

Evaluation on Improvement of Women's and Girls' Rights in Finland's Development Policy and Cooperation

© Ministry for Foreign Affairs of Finland 2018

The evaluation report, presentation, and webinar recording can be downloaded through the home page of the Ministry for Foreign Affairs

<https://um.fi/development-cooperation-evaluation-reports-comprehensive-evaluations>

Contact: EVA-11@formin.fi

MFA Finland: Evaluation on Improvement of Women's and Girls' Rights in Finland's Development Policy and Cooperation



Evaluation Team: Kornelia Rassmann, Gabriela Byron, Pirkko Poutiainen, Petra Mikkolainen, Merja Mäkelä, James Gasana, Mary Njeri Wanjiru, Shukria Dini, Shiva Dhungana

Webinar, 24 August 2018





Outline

1. Introduction to the evaluation

- a) Evaluation design
- b) Approach and methods

2. Key messages

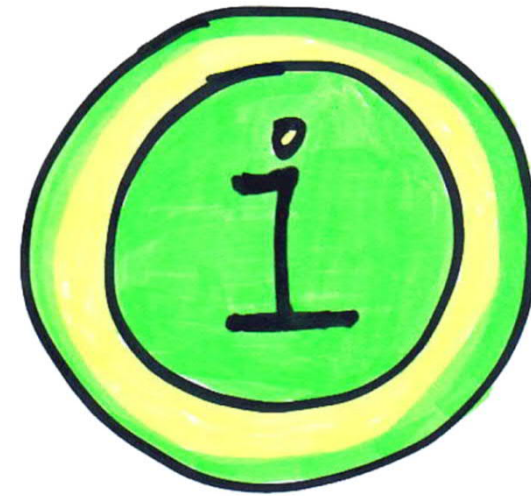
Contributions and factors influencing gender-relevant results

- a) Good practices in programming
- b) Organisational issues, MEL
- c) Policy dialogue
- d) Aid modalities

3. Recommendations

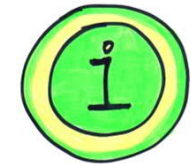
4. Discussion





1. Introduction

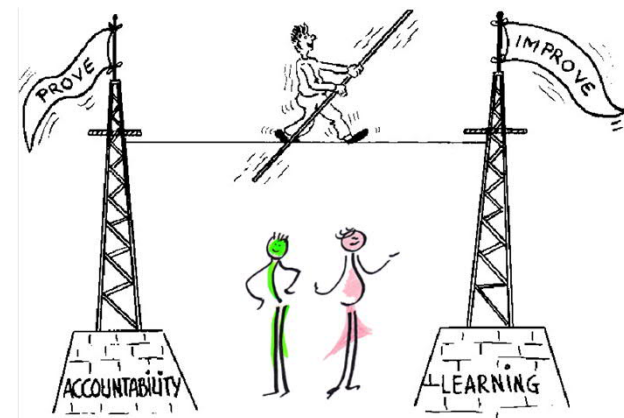
Purpose



- Finland's development policy programme has a **strong emphasis on women's and girl's rights** (1 of 4 priorities)
- **Evaluability study 2017**: The "policy-practice gap":
approach clearly defined at policy level ⇔ limited operationalisation / poor M&E
difficult to capture impact (not yet achieved?)

Shift in focus =>

- **Learning** that informs policy development and programming
- Provide **Good Practice examples** and Lessons Learnt (=> case study approach)



