 2016; http://evaluationtoolbox.net.au/). **Developmental** evaluation is that in which the evaluator is part of the intervention team and facilitates real-time data-based decision making over the course of the project. Thus, evaluation can be conducted

Purposes of Evaluation

Evaluation is conducted for numerous reasons:

- Formative: To improve
- Summative: To determine disposition
- Developmental/proformative: To help develop an intervention or program
- Accountability: To hold accountable (usually under summative)
- Monitoring: To assess implementation and gauge progress toward a desired end
- Knowledge generation: To generate knowledge about general patterns of effectiveness
- Ascriptive: Merely for the sake of knowing

Source: Hay, 2012b

before (formative), during (developmental) and after (summative) the implementation of an intervention.

Understanding the basic concepts of evaluation is the first step towards the practice of high quality and useful evaluations. The need for evaluation is being increasingly recognized in South Asia, but there is a lack of competencies and capacities to conduct evaluation (Kumar, 2010). In South Asia, and particularly in India, Hay (2010) suggests three phases in development evaluation, with the third one just emerging. The first phase in post colonial India related to the use of evaluation to feed the centralized planning process. The central Program Evaluation Office (PEO) was established in 1952 and continues to be in place today with field units at the state level. However the reach of this system was limited by the number of programs evaluated, evaluation expertise and the quality of reports. The second phase of development evaluation in India (and in South Asia) was driven by international donors for more and better evaluation primarily because of their need for accountability. In this sense, the emphasis was less on Southern needs in evaluation. The third and emerging phase in evaluation in India, according to Hay and other thinkers, is influenced by global and national trends. In particular is the need to use evaluation, to ensure that evaluation serves the needs of the marginalized and to deepen citizen engagement. These emerging trends in evaluation resonate with the need for resources such as this resource pack that are South driven, address issues of gender and equity and ensure that voices from the bottom up are heard. We examine these issues in greater detail over the next few sections.

The Practice of Evaluation in India and the Place of Gender: Why we Need a Gender Lens in Evaluations

Ranjani Murthy

Government evaluations: The Place of Gender?

Independent evaluation of government programs is crucial as development expenditure accounts for 15% of India's GDP (Yogesh Suri, cited in ISST notes on ISST, NITI Aayog and UNDP Workshop, 16-17April 2015). Given the number of programs/schemes in the country, not all of them are evaluated, only those prioritized by the Planning Commission and Ministries (Ratna A. Jena, 'Evaluation System in the Government', ISST, NITI Aayog and UNDP Workshop, 16-17April 2015; hereinafter cited as Jena, 2015).

Evaluation Structures

In India, the government established a Program Evaluation Organization (PEO) in 1952 within the erstwhile Planning Commission for the evaluation of central government programs. It was supported by State Evaluation Offices located within the State Planning Commissions (Jena, 2015). For a short period, the PEO became independent in 2013, but is now subsumed under the NITI Aayog whose functions include policy formulation, planning, facilitating scheme success, monitoring and evaluation (P.K. Anand, 'PEO Evaluations', ISST, NITI Aayog and UNDP Workshop, 16-17 April 2015; hereinafter cited as Anand, 2015).

As of 2015, in addition to State Evaluation Offices, there are seven Regional Evaluation Offices and Eight Project Evaluation Offices (which report to the Regional Evaluation offices). The Regional Evaluation Offices supervise evaluations, while Project Evaluation Offices carry them out. With greater decentralization to states- which is proposed by the elected government of 2014 - the state evaluation capacity needs to be strengthened in the coming years (Anand, 2015).

Parallel to this evaluation structure, there is a Performance Monitoring and Evaluation System and Results Framework Document (RFD) for each Ministry. The achievement of the results is evaluated through the RFD evaluation methodology under the Performance Management Division of the Cabinet Secretariat (Cabinet Secretariat, n.d). As of 2014, 80 departments and their associated agencies are covered by the RFD policy (Atmavilas, 2014).

Given the number of programs/schemes in the country, not all the programs/schemes are selected by the PEO for evaluation, but only those prioritized by the Planning Commission and Ministries (Jena, 2015). So far a total of 250 evaluation reports have been brought out by the PEOs, mainly in the domain of rural development, agriculture, social welfare, labour

& employment and health & family welfare (Jena, 2015; Anand 2015).[1] Until recently, the findings of these evaluations were to feed into the policies and programs of the next five year plan.[2]

Evaluations of the government focus on appropriateness of design, effectiveness of implementation and issues of success and failure in progress. They normally encompass sample surveys, observations and other social science research methods (not defined), i.e., mixed methods are adopted. Planners and implementers are, in principle, involved in the evaluations (Jena, 2015). Those involved in government evaluations observe that areas for strengthening include building evaluation capacity of the PEO and regional, state and project evaluation offices, increasing proportion of programs evaluated, increasing the pool of evaluators and reducing their turnover, strengthening Terms of References (ToRs) to include outcomes, being sensitive to contexts, familiarizing oneself with dialects, carrying out unplanned visits, and reducing approval time of reports (Jena, 2015; Renu Lata cited in ISST notes on ISST, NITI Aayog and UNDP Workshop, 16-17April 2015, hereinafter cited as Lata, 2015). Others observed that issues of transformation, empowerment, sustainability, diversity, and resilience need to be integrated into government evaluations, and they should be used to promote accountability to marginalized (A. K. Shiva Kumar cited in ISST, NITIAayog and UNDP Workshop, 16-17 April 2015).

While evaluations under the PEO are not usually gender/social specific, some of them have raised gender issues like the evaluation of Hostels for Scheduled Caste (SC) boys and Girls in 2009 which highlighted the need for greater security for girls, and construction of more hostels for the SC community. The evaluation of functioning of Old Age Pensions in Jammu and Kashmir in 2009-10 recommended a greater allotment for old women, as they outnumber men due to higher life expectancy (cited in Anand, 2015). An evaluation of Sarva Shiksha Abhiyan (Education for All) in an area affected by conflict revealed that teachers- in particular women- from outside the local area were not coming to school and hence the school recommended that teachers be taken from the local area (Lata, 2015). Another evaluation noted that the high enrollment under Rashtriya Swasthya BimaYojana– a national health insurance scheme– need not always be positive. It could be a collusion been doctors and hospitals to carry out hysteroscopy even when not needed (Lata, 2015).

However, there is scope for strengthening gender sensitivity of government evaluations (Atmavilas, 2014). Atmavilas, who has reviewed RFDs of several Ministries observes that although

1 All PEO reports are in public domain under the website of the Planning Commissions.
2 The government elected in 2014 is reconsidering the national level five year planning process (Tripathi, 2014).

some gender issues are examined by the PEO, there is no clear overarching gender-evaluation framework underpinning most PEO evaluations. **'The RFDs examined from selected social sector ministries were surprisingly scant on their attention to gender, and for the most part, focused on quantitative coverage measures rather than structural factors that produce gender inequality. They demonstrated little understanding of [...] women's and men's access and use of entitlements or resources provided and the differences in gendered power'** (Atmavilas, 2014:12).

Evaluations by NGOs

NGOs too have been evaluating their work for quite some time (Guijt and Shah, 1998). Though women's development was in vogue amongst NGOs and donors in the 1970s/1980s, a gender and equity lens within evaluations became popular mainly in the 1990s. NGOs – in particular those connected with the women's movement – were enthused by their own experiences with, and knowledge of the Vienna Declaration on Violence Against Women (1993), the Beijing Platform for Action (1995), and the Convention on the Elimination of Discrimination of Women (1979). INGOs like ActionAid, NOVIB, Oxfam affiliates, Christian AID and Bread for the World etc. evolved gender policies for their engagement in the country (with partner NGOs) and assisted the partner to develop one in a democratic manner. At times partners were ahead of some of the donors in their thinking, like the case of the activist NGO, Agricultural Development and Training Society (ADATS), in Karnataka. Ahead of times, in the mid 1990s, ADATS saw gender sensitivity as a perspective which is **'mindful of the fact that women occupy a lesser status and suffer from serious impediments as a result of historic and universal sexual discrimination. It is a consciousness that goes beyond the question of women, into the general arena of combating all forms of stereotyping against ethnic groups, minorities and the under-privileged as a whole....(gender sensitivity) is the ultimate mental liberation which stands apart in strength and possibilities from the other base greed which laissez faire promotes'** (ADATS, 1996: 1-2, parenthesis added).

The evaluations commissioned by donors or the NGOs themselves attempted to assess gender and social impact of the programs, as well as gender sensitivity of NGOs as organisations (see Ranjani Murthy, 2004). A major initiative in evaluations from a gender lens is that of UNDP when it commissioned an evaluation of micro finance projects/programs (of mainly NGOs) from across India in early 2000 from a women's empowerment and poverty reduction lens (Neera Burra et al, 2005).

Under the project– Engendering Policy Through Evaluation– feminists working across sectors were brought together to write and share their experiences in evaluating health, education, livelihood, employment guarantee and women's empowerment programs/schemes. The literature generated under this project indicates several challenges in evaluations of NGOs that focus on gender and equity (as well as that of quasi government organisations). A first challenge is negotiating with donors/government the focus of evaluation and methods to be adopted. Kameshwari Jandhyala (2012) observes how the focus of Mahila Samakhya program implemented by a quasi-government organization was reduced over the years from empowerment of women/girls to girls education (reflecting donor and national priorities). A Results Framework was suggested for planning and evaluation, which focused mainly on achievements on girls' education and not broader indicators of empowerment or institutional processes. Murthy (2012) argues that issues of power mediate evaluations. These play out in relations between evaluation team and community, amongst evaluation team members, between evaluation team and implementing agency and finally between evaluation team and donors. Issues of ensuring privacy and safety, compensation for time of women, and women/men giving 'right' answers are concerns at community level. Race, gender, caste, religion, work culture etc. could come into play in team dynamics. Implementing agencies may be anxious about the results, and may be defensive. Involving them in evaluation yet maintaining objectivity is important. Donors may at times want to hear 'what they want' or have preset agendas (like discontinuing funding).

Discussing good practices, Ratna M. Sudarshan and Divya Sharma (2012) – based on a review of NGO and government evaluations conducted by ISST across sectors – observe that evaluations must capture changes in relations, positive and negative, and ask 'why' and 'how' through qualitative methods (in addition to quantitative). Unintended impacts need to be explored (for example, dairying projects reduce milk available at home with gendered implications). They observe that participatory evaluation is central to such learning. However, attention to such issues is not always given. Renu Khanna (2012) observes the importance of putting oneself in the shoes of the implementing agency. She argues that evaluation should leave implementing organizations in a better place than when the evaluation started and help the implementers reflect on their potential for transforming themselves and community; while at the same time not sweeping issues under the carpet. Space for reflection by the evaluator is also necessary (Khanna, 2012). Looking back at her experience with education evaluation, Vimala Ramachandran (2012) observes that it is crucial that evaluators go beyond statistics on 'girls enrollment'. It is important to capture how many finish schooling. In other words, indicators have to be gender-specific and long-term impact oriented. It is crucial that the evaluation team is sensitive to issues of gender and social relations, and competent to capture them. For example, analysis of the barriers at family, community and school level to girls completing their schooling is paramount. In her opinion, role plays and focus group discussions (FGDs) work well in evaluations.

As we have seen in the preceding sections, evaluations, particularly those conducted by the government, are rather poor at employing a gender lens, viz., they are mainly *gender blind*, and are at best *gender instrumental and gender specific*. While historically NGO evaluations have fared much better, again not many are *gender transformative*. In the next section, we examine what it means to use a gender lens in evaluations, and whether each such use is necessarily transformative in its conception of social relations between men and women. We do this by examining the meanings and differences between terms commonly in circulation including the above cited gender instrumental, gender specific, gender transformative, feminist, etc.

Gender Transformative Evaluations: Is this different from Feminist Evaluation?

Feminist evaluations

In 2002, contributing to the international journal of *New Directions for Evaluation*, which brought out a special issue on 'Feminist Evaluation: Explorations and Experiences', Michael Bamberger and Donna Podems argue that international development evaluations do not adopt a specifically feminist approach but rather a Women-in-Development (WID) or, more recently, a gender approach.[3] They observe that an explicitly feminist approach could strengthen the evaluation design (Bamberger and Podems, 2002).

The Engendering Policy Through Evaluation project implemented by ISST with the support of IDRC and the Ford Foundation was one of the few initiatives in India to raise the issue of feminist evaluation in the country. According to Katherine Hay, feminist evaluators: **'Understand gender bias as manifest and systematic in social institutions, and feminist evaluation as being a way of understanding how gender and other intersecting social cleavages (such as race, class, sexuality, caste and religion) define and shape the experience and exercise of power in different contexts'** (Hay, 2012a: 322).

Drawing upon Sielbeck-Bowen et al. (2002) and a list compiled by Podems (2010), Hay (2012a) posits the following principles as central to feminist evaluation

- Has a central focus on inequities

3 To recall, WID approaches recognized that women play an important role in economic development (unlike the earlier welfare approach) and pointed to the need for promoting equality through legislation, reducing women's poverty or enhancing women's efficiency through tapping their economic potential (Moser, 1989).

- Recognises that inequities are structural
- Recognises that evaluation is political
- Recognises and values different ways of knowing
- Proposes to add value to those who are marginalized and to those implementing programs

Feminist evaluators often argue that a feminist approach to evaluation is stronger conceptually than a 'gender approach' to evaluation as the latter deals with symptoms rather than the causes of differences between men and women, do not challenge women's subordination, do not deal with diversity amongst men and women, assume equality with men as the goal of projects, and do not work with a conceptual framework (Podems, 2010 cited in Hay, 2012a).

However, a question for debate is whether gender approaches are really that different from feminist evaluations? Is it possible for a 'gender approach' to also be critical of the causes of differences between men and women? We turn to these issues in the next few sections.

Gender in Evaluations

Drawing upon Naila Kabeer's (1994) analysis of different ways in which gender may be present or absent in policies, Murthy (2014a) argues that gender may be absent or present in evaluations in four different ways.

The first type of evaluation is a ***gender-blind evaluation***, whose objectives do not include assessing changes in gender relations but refers to issues of assessing program efficiency and effectiveness. The evaluation team does not normally include people who have expertise in gender and development. The evaluation methodologies may include mixed methods, but they are not sensitive to inequalities between men and women. The evaluation report does not highlight findings on changes in gender relations or make recommendations on gender-concerns.

Gender-blind Evaluations

The objective of the 2011 evaluation of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) by Grant Thornton India was to monitor and evaluate results, impacts, and sustainability, to provide a basis for decision making on constraints and remedial actions required and to assess efficiency of resource use & disseminate results. The JNNURM includes components of improving drinking water and sanitation, sewage and waste management, strengthening road and transport, beautification of urban areas, and construction of working women's hostels, marriage hall, night shelter and community toilets. Sixty-six cities were covered in two phases of the evaluation. The methodology consisted of interview of key government personnel and review of documents and records. While some of the findings of the evaluation are useful[4] none are gender/social relations specific. Neither are the recommendations (Grant Thornton India, 2011) Missed opportunities to integrate gender concerns include sharing responsibility of fetching water, safe transportation and bus stations, functional toilets, safe women's hostels etc. Further, the development paradigm which leads to eviction of slum dwellers (affecting women more than men) in the name of beautification is not questioned in the gender blind approach.

Source: Grant Thornton India, 2011

Evaluations that refer to the term gender could be of three kinds: gender-instrumental, gender-specific or gender transformative (Murthy, 2014a, adapting Kabeer, 1994). Such evaluations disaggregate data by sex, may include women in the evaluation team, and refer to women and men in conclusions and recommendations. However, the purpose, approachand methods of evaluation may differ (Murthy, 2014a).

Gender-instrumental evaluations undertake a gender-role analysis, but use the data to explore how far the program has used the traditional roles of women and men for the achievement of project objective (e.g. targeting women as mothers for improving child health, as adopters of family planning methods for population control). Women who are part of the evaluation team are often asked to evaluate soft aspects while financial viability, project management etc. are allocated to male members of evaluation.

Gender-instrumental Evaluations

An example of a gender instrumental evaluation is an assessment of an educational intervention with women of infants in special care nursery (SCN) in Kenya on breast pump use to improve health of these infants (Friend and Chertok, 2009). The women were not able to directly breastfeed before the intervention. An evaluation (using survey) covering 40 women with infants in the SCN was conducted which revealed that women were able to successfully utilize pumps to provide adequate milk volumes for SCN infants (Friend and Chertok, 2009). However the evaluation did not assess aspects such as whether women exercised reproductive choice in having the child, whether partners fed pumped milk while the women rested or whether contraceptive burden was shared.

Source: Friend and Chertok, 2009

4 Example, the evaluation team noted exclusion of small cities, lack of translation of city development plans into, lack of Environmental and Social Impact Assessment of some projects, restriction of consultations to government departments and lack of adequate funds for some reforms etc (Grand Thornton India, 2011).

Gender-specific evaluations examine how far the program has addressed sex/gender specific needs of women or men as pertaining to the program, but without assessing whether gender relations have been transformed. Examples include assessment of women's access to credit or strengthening de-addiction services for men. The evaluation team may include women members, but not necessarily with transformative views. Surveys continue to be popular in gender-specific evaluations, though may be combined with few qualitative methods. Like in the case of gender-instrumental evaluations, women in such evaluations are asked to evaluate soft aspects like social impact, while technical viability, financial viability, project management etc. are allocated to a male facilitator.

Gender-specific Evaluations

An example of a gender-specific evaluation is the impact evaluation of the USAID supported Mayer Hashi component of long-acting and permanent methods (LAPM) of contraception in 21 low performing district of Bangladesh between 2009 and 2013. The focus was on promoting intra-uterine device, female sterilization and, to a lesser extent, male sterilization. The LAPM interventions were aimed at increasing the demand for permanent methods and improving the skills and practices of service providers in delivering high quality services.The evaluation of 2013 used a "before-after and intervention-comparison" evaluation framework covering six districts from the Mayer Hash program districts and three otherwise comparable non program districts. The evaluation observed that the program districts provided greater access to behavioural change communication materials or products in facilities than non-program districts. However, the proportion not using LAPM did not vary across program and non- program districts. Shortage of LPAM providers in intervention districts was felt to be one of the important reasons for poor impact (Rahman et al, 2014). The evaluation did not cover access to safe abortion services or specific hindrances to male sterilization.

Source: Rahman et al, 2014

Gender-transformative evaluations examine how far the program has contributed to changing power relations within institutions based on gender and other identities (e.g. strengthening Dalit women's asset base and decision making in family, community, local markets, elected government representatives). Women in such evaluations are often the team leaders or occupy a senior position in the evaluation team, and possess expertise on gender and social equity. Issues of power are discussed with the community, within the evaluation team, between the evaluation team and implementing agency and implementing agency and the funding agency. Normally, a transformative conceptual framework underpins the evaluations. Mixed methods are used for such evaluations.

It is gender specific and gender-transformative evaluations which can be considered as gender-sensitive. Not gender-blind or gender-instrumental ones. Most government evaluations are not gender-transformative and only some of the NGO initiated evaluations are.

Convergence between feminist evaluations and gender transformative evaluations

Feminist evaluations emerged out of a critique of the first three ways in which gender may be present/absent in evaluations: namely gender-blind, gender-instrumental or gender-specific evaluations. Both feminist (in particular socialist feminist see Box) and gender-transformative evaluations are critical of the Women in Development Approach. There was no focus on gender relations within the WID paradigm, or a critique of the rolling back of the state which had just started.

Who is a Socialist Feminist ?

Socialist feminists believe that visions and strategies have to be rooted in a contextual analysis unpacking how (global) capitalism and patriarchy interlock with each other and other hierarchies to keep marginalised women in a subordinate position (Ehrenreich, n.d,) Efforts are necessary to challenge global capitalism, patriarchy, racism, casteism and other institutional structures of oppression (Ehrenreich, n.d) .

The Gender and Development (GAD) approach emphasized that gender relations are power relations, and the need for both marginalized women's empowerment and challenging the mainstream development paradigm (Kabeer, 1994). Kabeer observed the need to transform institutions of family, community, market and state and interlocking social relations (gender, race, caste etc.). The GAD approach was critical of the neo liberal development paradigm. Both the socialist feminist and gender transformative evaluations are rooted in the perspective of transforming paradigms, institutions and social relations in favour of marginalized women. Taking relevant parts of the definitions of social feminist and gender-transformative evaluations, a common definition could be: 'Gender-transformative/socialist feminist evaluations are based on an understanding of how gender and social relations of class, sexuality, caste, abilities, religion etc define exercise of power in different institutional contexts; and involve an assessment of the contribution of the program to changing these power relations in favour of marginalized groups in the context of a larger neo liberal paradigm. Such evaluations also explore changes, if any, in gendered and social norms of implementing organisations. The evaluation process ideally reflects a gender, rights and equity lens.'

In this resource pack the terms socialist feminist/feminist and gender transformative evaluations are used interchangeably.

In the following chapters of the resource pack, we examine how to conduct a gender transformative/feminist evaluation by locating the principles, frameworks, approaches and methods of feminist evaluations.

> Frameworks are the broad conceptual structures that attempt to pull together a set of ideas about how a change intervention should be tracked and how its effects should be measured or assessed. The log frame at one end of the spectrum and Change Matrix at another can be considered as frameworks; with the latter being transformative.
>
> Approaches identify what elements are important to measure in a certain context as well as provide direction on how to measure it. Underlying the approach are certain beliefs or hypotheses, about what constitutes effective performance, impact, and change. The utilization focused evaluation (UFE), for example, is an approach to evaluation.
>
> Tools/methods are specific assessment or measurement techniques that are used within broader evaluation frameworks and approaches, to generate concrete data or evidence about the results of an intervention or change process. Gender-sensitive road map of change is an example of a socialist feminist tool.
>
> Source: Batliwala, S and A, Pittman, 2010

In Chapter 2, **Gender Transformative Evaluations: Principles and Frameworks**, we first and foremost situate the principles that inform feminist evaluations, viz., the values and ethics that inform feminist evaluations. In this chapter, we also locate broad frameworks that have informed evaluations historically, such as the log frame as well as early attempts to engender these frameworks.

We then situate several gender transformative frameworks, including the Change Matrix and Making the Case, amongst others. As Batliwala suggests, unlike gender transformative evaluations, other evaluation frameworks do not track negative change, backlashes, reversals that push back the change process ('A Critical Analysis of Current M&E Frameworks Insights from AWID's research on M&E frameworks', ISST Workshop, 2-4May 2012; hereinafter cited as Batliwala, 2012a). This is critical in women's rights work as the most effective work seriously challenges patriarchal and other social power structures often creating negative reactions.

In Chapter 3, **Designing Gender Transformative Evaluations: Methods and Tools**, we examine both quantitative and qualitative methods and tools used in evaluations through a range of illustrations, including the use of process indicators and tracking sheets in gender transformative monitoring, as well as participatory evaluation tools, and mixed methods in evaluations. The understanding that it is the lens along with the tools that provides the elements of a gender transformative design is at the heart of this chapter.

In Chapter 4, **Approaches to Evaluations Using a Feminist Lens**, we examine several approaches to evaluation, locating in particular what makes each of these approaches gender transformative. One such approach that we examine is *Utilization focused Evaluation*, which as the name suggests, emphasizes that key evaluation questions must be developed with the use in mind and that the user of the evaluation must be involved in the evaluation process so that there is ownership of the findings, leading to use. In UFE, the USER identifies USE and this drives the evaluation questions and design(SonalZaveri, 'Facilitating Utilization Focused Evaluation Step-by-Step', ISST Workshop, 19-21 May 2014). Apart from UFE, we also examine other approaches to evaluation, including a participatory approach, social inclusion approach (drawn from a social inclusion framework), as well as a participatory approach combined with a strength based approach to evaluation.

At the heart of each chapter is an understanding of the values, principles and ethics that are central to feminist evaluations, which is what we turn to next.

CHAPTER - 2

Gender Transformative Evaluations: Principles and Frameworks

Renu Khanna, Ranjani Murthy & Sonal Zaveri

In this chapter, we lay out the principles, values and ethics that are at the heart of gender transformative evaluations, including the important values of transparency and listening to the voices of women when conducting evaluations. We also examine dominant frameworks that continue to inform evaluations such as the log frame, and how attempts have been made to engender them. We then lay out several frameworks that are gender transformative in their conception, such as the Change Matrix and the Twelve Boxes Framework. Each of the frameworks set out in this chapter is illustrated with examples of their use in evaluations so as to flesh out the ways in which the frameworks address the issue of transforming gender relations.

Principles, Values and Ethics of Gender Transformative Evaluations

Renu Khanna

In her presentation, Srilatha Batliwala lays out the ethical principles developed by the American Evaluation Association (AEA), which she suggests could be adapted or extended to feminist evaluations and contextualized for the socio-political environment in which they are being conducted (Notes on 'Ethical Principles in Evaluation', presented at ISST workshop, 2-4 May 2012; hereinafter cited as 2012c). The AEA principles include:

- systematic inquiry and competence (technical competence and rigour, command of the evaluation tools and techniques being used, etc.);
- honesty and integrity (including understanding the potential harm the evaluation may cause, or any conflict of interest inherent in the evaluation process or context);
- respect for people (using both participatory methods as well as ensuring that the people who contribute to the evaluation receive feedback about it and benefit from it); and

- being responsible for advancing public welfare (ensuring the evaluation does not hide information, for instance, that could lead to potential public harm, making evaluation information accessible, especially to key stakeholders, etc.)

The principles and values of a gender transformative evaluation would not necessarily be different from any ethically conducted evaluation. A feminist or a gender transformative evaluation would be based on values of egalitarianism, inclusion, participation and transparency (Khanna, 2012). These evaluations would also:

- Privilege perspectives of women, the most vulnerable or powerless in the situation being evaluated. Such evaluations would not hesitate to make explicit the biases recognising that evaluations are political and not neutral.
- Be transformative – with opportunities for reflection and learning for all stakeholders and actors, including the evaluator.
- Be empowering - a feminist and rights sensitive evaluator would ensure that voices of the less privileged are heard.
- Be based on the principle of mutuality – not 'extracting' information, but also 'giving back' in terms of sharing by the evaluator, of analysis and insights.
- Use mixed methods – while using subjective, feminist and qualitative methodologies, which respect 'women's ways of knowing', and knowledge based on experience and insights from implementation, quantitative methods (privileged by academics and researchers) would also be used. The use of quantitative methods, with explanations by the evaluator has a potential for demystification resulting in empowerment of those not exposed to these methods.
- Prioritize the assessment of changes in gender power.
- Generate broader knowledge that advances gender justice and/or feminist concepts of, for example, women's health, livelihoods, justice and so on.

(See Khanna 2012, and Batliwala 2012c)

A few other principles of any ethically conducted evaluation are as follows (Khanna 2012):

- The design of the evaluation should include/ be based on also the implementing team's evaluation questions – what do they want out of this evaluation, what do they want to learn about their work.

- The evaluation should respect confidentiality and safety, especially for the most vulnerable, even while it elicits feedback from a maximum number of team members.
- The evaluation should 'do no harm'. It should build on what has been initiated, and not jeopardize the achievements – a feminist evaluation would in fact celebrate achievements! The design and the process will ensure that the weakest actors or stakeholders do not suffer from any adverse consequences of the evaluation.
- Using the principle of 'beneficence', if critical feedback needs to be given, it should be backed by sound reasons and evidence. A set of clear positive options to the issues being critiqued, should be given. While the evaluation report should be transparent and direct, it should not personalise issues or ascribe blame. The same feedback can be framed as suggestions and recommendations. The report should be as educational as possible. Illustrative tools for use by the implementing team can be provided.
- Giving the implementing team an opportunity to give feedback on the draft evaluation report, would serve two purposes—as a safety measure for the evaluator to correct factual inaccuracies, and also to incorporate the 'evaluatees' perspectives and opinions, when different from the evaluators.

Feminists have also cautioned against some of the usual ***assumptions*** in Monitoring & Evaluation (M&E) – that everything should be measured, can be measured, that measurement will enhance our ability to improve, change, replicate, and that change is predictable – we will know what it is like, where it will occur, when and how to assess it (Batliwala, 2012a). Another assumption is that the macro-political and organizational environment will be stable, which is highly unlikely. Feminist evaluation avoids attribution and assesses contribution, eschewing false binaries and dichotomies. In other words, feminist evaluation is flexible, willing to abandon or revise frameworks.

While cautioning against assumptions in M&E, Batliwala ('Engendering Evaluation: A Framework, ISST Workshop, 2-4May 2012b; hereinafter cited as Batliwala, 2012b) however suggests that it is a good idea for organizations to include an **M&E system**, which can serve as an integrated reflection and communication system within the project, or organization that must be planned, managed and resourced. Such an M&E system serves as a learning system for the organization to use evidence to reflect critically to improve action. **A feminist M&E system** would also: a) prioritize own learning and the learning of the primary constituency b) track shifts in gender power and other social power relations (caste, class, ethnicity, religion, sexual orientation, ability, etc) c) will track feminist values i.e. norms, attitudes, practices and

d) position M&E as a political activity e) use mixed methods – quantitative and qualitative and f) provide voice and perspective of all key stakeholders. In other words, M&E systems can be internally driven and represent a fundamental paradigm shift – using M&E as a learning process rather than to report or fundraise.

At a more operational level, feminist M&E would:

1. Balance quantitative and qualitative assessment techniques
2. Legitimize and value participatory approaches
3. Approaches that assess contribution to change are better than attribution based frameworks
4. Make M&E systems that are flexible
5. Design M&E to suit each organizational architecture
6. Factor in organizational capacity when designing M&E
7. Invest resources in developing M&E capacity
8. Tailor indicators and results to time frames
9. Invest in the creation of baselines
10. Track reversals and set backs

(Batliwala, 2012b)

Engendering Existing Evaluation Frameworks

Ranjani Murthy

To recall, evaluation frameworks are the broad conceptual structures that attempt to pull together a set of ideas about how a change intervention should be tracked and how its effects should be measured or assessed (Batliwala and Pittman, 2010). Batliwala and Pittman have studied over 50 evaluation frameworks to define four trends. 1) Causal frameworks such as the Logical Framework, Theory of Change that develop logical, sometimes linear change processes, 2) Contribution frameworks (including Outcome Mapping) which track multiple and variable forces 3) Gender Analysis frameworks which may be causal and contribution oriented but emphasize importance of feminist work and 4) Advocacy and Network Assessment Frameworks that assess how change happens using the advocacy lens.

Although we do not follow this neat categorization of frameworks in this resource pack, this categorization is useful to locate the difference, particularly between causal and contribution oriented frameworks. In this resource pack, we examine both linear frameworks such as the log frame to see how these have been engendered (this chapter), as well as frameworks such as outcome mapping to see how these maybe amenable to a gender transformative lens (next chapter). We also examine frameworks that are gender transformative in their design (such as the Change Matrix).These frameworks seek to track changes in the lives, relations and institutions which have a bearing on marginalized women from a gender lens, and, where possible, changes in the implementing organisations as well. Before we examine gender transformative evaluation frameworks, we examine some of the early attempts to engender traditional evaluation frameworks.

Logical framework Analysis

Traditionally, logical-framework analysis (LFA) was used for planning, monitoring and evaluation. Originating in the US, it spread to Europe, Australia and developing countries under different names like Goal Oriented Planning and Outcome Oriented Project Planning. The LFA includes a problem tree mapping, and using this analysis to frame goals, objectives, outputs, activities and inputs (five levels). Input, process, output, outcome and impact indicators are evolved to measure progress on these levels. With regard to each indicator, benchmarks are to be set. For example, if the indicator is proportion of children under five years who are underweight, a benchmark of decline from 40% to 20% may be set. Means of verification are specified, like national surveys or surveys of the project. Assumptions to climb each level are specified, for example the assumption that children come to the anganwadi center (AWC) has to be fulfilled if they are to be immunized and get supplementary nutrition.

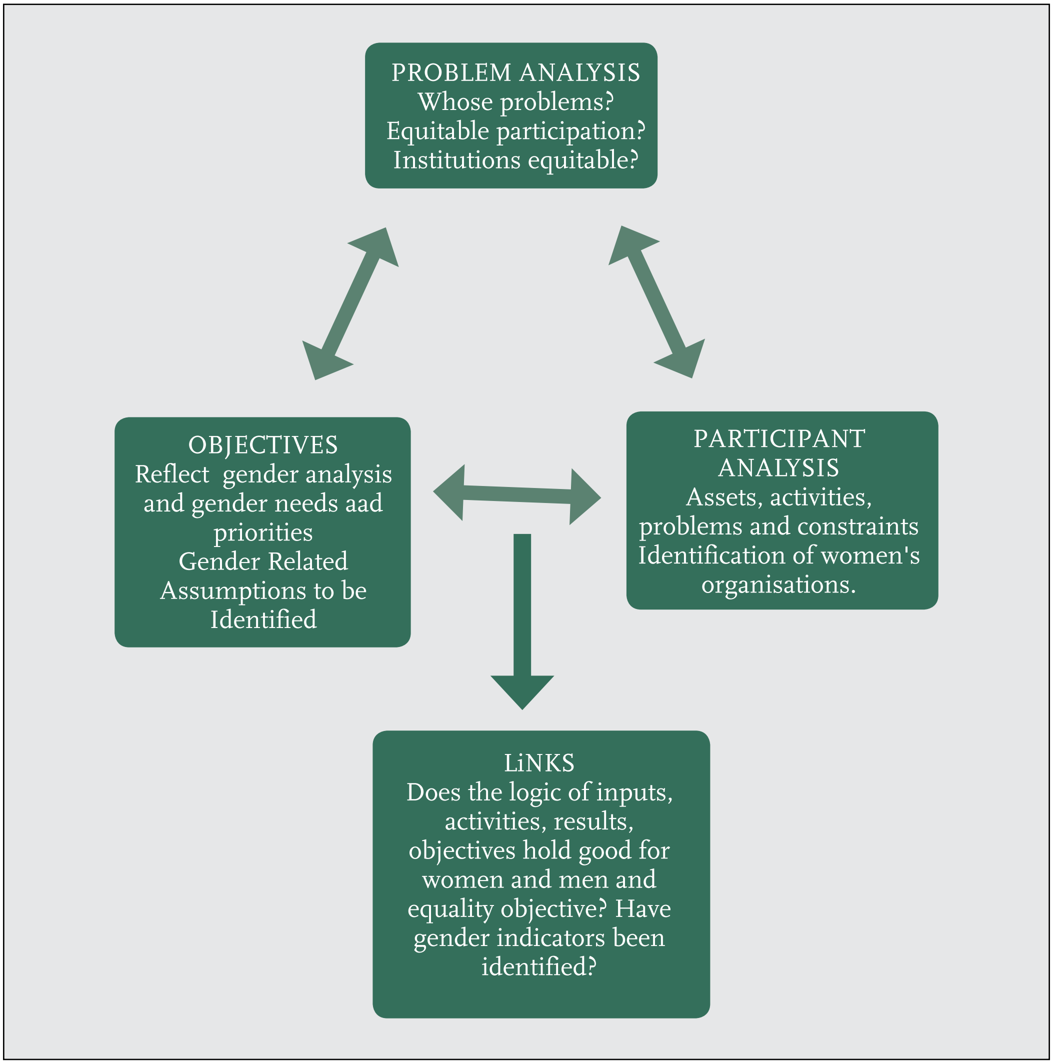
Table 1: Typical Logical Framework

	Quantitatively verifiable indicators	Means of Verification	Assumption
Goal			
Objectives			
Outputs			
Activities			
Inputs			

Adapted: BOND, 2003

The LFA has been criticised by socialist feminists on several grounds. First, it is not a political framework. It is quiet on the ideology it upholds, and much depends on who is facilitating the same. Log-frames of the 1970s were definitely not gender-transformative, and indicators were largely gender-blind or gender neutral. Second, LFA is a 'linear' framework, and does not take into account complex realities where progress may be two steps forward and one step

Figure 1: Gender integration within Logical Framework Analysis



Source: Schalkwyk, J, 1998, Mainstreaming Gender Equality into the Use of Logical Framework Approach (LFA), Swedish International Development Corporation Agency, Stockholm, Sweden.

backward. For example, in one project on sustainable development in UP the land became fertile and livelihoods expanded, but the son-in law sent his wife back to her parents to demand dowry! Third, it emphasises quantitative over qualitative indicators. Fourth, LFA does not spell out risks associated with a project. Risks are adverse possibilities which have high probability of occurrence. For example, there is a high risk that a power plant project which is based on acquisition of land could affect the livelihoods of marginal and small farmers as they have least ability to negotiate with government or private sector. Variants of the LFA like results framework exist (used by the Indian government as well), but they are not automatically gender-transformative (Batiwala and Pittman, 2010).

Even so, there have been efforts to mainstream gender into LFAs. As early as the 1998, the Swedish International Development Agency suggested a simple methodology for integrating gender into the LFA (Schalkwyk, 1998). They recommended integration of gender questions into the problem analysis, participant analysis and analysis of alternatives. They then suggested that the project be designed using the LFA based on the preceding analysis. The questions to be asked at problem analysis, participant analysis and analysis of alternatives are given below in Figure 1.

Any effort to integrate gender into LFA is commendable. Nevertheless it is still a linear framework, which cannot capture unintended impacts. There is a danger that gender may be added to LFAs without attention to other dimensions of power relations in which women are involved. This may continue through to evaluations.

Theory of Change

The **Theory of Change (ToC)** is another commonly used evaluation framework.[5] It helps to understand program intentions, the intervention/implementation logic, builds a shared/ collective vision and tests whether the program is working. It links activities to intended outcomes and impacts. Importantly, ToC can be a reflexive process to explore change and how it happens in a particular context and with a particular group of people. It enables the stakeholders (including the oppressed themselves) to articulate their beliefs on causes of their oppression, develop a vision of where they want to go and strategize on how to reach there (Hay, 'Theory of Change: An Introduction for the Engendering Policy through Evaluation Project', ISST Workshop, 20-22 September 2012; hereinafter cited as Hay, 2012c, and Girls not Brides, n.d).

5 The section on Theory of Change is written by Sonal Zaveri.

A traditional ToC usually includes a description of the following:

Inputs – resources used in a program such as money, staff, materials and supplies

Activities – the services the program provides to accomplish its objectives, such as trainings, materials distribution

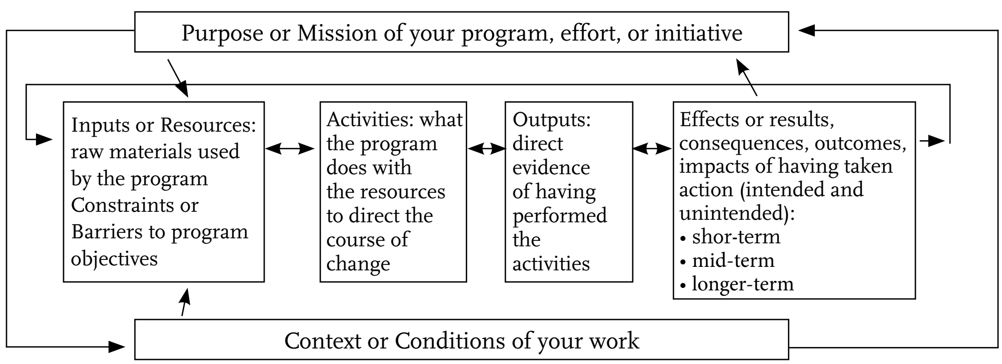
Outputs – the direct products or deliverables of the program, such as number of trainings, number of materials distributed

Outcomes – the results that occur both immediately (short-term outcomes) and some time after (long terms outcomes) after the activities are completed, such as change in knowledge, attitudes, skills and behaviour as well as in policies, access and environmental conditions

Impact – the long term results of one or more programs over time such as changes in mortality or changes in birth rate.

Source: Center for Theory of Change, Last accessed: 16 January 2016. http://www.theoryofchange.org/

A good ToC also describes the causal pathways and underlying assumptions which refer to the social, political and economic factors that will influence the success of the project. A problem statement describes why an intervention is being planned.



Source: Community Tool Box,http://ctb.ku.edu/en/table-of-contents/overview/models-for-community-health-and-development/logic-model-development/main, last accessed 15 January 2016.

John Floretta (2014) suggests the following steps to develop a ToC 1. Conduct situation / context analysis 2. Clarify the program goal 3. Design the program/product 4. Map the causal pathway 5. Design SMART (Smart, Measurable, Achievable, Relevant, Time bound) indicators 6. Explicate assumptions 7. Convert to Logical Framework

Taking the instance of Spandana (a microfinance institution) targeting women, Floretta (2014) describes the use of a ToC for a gender sensitive evaluation. He notes that the context of low income, high debt and gender inequality provides a goal of raising the income of women. The intervention so designed would be to offer loans to women. The pathway for a theory of change that emerges is to open Spandana branches targeting women, women then take loans followed by choosing to invest in new or existing businesses. If these businesses are profitable it will result in higher incomes. There can be indicators established to monitor this process such as the fact that after 6 months 80% of planned branches of Spandana opened and were operational. After 9 months a specific number of women took out a loan from a Spandana branch. After a period of 12 months 50% of the women who took out a loan invested in a business. 18 months later, 50% of the businesses started by women with Spandana loans were profitable. Lastly, after 18 months, 50% of the women who started their businesses with Spandana loans have incomes at least 10% higher. Following this example, there would also be certain assumptions to be taken into account such as access to a branch, eligibility for a loan and applying for a loan in the first 6 months. This would be followed by assumptions of access to business networks and knowing which businesses are profitable. The next two stages would be based on the assumption of women having entrepreneurial skills followed by no external shocks.

There are also some pertinent questions that arise with regard to the assumptions: apart from the assumptions underlying our desired change, there are other questions: who might question these assumptions and what mechanisms do we have for questioning or probing our assumptions? Which assumptions do we not need to reconsider and why?

Another attempt to engender ToC has come from socialist feminists.[6] Socialist feminists believe that theories of change have to be rooted in a contextual analysis unpacking how (global) capitalism and patriarchy interlock with each other and other hierarchies to keep marginalised women in a subordinate position (Ehrenreich, n.d). The socialist feminist ToC framework presented here builds on Naila Kabeer's framework of social relations and institutions (household, community, market, state) shape marginalized women's lives. In a short workshop organised by Global Alliance Against Traffic in Women in 2014 safe migration of women was identified as the issue for which a socialist feminist ToC would be evolved. The 25 participants who were present, from over 10 countries, were first asked to locate different identities of women which have a bearing on

[6] This section on socialist feminist theory of change is written by Ranjani Murthy.

their unsafe migration. A card on each identity was placed on the 'identity' chair (e.g. indigenous women). Next the participants explored how the five institutions of family, community, markets (local to global), state and inter-state bodies (e.g World Trade Organisation) led to unsafe migration of women of the marginal identities identified earlier. This set the institutional context. Chairs were placed in a circle, with one chair denoting each institution. Cards were used to record each institutional factor that lead to unsafe migration, for each of the five institutions. For example domestic violence against women was pinned against the chair denoting the institution of family. Subsequent to this contextual analysis of unsafe migration the participants collectively described the desired change using key words like 'migrate freely', 'based on choice', 'safely' and 'with rights'. Once the desired change was clear, the change process was identified. Participants were asked to go back to the chairs placed in a circle on 'family', 'community', 'market', 'state' and 'inter-state' institutions, read the context cards, and write the change they would like to see in the context in a card. For example, with regard to community institutions, one of the change processes identified was 'women in leadership positions of community institutions and unions' to counter the context of 'male domination in institutions'. The next process was to identify actions to facilitate the change process identified at different institutional levels.[7] For example, one of the change processes at inter-state level was 'bilateral and multilateral agreements on labour'. The action that was identified was to 'evolve a model template of bi-lateral and multilateral agreements on recruitment and rights of women migrant labour in destination countries'. Details of the socialist feminist TOC on safe migration that emerged with partners of GAATW are given in Table 2.