Adapted from Terry Smutylo and Daniel Morales-Gomez

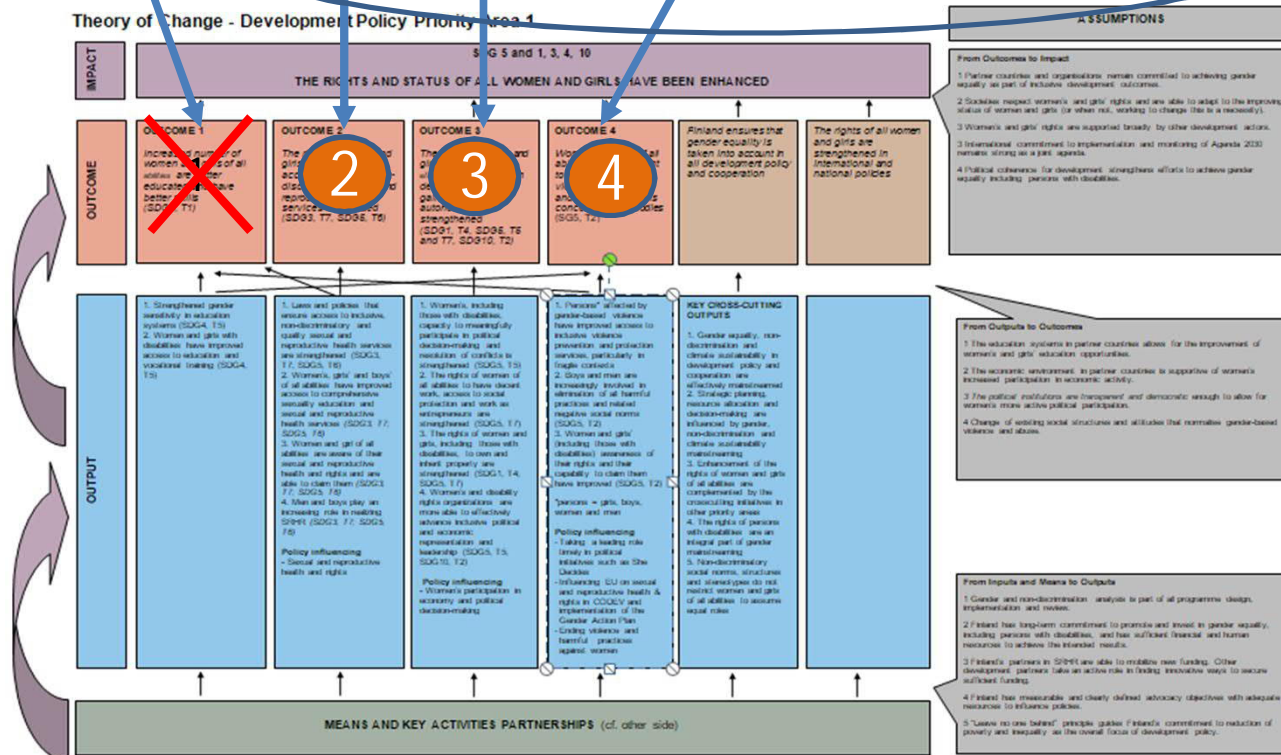
Intervention logic / themes



New Gender Theory of Change: guide evaluation & test ToC

Themes included in evaluation

Decision making, Leadership, WPS (UNSCR 1325)
~~Education~~ SRHR WPE/WEE GBV/FGM



Evaluation question / scope



Main EQ: Assess merit, value, shortcomings of current practices, programs and policies supported by Finland that seek to improve the rights of W/Gs...

...through 4 of Finland's aid modalities... in 3 countries and at the UN

21 Programmes/ projects:

Bilateral: 3

Multi-bilateral: 7

CSO/NGO: 11

Mainly OECD GM1 and GM2



Multilateral: focus on 2 partners



Field Missions to 4 locations:

Feb/Mar 2018



Adapted Outcome Harvesting / mixed methods approach

Focus on **behavioural change outcomes**, their **significance** (relevance and sustainability); and the **contribution** of MFA/partners to achieving those changes.

- Desk reviews,
- Interview notes (>230),
- Mission reports

Outcome Harvesting database

Outcome networks, Impact Pathways

Outcome stories



Outcome	Indicator	Baseline	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Decision-making and women's empowerment	Percentage of women in decision-making positions	15%	18%	22%	25%	28%	30%	32%	35%	38%	40%	42%	45%	48%	50%	52%	55%	58%	60%
Peacebuilding and women's participation	Percentage of women in peacebuilding activities	10%	12%	15%	18%	20%	22%	25%	28%	30%	32%	35%	38%	40%	42%	45%	48%	50%	52%
Leadership and women's participation	Percentage of women in leadership positions	12%	15%	18%	20%	22%	25%	28%	30%	32%	35%	38%	40%	42%	45%	48%	50%	52%	55%



15 Case Studies

Main aid modality:

Multilateral: 3

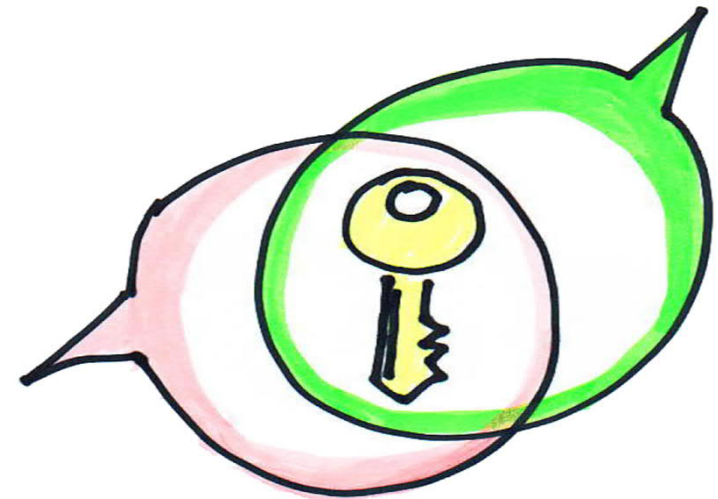
Multi-bilateral: 6

Bilateral: 2

CSO/NGO: 4



Including data on **MEL and organisational practices** (explore “policy evaporation”)



2. Key Messages

Have gender results materialized, how?

- ✓ Finland contributed to a **rich variety of gender-relevant results** of different type and nature (some not reported before).
- ✓ Both **gender mainstreaming** programmes and those with **focus on gender** produced results relevant to promoting GE
- ✓ **All aid modalities** produced gender results, all had values, merits and shortcomings
- ✓ Case studies showed that the emergence of gender results was dependent on various **factors, not only the modality** (good practices)

Good practices promoting GE (examples)



1. Recognizing **intersectionality**

Factors other than gender can influence women's experience of discrimination (class, race, caste, age, religion, disability...)



Recognized in many case studies, e.g.



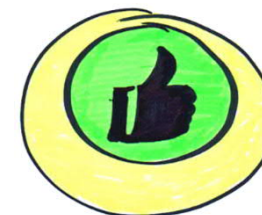
- Finland vocal about inclusion of disability in strategic plan of UN Women



- UN Women programme explicitly includes women of minorities (e.g. Janjati, Dalit) in capacity development

- CSOs engage in dialogue with religious leaders as influential opinion makers

Good practices promoting GE (examples)



2. Employing a multi-sectoral/holistic approach

Programmes combining various thematic approaches can enhance women's and girls' empowerment and agency, e.g. leadership & business training



- UN Women programmes providing leadership (WPE) AND business training (WEE) contributed to more self-confidence, increased livelihoods, engagement in local local policy forums, and claims for gender budgeting



- Collaborative CSO youth programme linking promotion of SRH and biodiversity management contributed to increased use of SRH services

Good practices promoting GE (examples)



3. Two-pronged approach, combining **empowerment** with promoting an **enabling environment**, e.g. developing women's leadership capacity while promoting quotas for women's political participation

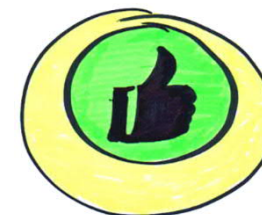


Case studies on NAP UNSCR 1325

Multi-stakeholder support

- MFA, Embassy, UN Women contributing to e.g. government gender capacity, enacting legislation, establishing quotas
- UN Women through their CSO partners providing women's leadership training, fostering economic and political participation