Each organization present evolved gender specific/transformative input, process, outcome and impact indicators related to desired changes, change process, actions, and inputs.

Another framework that is widely used in development evaluations are the criteria set by UNEG (United Nations Evaluation Group) and the OECD/DAC (Organization for Economic Cooperation and Development's Development Assistance Committee).[8] These are:

1. **Relevance:** The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.

- To what degree do the program's objectives remain valid?
- Are the program's activities and outputs consistent with its key goals and attainment of objectives?

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[7] Based on religious, caste, disability, ethnic, martial, sexual identity etc., as well as exercising choice in marriage
[8] This section is written by Sonal Zaveri.

Table 2: Socialist Feminist Theory of Change: Safe Migration of Women

Context	Change process	Actions for change	Desired change
Family: Poverty, Dowry, VAW	Domestic VAW reduced and women are involved in economic programs	Sensitise men and women on VAW and economic programs	Women increasingly able to move freely, safely, out of their own choice to where they want without their rights being violated
Community: Discriminatory practices[8] conflicts and male domination	Women in community institutions and unions in leadership; women & men resist discrimination; and promote gendered SEP rights	Organise women; identify potential women leaders and support their leadership roles; sensitize men and women leaders in community and trade union leaders on women's human rights, labour rights and safe migration	
Markets: Women's lack of access to employment, resources, & wages; displacement	Improved access of women to employment at just & equal wages and addressing gender-specific needs. Ethical corporate-ship. (origin/destination)	Ensure gender parity in workforce; labour laws are adhered to including gender specific ones; ensure no violence against women in workplace; allow trade unions; facilitate ethical corporate-ship	
State Inadequate employment Policy for women, displacement, low agri. growth, laws that dictate at which agewomen can migrate	Law (and its implementation) against displacement from land, for fair and decent work, for mobility without age restrictions, and better social protections at all levels	Increase proportion of socialist feminists in politics. Lobby for legislation against land grab/displacement, sustainable agriculture policies, for proper social protections, ratification of ILO 189 and other relevant instruments. Fund research to analyse social protections as they relate to women, study social protections laws in countries which demonstrate good examples.	

Source: Murthy, 2014b

- Are the program's activities and outputs consistent with its intended impacts and effects?

2. **Effectiveness:** A measure of the extent to which an aid activity attains its objectives.

- To what degree were the program's objectives achieved, or are anticipated to be achieved?
- What chief factors were responsible for the achievement or failure of the objectives?

3. **Efficiency:** Efficiency measures the outputs – qualitative and quantitative– in relation to the inputs. It is an economic term, which signifies that the aid uses the least costly resources possible in order to achieve the desired results.

- How cost-efficient were program activities?
- Were objectives achieved on time?
- How efficient was the program/project implementation compared to alternatives?

4. **Impact:** The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.

- What occurred as a direct result of the program/project?
- What real difference was made to the beneficiaries as a result of the activity?
- How many people were affected?

5. **Sustainability:** Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.

- To what degree did the program/project's benefits persist following the end of donor funding?
- What were the major factors
- What chief factors were responsible for the achievement or failure of the program/project's overall sustainability?

(Source: OECD, http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm., last accessed 15 January 2016.

The UNEG has also suggested the integration of human rights and gender equality criteria with the DAC criteria (UNEG2014).

Relevance	● Extent to which the intervention is aligned with international instruments (e.g. CEDAW, CRPD, CRC), standards and principles on HR & GE and contributes to their implementation; ● Extent to which the intervention is aligned with and contributes to regional conventions and national policies and strategies on HR & GE; ● Extent to which the intervention is informed by substantive and tailored human rights and gender analyses that identify underlying causes and barriers to HR & GE; ● Extent to which the intervention is informed by needs and interests of diverse groups of stakeholders through in- depth consultation; ● Relevance of stakeholder participation in the intervention
Effectiveness	● Extent to which the Theory of Change and Results framework of the intervention integrated HR &GE; ● Extent to which a human rights based approach and a gender mainstreaming strategy were incorporated in the design and implementation of the intervention; ● Presence of key results on HR & GE.
Efficiency	● Provision of adequate resources for integrating HR & GE in the intervention as an investment in short- term, medium- term and long-term benefits; ● Costs of not providing resources for integrating HR & GE (e.g. enhanced benefits that could have been achieved for modest investment); ● Extent to which the allocation of resources to targeted groups takes into account the need to prioritize those most marginalized.
Impact	● Whether rights- holders have been able to enjoy their rights and duty bearers have the ability to comply with their obligations, whether there is no change in both groups, or whether both are less able to do so;

	● Real change in gender relations, e.g. access to and use of resources, decision- making power, division of laboar, etc.; ● Empowerment of targeted groups and influence outside of the intervention's targeted group; ● Unintended effects on any groups that were not adequately considered in the intervention design (e.g. women belonging to a broader group within which they were not considered as a specific group); ● Effective accountability mechanisms operating on HR & GE.
Sustainability	● Developing an enabling or adaptable environment for real change on HR & GE; ● Institutional change conducive to systematically addressing HR & GE concerns; ● Permanent and real attitudinal and behavioral change conducive to HR & GE; ● Establishment of accountability and oversight systems between rights holders and duty- bearers; ● Capacity development of targeted rights holders (to demand) and duty bearers (to fulfill) rights; ● Redistribution of resources, power and workload between women and men.

Equal Community Foundation (ECF) (www.ecf.org.in) commissioned an external evaluation to ascertain the relevance, effectiveness, efficiency, sustainability, impact and management of the program, framing it using a rights based approach. ECF works towards changing male (especially adolescent boys) gender attitudes and practices to end violence against women in India. The key questions developed for the evaluation were guided by the OECD DAC criteria, an example of which is illustrated below:

Relevance	To what extent did adolescent boys participate in the program design, implementation and monitoring? To what extent did ECF address the needs of the community – especially adolescent boys? Did the activities address the underlying causes of inequality?
Effectiveness	How well has the program contributed in changing adolescent boys' attitudes towards gender equality and violence against women? Of the mentors? To what extent did results promote gender equality and reduction of violence against women? Did the Theory of Change incorporate the gender dimensions? Was monitoring data collected and disaggregated according to relevant criteria of age, ethnicity, income, location?
Efficiency	With reference to equity and gender, was the relationship between program costs and program outputs reasonable? Any cost constraints that affected the implementation?
Impact	What are the long-term effects of the ECF Program with reference to adolescent boys (disaggregated by age, community, education) at different levels of the program - foundation, action and leadership program as well as family and community?
Sustainability	What about continuing impact? What other influences will affect sustainability?

Source: Zaveri, Sonal. Evaluation of the Action for Equality Program, ECF. August 2015

Gender Transformative Evaluations

Ranjani Murthy

Apart from efforts to engender log-frames, and UNEG criteria, etc., several specifically gender-transformative evaluation frameworks have also emerged. Some of the frameworks used within this region include:

- Change Matrix developed by Rao, Kelleher and adapted by Batliwala, 2008
- Gender Route/12 Box Matrix by Oxfam Novib, 2007
- Making the Case by Women's Funding Network, 2004

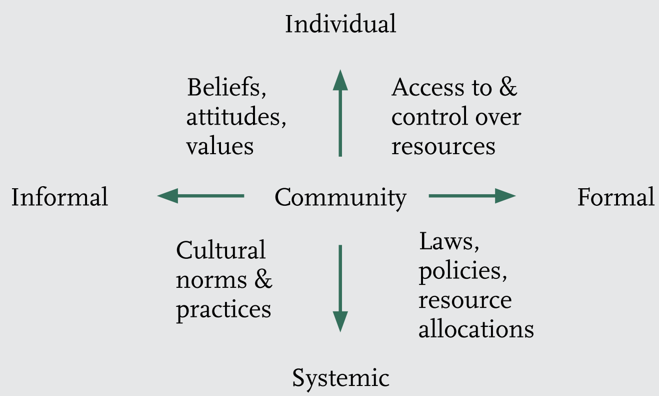
- Gender, Empowerment and Poverty Reduction Framework adapting Sen, 1981 and Rowlands, 1997
- Social Inclusion/Exclusion Framework of Sen, 1990

These gender-transformative frameworks – hybrid and non-hybrid – are introduced here with an illustration.

Change Matrix

The Change Matrix was developed by Aruna Rao and David Kelleher of Gender at Work in 2002 and adapted by Srilatha Batliwala in 2008. The adapted version identifies four domains in which gendered power structures operate. These are individual, systemic, formal and informal. See Figure 2.

Figure 2: Change Matrix



Source: *Rao, Kelleher, Batliwala (2008) The Change Matrix, http://www.inwf.org/wp-content/uploads/2014/02/10-AM-Intro-to-The-Change-Matrix-The-Case-of-the-Global-Fund-for-women-by-PeiYao-Chen-GFW.pdf*

Access and control over resources falls in the quadrant of 'individual-formal', laws/policies-and resource allocation in 'formal-systemic, cultural norms and practices in 'systemic and informal' and beliefs, attitudes and values in the 'informal-individual' quadrant. When the Change Matrix is used for evaluating work of a gender-sensitive grassroots program, changes in gender norms, attitudes and resources may be visible, but changes in laws, policies and allocations may not be that visible. Advocacy groups on the other hand may have more impact on laws, policies, and state allocations, than the other quadrants. Depending on whom they fund, funding agencies may influence all four quadrants from a gender-transformative lens.[9]

The Change Matrix can also be used at institutional level to look at, for example, job descriptions and performance evaluations (systemic-formal), whether leaders are role models (systemic-informal), staff are motivated (individual-informal) and whether staff have a system of mentorship in place (individual-formal) (Rao, Kelleher and Batliwala, 2008).

The Change Matrix is being used by Tewa, an organization which financial and technically supports small women's organisations in Nepal with the overall aim of promoting philanthropy, (gender) justice and peace. The Director of Tewa, a Board member, the M&E focal point and the grant making team took part in a training on gender, evaluation and learning, before choosing the Change Matrix. The work of the women's organisations it supports falls into three categories: economic and social empowerment, political empowerment, or movement building (Tewa 2015). The Change Matrix is being used to track i) which quadrant its partners work in, and ensuring that there are some partners working in each quadrant ii) what has been the impact of its partners' work on each of the quadrants. Gender-sensitive participatory methods like economic ranking (with marital and disability status) of households, road map of change (See Box 1), confidence mapping, (reduction) in discrimination mapping, gender based violence trend mapping, and happiness index were used for ascertaining progress towards achievement of partners' objectives. The outcomes from various partner groups are being plotted on the quadrants using an uniform scale of 1 to 5 (5 being better). Tewa plans to consolidate findings from all its partners to get an overall picture of impact of its Grant Making Unit, after the relief work is over (Tewa, 2015).

Box 1: Road map of Change from Furniture Grant

Using the Change Matrix framework it came to light that funding Nepali Rs 50,000 to a women's group for chairs and tables increased the women's self-esteem, the respect they commanded from the Village Development Council, the extent of resources they could mobilise and mediation of cases of violence. Thus a seemingly neutral intervention like furniture was in fact transformative and contributed to small changes in self-esteem, cultural norms and community resources for gender based violence (Tewa, 2015).

9 The Global Fund for Women uses the Change Matrix for tracking the outcomes of its support (Global Fund For Women, 2012).

Twelve Boxes framework

The Twelve Boxes framework is a self-assessment framework which could be used by development organisations to assess to what extent gender justice has been integrated into the organisation's mission, structure, programs and staff, at three levels – technical, political and cultural (Oxfam Novib, 2010). It builds on the gender route project that ran between 1997 and 2000 with the erstwhile Novib partners, which did not include self-assessment of the 'program' aspect. The gender route was also referred to as the nine box framework.

Each organization carried out their self-assessment and chalked out the 'route' forward along with the support of a gender expert. Table 3 (below) presents the analysis of four NGOs (two from India, one from Sri Lanka and one from Palestine) using the "Gender Route" or Nine Boxes.

Table 3: Diagnosis Strengths (+) and Weaknesses (-)

	Mission/Mandate	Organisational Structure	Human Resources
Technical Point of View	**Box 1:** Policies and Action (-)Lack of an action plan to implement policy analysis (one NGO)	**Box 4** Tasks & Responsibilities (-)Gender tasks and responsibilities not clearly defined. Poor coordination amongst units. Ineffective information systems on gender (4 NGOs)	**Box 7** Expertise (-)Lack of in-house gender expertise and gender training inadequate (4 NGOs) Fewer women than men in the organisation (one NGO)
Political point of view	**Box 2** Policy Influence (+) Role of a supportive management in pushing a gender equality agenda (3 organisations)	**Box 5** Decision-making	**Box 8** Room for Maneuver (+) Space given to women workers to organise themselves (3 NGOs)
Cultural point of view	**Box 3** Organizational culture Women-friendly with a positive gender image among beneficiaries and other women's organizations (3 NGOs)	**Box 6** Cooperation and Learning Emphasis on teamwork culture of collective learning and sharing (2 NGOs)	**Box 9** Attitude Enthusiasm of staff members, openness to new ideas and willingness to adapt to new practices. Gender stereotyping firmly dealt with(two NGOs)

Source: Mukhopadhyay, Steehouwer and Wong2006

The route of each organization varied (details not available). Examples are however given. One NGO working on gender and sustainable agriculture which had problems recruiting and keeping women technical staff members wanted to achieve gender parity in staffing. It changed its strategy. Instead of recruiting agriculture graduates, it recruited social workers or those who hold social science degrees. They then trained these new recruits in the technical aspects of their work along with the social mobilisation work that they were already trained to undertake. Social mobilisation is the basis for the delivery of the technical programs. The gender policy also introduced a number of affirmative action measures for women including desk-based work(as opposed to field travel) during menstruation, access to transport, safety regulations, and toilets. The organisation introduced regulations to limit the number of late night meetings in rural communities since women workers were unable to attend these (Mukhopadhyay, Steehouwer and Wong 2006) .

The Twelve Boxes framework builds on the above 'nine boxes', by adding a dimension on program. Mission, structure, human resources and programs are discussed at three levels in the 12 Boxes Framework: technical level (systems, resources etc.), political level (now renamed areas of influence) and cultural level (beliefs, norms and values (Oxfam Novib, 2010). Commenting on the framework Oxfam Novib, 2010 observes : The 12-Boxes Framework is a learning tool. It helps staff reflect on where an organisation and its programming stand in its efforts to achieve more gender justice, which strategies were successful, which others failed, and how to do things better or differently. Reflecting on and analysing the strengths and weaknesses by walking through the twelve boxes creates insight into the level of gender mainstreaming. Based on that, actions can be proposed to address the weak points while building on the strengths. The framework enables the organisation to consider systematically the influence an action in one box may have on aspects located in other boxes.'

Details on questions to ask with respect to each Box and the linkages are given in Novib, 2010. Illustrations of use of this framework in South Asia were not available.

Making the Case

The framework of Making the Case was evolved by Women's Funding Network, USA in 2004 and is used by over 100 philanthropic organizations (Nimmo, 2014). Like the Change Matrix, it can be used to explore changes in social relations of gender or other power relations. Making the Case is based on the belief that social change has to take place at structural and cultural levels, and happens at both micro and macro levels. Social change can be slow or abrupt, and is often non-linear. Making the Case seeks to track changes of both kinds and at both levels. The framework believes that changes can be in definitions (for eg. the concept of women's work), behaviour, scale of engagement, policy and (simply) maintaining past gains. Importantly, it tracks negative change, reversals, backlash and unexpected changes. After tracking changes, the contributing and hindering factors are analyzed. When Women's Funding Network uses the framework, the assessments are recorded online, and a central repository of grant evaluations is made (Nimmo, 2014).

The 2007-2009 report of Women's Funding Network records important shifts that happened through its partnerships. For example, its partner group, NouKabin Haiti, a Caribbean country, records a change in the perception that those who protest against domestic violence are 'homewreckers', and that domestic violence is a 'private affair', with this shift being discussed in the community. Radio programs on domestic violence with provision for communication have been one of the important contributors to these changes in perceptions (Women's Funding Network, 2009). Support for a capacity building program with Latina women in Iowa (on rights of those who rent houses) not only strengthened their security, but also brought about changes in policy when the women successfully engaged in advocacy with the state on responsibility for structural repairs (Clohesy and Gorp, 2007). These women worked in mobile parks, often leaving families behind. Thus behaviour, scale of engagement and policy changed in favour of renters (ibid, 2007). Maintaining past gains is another focus of the framework. One partner with an objective of preventing adolescent pregnancies and fostering empowering life trajectories, points out that keeping in touch with past participants and arranging events to bring back alumni is central to ensuring that the vicious cycle between poverty, inadequate empowerment and teenage/early pregnancies is broken (Women's Funding Network, 2009).

Gender, empowerment and poverty reduction

The framework of gender, empowerment, and poverty reduction builds on Rowlands (1997) concept on empowerment and Sen's (1981) concept of entitlements (Murthy 2004). This framework is relevant when the objective of the program includes women's poverty reduction and empowerment. Women's poverty is discussed at two levels: dimensions and causes. To capture the impact on gender-specific dimensions of poverty, intra-household distribution of basic needs is analyzed using participatory methods such as gender-based division of labour and resources. Aspects like access to rest are taken into consideration in definition of basic needs. Further, as women are a diverse group, issues of access to basic needs of Dalits (India), refugees (Sudan) and young people (Moldova) at the community level are explored through focus group discussion. Impact of the project on gender-specific causes of poverty are analyzed through examining impact on women's ownership of assets, access to common property resources, bargaining power in markets and vis a vis government officials. Gender-sensitive wealth ranking exercise is used to understand change in poverty and reasons. Deterioration (example due to dowry, alcohol abuse) and impact on gender-adverse coping strategies when faced with poverty is another aspect looked into like lesser consumption of food, trafficking of girls, unsafe migration etc. With regard to empowerment, Rowlands (1997) framework of three levels of empowerment–power to (individual), power with (collective) and power within (deep rooted values) is used to assess gender and diversity related impact. Body mapping and mobility mapping are some of the methods used (see Ranjani 2015). Changes in power to exercise control over mobility, labour, resources, body and political spaces is ascertained; power with others to influence markets, community structures and local government is explored and lastly changes in gender and social norms are examined. Comparisons between change before and after and members and non-members are made.

When this framework was used with the team of Gorakhpur Environmental Action Group for a participatory evaluation of their sustainable agriculture and women's empowerment interventions, it emerged that women's and their households' poverty had indeed reduced in terms of access to basic needs and ability to claim entitlements; however differences in work load persisted. Expansion of women's mobility, participation in Gram Sabha, participation in farmers' organizations and earnings were visible; but dramatic changes in asset ownership by women were not visible. Violence against women had declined. Gender norms and caste were slowly changing. Improvements amongst members was more than non-members of similar status, and over time (Murthy, 2004).

Social Inclusion/Exclusion framework

Social exclusion can be seen as exclusion from the prevailing social system in particular the rights and privileges it accords, typically as a result of poverty or the fact of belonging to a particular social group. Sen (2000) distinguishes between two kinds of unequal situations, namely one where marginalized groups are kept out or denied their rights, and secondly, one where they are forcefully included in some activity which violates their rights. The first situation he refers to as social exclusion, and the second as unfavourable inclusion. Such unwanted exclusions and inclusions may be of instrumental importance or intrinsic in nature or both. For example, when a Dalit woman in MGNREGA site is denied drinking water, it leads to her thirst not being quenched, as well as her rights to water (provision under the scheme) being violated.

Using this framework, Nidhi Sabharwal (2012) assessed the access to and impact of Janani Suraksha Yojana (JSY) scheme which is a maternity assistance scheme of the Indian government. She analysed the scheme from the perspective of Dalit women concluding that Dalit pregnant women, mothers and infants were largely excluded from the scheme and such social exclusion not only affected their health, but was a violation of their right to health. (An analysis of social exclusion and how it can be used in evaluations is covered in some detail in the next chapter.)

Several evaluation frameworks have been discussed in this section. Most can be used for planning, monitoring, evaluation or learning. The application of some in evaluations is nascent, like the Socialist Feminist ToC while others have a long history like Engendered Log Frames. Of these evaluation frameworks, it is the Twelve Boxes Framework which can be used for both organization and program self-assessment. The others focus more on the programmatic assessment. A question raised by the Twelve Boxes Framework is whether a non-gender transformative organization can deliver a gender transformative program.

From the illustrations of the various gender-transformative frameworks, it is clear that extent of attention in practice to issues of diverse identities and marginalities of women varies. It depends on the lens of the facilitator and participants. To that extent, the frameworks can only provide the lens; much depends on the perspective of those wearing the lens.

CHAPTER - 3

Designing Gender Transformative Evaluations: Methods and Tools

Rajib Nandi

A gender-transformative evaluation promotes gender equality—the shared control of resources and decision-making on the one hand and women's empowerment through the intervention process on the other. Gender transformative evaluation processes identify a wide range of stakeholders (particularly women 'beneficiaries' of programs) and engages the larger community to challenge social norms that perpetuate inequalities between men and women.

When and how to use a Gender-transformative Lens in Evaluations?

Gender inequality and community dynamics in women's and men's gender roles can have a significant impact on the success of any program. Thus, it's important to strive for integrating gender transformative approaches in all aspects of programming and policy, including program design, implementation and evaluation.

Initial steps towards addressing gender disparities can start with performing gender based analysis during formative research. Programming steps can include something as simple as including gender sensitivity training in institutional capacity building efforts. The program may increase the awareness of inequalities within the community and encourage critical assessments of existing harmful gender stereotypes. Starting a conversation about gender and presenting individuals and communities with an opportunity to reflect critically on how gender norms affect the well-being of individuals, families and communities is a key first step to transform the status quo of gender inequality towards one of egalitarianism.

While it is important to use a gender-transformative lens when designing programs and evaluations, a more practical problem arises when programs and projects are themselves gender-blind. In such a context, the question arises: How is one to bring a feminist lens to bear to an evaluation when both the program intervention and the ToRs presented to the evaluation agency are gender-blind, i.e., presume that gender is insignificant?

Evaluating Gender Blind Programs Using a Gender Sensitive Lens

ISST was presented with an opportunity to evaluate a voice messaging program for rural communities in two states, Punjab and Rajasthan (Rajib Nandi, 'Towards Engendering a Voice Message Service program for Rural Communities in India through Evaluation', ISST Workshop, 6- 8 February 2013). The Implementing Agency (IA) that had hired ISST to evaluate their program had tied up with a multinational mobile service provider to market a special SIM with a free value added service targeted at the agricultural community which provided five pre-recorded voice messages to its subscribers on general agriculture, animal husbandry, climate, market rates, health, education, government schemes etc. At the time of the evaluation, there were more than 1.5 million active subscribers for the service across 18 states.

Apart from SIM distribution and marketing, the IA was responsible for the selection and development of content, the formation of groups and communities of subscribers at the regional level and the provision of help-line experts to the subscriber, if required. The goal of the project was to create an empowered rural community through the provision of timely information. The objective of the evaluation was to get feedback directly from the actual users on, amongst other things, the quality, timeliness, usefulness and impact of the information provided vis-à-vis other sources of information, and how to improve the service.

Through a series of discussions with the IA and after reading the material provided by them, the evaluation team perceived a gender bias in the understanding of the IA. The IA believed that mobile phones were only used by men (in rural India), which is why the program primarily targeted men. Moreover, the IA believed that agriculture is a male domain; therefore, women do not play much role in decision-making. Women were deliberately excluded from the target group apart from a few cases where women farmers' groups were formed (in Andhra Pradesh and in Tamil Nadu). The IA also believed that men could easily pass on key information to the women, e.g. information on health etc.

The evaluator brought a feminist lens to bear on the evaluation, and brought out serious flaws in the implementation of the program, even prior to conducting field work for the evaluation:

- Information should be regarded as a resource.

- Unequal access to information might create a sharper digital divide in the society.
- Through the non recognition of women's role in agriculture and other decision-making processes, the exclusion of women by the IA could result in not just under-valuing women's roles but perpetuating gender inequality.
- Moreover, such gender blindness might result in the collapse of the program.

Even with these insights, the evaluator was presented with the dilemma of how to develop an evaluation methodology (with a gender transformative lens) for a totally 'non gender responsive' program, so that one is (1) able to fulfill the expectations of the IA and yet (2) design a feminist methodology that provides information and convinces the IA to become more gender responsive in order to fulfill their broad objectives.

The evaluation that was designed by ISST was based on the IA's requirement to conduct a questionnaire based survey, which would provide 'numbers/statistical figures' because they are 'easily readable' and 'presentable'. However, the questionnaire that was developed tried to capture the household dimension of mobile use and the impact of the program at the household level *covering both men and women members*. Further, a control group was formed with 'non-user *households'* and not just 'non-users'. FGDs, both with the subscribers and non-subscribers and separate key informant interviews were also proposed.

Just by broadening the sampling group, the evaluation was able to prove that there was in fact a substantive number of women using mobile phones (53%), proving the presumption of the IA that rural women do not use mobile phones wrong. Further, the evaluation was able to show that there was a larger proportion of young women (compared to young men) who were mobile phone users; therefore, by not including women, the digital divide was being deepened. Moreover, the evaluation was also able to prove that the presumption that men conveyed information to women family members was also wrong, and that in fact women were more interested in receiving information on health, employment, government. schemes, education etc., than the men. The evaluating agency was therefore able to recommend to the IA to include women as primary users, as well as to use gender specific information based on need.

Overall, gender transformative methods include a series of questions that can help implementers assess how well the interventions are currently addressing gender considerations, and to determine how best to move along the continuum toward more transformative gender programming. Taking the gender based analysis into consideration during both program planning and evaluation can help ensure gender transformative approaches are being used effectively.

What are the methodological options?

There are several options as far as methods are concerned. **Qualitative Research** is primarily exploratory research. It is used to gain an understanding of underlying reasons, opinions, and motivations. It provides insights into the problem or helps to develop ideas or hypotheses for potential quantitative research. Qualitative Research is also used to uncover trends in thought and opinions, and dive deeper into the problem. Qualitative data collection methods vary using unstructured or semi-structured techniques. Some common methods include FGDs, individual interviews, and participation/observations. The sample size is typically small, and respondents are selected to fulfil a given quota. On the other hand, **Quantitative Research** is used to quantify the problem by way of generating numerical data or data that can be transformed into useable statistics. It is used to quantify attitudes, opinions, behaviours, and other defined variables – and generalize results from a larger sample population. Quantitative Research uses measurable data to formulate facts and uncover patterns in research. Quantitative data collection methods are much more structured than Qualitative data collection methods. Quantitative data collection methods include various forms of surveys – online surveys, paper surveys, mobile surveys

Method Options

Quantitative and Qualitative Approaches:

Quantitative methods of data collection produce quantifiable results (number, frequency, percentage, ratio) so they focus on issues which can be counted, such as percentages of women and men in parliament, male and female wage rates or school enrollment rates for boys and girls. Quantitative data can show changes in gender equality over time –e.g. a widely used quantitative indicator is the ratio of girls and boys in school.

Qualitative methodologies capture people's experiences, options, attitudes and feelings –for example women's experiences of the constraints or advantages of working in the informal sector or men's and women's views on the causes and consequences of domestic violence. Often participatory methodologies such as FGDs and social mapping tools are used to collect data for qualitative indicators. Qualitative data can also be collected through surveys measuring perceptions and opinions.

Participatory Approaches:

Participatory methodologies are based on the principle that men and women should be the agents of their own development, contributing to decisions about what should be measured and what indicators should be used, and participating in the research themselves.

and kiosk surveys, face-to-face interviews, telephone interviews, longitudinal studies, website interceptors, online polls, and systematic observations.

Mixed methods are most likely to be the approach of choice for gender transformative evaluations because of the need to integrate community perspectives into the inquiry process, thus necessitating collection of qualitative data during the research or evaluation process.

Mixed method decisions

The essential goal of mixed methods research is to tackle a given research question from any relevant angle, making use, where appropriate, of previous research and/or more than one type of investigative perspective.

Sometimes referred to as mixed methodology, multiple methodology or multi-methodology research, mixed methods research offers you the best of both worlds: the in-depth, contextualized, and natural but more time-consuming insights of qualitative research coupled with the more-efficient but less rich or compelling predictive power of quantitative research.

These approaches are far more comprehensive than attacking a problem from only one point of view and, with the emergence of strategies and tools for blending these different types of data, allow for the crossing of disciplinary boundaries like never before.

Use of Mixed Methods in The Impact on Marriage: Program Assessment of Conditional Cash Transfers (IMPACCT) study by the International Center for Research on Women (ICRW)

About the program: Apni Beti Apna Dhan (ABAD) was a conditional cash transfer (CCT) program implemented in the state of Haryana from 1994 to 1998, with the aim of delaying marriage among girls. The scheme targeted poor households and disadvantaged caste groups, offering two points of transfer: 1) disbursement of Rs.500 to mothers within 15 days of delivering a eligible girl; and 2) within three months of birth, and on enrollment, the government purchased a savings bond of Rs.2500 in the name of the daughter which was redeemable at a maturity of Rs. 25,000 at age 18, provided the girl was not married.

Methodology: ICRW undertook a five-year evaluation (2010- 2015) to assess the impact of ABAD on the age of marriage, girls' educational attainment, and the perceived value of girls. A quasi-experimental, mixed method evaluation was designed including two rounds of surveys (2012-13 & 2014-15), and in-depth and semi-structured interviews and key informant interviews. The quantitative survey was carried out in 300 villages from four districts of Haryana using a multi-stage sampling design. Data was collected from girls of two age cohorts (those born in 1994-1996 and in 1997- 1998), wherein the older cohort was surveyed twice: the first time before they turned 18 and the second time just after they had turned 18 and were eligible for payout. And, beneficiaries, i.e., those who met the eligibility criteria and were enrolled in ABAD, were compared to the eligible non-beneficiaries, i.e., those who met the eligibility criteria but did not enroll in the program. A total of 5,694 girls of the older-age cohort and 4,444 girls of the younger-age cohort were surveyed in the first round. In the second round 5,297 girls of the older-age cohort were surveyed. The mothers of all the girls surveyed were included in both the rounds.

In the surveys, girls and their mothers were asked detailed questions about their background, education, marriage, work, aspirations, self-efficacy, gender-equitable norms, program enrollment, and (for beneficiary girls) their plans for use or actual use of the cash. A household questionnaire in the first round also measured household assets, wealth status, and changes over time, and a village questionnaire captured data on village infrastructure and changes over time. Bivariate probit models with instrumental variables were used for the quantitative analysis. This analysis controls for the fact that households that enrolled in the ABAD program may have selfselected into the program, and would be systematically different from those that did not.

Qualitative data was collected in four rounds, with 241 in-depth and semi-structured interviews with beneficiary and non-beneficiary girls, their mothers and/or fathers, and 57 key informant interviews with government officials and village functionaries. Qualitative work explored themes such as how girls are valued, gender roles and expectations, and the shifts that have occurred over time. Implementation of the CCT, including enrollment, perceived purpose of the program, use of funds, and experience of payout, were additionally explored.

Findings: The evaluation found that the program did not significantly delay girls' marriages or encourage secondary and higher levels of education. The program was, in fact, found to positively affect the probability of marriage at age 18. The program beneficiaries were found to have a higher probability, by almost 43 percentage points, of being married by age 19 than non-beneficiaries. Although the stated objective of the ABAD CCT was to enhance the value of the girl child by providing an incentive for the birth of girls and delaying their marriage,the benefit was believed as a payment for their marriage.

Source: Priya Nanda, Priya Das, Nitin Datta, SnehaLamba, Elina Pradhan, and Ann Warner (2015)

Transformative Design Components

Gender transformative evaluations could create opportunities for the larger communities and individuals to actively challenge gender norms, promote positions of social and political influence for women in the society and address inequalities of power between persons belonging to different genders. The evaluation process itself creates an enabling environment for gender transformation by going beyond just including women as participants but capture their voices and enable that voice in building a more equitable space for sharing power, decision making and accessing resources. Gender transformative evaluations are part of a continuum of gender integration, or the integration of gender issues into all aspects of program and policy conceptualization, development, implementation and of course evaluation.

The gender transformative design of evaluation must contain the following components:

At level: 1

- A statement of evaluation questions and a recognition of power relations;
- A recognition of power relations, viz.,identification of the structural causes of inequality and discrimination;
- Understanding of the impacts of programs on different groups of people including groups of people facing any social /economic discrimination;
- Inclusion of participatory and reflective processes by engaging stakeholders from different levels.
- Acknowledging and addressing the questions of human rights, social justice and equality and determine the claims of rights- holders and obligations of duty- bearers
- Aim for the progressive realization of human rights and gender equality

At level: 2

- A statement of evaluation questions
- A description of the data-collection methods, including interviewing or coding process, and how these will be accomplished with the evaluator as a co-performer in the field or participant observer.
- An explanation of the ethical methods and how the welfare of the participants will be put first by protecting their rights, interests, privacy, sensibility, and offering reports at key stages to them, including the final report.

- A description of the participants in terms of population, geographic location, norms and rules, significant historical and cultural context, and expectations for key informants.
- A time frame for entering the field, collecting the data, departing from the field, coding and analysis and completion of the written report, and/or public performance.
- Use of a critical theoretical framework in the design, implementation, and dissemination of the study.

Participatory Action Research and Transformative Design

In participatory action research, the group of evaluators along with all stake-holders decide on the focus and questions for the evaluation. Evaluators and participants observe, engage in action, observe and record. Evaluators and participants immerse themselves in action and elaborate and deepen their understandings. Group members reassemble and share their knowledge, using this iteration as an opportunity to revise their plans for the next cycle of evaluation. This cycle might be repeated between 6 and 10 times depending on the complexity of the evaluation context.

A participatory action research design can also be used to monitor large public programs and contribute to its planning.

Community Based Monitoring and Planning

Nilangi Sardeshpande, 'Evaluation of Community Based Monitoring of Health Services', (Notes on presentation at ISST workshop, 7-9 October 2013)

The National Rural Health Mission (NRHM) - a flagship program of the UPA government - was launched in 2005. Recognising the need for accountability in public health care, the program of Community Based Monitoring and Planning (CBMP) of health services was launched as part of NRHM. Maharashtra was one of the nine states where this program was initiated on a pilot basis in 2007. As of 2013 there were over 25 Civil Society Organizations (CSOs) involved collaboratively in facilitating CBMP in 13 districts of Maharashtra.

The main objective of CBMP is to provide feedback on the status of fulfillment of entitlements, functioning of various levels of the public health system and service providers, identifying gaps, deficiencies in services and levels of community satisfaction, using locally developed yardsticks. It is expected that this feedback would ultimately feed into the planning process and facilitate corrective action in a framework of accountability. In addition, it is also expected that the process of CBMP would enable the community and community-based organizations to become equal partners in the planning process and increase the community's sense of involvement and participation to improve responsive functioning of the public health system.

How do communities monitor health services?

First, various activities are conducted in the selected villages to increase awareness of entitlements among active elements in the community such as Village Health Nutrition and Sanitation Committee (VHNSC) members, and civil society representatives. CBMP committees are formed at different levels such as at the village level, Primary Health Centre (PHC) level and Community Health Centre (CHC) level, where community based actors are actively involved. Activities are conducted to build the capacity of the members of the committee for monitoring of health services. In order to assess the delivery of services at the various levels a report card format is used. These report cards are developed at the state level through a consultative process, where partner organizations from all the districts participate. These report cards reflect the ratings given by the communities based on their perceptions and experiences of the health system. On the basis of the report cards, public dialogues (Jan Sunwai) are conducted with health providers and officials at the PHC, block and district levels. In these public dialogues community assessment is shared as well as demands for improvement are put forth. Such dialogues also take place at the state level to resolve larger policy issues.

To address inequities based on caste, class and gender, monitoring and planning committees are formed in a manner to ensure representation of various stakeholders. Moreover, while filling the report cards, separate group discussions are organised with women from marginalised communities within the village to ensure that their experiences of public health system and concerns are adequately reflected in the monitoring and planning process.

There are several achievements that such a participatory, community led approach to monitoring and planning have had, including the raising and effective resolution of several issues which were important for improvement in maternal health services. This included the transfer of a medical officer who refused to conduct ceasarian sections, and the appointment and training of a new one. After complaints were raised about non-availability of USG (sonography) facility, it was provided free of cost to all pregnant women under Janani Shishu Suraksha Karyakram. Further, in one of the monitoring committee meetings, a young Dalit gram panchayat member shared his observation that the ANM did not visit Dalit households while collecting water samples or for examination of women for gynaecological problems. This issue was then raised in the Jan Sunwai and the ANM mended her ways and started regularly visiting the Dalit basti thus making the ANC services available for women. There were several other such issues that were raised to address gendered and other inequalities (for details, see report cited below). Overall, the process increased access to health services for the marginalised communities, helped in shifting the balance of power at the local level through people 'taking charge' of the system, and the creation of formal spaces for the community to voice their problems. The CBMP process also helped to increase the involvement of Panchayati Raj Institutions (PRIs) members, who were not very interested in health issues previously.

The CBMP thus succeeds in promoting active citizenship, deepening democracy and ensuring rights.

This note is based on the report of evaluation of Community Based Monitoring and Planning of Health services in Maharahstra (Evaluators-Renu Khanna, Anagha Pradhan) and Community Based Monitoring and Planning in Maharashtra, India, A Case Study (Authors- Abhay Shukla, Shelley Saha, Nitin Jadhav)

More details about the CBMP evaluation can be accessed at- http://www.cbmpmaharashtra.org/cbmdata/reports/CBMP%20Report-8th.July_final-web.pdf

There are many tools that can be used for participatory evaluations. Ranjani Murthy has compiled a range of tools (2015c) including body mapping, confidence mapping, resource mapping, etc.

Gender-based Access and Control over Resource Mapping

This tool is used to map who has access to and who has control over what resources in the household in order to examine changes in gender-based access and control as a result of the project/program. Murthy clarifies that access to resources implies ability to utilise, but not the right to own or sell the asset — which implies control.

Using this tool entails asking the woman participant to list/draw the household members as heading of columns and list different types of resources as heading of rows. In this household member - resource matrix, the participant is asked to tick where the listed person in the column has access to the resource drawn in each row. Different colours are used to indicate the situation before and after the implementation of the program. The same steps are repeated to map control, either using a different colour or another table. Alternatively, the participant can be given give ten seeds and asked to distribute according to who has greater or lesser access or control to the resources.

Source: Murthy 2015c

Gender Sensitive Indicators

Incorporating measurement of gender indicators into the program implementation and evaluation is critical to determining whether or not gender transformative approaches have been successful in changing gender norms and behaviours within communities. A variety of gender measurement scales and other resources are available to guide implementers who want to measure the outcomes of gender transformative approaches. Gender-based analysis involves understanding how social and economic differences between men and women can be related back to the different roles and responsibilities that culture assigns men and women, particularly around power and decision-making. Gender based analysis uses both quantitative and qualitative data collection to examine gender roles and norms, and provides meaning and context for why men and women behave in certain ways when interacting with different systems and programs. Gender scales can be used to assess these behaviours and interactions, such as the Gender Norms Scale, the Gender Equitable Men Scale, and the Women's Empowerment Scale. These scales can be generated as per the context and the programs that are being evaluated.

"An indicator is a pointer. It can be a measurement, a number, a fact, an opinion or a perception that points at a specific condition or situation, and measures changes of that condition or situation over time." (CIDA, 1996)

"An indicator is an item of data that summarizes a large amount of information in a single figure, in such a way to give an indication of change over time an in comparison to a norm. Indicators differ from statistics in that, rather than merely presenting facts, indicators involve comparison to a norm in their interpretation." (Commonwealth Secretariat, 1999)

"Indicators need to measure physical and visible (measurable) outcomes, but also changes in attitudes and behaviour, which is often less tangible and not always easy to count. While quantitative indicators are emphasized in mainstream M&E approaches, for communication for development, and especially Communication for Social Change, they often need to be qualitative to be most effective and appropriate. Qualitative indicators can help us to assess the impacts of our projects and the extent to which change has occurred. They are generally more descriptive. Quantitative indicators can help to assess if our projects are on track. Indicators can take different formats such as pictures or stories of social change. This is particularly important to consider when we are working with people who have low levels of education or literacy". (Lennie, J., Tacchi, J., Koirala, B., Wilmore, M., Skuse, A., 2011)

Indicators are key components in any evaluation. For a gender transformative evaluation, the evaluation questions and the indicators must be gender sensitive in the first place. Indicators help in determining progress towards a result or whether an expected result has been achieved. Indicators measure (quantitatively or qualitatively) the status of an expected result. Development of indicators, like results, is best done collaboratively with stakeholders/partners to get different views of what is important, to gain consensus on what constitutes 'proof' that a result may be achieved or progress towards it is being made, to identify and agree upon what information will be collected along the way – and importantly it is the process of developing results chains and indicators that is as beneficial as having them at all!

Gender sensitive indicators can demonstrate gender-specific changes in society over a period of time. Their usefulness lies in their ability to point to changes in the status and roles of women and men over time, and therefore to measure whether gender equity is being achieved.

Why look at gender sensitive indicators?

Gender sensitive indicators help in effective M&E of project or program activities, which in turn will feed into more effective future planning and program delivery. These indicators can be used for holding institutions accountable for their commitments on gender equality. The indicators also can help in stimulating change through participatory data collection processes.

Types of Indicators

There are various types of indicators, including:

- Input indicators - describe what goes into the program or project, such as the number of hours of training, the amount of money spent, the quantity of information material distributed, etc.
- Output indicators - describe the program or project activities, such as the number of people trained, the number of policy-makers at the briefing, the number of rural women and men reached etc.
- Outcome/Impact indicators - describe the actual change in conditions, such as changed attitudes as a result of training, changed practices as a result of a program or project activity etc. This type of indicator is more difficult to measure.

Inputs, Activities, Outputs, Outcomes and Impacts

- Outputs are the products, services, and capacities that result from the completion of activities.
- Outcomes are the intended or achieved short-term and medium-term effects of an intervention's outputs, usually requiring the collective effort of partners.
- Impacts are the long term effects or change to which the program, through collective effort with partners, will contribute.

There are also process indicators, which measure delivery activities of the resources devoted to a program or project. They monitor achievement during implementation, serving primarily to track progress towards the intended results. Projects with an empowerment focus or projects which concentrate on capacity development and institutional strengthening, will rely more on process indicators, because they involve long-term change over many years. Examples include enrollment rates of boys and girls; number of educational facilities in operating condition (CIDA, 1996).

Examples of widely used Gender Sensitive Indicators:

Quantitative Indicators

- Wage discrimination: by sex, age, social groups, religion, region etc.
- Labour force participation
- Time spent on economic and non-economic work
- Life Expectancy
- Age of marriage
- Causes of Death
- Maternal Mortality Rate (MMR)
- Nutritional Status
- Enrollment Rates
- Dropout Rates
- Political participation/attendance in assembly/panchayat etc.