Good practices promoting GE (examples)



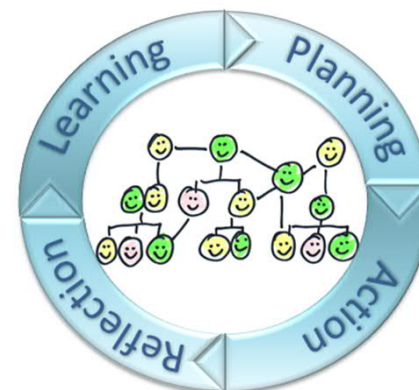
4. Addressing women's **practical needs** as well as **strategic interests** e.g. programmes providing basic services (SRH, GBV protection,...), which are used as an entry point or platform to promote long term structural changes



- Two programmes promoting increased SRH services incorporating education/advocacy on GBV, FGM, family planning (IOM improved institutional health care; UNFPA JHNP: Midwifery schools).
- CSO providing primary psychological care to GBV survivors; as well supporting them to win court cases, conveying a powerful message on women's equality.

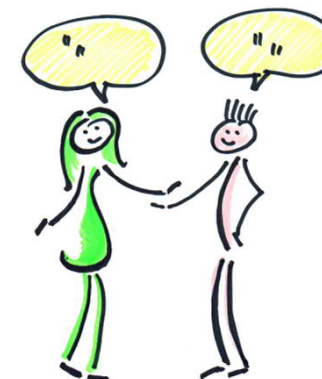
Organisational issues and MEL

1. Much **cultural identification and commitment** to gender, but less practical knowledge and experience.
2. **HRBA** does not adequately cover gender relevant issues, e.g. socio-cultural norms, power relations, intra-family relations, patriarchy, misogyny, etc.
3. Lack of overall **gender strategy/action plan**: as a result there are gaps. **Example**: Some **gender training available**, but not systematic or required; **guidelines** on gender often dispersed and too general; **gender analysis** not systematically undertaken or used.
4. DPC survey identified lack of **human resources** (no explanation given why). Capacity issues also observed in a bilateral project in this study.
5. M&E capture quantitative and output results, but are less successful in capturing **behaviour change and qualitative results**.



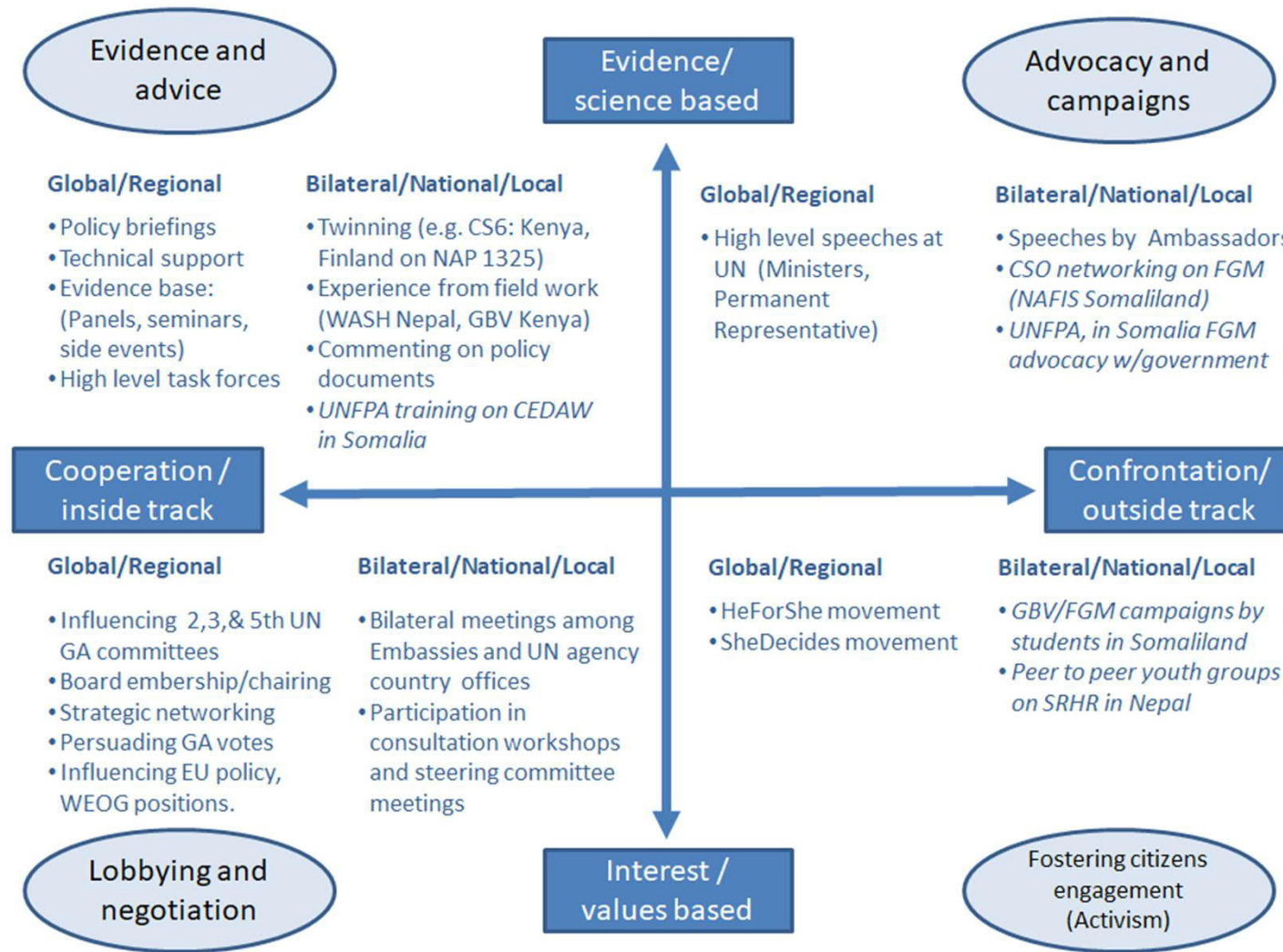
Policy dialogue

1. Strong focus on **influencing UN on gender issues**, e.g:
 - 5 normative positions from general budget; SDG 5 and 5.6;
 - Advocacy – SheDecides, HeforShe
2. Strong focus in influencing partners on **organisational level**:
 - “Common Chapter”, inclusion of disabilities, improving evaluation & coordination
3. **Weak link with policy dialogue at country level**, linked to programmes, not organisational strengthening:
 - Evaluation capacity, UN Women coordination mandate
4. Difficult to measure results due to **informal nature** of much influencing, and **lack of adequate measures** to document and analyse, e.g.
 - System for recording policy influencing exists at the PM, yet unclear if used systematically, or if/ how it has been used to analyse achievements through policy and influencing.



Policy dialogue

Source: adapted from Start & Hovland, 2004, and Jones, 2011



Working through different aid modalities

1. All aid modalities have certain strengths, but each one cannot address all facets of gender inequality
2. Strengths of different kinds of partners are complementary and synergistic, hence best results are achieved with a mixed approach

Comparative advantages and synergies of ...