Monitoring system of PAHEL, a CEDPA program to empower elected women representatives to monitor and advocate for quality sexual and reproductive health services in Bihar (Punamdhita Bora and Kumar Alok, Notes on presentation on 'Empowering Elected Women Representatives to Monitor and Advocate for Qualitative Sexual and Reproductive Health Services in Bihar', presented at ISST workshop, 7-9 October 2013)

PAHEL: Towards Empowering Women, is an initiative of CEDPA (now Centre for Catalyzing Change) India which has been running since 2007. The program, supported by Packard Foundation, aims to build leadership skills in elected women representatives (EWRs) from the PRIs in Bihar, so that they monitor and advocate for the quality of sexual and reproductive health (SRH) services being delivered by State run health facilities, thereby fulfilling a dual objective of women's political empowerment and State accountability for health services.

In their most recent intervention with EWRs, CEDPA's strategy has been to empower EWRs to monitor services and act as health advocates in their respective areas by identifying systemic gaps that hinder delivery of quality health services particularly related to family planning and reproductive health through periodic administration of accountability checklists specially developed to monitor Village Health Sanitation and Nutrition Day (VHSND), Health Sub Centres, PHCs and District Hospitals, and raising the gaps at appropriate forums such as Panchayat meetings, and with health authorities.

The project follows a three pronged strategy to achieve its objectives:

a. Capacity development of EWRs through three day trainings on PRI structures/ processes, gender and patriarchy and public health delivery system in the context of Family Planning/Reproductive Health (FP/RH).

b. Supporting them to take planned, concrete actions based on evidence generated by the women themselves on the quality of services provided through the Public Health Centres/Facilities at four levels.

c. Mentoring them through collective forums called Mahila Sabhas (informal women's councils).

The project monitoring process adopted by CEDPA India to measure the process of change at the level of EWRs in terms of their participation and initiative in PRI processes and monitoring health service delivery in the project area is done on a monthly basis through quantitative tracking sheets.

Monitoring data under the project shows that the EWRs initiatives have yielded results in the realm of health service delivery– improving maternal health services by using untied funds to facilitate purchase of weighing machines, BP machine, examination tables, etc. The interface between EWRs and health workers has also undergone a paradigm shift, with the EWRs making mobilizing beneficiaries to participate in the VHSND, ensure supplies of contraceptives and supplements and finding solutions for issues like privacy for ante natal check-ups.

However, the EWR tracking sheet is a quantitative tool that may be useful as a first approximation, but unable to capture the interactive processes through which the EWRs are challenging and overcome social and institutional barriers. Therefore, ongoing monitoring/evaluation processes are also using case studies, documentation of processes and actions taken by the EWRs. The discussions in the Mahila Sabhas are also recorded for analyzing the change process.

Moreover, while PAHEL was initiated using a quantitative baseline survey to measure both health service delivery and women's participation in PRIs, the project results will be assessed in terms of the change in women's leadership and agency using qualitative methodology in the endline.

Qualitative Indicators: perception, attitude, quality

- "To measure quality of change" as perceived by stakeholders (used by DFID).
- "To describe subjective opinion (judgment/perception) on an issue, project, program or policy impact" (used by CIDA).
- Qualitative indicators are subject to some quantification, e.g. Lickertand Thurstone attitude scales, there are several mental health scales developed by psychologists.

What to measure?

Before developing the indicators, the evaluators must understand the priorities of different actors/stakeholders in the program. The choice of what to measure will be different for different actors. Some examples are given below:

- Government might be concerned with monitoring progress for women and men.
- Development agencies might focus on evaluating the impact of their gender programs.
- Gender activists may be measuring gender (in) equality or (in) justice.

An interesting example of ascertaining shifts in gendered attitudes and beliefs is the **M&E system developed by Asmita for their project on 'Combating Child Marriage and Eliminating Discrimination against the Girl Child'** (Pallavi Gupta, Notes on presentation at ISST workshop, 7-9 October 2013).

An advocacy-cum-research project based in eight districts of Andhra Pradesh, the goal of the project is to :

- Generate awareness and public discussion on the history, causes, effects, and long term consequences of child marriage, as well as on the long standing debate on the age of consent.
- Engage a range of stakeholders, including government officials, religious leaders, and elected political representatives, in order to raise the female age at marriage.
- Build capacity of journalists, NGO workers, and post graduate students to address issue of child marriage effectively in diverse ways.

The objectives are sought to be achieved through a series of programs including workshops, trainings and campaigns with a range of stakeholders i.e. government officials to local leaders, NGO workers, college students and adolescent girls.

The M&E framework developed by Asmita uses a feminist methodology and mixed methods i.e. qualitative and quantitative tools, with the aim of expanding the knowledge base and capturing the various shifts in attitudes and knowledge. Some of the tools that Asmita developed for their monitoring were quizzes, monthly feedback forms, and feedback through videos. The quiz used for monitoring is available below,

1. What is the child sex ratio in Andhra Pradesh (AP) in 2001?
2. The sex ratio in AP as per 2011 census is.... ..
3. AP has the highest incidence of child labour.
4. A. High numbers of female foeticide cases are recorded in AP.
5. Budget for children has increased from the last annual year.
6. Can chifdren be employed in households as domestic help?
7. Violence against boys in AP is very high.
8. Prostitution of minor girls is punishabEe.
9. Allocation of budget for child health is.+„

10. India allocates lots of money and services towards child protection.
11. India has ratified United Nations Convention on Rights of a Child,
12. There are constitutional provisions for children.

The tools were gender sensitive and aimed at critically understanding not only the problem at hand (child marriage) but also enabling the participants to challenge their existing beliefs and stereotypes. The questions in the monthly feedback were both simple as well as complex. The true and false questions were categorised as simple and the ones that attempted to gather information on their level of awareness of government schemes, policies and programs were marked as complex. All these were analysed and fed into the program plan, with the aim of understanding how gender equality operates and what are the gaps and challenges at the local level.

Other tools included feedback and discussions post the screening of a child marriage documentary produced by Asmita. This feedback was recorded and is now freely available with translation on YouTube. The purpose is to meet the dual objective of generating awareness and public discussion on child marriage and engaging with a range of stakeholders to build their capacity to address issue of child marriage effectively in diverse ways.

To evaluate the Children and Media course Asmita produced a five minute video highlighting the feedback and learning from the course. The video was a useful tool to bring together their experiences and a dynamic medium to showcase the work.

What to measure: Key Challenges

While measuring change is often considered to be a technical exercise, it is also a political process. For example, lack of existing data on a proposed indicator can lead to it being dismissed as not useful. Moreover, it is not always easy to know why particular changes have happened.

How to develop gender sensitive indicators

It is important to adapt gender sensitive indicators so they are relevant rather than blindly applying universal templates and frameworks. There is plenty of scope for improving existing indicators. Indicators need to be derived in consultation with local people, and should reflect the gender context of a particular, region/country, community.

Key Questions to be asked before designing the gender indicators:

Before designing the gender indicators, the evaluators should be clear about the change that they would like to see as per the program objectives. The following questions could be asked when designing the indicators:

- Who should be involved in defining the vision of change, determining the indicators and gathering data?
- Are there existing national indicators that could be used or adapted?
- What legal framework exist that may enable or inhibit gender equality?
- Has CEDAW and its optional protocol been ratified?
- What information already exists, or is being collected, to assist in tracking changes?
- Do the governments (if partnership with government) have the political will to undertake data collection around gender indicators?
- How can you ensure small changes will be measured?
- How will the data collected be analyzed and disseminated?

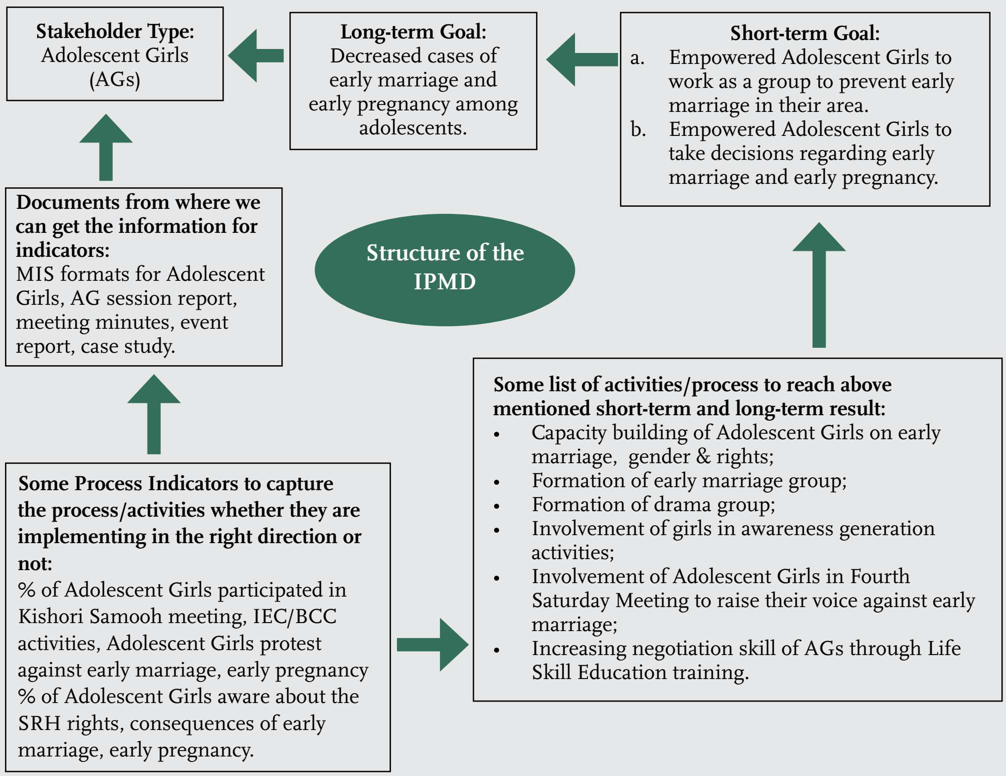
Another example of a programme **developing qualitative indicators** for assessing achievement of objectives is by the **Child in Need Institute (CINI)**

(Indrani Bhattacharya and Shailendra Sharma, 'Strengthening Implementation of SABLA Scheme through Government-Civil Society Partnership in six Identified Districts of West Bengal',ISST Workshop, 20-22 September 2012)

In their implementation of the Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA) in West Bengal (supported by Ford Foundation), CINI developed indicators as part of their M&E system. From the very inception of the project cycle, a particular project-specific Integrated Process Monitoring & Documentation (IPMD) framework was developed for SABLA. A long and well-articulated process was involved behind the conceptualization of the framework.

Visualizing the ultimate goal of the project, some specific long-term (impact) & short-term (outcome) results were determined and process indicators were conceptualized to reach the proposed short-term and long-term result of the project. Activities also designed in close alignment with the indicators. MIS & Documentation formats were also developed to collect both quantitative & qualitative data. In an IPMD structure, activities were considered as a process which led to immediate outputs and larger outcomes and impact.

Based on the above analysis, the M&E system followed the structure below:



For the convenience of conceptualizing the IPMD framework, stakeholders were categorized in to three types, i.e., Adolescent Girls (11-14 years and 15-18 years, both school-going and out-of-school), Service Provider (AWW, ANM, ASHA, Anwesha Counselor etc) and Community Member (Parents, Teachers, PRIs/Urban Local Bodies, Club members etc.). In order to empower three major stakeholders, various activities were planned aligning with the long-term and short-term result and process indicators were designed to assess the progress of the project. Based on this, stakeholder-wise indicators were developed:

Process Indicators for Adolescent Girls:

- Girls' awareness about the SABLA scheme

- Participation of Adolescent Girls in Kishori Samooh meeting and Information Education Communication (IEC)/ Behaviour Change Communication (BCC) activities
- Girls' involvement in taking sessions
- Girls' involvement to raise voice against early marriage
- Girls accessing services like Anwesha clinic, sub-centre etc.
- Girls' awareness level of consequences of early marriage and SRH rights, BMI, Iron-Folic Acid (IFA) consumption etc.
- Girls' involvement in the planning and process
- Girls' readmission in schools

Process Indicators for Service Provider:

- Awareness about SABLA as a scheme and its services
- Awareness about her own role and responsibilities regarding implementation of the scheme
- Awareness about the process of establishing Referral mechanism between AWC and other service delivery points
- Knowledge & capacity to transform AWC as safe space

Process Indicators for Community Member:

- Awareness about SABLA scheme & its services
- Knowledge & awareness about SRH issues, early marriage, early pregnancy, gender & SRH rights
- Sensitization of community members on adolescent SRH issues
- Community member's involvement in joint monitoring of adolescent issues
- Community's initiative to raise adolescent issues at the fourth Saturday meetings

(Indrani Bhattacharya and Shailendra Sharma, 'Strengthening Implementation of SABLA Scheme through Government-Civil Society Partnership in six Identified Districts of West Bengal',ISST Workshop, 20-22 September 2012).

Concluding Thoughts

The present chapter is a modest attempt to provide an overview of the methods and tools to understand, conceptualize and conduct gender transformative evaluation processes. The chapter examines both quantitative and qualitative methods and tools used in evaluations through a range of illustrations, including the use of process indicators and tracking sheets in gender transformative monitoring, as well as participatory evaluation tools, and mixed methods in evaluations. However, a detailed reading of the references and hands-on practice of evaluation would help to better understand and internalize gender transformative evaluations towards making a more equal and inclusive society.

CHAPTER - 4

Approaches to Evaluation Using a Feminist Lens

SONAL ZAVERI, RENU KHANNA & RITUU B. NANDA

In this chapter, we examine several approaches to evaluation, following through on each approach with an illustration of how the approach maybe effectively used in evaluations with a feminist lens. To recall, Batliwala and Pittman (2010) categorise an approach to evaluation as that which identifies 'what elements are important to measure in a certain context as well as provide direction on how to measure it. Underlying the approach are certain beliefs or hypotheses, about what constitutes effective performance, impact, and change'. We begin this chapter with Utilization Focused Evaluation (UFE), which Sonal Zaveri contexualises and explains by taking the reader through the steps required to conduct UFE. Zaveri also demonstrates the synergy between UFE and feminist evaluations through an illustration of an evaluation by Khanna, R, et al (2014) of the Tarang program run by Sahayog. UFE can be just as integral to feminist praxis as listening to the voices of women, because when such an approach is driven by women's groups, an evaluation can become truly participatory and democratic. Renu Khanna herself lays out the principles of a participatory approach to evaluation, including both its advantages and its disadvantages. Her evaluation of the Tarang program provides an interesting illustration of the approach. Ranjani Murthy's illustration of a gender-based resource mapping tool is also useful to understand possible tools that one may use for participatory evaluations. Rituu B. Nanda reflects on the use of a participatory approach blended with a strength based approach for evaluating projects from a gender transformative lens. Renu Khanna draws out Amartya Sen's social exclusion approach and illustrates its use in health programs, particularly focusing on Nidhi Sabharwal's evaluation of JSY and what it means from the perspective of Dalit women. Sonal Zaveri concludes this chapter by laying out the principles of an outcome mapping approach to evaluations, a key approach that is contribution, rather than attribution focused.

Utilization Focused Evaluation (UFE)

Sonal Zaveri

Utilization-focused evaluation (UFE) begins with the premise that evaluations should be judged by their utility and actual use (Patton, 2008: 37).

What is UFE?

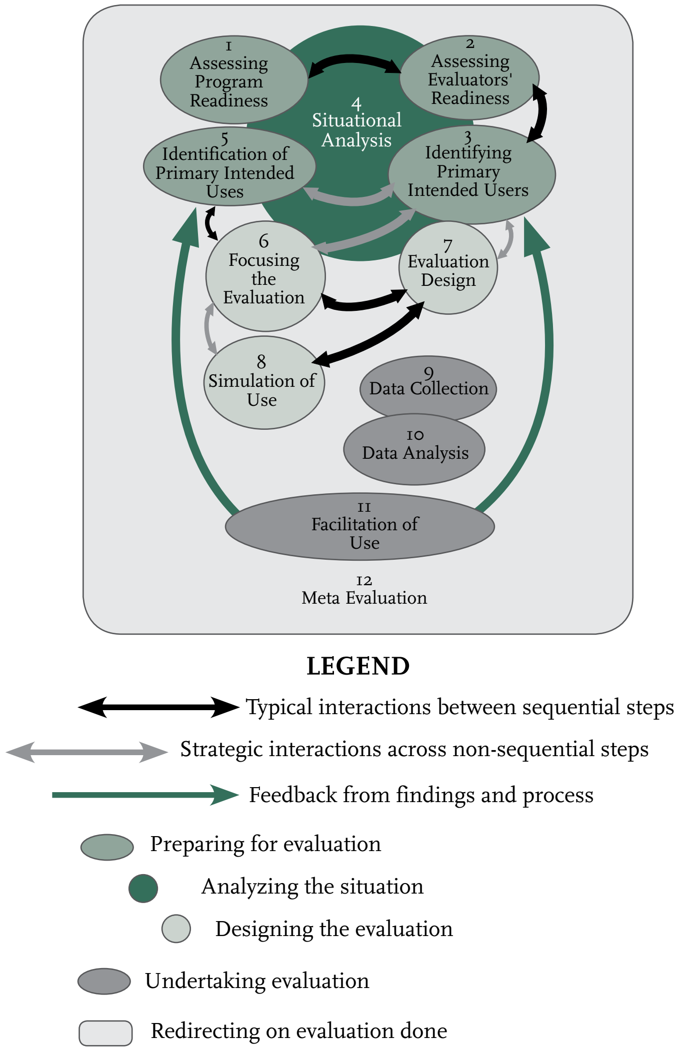
Evaluations are not always used. The submission and dissemination of evaluation reports does not automatically mean that the evidence will be used for whatever purpose the evaluation was commissioned. Utilization focused evaluation or UFE, as the name suggests, is an approach to evaluation that is structured around facilitating use. It does not prescribe any method, content or theory to do so but suggests a guiding framework within an overall participatory paradigm that enables evaluators to ensure that the evaluation is used by persons for the purpose it was intended (Ramirez and Brodhead, 2013).

The evaluator's role is to facilitate intended users of the findings of the evaluation to make decisions about the evaluation process and how to use the findings. In this sense, UFE supports evaluation capacity building by engaging users and evaluator-facilitators in action-oriented reflective practice that focuses on collaboration, ownership and learning. According to Patton, the evaluator's role is 'to *facilitate* judgment and decision-making by intended users rather than acting as a distant independent judge'.

The UFE approach was developed by Michael Patton,who describes UFE as **'how real people in the real world apply evaluation findings and experience the evaluation process' (Patton, 2008:37).** UFE does not focus on general users and uses but puts the centre of attention directly on the specific users and *their* information needs for the use of the evaluation.

Patton articulated the UFE approach in a series of steps. His book *Utilization Focused Evaluation* (2008) describes 12 steps which was later expanded to 17 steps in his latest *Essentials of Utilization-focused Evaluation* (2012). The steps provide guidance to the evaluator-facilitator regarding how to structure UFE. Because UFE is methodologically flexible and neutral – the choice of evaluation methods is dependent on the information needs of the users of the evaluation. Patton uses the term Primary Intended Users or PIU for a person or persons (not an audience) who has the influence and committment to take the findings of the evaluation forward. The PIU contributes to the focus of the evaluation since he or she has a use in mind. UFE is like a work in progress with both the evaluator-facilitator and the PIU iteratively working through the UFE steps. Experience has indicated that a mentor, who is aware of the UFE process, understands the context and is an experienced evaluator, is important to guide the evaluator-facilitator through the UFE steps. The mentor is usually external to the organization.

The following diagram explains the 12 UFE steps and indicates that UFE is not a linear process. Some steps have typical interactions between sequential steps but there are also strategic interactions across steps that are not sequential. Some steps are informed by the feedback from later steps and information is modified accordingly. UFE is 'messy' and 'political' and reflects the real world in which projects take place.



(Source: Ramirez & Brodhead, 2013)

UFE Steps: A Summary

1. **Assessing Program Readiness/Organizational Readiness Assessment –** The mentor educates the organization that has indicated an interest, about UFE. The premise is to begin with an expressed desire by the organization and explain that time and human resources will be needed to learn about UFE. The mentor conducts a readiness assessment and discusses the overall goal of the UFE.

2. **Evaluator Readiness and Capability Assessment –** The evaluator requires some skills in evaluative thinking in order to facilitate UFE with Users. In this step, the mentor supports the evaluator-facilitator and the organization to review skills and willingness to learn and collaborate.

3. **Identification of PIUs–** PIUs are individuals who intend to USE the evaluation and have the influence to do so. They are involved in focusing the evaluation (see Step 6). PIUs are selected on the basis of their openness to learn, willingness to think about key questions, ability to spend time with the evaluator-facilitator to discuss the evaluation design and findings and have a strong committment to use the evaluation. PIUs become partners in the UFE journey and it is important to select them carefully.

4. **Situational Analysis –** Evaluation use is always people and context-dependent. In this step, the evaluator reviews organizational aspects that may influence the UFE, such as previous evaluation experience, resources available for, and priority given to the evaluation and key issues being faced. In many ways, this step is an extension of the earlier steps but here the evaluator-facilitator takes responsibility to scan the environment. Other extraneous contextual aspects are also considered: timing, organizational resources, and political situation.

5. **Identification of Primary Intended Uses –** Identifying Users and Uses is key to UFE. The User identifies the Use at the very start, *before* the evaluation design and process is discussed. Uses can be of various types – to assess outcomes, to monitor, to learn what worked and what did not, to understand cost-effectiveness, to assess the quality of the program and so on.

6. **Focusing the Evaluation –** The focus follows naturally while identifying the Use. Focusing involves developing two to four (KEQs) that are open-ended. The KEQ guides the development of sub-questions and is a critical, iterative process since it will influence the rest of the UFE steps. Usually, the mentor has to work closely with the evaluator-facilitator to identify these KEQ.

7. **Evaluation Design –** The KEQs indicate what methods/tools to use to collect data, who to collect data from and what is the sample size. The mentor and the evaluator-facilitator along with the User crosscheck to ensure that the design will contribute to the intended Use of the evaluation.

8. **Simulation of Use –** This step is unique to UFE. Data collection does not start until a desk simulation is carried out. Data are fabricated and analyzed to check whether the expected data will enable the User to Use the evaluation. This step provides an opportunity to refine, add or discard some of the questions and revise methods of collecting data. Simulation strengthens the data collection process and confirms that findings will lead to Use.

9. **Data Collection –** The User is informed about the progress of the data collection including the challenges faced. It is important to keep the primary intended users informed and involved throughout all stages of the data gathering process.

10. **Data analysis –** The PIU is informed how the data analysis is being done and in this way increases their understanding and ownership of the data.

11. **Facilitation of use –** Use is an explicit focus of UFE, but it requires to be facilitated. Use does not happen automatically. This may mean developing a dissemination and communication strategy to reach the intended persons. It requires allocation of time and resources and for this reason, should be considered right at the beginning of the UFE.

12. **Meta-evaluation –** UFEs are evaluated by whether PIUs used the evaluation in the intended ways. Sometimes, Use multiplies in new directions that were not envisaged earlier. This step tells the story about how the UFE process evolved; it allows the Users, the mentor and the evaluator-facilitator to reflect and learn from their own experience.

The first five steps are interrelated and may require several iterations of one or more steps given that changes in one step will impact others. As the diagram indicates, there is constant feedback and understanding across the steps – these iterations build ownership, clarity regarding what is being collected and a stronger understanding of how the User can Use the findings.

Synergy between feminist evaluation and UFE

Feminist evaluation and the UFE approach share principles of participation and a focus on use and action. Feminist evaluators can ensure that the users (participants in the program being evaluated, policy makers, decision-makers, funders) define what the use will be and construct the evaluation design to reflect feminist principles of inclusion. The UFE process also provides an opportunity for evaluation capacity building and analysis, which in turn is valued by feminist evaluators.

A case study of the evaluation of an adolescent girls' empowerment program illustrates how some principles of UFE were used (Khanna, R, 'TARANG: An Initiative to Support SABLA by SAHAYOG', Notes on presentation at ISST Workshop, 19-21 May 2014; hereinafter cited as Khanna, 2014). The discussion that follows provides suggestions on how the UFE approach can be strengthened.

SAHAYOG, an NGO, implements a project called TARANG, to support the SABLA program in select districts of Uttar Pradesh and Uttarakhand. SABLA is a Government of India program for mostly out-of-school girls aged 11-18 years, to improve girls' nutrition and health, increase awareness on various health topics including adolescent reproductive and sexual health (ARSH), upgrade life skills and vocational skills and inform girls about various public services such as post office, PHC and others. The aim is to empower girls and mainstream them into formal or non formal education. SAHAYOG added three new components through its TARANG intervention, i.e. a) stronger focus on gender from a rights perspective b) community based monitoring of SABLA's entitlements by girls groups and c) advocacy by the girls groups using communication materials they had developed.

One of the evaluators of TARANG (Khanna,2014) used Patton's 12 point checklist to reflect to what extent UFE was used in the evaluation.

UFE Steps	Evaluator's Comments (from the case study)	My Comments/Suggestions about UFE
1. Program/organisational readiness assessment - Key people need to understand and be interested	SAHAYOG's leadership demonstrated committment and ownership for an evaluation that would be useful for learning and improvement of the program.	Sahayog must be informed what is UFE and what is their decision-making role in the evaluation process. It helps to inform the leadership about all the steps in UFE because they will need to allocate time and human resources for UFE. UFE builds in-house capacities and requires willingness by the leadership to be part of the evaluation process from start to finish. This means that the organization will drive the evaluation agenda (key questions, how to collect data, from whom, for what purpose) and a donor's willingness to support the UFE process is important.

2. Evaluator readiness and capability assessment -Conducting a UFE requires a particular philosophy and special skills.	I as a person and an evaluator have a committment to capacity building and empowerment of teams, committment to mentor, commitment to doing participatory evaluations.	There must be clarity of roles. The external evaluator is the mentor who facilitates 'the *organization's* learning process'. The evaluator must be willing to accept that his or her effectiveness will be dependent on whether an appropriate User is identified and the evaluation is used.
3. Identification of primary intended users - These users must have a direct, identifiable stake in the evaluation and be interested, knowledgeable, open, credible and teachable.	SAHAYOG team (the Coordinator and the Project Officer), and partners' teams were identified by me as primary users. The SAHYOG team had worked on a set of questions and how to collect the data.	The organization identifies the User, facilitated by the evaluator. The User is always personal and specific. In selecting the User, the evaluator asks the leadership – how will the User use the findings? Identifying Users is an iterative process. The User must have time, capacity and committment to work with the evaluator to make decisions about the evaluation design.So, the selection of the User is a very important choice. The User identification must be transparent and participatory.
4. Situational analysis - The use of evaluation is people- and context-dependent	The evaluation highlighted that a context analysis is important – the recommendations were based on context analysis and were context-specific.	UFE is driven by Use so it is important to understand the possible barriers and enablers for evaluation use. Timing is also important because the USE of the evaluation may be dependent on important decisions or deadlines.
5. Identification of primary use - Intended use by primary intended users is the goal of the intervention	This evaluation was both Summative and Developmental. It was the end evaluation of a two year project and it was developmental in the sense that the findings and recommendations were used for designing the next phase of the project.	The User determines the Use and it is at this step that most Users realize that they have ownership and control of the evaluation process. The evaluator helps the User to choose from a menu of Uses. Perhaps the User needs to make major decisions and so needs a formative evaluation on project achievements or wants to re-design the program and so needs a formative evaluation question that emphasizes learning and monitoring. Use is dependent on who the User is – planner, administrator, program manager or donor.

6. Focusing the evaluation - The focus originates from intended use by primary users.	The TOR asked to highlight the Promising Practices, Key Lessons learnt and Recommendations to Women and Child Department both at the National and State levels. So it was focused.	In most evaluations, the TOR is formulated by the donor, and not the User. That is why donors should be willing to accept the User's evaluation focus. Based on the Use, the User selects one or two key evaluation questions (and related questions) whose answers will enable them to Use the findings. This step is closely linked to Steps, 7, Evaluation Design and Step 8, Simulation and refers back to Step 4, Situational Analysis and Step 5, Use.
7. Evaluation design - The evaluation should be designed to lead to useful things. Methods should be selected to support and achieve intended use.	The evaluation as designed with active and equal partnership of the SAHAYOG team. SAHAYOG team members were present in various design discussions. There was feedback from the team and the design was modified. The partners were present- in each field area the design was discussed with the local team, there were debriefing meetings with partners.	The selection of the methods is based on the data needed to answer the key evaluation questions. This design feature is not unique to UFE. What is unique is that the choice of the methods is made in consultation with the Users who now probably also know what methods are realistically possible considering time and resource constraints. The evaluation design is not always linked to Use- would a quantitative methodology support Use? Or a mixed method?
8. Simulation of use - Before data are collected, a simulation can be done with fictitious findings in a real enough way to provide a meaningful learning experience for primary intended users.	This was not done by me because I did not understand what this meant!	Simulation is not about piloting instruments. In this step, 'dummy' tables are developed *as if findings were available for use*. This is a test-driving step – it often feels that it slows the UFE process but is very valuable as it acts as a quality control. The User may realize that in order to use the finding, some other data is also needed. By the same token, one may drop collecting some data. One may go back and refine the KEQ or methods.

9. Data collection - Data collected should be managed with use in mind.	This was done.	The User is always kept informed during data collection. Data collection could be a joint responsibility of the evaluator and the User or the evaluator may collect the bulk of the data. One may not want to overburden the User.
10. Data analysis - Analysis should be organized to facilitate use by primary intended users.	The report was organised in a way to facilitate use, regular debriefing with SAHAYOG Project Officer, her reflections and insights were included at every stage.	Data analysis is done with consultation with the Users and their involvement increases their understanding of the findings. In fact, they may begin to interpret and start using the findings even before the evaluation report is ready!
11. Facilitation of use - Use doesn't just happen naturally, it needs to be facilitated.	I think that I facilitated use through the long Skype call with all partners and the SAHAYOG team and also occasional followup with the Project Officer.	If Users are closely involved they begin using the findings *naturally*. This happens because the User has made decisions earlier about the key evaluation questions and how the evaluation findings can be linked to Uses.
12. Meta-evaluation - U-FE should be evaluated by whether primary intended users used the evaluation in the intended way?	Can the Action Taken Report sent by the SAHAYOG team be considered as a part of the Meta-evaluation. The evaluator concludes the case study by identifying the numerous ways in which the team used the findings.	This step is about the use of the evaluation by users, their reflection on what happened about what they learned. It is also about evaluators documenting and reflecting on the experience.

UFE through the meta-evaluation process encourages reflections as presented in the above table and what to do better next time.

Participatory Evaluation

Renu Khanna

What is Participatory Evaluation?

Participatory evaluation involves all the stakeholders in a project/program contributing to the understanding of it and applying that understanding to the improvement of the work.

Participatory evaluation goes beyond simply asking stakeholders to take part. It implies a partnership between the 'beneficiaries' and the project implementers. Rather than powerless people who are acted on, 'beneficiaries' become the co-pilots of a project, making sure that their real needs and those of the community are recognized and addressed.

Cousins and Earl (1992: 399-400) define Participatory Evaluation as 'applied social science research that involves a partnership between trained evaluation personnel and practice-based decision-makers and organization members with program responsibility or people with vital interest in the program or primary users.'

Roots of Participatory Evaluation

Participatory evaluation belongs to the family of participatory and action research, paradigms that are concerned about how knowledge is created and used, and about democratizing the research process.

There are at least three major traditions in participatory research and evaluation, concerned with making the inquiry and the findings relevant and useful to the stakeholders for informing future actions.

- *The participatory action research model based on the Freirian theories of education (Fals-Borda, Tandon, Hall) grew out of the contradictions of using coercive, non-participatory field research methods in the largely participation-oriented field of adult education. In this tradition, issues of building power and promoting liberation and social justice are central.*
- *The participatory action research model drawn from the action research tradition (Whyte) is based on the contradiction between management and workers in organizational decision-making. In this model, participation is aimed at increasing front-line workers' sense of empowerment, though not necessarily at changing the basic power relationships among members of the organization.*
- *Participatory evaluation notes the contradiction between an evaluation's design and findings, and the lack of usefulness or relevance the information has for primary consumers and stakeholders (Cousins & Earl, 1992). PE draws from either or both of the previous traditions for its theoretical basis, but is distinctly evaluative in its purpose and design'.*

Source: Harvard Family Research Project, Carole C. Upshur and EsterlaBarreto-Cortez, 1995

Who are the Stakeholders?

Cousins and Earl (1992) distinguish between primary users – those that are most invested in the evaluation and will use the findings, the project implementers – and the secondary stakeholders who form other audiences for the evaluation. According to Murthy, stakeholders in evaluation include marginalised communities and women amongst them, implementing organisations, evaluation team, and donor organisations ('Stakeholder Participation in Evaluation', ISST workshop, 6-8 February 2013; hereinafter cited as Murthy, 2013). They may also include government officials.

According to the Community Tool Box (Phil Rabinowitz http://ctb.ku.edu/en/table-of-contents/evaluate/evaluation/participatory-evaluation/main), stakeholders in Participatory Evaluation can be the following:

- **Participants or 'beneficiaries'**. The people whom the project is meant to benefit. That may be a specific group (people with a certain medical condition, for instance), a particular population (immigrants, residents of a particular area), or a whole community. They may be actively receiving a service (e.g., employment training) or may simply stand to benefit from what the project is doing (violence prevention in a given neighbourhood). These are usually the folks with the greatest stake in the project's success, and often the ones with the least experience of evaluation.
- **Project line staff and/or volunteers**. The people who actually do the work of carrying out the project. They may be professionals, people with specific skills, or community volunteers. They may work directly with project beneficiaries as mentors, teachers, or health care providers; or they may advocate for immigrant rights, identify open space to be preserved, or answer the phone and stuff envelopes. Whoever they are, they often know more about what they're doing than anyone else, and their lives can be affected by the project as much as those of participants or beneficiaries.
- **Administrators.** The people who coordinate the project or specific aspects of it. Like line staff and volunteers, they know a lot about what's going on, and they're intimately involved with the project every day.
- **Outside evaluators**, if they're involved. In many cases, outside evaluators are hired to run participatory evaluations. The need for their involvement is obvious.

- **Community officials**. You may need the support of community leaders, or you may simply want to give them and other participants the opportunity to get to know one another in a context that might lead to better understanding of community needs.
- **Others whose lives are affected by the project**. The definition of this group varies greatly from project to project. In general, it refers to people whose jobs or other aspects of their lives will be changed either by the functioning of the project itself, or by its outcomes.

Necessary Conditions for Participatory Evaluation

According to Cousins and Earl (1992: 411-413) there are some requirements for Participatory Evaluation to become viable. Firstly, the organization must value the evaluation, they must want to use the evaluation information. Following from this, they must provide the time and resources required. Third, the organization must be committed to organizational learning as a route to improvement, which they say means establishing organizational memory so that whatever is learnt by key team members is institutionalized and used by the organization in the future. Fourth, team members must be motivated and keen to participate in the evaluation. Fifth, along with the motivation, they must have the ability to learn research skills given through appropriate training.

From the perspective of the Community Tool Box (ibid.), Participatory Evaluation requires mutual trust and respect, between the implementing team and the communities that the project is meant to benefit. The trust and respect have to develop over time, and these are the core of participatory processes. An understanding of the local culture and customs, respecting individuals and the knowledge and skills that they possess go a long way toward promoting long-term trust and involvement.

The other necessary aspect of any participatory process is appropriate training for the implementing team – the primary stakeholders – in systematic enquiry. Cousins and Earl (1992) also mention that the pedagogical role of the evaluator is very important – 'evaluator as a teacher', teaching **about** evaluation and not only **through** evaluation.

Stakeholders' Participation in What?

According to the Community Tool Box (ibid.), stakeholders should be involved in **framing the issue** that is being addressed. It is important to get all stakeholders to define how they see the issue – this builds a collective understanding of the multiple dimensions of what different actors are working on. Similarly collectively **developing a theory of practice or logic model** for how to achieve success gives a comprehensive view of how different stakeholders understand what will work, or the pathways to success. Each stakeholder group, may also have different aspects that they want the evaluation to answer. Their participation in **developing the evaluation questions** will be useful especially from the point of view of utilization of the findings. They can also **identify the questions to ask about the project, and to whom and the best ways to ask them**.

Stakeholders' participation in the **interpretation of the evaluation findings** is also essential. The meanings that different actors ascribe to the information that emerges from the evaluation can be different and equally valid and needs to be considered while developing action plans.

And finally, individuals from different stakeholder groups can play a critical role in **disseminating the evaluation findings** to their reference group.

Why Participatory Evaluation?

With exceptions, the practice of evaluation in India is rooted in power hierarchy between evaluation team and marginalised communities, between evaluation team and implementing organisations, between evaluation team members based on gender, caste, race etc., and between donors and evaluation team. Thus according to Murthy (Murthy, 2013), participation in evaluation can be an important principle to reduce power inequities. Also feminism is committed to inclusion and participation, so for gender transformative evaluations, participatory evaluation makes complete sense.

Participatory evaluation can also be a tool for enhancing the efficiency of the evaluation, as well as for strengthening the effectiveness of the evaluation.

Participatory process brings in multiple perspectives of those most directly affected by the project, who are also most likely to be tied into community history and culture. The information and insights they contribute can be crucial in a project's effectiveness. Also, their involvement encourages community buy-in, and can result in important gains in skills, knowledge, and self-confidence and self-esteem for the researchers. All in all, participatory evaluation creates a win-win situation.

The **evaluation of SAHAYOG'S TARANG project by Khanna, R, Chandra, S and Saddiqui, S (2014)** illustrates such a participatory approach to evaluation. The TARANG project was undertaken by SAHAYOG to support the SABLA program in select districts of Uttar Pradesh and Uttarakhand. SABLA, a Government of India program being piloted in 200 districts in the country, focuses on out-of-school girls between the age group of 11-18 years with the objective of improving their nutrition and health status; increasing awareness about health, hygiene and nutrition, adolescent reproductive and sexual health (ARSH), family and child care; upgrading life and vocational skills and returning mainstream out-of-school girls into formal/non formal-education, amongst other things to enable their empowerment. SAHAYOG's TARANG project added three new components, including :

- ✓ a stronger focus on gender from a rights perspective, including SRH rights, in the capacity-building of girls' group leaders;[11]
- ✓ monitoring of SABLA entitlements by the girls' groups themselves (community-based monitoring) and
- ✓ advocacy and campaigning by the girls' groups and the leaders, using communications materials that they have developed.

The evaluation that was commissioned was expected to focus on the following objectives:

- ✓ To examine whether the project objectives were fulfilled in the intervention areas as expected by the project indicators;
- ✓ To draw out 'promising practices' in terms of what worked and 'lessons learnt' in terms of what did not work (with the adolescent girls, with the community and with government functionaries);
- ✓ To reflect on how the three additional components introduced by SAHAYOG and its Community based Organisation (CBO) Partners have value-added to the SABLA scheme in the project area.[12]
- ✓ To distil some recommendations for the WCD and other departments of the government as SABLA moves beyond its pilot phase.

The evaluation that was designed targeted the stakeholders that Cousins and Earl (1992) define as key to a participatory evaluation, viz., the primary users of the evaluation (the project implementers) (in this case, both SAHAYOG and their community based partner organisations),

11 A set of eight specific issues were taken up – girls' education, increased mobility, improved nutrition, menstrual hygiene, gender discrimination in the household, age at marriage, reproductive rights

12 And if there is a difference with similar non-intervention area

and the secondary stakeholders who form other audiences for the evaluation (the adolescent girls themselves, their families and community members, government officials, etc.). This was done through the following methodology:

- ✓ Initial meeting with SAHAYOG TARANG team (could not happen);
- ✓ Field visits to three of the five districts (which targeted meetings with the girls, their family members, other community leaders, relevant government officials);
- ✓ Observation of CBO partners' reflection and sharing meeting;
- ✓ End of field work meeting with SAHAYOG Coordinator and Program Officer;
- ✓ Review of documents and material produced;
- ✓ Explaining the Findings and Recommendations to SAHAYOG team and partners.

A document provided by SAHAYOG themselves, 'Issue method matrix for TARANG Evaluation', was very helpful in developing the methodology of the evaluation. This helped the evaluator identify the districts to be chosen for evaluation based on local context, enabling them to cover in this instance–both the states where the project was implemented, Naxal affected districts where the challenges were more, and a district which was more vulnerable and where the team had done more rigorous work. 'Framing the question to be addressed' is an important component of a participatory evaluation, and this was ensured through the close involvement of the implementing agency in the design of the evaluation, including the focus of the evaluation, as well as site selection. Moreover, a culture of learning by the implementing agency was evidenced through their positive treatment of the findings when the evaluator followed up on the findings of the report six months later (see section on utilisation focused evaluations above). A Participatory Evaluation also requires mutual trust and respect between the implementing team and the communities that the project is meant to benefit.This was evidenced by the positive findings of the evaluation, which would not have been possible without such mutual trust and respect. Amongst other things, the evaluation team found that overall there had been:

- ✓ Personal transformation in girls. Increased self determination – resisting early marriage, enrolling themselves in schools.
- ✓ Creation of leaders from amongst Adolescent girls, who know about entitlements and have acquired skills to access rights and become social advocates.
- ✓ Community monitoring by girls of SABLA entitlements–Moving from being passive beneficiaries to informed and active citizens.

✓ At community level, recognition of girls' rights, changing gender norms towards gender equality. Recognition of menstrual hygiene and malnutrition as issues that need to be addressed. Open discussion around menstruation related issues.

Some of the Major Advantages of Participatory Evaluation

(Source: Community Tool Box,http://ctb.ku.edu/en/table-of-ontents/evaluate/evaluation/participatory-evaluation/main)

- **It gives you a better perspective on both the initial needs of the project's 'beneficiaries', and on its ultimate effects.** If stakeholders are involved from the beginning in determining what needs to be evaluated and why, the project will be much more likely aimed in the right direction. It will also be easier to correctly determine whether the project is effective or not, and to understand how to change it to make it more so.
- **It can get you information you wouldn't get otherwise**. When project direction and evaluation depend, at least in part, on information from people in the community, that information will often be more forthcoming if it's asked for by someone familiar. Community people interviewing their friends and neighbours may get information that an outside person wouldn't be offered.
- **It tells you what worked and what didn't from the perspective of those most directly involved – 'beneficiaries' and staff**.
- **It can tell you why something does or doesn't work**..
- **It empowers stakeholders**. Participatory evaluation gives those who are often not consulted –line staff and 'beneficiaries' particularly– the chance to be full partners in determining the direction and effectiveness of a project.
- **It can provide a voice for those who are often not heard**. Project 'beneficiaries' are often low-income people with relatively low levels of education, who seldom have– and often don't think they have a right to–the chance to speak for themselves. By involving them from the beginning in project evaluation, you assure that their voices are heard, and they learn that they have the ability and the right to speak for themselves.
- **It teaches skills that can be used in employment and other areas of life**. In addition to the development of basic skills and specific research capabilities, participatory evaluation encourages critical thinking, collaboration, problem-solving, independent

action, meeting deadlines...all skills valued by employers, and useful in family life, education, civic participation, and other areas.