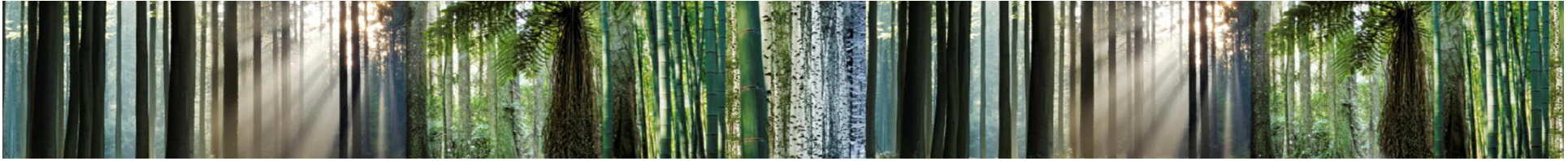
Multilateral	Multi-bilateral cooperation
<ul style="list-style-type: none"> + Helps to develop and support a progressive global gender agenda + Provides a large platform for Finnish gender values + Strengthens strategic partnerships 	<ul style="list-style-type: none"> + Helps to concretize the global gender agenda /norms, and brings mandate, capacity, experience to the country level + Allows to pool efforts – more stable, sustainable funding, promising larger-scale impact
<ul style="list-style-type: none"> - “Invisibilizes” Finnish contribution - Takes compromises to achieve consensus 	<ul style="list-style-type: none"> - limited control over implementation strategies and reporting quality



Comparative advantages and synergies of ...

Bilateral	CSO cooperation
<ul style="list-style-type: none"> + High level of input/control in planning, implementing and monitoring + Opportunities for direct evidence-based policy influencing of key stakeholders (governments) 	<ul style="list-style-type: none"> + Access to grassroots level; + Strong understanding of the context, well positioned to address local customs
<ul style="list-style-type: none"> - Finland has to provide technical expertise (incl. gender knowhow) - Significant human resources required 	<ul style="list-style-type: none"> - Relatively high management cost in terms of human resources (FLC) - Civic space seriously constrained in many countries, heterogeneous group => organisational level support needed*

*as is Finland's intention, Guidelines for Civil Society in Development Policy 2017



3. Recommendations

- a. Strategy and planning
- b. MEL and organisational practices
- c. Policy dialogue and aid modalities

Recommendations | Strategy and planning

Improve usability of gender ToC e.g. for developing gender responsive Country Strategies; base these on gender analyses & lessons learnt

Rec 1: MFA should improve usability of the new gender ToC, breaking it down further to more clearly define its strategic intent, and provide practical guidance on its use in combination with the ToCs for the other three development priorities.

Rec 2: MFA together with Embassies should develop country strategies or plans that are based on a thorough gender analysis and lessons learnt from the ground in a participatory way, assessing also good practices identified in this study.

Recommendations | Organisational practices and MEL

Clarify MFA's gender strategy, develop a gender Action Plan, and enhance staff gender capacity & MEL systems.

Rec 3: MFA should clarify its institutional gender strategy and develop an Action Plan for ensuring gender is fully taken into account.

Rec 4: MFA should identify gaps and enhance staff gender capacity at headquarters, Embassies and Permanent Missions.

Rec 5: MFA should improve its gender MEL systems (review proposals early; clearly identify gender goals based on ToC; include qualitative, behavioural change indicators).

Rec 6: Embassies / Permanent Mission should develop a pilot model for tracking and monitoring the policy and influencing work

Recommendations | Aid modalities and policy dialogue

Rec 7: Continue to employ a mixed modality approach, taking into account comparative advantages of each modality and seek synergies (particular focus on CSO partnerships).

Rec 8: Multilateral organisations: Enhance coordination of influencing objectives and strategies between global and country level (strengthen agencies' capacity at global level; support UN Women coordination mandate and agencies' MEL capacity at the national level).

Rec 9: Multilateral/ multi-bilateral modality: Closely monitor/ assess implementation of the "Common Chapter", also to derive lessons applicable to the UN reform process.

Rec 10: MFA should ensure that Embassies in all countries with cooperation programmes, especially bilateral ones, have adequate professional technical capacity in gender analysis and planning.

Rec 11: Local CSOs: MFA should consider dedicated medium-term funding with a percentage allocation for organisational capacity development.



THANK YOU !



QUESTIONS ?