- **It encourages stakeholder ownership of the project.** If those involved feel the project is theirs, rather than something imposed on them by others, they'll work hard both in implementing it, and in conducting a thorough and informative evaluation in order to improve it.
- **It can spark creativity in everyone involved**. For those who've never been involved in anything similar, a participatory evaluation can be a revelation, opening doors to a whole new way of thinking and looking at the world. To those who have taken part in evaluation before, the opportunity to exchange ideas with people who may have new ways of looking at the familiar can lead to a fresh perspective on what may have seemed to be a settled issue.
- **It encourages working collaboratively**. For participatory evaluation to work well, it has to be viewed by everyone involved as a collaboration, where each participant brings specific tools and skills to the effort, and everyone is valued for what she can contribute. Collaboration of this sort not only leads to many of the advantages described above, but also fosters a more collaborative spirit for the future as well, leading to other successful community projects.
- **It fits into a larger participatory effort**. When community assessment and the planning of a project have been a collaboration among project 'beneficiaries', staff, and community members, it only makes sense to include evaluation in the overall plan, and to approach it in the same way as the rest of the project. In order to conduct a good evaluation, its planning should be part of the overall planning of the project. Furthermore, participatory process generally matches well with the philosophy of community-based or grassroots groups or organizations.

According to Cousins and Earl (1992) Participatory Evaluation (PE) enhances utilization of evaluation findings. Rather than receiving (and resisting) an outside evaluation report, the process of participating in an evaluation gives ownership of the information to those most involved in carrying out the work of the organization: the staff, administrators, board members, clients, and participants.

PE is also viewed as more flexible and less rigid than traditional evaluation approaches. PE often results in cognitive, affective, and political change within an organization—including increased communication between staff members, positive impacts on program development, and higher quality evaluations.

Some Disadvantages and Challenges

Participatory Evaluation may be much more time-consuming for both the evaluator and the organization than a traditional goal-oriented evaluation where the questions to be asked and the methods to be used are set in advance, or established by the evaluator working with only one or two administrators. Staff will need to be allowed time from regular duties in order to participate effectively in the evaluation; clients and participants may need special assistance to become integrally involved in the evaluation.

The Significant Disadvantages of Participatory Evaluation include (Source: Commnuity Tool Box, http://ctb.ku.edu/en/table-of contents/evaluate/evaluation/participatory-evaluation/main)

- **It takes more time than conventional process**. Because there are so many people with different perspectives involved, a number of whom have never taken part in planning or evaluation before, everything takes longer than if a professional evaluator or a team familiar with evaluation simply set up and conducted everything. Decision-making involves a great deal of discussion, gathering people together may be difficult, evaluators need to be trained, etc.
- **It takes the establishment of trust among all participants in the process**. If you're starting something new (or, even if the project is ongoing), there are likely to be issues of class distinction, cultural differences, etc., dividing groups of stakeholders. These can lead to slowdowns until they're resolved. It will take time and conscious effort before all stakeholders feel comfortable and confident that their needs and culture are being addressed.
- **You have to make sure that everyone's involved, not just "leaders" of various groups**. All too often, "participatory" means the participation of an already-existing power structure. By involving only leaders of a population or community, you run the risk of losing–or never gaining – the confidence and perspective of the rest of the population, which may dislike and distrust a leader, or may simply see themselves

excluded from the process. Working to recruit "regular" people as well as leaders may be an important step for the credibility of the process.

- **You have to train people to understand evaluation and how the participatory process works, as well as teaching them basic research skills**. Training takes time to prepare, time to implement, and time to sink in. Another issue is the question of what kind of training participants will respond to. And then, will people be willing to put in the time necessary to prepare them for the process, let alone the time for the process itself?
- **You have to get buy-in and committment from participants.** To nurture ownership, both the training and the process itself will have to be structured to bring about this committment.
- **People's lives – illness, child care and relationship problems, getting the crops in, etc. – may cause delays or get in the way of the evaluation**. Poor people everywhere live on the edge, which means they're engaged in a delicate balancing act. The least tilt to one side or the other can cause a disruption that may result in an inability to participate on a given day, or at all. If you're dealing with a rural village that's dependent on agriculture, for instance, an accident of weather can derail the whole process, either temporarily or permanently.
- **You may have to be creative about how you get, record, and report information.** If some of the participants in an evaluation are non- or semi-literate, a way to record information will have to be found that everyone can understand, and that can, in turn, be understood by others outside the group. Participatory, visual methods will have to be devised.
- **Funders and policy-makers may not understand or believe in participatory evaluation.**

Murthy (2013) tries to identify challenges from the perspective of different stakeholders. The challenges to **marginalised communities**' participation in evaluation include that the ToR is written and in a language which is not really known to them. The timing of the evaluation in a given year and the time of the evaluation during the day is another barrier. The presence of caste and gender hierarchies amongst communities is an obstacle. Most of the general barriers like 'English written TOR' have a gender intensified impact affecting women more than men as women's literacy is lower and women have lesser knowledge of English. The challenges to **implementing agencies**' participation in evaluations stem from the fact that evaluation is often linked to funding, (at times) domination by evaluation team, the fact that they have to manage multiple donors, field level staff's work load and their lack of knowledge of English. Majority of the field level staff are women, with few women being at the leadership levels. **Evaluation teams** are often accountable to donors, hence creating true participatory spaces is difficult for them in evaluations. There are race, gender, caste and other hierarchies within evaluation teams in India. These identities also create cultural differences in ways of working. Often the gender focal point within the evaluation team is not the Team Leader, hence her/his voice may not be heard. Some evaluations–in particular country program evaluations – are long duration ones and may not amenable to women evaluators' participation who have multiple responsibilities.

Ways Forward

Murthy (2013)suggests some ways forward.

Participation of **marginalised communities** in evaluations may be facilitated by preparing draft ToR in local languages or pictures and gathering their feedback, facilitating discussions with community in separate groups and with women and men separately at intra-household level, implementing the evaluation in a season and time convenient to women, debriefing and validating the findings and recommendations with marginalised women.

Participation of **implementation agencies** in evaluation is possible only when the agencies develop a corpus so that the evaluation is self-driven, they are part of the evaluation team, they are familiar with evaluation methods, evaluation is treated as a learning process, and the evaluation report is drafted in local language.

True participation of the **evaluation team** is possible when the evaluation is not dictated by an evaluation agency and identity, cultural and language based hierarchies are broken.

Some of the gender and diversity aware participatory evaluation methods include: gender division of labour mapping, gender based access and control over resources mapping, body mapping, women's access to institution mapping and happiness index.

Gender- based Division of Labour Mapping

The gender-based division of labour are rules and activities at household, market and community levels that determine who does what, where and at what wages. These rules vary with class, caste, religion, ethnicity, marital status, gender identity/sexual orientation, as well as time, and more. Deviations from the gendered division of labour rules often meet with resistance from men as well as powerful women within the household.

Gender-based division of labour mapping entails mapping of who does what work, where, for how long and at what wages within and outside the house. Also record the changes that have taken place in the division and the reason for the same. The woman participant is asked to list/draw the household members who work as heading of columns and list/draw the different activities that household members do downwards as heading of rows. In this household member-activity matrix then the participant is asked to tick where the listed person in the column performs the listed activity in the row. Alternatively, the participant can be given seeds per activity, to indicate which household member does what and how much work. Two columns can be added to note the number of hours the activity takes and what proportion of wages of men (for work of similar value) it fetches, if any. This way, thus, one is able to find out the total work load of women/girls and men/boys in the house. The participant can, additionally, be asked how the division of labour, work load and wages were before the implementation of the project/ program.

Source: Murthy 2015c

The information which emerges using these methods needs to be triangulated with information from focus group discussions with groups and data from government service providers like schools, nutrition centers, health facilities etc. A before/after comparison (and reasons for difference mapping) and member and non-member comparison (and reasons for difference mapping) is useful to ascertain causality of change.

Participatory Evaluation approaches seek to be practical, useful, formative and empowering: practical in that they respond to the needs, interests and concerns of their primary users; useful because findings are disseminated in ways in which primary users can use them; and formative because they seek to improve program outcomes. In the next section, we examine an illustration of a participatory evaluation combined with a strength based approach (another approach rooted in the feminist value of listening to the voices of women) to understand how a strength based approach may contribute to feminist evaluations.

Evaluation of SABLA: participatory evaluation using elements of Community Life Competence Process (CLCP) approach with a Gender and Equity lens

Rituu B. Nanda

ISST was approached to conduct an evaluation of CINI's 'strengthened' SABLA project implemented in six districts of West Bengal (and supported by the Ford Foundation). The value added components of CINI's implementation of SABLA included a gender focused rights based approach, a focus on reproductive and sexual health, bringing key stake holders on a common platform, capacity building and sensitization of service providers and community-based strategy for prevention of early marriage, amongst others. The objectives of the evaluation were to:

- ✓ Build community ownership so that adolescent girls actively engage in the program.
- ✓ Build evaluation capacity of the community by engaging them as co-evaluators in the evaluation process.
- ✓ Learn from the current phase to feed into the next phase.

The evaluation team designed the evaluation in collaboration with CINI (the implementing agency), including the choice of methodology (viz., a strength based approach called Community Life Competence Process). Other elements of the design included,

- ✓ Participatory workshop with community representatives and the implementing agency to jointly draft the evaluation questions (with inputs from the funding agency);
- ✓ Review of MIS data, project reports, documents;
- ✓ Field work, including FGDs and in-depth interviews with adolescent girls (both in school and out of school), meetings and/or interviews with community members (mothers, fathers, village leaders and young boys), interviews with relevant government officials, and with both district and headquarters staff of CINI;
- ✓ Data analysis with community representatives and implementing agency (this however did not happen due to fund crunch); and
- ✓ Dissemination of findings with community and CINI project staff.

The evaluation covered all districts where the project was implemented and the team chose one block from each district for data collection as each district had distinct local characteristics including religion, tribal population etc.

Why participatory evaluation with a strength-based approach?

To capture the perspectives of girls on SABLA and to make the process transformative and build evaluation capacity, the evaluation team in consultation with the implementing agency decided to use a participatory methodology with the understanding that

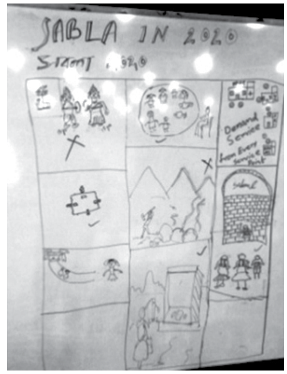
Participatory M&E is not just a matter of using participatory techniques within a conventional M&E setting. It is about radically rethinking who initiates and undertakes the process, and who learns or benefits from the findings (IDS, 1998).

To enhance community and implementing agency participation, elements of a strength based approach - the Community Life Competence Process blended in the participatory evaluation process. Community life competence approach proceeds with the understanding that when community members (here the adolescent girls) realize their own potential, it gives them confidence to respond to their issues. Communities learn to figure out new ways of doing things which are best suited to their settings. When we begin with the belief that communities have the potential to deal with their issues, we also find that communities can track their own progress.

Armed with this preliminary design, a participatory evaluation workshop including the evaluation team, the implementing agency, and other key stakeholders (two adolescent girls each from six districts) was held with the dual aim of drafting evaluation questions and building evaluation capacity, with the idea of fostering ownership in the project and to arrive at a common understanding of the evaluation.

Asking appreciative questions set the tone of the workshop and created a non-judgmental environment. This was an empowering process as participants realized their strengths and achievements. "*No one had ever asked me what I am proud of*," commented one adolescent girl. As Preskill&Catsambas (2006) note, 'when people ask affirmative questions, reflect on and share past successful experiences, and use strength-based language, they will have more energy, hope and excitement about creating their desired future' (2006: 14).

By compiling a 'common dream for the program in the year 2020', the participants were able to reveal deep-rooted issues in the community like safe mobility of girls within the village,



dowry, early marriage etc. It helped evaluators probe deeper into these issues during data collection. The above exercises energized both the implementing agency and other 'beneficiaries'. Preskill & Catsambas (2006) reaffirm the need for the dream building exercise, 'our image of the future is what will guide us in determining how we will achieve the future. The more positive and hopeful the image of the future, the more positive the present-day action' (2006: 10).

One of the criticisms of a strength based approach is that it ignores problems and issues owing to its singular focus on affirmative questions. However, the experience of the evaluation team was quite the opposite as a non-judgemental environment was created and both the implementing agency and the other community members **shared openly and without fear** the challenges they faced, what they had achieved and how would they like to move forward. Moreover, the positive climate created during the workshop with a focus on what participants would like to evaluate led to greater participation and investment in the evaluation process.

Although strength-based questions were not part of the formal questionnaire for FGDs, the evaluation team began each FGD with a strength based question. This helped in building a greater rapport. Also, CINI staff and community representatives (adolescent girls) supported the evaluators during FGDs as they had been involved in drafting the evaluation questions. This involvement encouraged FGD participants to speak about SABLA and what role they and others could play in the project.

Stepping back from the evaluation process and assessing the value of the approach used, the first is to examine the value of the participatory elements of the evaluation. Daigneault and Jacob (2009) suggest that the stakeholders selected for participation, depth of participation and control of the evaluation process are all *necessary* conditions for PE. This table provides a glimpse of stakeholder engagement in evaluation:

Steps in Evaluation	Stakeholders	Extent of involvement	Control of Evaluation process
Preliminary discussions on objectives & methodology	Evaluation team, CINI staff from headquarters and Donor	Evaluation team and CINI compiled the concept note jointly and took inputs from the donor	Evaluation team finalised the methodology
Participatory Workshop to build evaluation capacity & define Evaluation questions	Adolescent girls, evaluation team, CINI staff from headquarters &districts and donor	Adolescent girls, evaluation team, CINI staff from headquarters & districts broadly defined themes for evaluation, who should be met during data collection. Inputs from donor through email.	Details finalized by Evaluation team
Data collection	Evaluation team, and CINI district staff	Primarily by Evaluation with support from community and CINI	Led by Evaluation team
Data analysis and report writing	Evaluation team CINI staff at headquarters	Evaluation team with feedback from CINI	Led by Evaluation team
Dissemination-post evaluation presentation	Adolescent girls, evaluation team, CINI staff from headquarters & districts and donor	Joint presentation in Hindi and Bengali	Facilitated by Evaluation Team

The second is the value that is revealed in the confidence engendered amongst the participants such that they could self-assess their project. In the evaluation this was found to contribute to building evaluation capacity as well as to the evaluation itself. Participants identified themes that they wanted to evaluate in order to strengthen the program. As with any other approach, however, the lens employed, viz., a gender transformative lens, was crucial to ensure that gender and equity dimensions were captured during the evaluation process, including ensuring that girls had a greater voice and participation. Listening to the voices of girls highlighted the limitations of an approach targeting girls alone when social norms on early marriage and the value of girls' education are deeply ingrained amongst the wider community. FGDs with boys and fathers in the community provided an opportunity to engage with the larger community on the social norms around child marriage.

What helped?

The recognition by CINI that the success of SABLA hinges on active participation of the adolescent girls and the community at large led them to seek an evaluation process that was action-oriented and empowering for the community. As the funds for evaluation were very limited, CINI raised additional funds for participation of community girls and district staff in the evaluation workshop. They were available for consultation throughout the process and were keen that adolescent girls and field staff present the process and findings of the project.

The evaluation team was gender-balanced and had experience in feminist evaluation, participatory practices, strength-based approach and understanding of issues in the state of West Bengal.

Challenges

Limited budget was a major challenge in execution of the evaluation plan. The post data collection workshop to jointly analyze the data with community representatives and staff could not materialize due to financial and time constraints. The paucity of time meant that the participants could not be trained in data collection.

Evaluations Through the Lens of Social Exclusion

Renu Khanna (This section is from Sabharwal's Notes on Presentation 2012, which is based on long-standing work now published in Thorat & Sabharwal (2015))

What is Social Exclusion?

Social exclusion is defined as a social process, by which fair and equal opportunities are denied to certain social groups, resulting in the inability of individuals from these groups to participate in the basic political, economic and social functioning of the society.

Three defining characteristics of social exclusion are particularly relevant. First, social exclusion involves the denial of equal opportunities in multiple spheres. Second, social exclusion is embedded in social relations. Social relations are the channel and processes through which individuals or groups are wholly or partially excluded from full participation in the society in which they live. Thirdly, the denial of equal opportunities, results in lack of freedom, human poverty and general deprivation of excluded social groups (Sen 2000, Haan 1999).

Amartya Sen draws attention to various meanings and dimensions of the concept of social exclusion (Sen 2000). A distinction is drawn between the situation where some people are being kept out (or at least left out), and where some people are being included (may be even forcibly included) – at greatly unfavorable terms. These two situations are described as "unfavorable exclusion" and "unfavorable inclusion". "Unfavorable inclusion" with unequal treatment may have the same adverse effects as "unfavorable exclusion". Sen's concept of unfair inclusion is similar to the concept of discrimination, which is used in social science literature, particularly in the discipline of economics, in a form of market discrimination.

Sen further distinguishes the "constitutive relevance of exclusion" from that of "instrumental importance." In the former, exclusion and deprivation have an intrinsic importance of their own. For instance, being unable to relate to others and to take part in community life can directly impoverish an individual, in addition to further deprivation that it may generate. This is different from social exclusion of "instrumental importance", in which the exclusion in itself is not impoverishing but can lead to impoverishment of human lives.

The concept of social exclusion is essentially a group concept. This concept helps us to understand the meanings and manifestations of caste and untouchability-based exclusion in India.

Two other dimensions involving the notion of exclusion need to be recognised, namely that the process of exclusion involves "societal institutions" of exclusion (which operate through inter- social relations) and their "outcome" in terms of deprivation. Thus, in dealing with the issue of social exclusion, insights into the societal processes (rules and customs governing social relations) are as important as the outcome in terms of deprivation for groups which face exclusion.

Effects of Social Exclusion

Social exclusion has a considerable impact on an individual's access to equal opportunity if social interactions occur between groups in a power-subordinate relationship. Social exclusion inhibits people from interacting freely and productively with others and blocks their full participation in the economic, social, and political life of the community. Incomplete citizenship or denial of civil, political, and socio-economic rights are key factors contributing to impoverishment. Impoverishment occurs in different degrees, with denial of access to employment, land, business and social services, such as education and health, or selective inclusion with differential treatment. In the absence of protection against social exclusion individuals from these groups may have lower levels of access to income earning assets, employment, social needs like education, health service, housing and others, which ultimately results in high poverty.

In India, social exclusion revolves around institutions that discriminate certain groups on the basis of identities such as caste, ethnicity, religion, gender and disability. Such groups include

Scheduled Castes (SC), Scheduled Tribes (ST), Other Backward Castes (OBC), Nomadic (NT) and De-Notified Tribes (DNT), religious minorities such as Muslims, women and people with disabilities. These socially excluded groups are more vulnerable and deprived in terms of all socio- economic parameters because of their social and group identity.

The Mechanics of Social Exclusion

How does social exclusion work? Caste/ethnic/religion/gender-based social exclusion, through market and non-market channels, can be conceptualized as follows:

a. Complete exclusion (unfair exclusion or denial) of certain social groups, such as the lower castes by higher castes, tribal by non-tribal, religious minority groups (such as Muslims) by majority groups, females by males, the physically challenged by the physically able in employment in both the private and public domains.

Complete exclusion (unfair exclusion or denial) of certain social groups in markets through the sale and purchase of factors of production like agricultural land, non-land capital assets (required in production and in business), and various services and inputs required in the production process, and the sale and purchase of consumer goods, transacted through market channels.

Complete exclusion (unfair exclusion or denial) of certain social groups, from accessing goods and services supplied through non-market channels. These include social needs like education, food, housing, health services, and other services supplied by the government and government approved agencies.

Exclusion in certain categories of jobs and services of SCs (former 'untouchables') who are involved in so-called 'unclean or polluting' occupations (scavenging, sanitary jobs, leather processing, etc.). This is in addition to the general exclusion or discrimination that persons from these castes would face on account of being low-caste untouchables. This may also be the case with Muslims.

Exclusion from decision-making in Village Panchayats and thereby in the allocation of funds and schemes related to public employment, schemes related to drinking water, healthcare, roads, drainages and sanitation, access to forest products, etc.

b. Selective inclusion (unfair inclusion) but with differential treatment of excluded groups. This differential treatment is reflected in differential terms and conditions of employment in the case of employment, prices charged or received for goods and services (which differs from market prices). This includes the price of input factors and consumer goods, price of factors involved in production, such as wages to human labour, price for land or rent on land, interest on capital, and rent on residential houses.

This may also include the price or fee charged by public institutions for the provision of services such as water, electricity, and other goods and services.

Access to goods and services, such as education, food items, healthcare services, public employment, common property resources (water bodies, forest, grazing land, etc.) supplied by government and government-approved agencies but with differential terms and conditions to the discriminated groups.

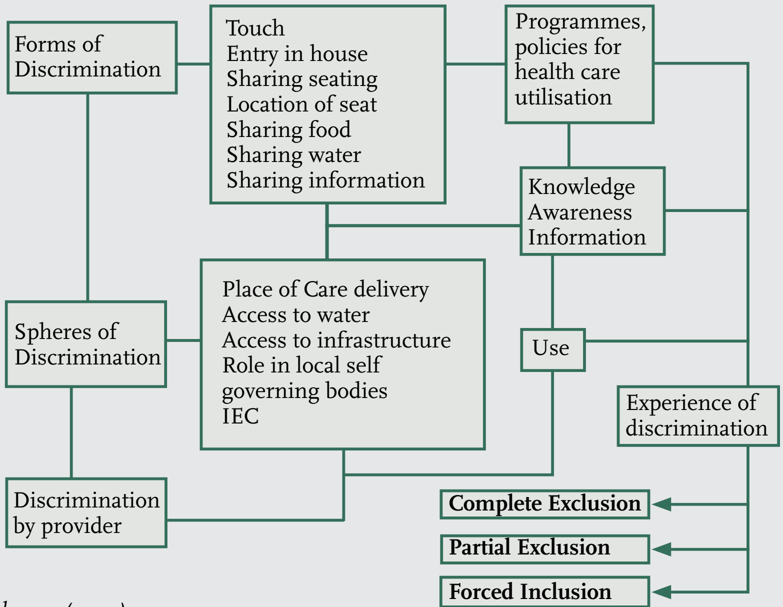
Unfavourable inclusion (often forced) bound by caste/ethnic background obligations and duties is also reflected, firstly, in over-work, loss of freedom leading to bondage, and attachment, and secondly, in differential treatment at the workplace.

How to study Social Exclusion in Health Care settings

Sanghamitra Acharya's study (IIDS and UNICEF 2010) provides us with a conceptual framework to study Social Exclusion in health settings.[13] Figure 1 describes how discrimination based on caste ultimately leads to complete or partial exclusion and denial of health services. The forms of discrimination, where they happen (in the health facility, health camps, or during home visits), by whom – doctors or supporting staff and at what point – Reception, waiting area, diagnosis, investigations in the laboratory or X Ray, medicine dispensary, are all dimensions where discrimination is observed and measured. Touch during examination, at the time of investigations, while dispensing medicines is the most distinctive feature of discrimination based on caste because of historic notions of pollution and purity and untouchability. There are several contentious methodological issues related to study of discrimination – how are studies on caste based discrimination methodologically different from studies on any discrimination. Dalit researchers point out that 'touch', 'segregation' and 'experience of discrimination' may all need to be studied together to establish caste based discrimination.

13 Access to Health Care and Patterns of Discrimination: A Study of Dalit Children in Selected Villages of Gujarat and Rajasthan by Sanghmitra S. Acharya, Working Paper Series, Indian Institute of Dalit Studies and UNICEF 2010

Figure 1. Patterns of Discrimination in Healthcare Access-Conceptual Framework



Source: Acharya (2010)

Evaluation of Janani Suraksha Yojana[14] with a Social Exclusion Lens, Nidhi Sabharwal, IIDS

(Notes on presentation at ISST workshop, 2-4 May 2012; hereinafter cited as Sabharwal 2012)

The evaluation of the JSY focussed on how accessible the scheme is for women from the Dalit, Tribal and Muslim social groups. The main objectives were:

- To identify the forms and nature of discrimination faced by women from the socially-excluded groups in accessing JSY,
- To propose policy measures and pragmatic strategies for NGOs (including NGOs' advocacy efforts) to address discrimination in this scheme,
- To propose recommendations to government agencies for more inclusive and effective future policies and programs.

Based on the conceptual framework the study followed a mixed-method approach to undertake the research. Table 1 gives an overview of the research methods and describes the survey tools.

14 Janani Suraksha Yojana is a conditional cash transfer scheme of Government of India for Below Poverty Line women when they deliver in health facilities.

Access to JSY was studied within a wider context of other social services as mentioned in Table 1.

Table 1 – An Overview of Research Methods to study Access to JSY of excluded social groups

Survey Tools	Details	Total number of respondents
Desk review	Secondary data and program document analysis	
Village schedule	Through this tool, information was collected on the village level facilities and programs, livelihood options, social group, religion and other demographic features of the households.	112
Household Listing Schedule	The Household listing schedule helped in selection of the sample households	112
Household questionnaire	This was an integrated tool which covered specific details on JSY, besides getting information about household characteristics.	2016 households
Focus group discussions (FGDs)	FGDs with beneficiaries.	42
Observation method	The investigator observed actual events by being present at the site.	JSY= 28
Case Studies	To document – in greater depth – inequities in access to the various services within specific social spaces These were conducted to find common pattern of discrimination emerging in access to employment, land, forest, health and food security.	
Service Provider Interviews	Interview schedule for the service providers associated with JSY. These included nurses/ASHA/AWW.	360

Source: Sabharwal 2012

The study covered 2,016 households across 112 villages, 14 districts in the seven states of Madhya Pradesh, Chhattisgarh, Jharkhand, Bihar, Uttar Pradesh, West Bengal, Orissa.

The findings of the study indicate that JSY has made considerable progress in encouraging institutional delivery among mothers and providing ante-natal care, post-natal care, and cash assistance. Majority of mothers utilize JSY services; 85% give birth in a healthcare facility, 65% receive ante-natal care, and 76% receive post–natal care. However the program benefits are not shared equally among eligible beneficiaries, especially disadvantaged are mothers from the

SC group. In comparison to higher caste mothers, mothers from the SC group lack necessary information regarding JSY services, under-utilize available services and its benefits, and face caste-based discrimination (unfair inclusion) when utilizing the services.

In addition to the common problems faced by all (SC and non-SC mothers) while accessing JSY, SC mothers face specific problems in accessing the services due to differential treatment (caste discrimination) by officials and other PRI representatives. Some of the additional problems that SC mothers experience while accessing schemes include the following:

- ASHA does not visit their neighbourhoods;
- They are not informed of ANM timings and Village Health Nutrition Day (VHND) meetings;
- VHNSC meetings are often conducted in high-caste neighborhoods, and the lower caste groups are reluctant to attend these meetings;
- Healthcare services that require contact between the medical professional and the patient/ recipient are impacted negatively, e.g., tablets are dropped into the hands of a lower-caste person from a 'contact-safe distance';
- AWWs avoid holding newborn children to weigh them and instead ask mothers to do it themselves;
- ANMs avoid holding children's hands for immunization, at times even asking someone from the SC community to dispense polio drops to the SC children. (Ministry of Panchayati Raj, 2013)

While these forms of discrimination are not universal and uniform across the states, they are nevertheless experienced by the SC mothers. To reduce caste disparities in JSY, this study recommends that the NRHM should: establish centers in SC areas; recruit AWWs from SC communities; strengthen monitoring and regulation mechanisms as well as training programs of workers to reduce disparities.

Outcome Mapping

Sonal Zaveri

Outcome Mapping is an approach to planning, monitoring and evaluation introduced about ten years ago in 2001 by the IDRC. The approach emphasizes outcomes as changes in behaviour of an intervention's direct partners. Outcomes are defined as changes in the behaviour, relationships, activities, or actions of people, groups or organizations with whom a program works directly. Rather than assessing the products of an intervention (e.g. policy change), it focuses mainly on changes in behaviours of people and organizations affected by the intervention. Outcome mapping establishes a vision of human, social, and environmental betterment to which the project hopes to contribute and then focuses M&E on factors and actors within its sphere of influence.

There are three important concepts in Outcome Mapping:

1. Boundary Partners
2. Progress Markers
3. Spheres of Influence

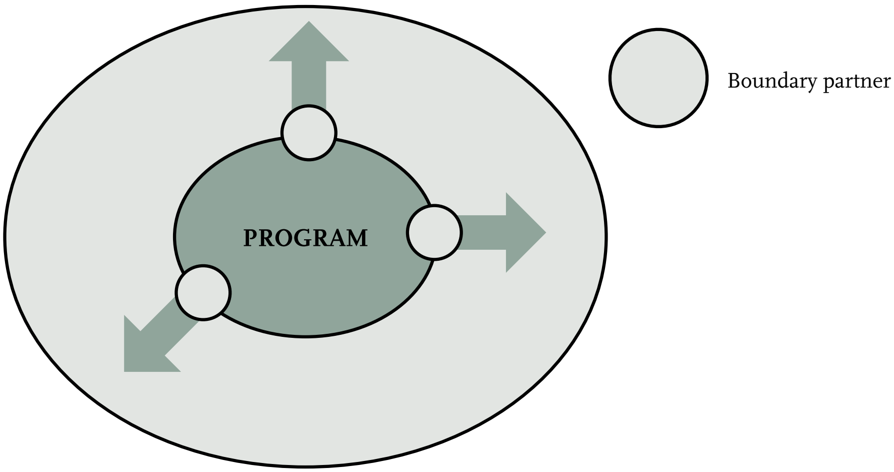
Outcome mapping identifies direct partners as boundary partners or those individuals, groups and organizations with whom the program interacts directly and with whom the program anticipates opportunities for influence. Outcome Mapping does not focus on 'impact', which usually is accomplished by multiple actors in complex development processes. Outcome Mapping recognizes the importance of 'impact' but focuses on outcomes that will lead to impact.

Outcome Mapping assumes that boundary partners control the change and that as external agents, development programs only facilitate the process by providing access to new resources, ideas or opportunities for a certain period of time. A focus on the behaviour of the boundary partners means that the boundary partner and not the project, decides how and when they will change. So M&E should focus on what the boundary partner is doing.

Most programs working on gender are complex and work with multiple actors. This concept of outcomes and boundary partners helps those working on gender issues as it brings clarity about who the project is targeting directly and what outcome or change in behaviour of the boundary partner has resulted because of the intervention.

An example from the evaluation of a program that empowered adolescents to prevent violence against girls and women illustrates the Outcome Mapping concepts.

Gender empowerment projects for adolescents have field workers who in turn empower boys or girls towards more gender equitable attitudes and behaviour. It is expected that these empowered boys and girls will influence their peers, families and communities. In an Outcome Mapping evaluation, the evaluator would assess those with whom the project works directly i.e. boys or girls. The evaluator assesses whether the boys or girls participated, learned, changed their behaviour and passed on messages to peers, families and community. However, changes in peers, families and community are out of the sphere of influence of the project, as it does not work directly with them. In the diagram below, the program is the field workers and the boys or girls are the boundary partners. The arrows indicate who the boys or girls influence such as peers, families, and communities



When working on gender transformation, we know that change is a process and Outcome Mapping helps to track such changes in outcomes by using "progress markers". Progress markers represent a change model and are graduated as follows:

Expect to see – the immediate changes in behaviour that must happen as a result of the intervention; they are relatively easy to achieve.

Like to see – represent changes in behaviour that indicate more active engagement or learning.

Love to see – are the truly transformative changes indicating profound change.

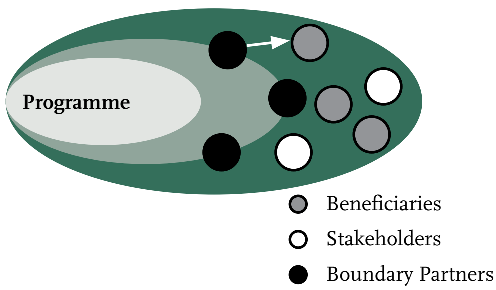
Inputs	Activities	Expect to see	Like to see	Love to see
• Curriculum on empowering males towards gender transformations and preventing violence against women	• Workshops for adolescent boys • Community meeting • Action events for advocacy	• Adolescent boys who attended most workshops discuss with friends and family about gender equity, patriarchy and other related issues	• Adolescent boys take small actions at home to demonstrate gender equity such as sharing household chores, speaking respectully with their mothers and sisters	• Adolescent boys take action against patriarchy and gender inequity at home, and action events in community on preventing violence against women

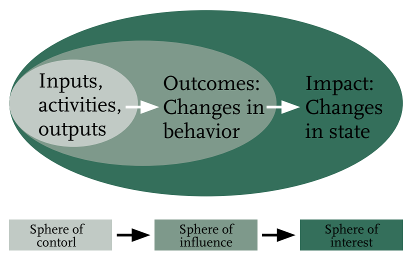
An easy way to frame progress markers is by asking “Who is doing what? How?”

Outcome Mapping unpacks a theory of change and provides a framework to collect data on immediate change or more long-term changes.

For example, while evaluating a boys’ empowerment program that expected boys to advocate against gender violence in the community, the evaluator used progress markers to help the project team identify what changes were immediate and what were long term. The project team realized that it was realistic to evaluate changes in boys’ behavior and what they communicated in the families and with peers. Changes in the family were ‘like to see’ and advocacy in the community was a ‘love to see’.

Outcome Mapping also identifies ‘unintended outcomes’ for all the outcomes that can be seen in the project but were not factored in during the design stage. In the example cited about evaluating a boys’ empowerment program, the project team identified better attendance at school, more respectful behaviour and less loitering as ‘unintended outcomes’! Outcome Mapping allows capturing important change even if it is considered unintended. In projects working on gender transformation, this is a very useful concept as it is often difficult to predict exactly how the change in behaviour will happen.



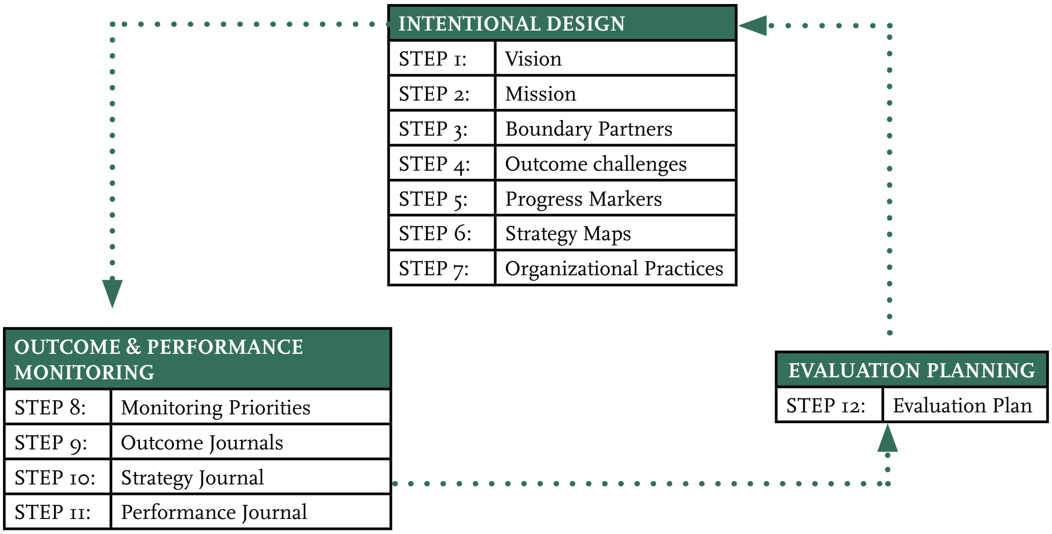


In the example given, the project team also listed who were the partners they worked with and realized that a lot of them were ‘strategic’ partners i.e. partners the project needs to work with but does not necessarily want to change e.g. the self help groups and youth mandals.

Sometimes, a project team will work with other organizations to achieve their goals. In the example above, the project worked in another state-building capacities of other organizations to work with young men in communities to learn gender equitable behaviour to prevent violence against women. Here, the boundary partners will change, as illustrated in the diagram. The boundary partners will be the organizations whose capacities are being built and not the young men. The project will therefore assess outcomes or changes sought in these organizations.

Another important concept of Outcome Mapping is the Sphere of Influence. Outcome Mapping identifies the extent of a program's control and influence. The diagram indicates the 'Spheres of Control (innermost), Spheres of Influence (second sphere) and the Sphere of Interest (last one). This helps to assess what to expect from which stakeholder and the position of the boundary partner (sphere of influence).

Three stages of outcome mapping



Outcome Mapping lists 12 steps divided into three stages that can be used for planning and evaluation.

The three stages are Intentional Design (7 steps), Monitoring (4 steps) and Evaluation (1 step).

Steps in the Intentional Design Stage are usually developed sequentially:

1. The **vision** describes the large-scale development changes that the project is aspiring for.
2. The **mission** spells out how the mission will contribute to the vision and is that 'bite' of the vision on which the program is going to focus.
3. The **boundary partners** are those individuals, groups, or organizations with whom the program interacts directly and with whom it anticipates opportunities for influence.
4. An **outcome challenge** statement describes the desired changes in the behaviour, relationships, activities and actions (professional practices) of the boundary partner. It is the *ideal behavioural change of each type of boundary partner*

5. **Progress Markers** describe a gradual progression of changed behaviour in the boundary partner leading to the ideal outcome challenge. Progress markers monitor achievements and in a sense are indicators that can be measured. Progress markers can be adjusted during the implementation process and can include *unintended results*.

6. **Strategy maps** are a mix of different types of strategies (e.g. capacity building, community mobilization) used by the implementing team to support the achievement of the desired changes by boundary partners. Outcome Mapping encourages the program to identify strategies which are aimed directly at the boundary partner and those aimed at the environment in which the boundary partner operates.

7. **Organizational Practices** explain how the implementing team is going to operate and organize itself to fulfill its mission.

   The monitoring stage involves four steps:

8. **Monitoring** priorities provides a process for establishing which areas of the project are to be monitored.

9. **Outcome** journals are a tool for collecting data about the progress markers over time.

10. **Strategyjournals** are a tool for collecting data about the activities of a project.

11. **Performance journals** are for collecting data about organizational practices.

   The evaluation stage involves one step:

12. **Evaluation** plan provides a process and a tool for designing an evaluation using Outcome Mapping.

Outcome Mapping is a participatory approach, oriented to social and institutional learning, able to deal with complex situations, numerous actors and understands that change in behavior is slow – for these reasons, it is a useful approach to frame gender related evaluations.

In Conclusion

In this chapter, we have examined several approaches to feminist evaluation, all of which focus on how to make evaluations more gender transformative. We now leave the reader with a snapshop of a set of governance focused programmes run by a donor agency, the National Foundation for India (also see Nidhi Sen, 'Evaluating Governance in India: A Donor's Perspective presentation', ISST Workshop, 7-9 October 2013).

Philosophy:

The philosophy of this programme area is to deepen democracy by making the institutions of local governance effective, accountable, transparent and efficient through the active and informed participation of people, especially those from the marginalized and peripheral sections of the population.

Strategy and Activities:

The strategy is to strengthen the social base of democracy by creating peoples' agencies that can play a pro-active role in making local governance effective, accountable, transparent and efficient. This includes:

- Strengthening people's organizations for self-governance and collaborations with local governments.
- Providing technical and financial assistance to civil society organizations/ NGOs to promote and support innovative ideas for improved civic management.
- Supporting studies, expert services and training workshops to promote more participative and professional urban governance.
- Involving academic institutions to support people-centric approaches towards urban governance.
- Engaging the attention of the state to support civic action for better local governance.
- The programme has two components: urban and rural governance.

Urban Governance

The specific objectives of the urban governance programme are to:

- Enable vulnerable and marginalized groups, particularly poor women and youth to participate in local decision making systems in the states of Jharkhand, Bihar and Orissa.
- Work on integrated development of peri-urban settlements for improved urban governance. Over the last couple of years, NFI has specifically focused on small towns and peri-urban interfaces (such as Delwara in Rajasthan) to concertedly work on giving voice to the poor and build platforms of interfaces amongst people and local governments.

- Build/ create citizens networks for improved urban governance.
- Share and disseminate existing models of citizens associations and promote dialogue and collective action for enhanced civic management.
- Enhance public understanding of urban governance and support NGOs and other organizations in promoting better governance.

Rural Governance

The broad objectives of the rural governance programme include empowering the disadvantaged and the marginalized to benefit from decentralized development, promoting poverty alleviation measures from equity-based development agendas, making democracy inclusive and participatory, promoting quality of life, improving the quality of public discourses on democratic decentralization and building capacities of NGOs and CBOs on issues of governance and service delivery.

Source: http://www.nfi.org.in/our-programs/local-governance/overview

- How would you evaluate these sets of programmes? What more information would you require? How would you ensure that your evaluation objectives and design are gender transformative?
- What gender-transformative framework would you use for evaluation? Or would you engender theory of change, log frames and assess?
- Which approach to evaluation would you use - participatory, equity focused, utilisation focused, and why?
- What other tools would you use?
- How would you validate findings and whom would you disseminate the findings with?

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Recommended websites (Chapter 4)

The Better Evaluation website includes a section on UFE: http://betterevaluation.org/plan/approach/utilization_focused_evaluation

Developing evaluation capacity in ICTD (DECI-1) and Developing evaluation and communication capacity in information society research (DECI-2)

http://evaluationandcommunicationinpractice.ca

Contributors

Rajib Nandi is Research Fellow and Office-in-Charge at the Institute of Social Studies Trust, New Delhi. He has been working with the organization since 1998. Rajib has conducted a range of research and evaluations funded by the government, UN agencies and the other national and international donor agencies. His areas of interest include gender and development, livelihood issues of poor urban communities, youth development, ICTs, research and evaluation methodologies and programme evaluations.

Ranjani K. Murthy is engaged in research, training, and evaluations on gender, equity and development. Her interest in gender, equity and participatory approaches goes back to the early 1990s when she presented a paper on this theme. She has been involved in a number of evaluations within and outside India since 1994, wherein she has adopted gender and equity sensitive participatory methods; and quantified the results. The evaluations she has carried out are of projects and country programmes of governmental, NGOs and UN agencies. Of late, she has engaged in meta-evaluations of National Rural Employment Guarantee Scheme, India and evaluations of the International Fund for Agriculture Development, Rome.

She is one of the members of the Advisory Committee of Engendering Policy through Evaluation Project of the Institute of Social Studies Trust, New Delhi, India. She is on the editorial board of the international journal, *Gender and Development* brought out by Oxfam and Routledge.

Ratna M. Sudarshan is Former Director, Institute of Social Studies Trust, and a member of the Board of Trustees, ISST. As Director, she initiated ISST's work on feminist evaluation and remains associated with the project.

Renu Khanna is a feminist women's health and rights activist. She is the founder of Sahaj (Society for Health Alternatives) based in Vadodara. In 1992, along with others she started the Women's Health Advocacy Cell in the WSRC, MS University, Vadodara which evolved into a vibrant interdisciplinary centre called WOHTRAC (Women's Health Training, Research and Advocacy Centre). She has been a part of Shodhini, a feminist women's network that authored

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