Mapping the Status of National Evaluation Policies

Commissioned by Parliamentarians Forum on Development Evaluation in South Asia jointly with EvalPartners

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Forward

Parliamentarians Forum on Development Evaluation is a collective of parliamentarians who are committed to the development of evaluations in SAARC countries. The Forum is now represented by parliamentarians from seven out of eight South Asian countries including: Afghanistan; Bangladesh; Bhutan; India; Nepal; Pakistan and Sri Lanka. The goal of the Forum is to advance enabling environments for nationally owned, transparent, systematic and standard development evaluation process in line with National Evaluation Policy at country level which ensures aid effectiveness, achievement of results and sustainability of development. The Forum conducted a panel on enabling environment for development evaluation in Kathmandu, Nepal as part of the Community of Evaluators' Conclave in February, 2013.Subsequent to this event a full representation of all South Asian country parliamentarians convened in Colombo, Sri Lanka to coincide with the SLEvA international conference in July, 2013. In achieving the goal, which is to establish national evaluation policies and capacity building of parliaments, the Forum planned a joint project with EvalPartners of which mapping the "status of National Evaluation Policies at country level around the globe" is the first step. (http://gendereval.ning.com/forum/topics/mapping-national-evaluation-policies).

Acknowledgements

Thank you to the Parliamentarians Forum for providing me with the opportunity to work on this mapping. I refer to it alternatively as "mapping project" and "exercise" because at times it has felt like both. At first a simple exercise – answer one simple question and map it. In reality it has turned out to be a project in every sense of the word.

I am grateful to Jim Rugh and Asela Kalugampitiya for providing me with lists of names, addresses and contacts and suggestions along the way. It has been an adventure for me to travel virtually from country to country, to learn about evaluation practice and thought around the world and to meet evaluators, stakeholders and commissioners who are committed to the productive use of evaluation. Thank you to the UNPD for funding my participation in the Third International Conference on National Evaluation Capacities: *Solutions to challenges linked to independence, credibility and use of evaluations*, Sao Paulo, Brazil, 29 September, 2013. It was particularly rewarding to meet many of the contacts I had made over the internet and to make new ones. The information gathered was essential to the findings of the study and the understanding of the complexity of what turned out to be much more than a simple "yes or no" question, whether or not a country has a national evaluation strategy.

I wish to express my heartfelt thanks to all the people, too many to name, who generously shared their knowledge with me in person and via Email. I hope I have been faithful to the essence of the information shared with me. In many cases the information was contradictory from different informants about the same country. I have tried to maintain accuracy to the extent possible. In the encouraging words of a veteran international evaluator spoken to me at the AEA conference, "It can't possibly be a complete picture – be realistic!"That said, all comments or corrections are welcome.

Acronyms

ADB – Asian Development Bank

ERWATCH – European Commission Platform on Research and Innovation policies and systems

IDEAS – International Development Evaluation Association

NEP – National Evaluation Policy

NGO – Non-government Organization

OECD/DAC – Organization for Co-operation in Development/Development Assistance Committee

SAARC – South Asian Association for Regional Cooperation (an organization of South Asian countries which includes Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan , Sri Lanka and Afghanistan).

UNDAF – United Nations Development Assistance Framework

UNICEF – United Nations Children's Fund

UNPD – the United Nations Development Program

VOPE – Voluntary Organization for Professional Evaluation

WB – The World Bank

Table of Contents

Executive Summary

This mapping project has examined the status of National Evaluation Policies (NEP) in 115 countries. Of the 115 countries investigated, 20 have a written, legislated evaluation policy. The remaining countries fall into sub-categories: developing a policy (23), conducting evaluation routinely without a policy (34) and those with no information indicating they are developing one at the moment (38).The methodology involved virtual and live contact with over 100 informants from over 100 countries. It included a thorough desk review of a plethora of material from the internet, government websites, and websites of Voluntary Organizations for Professional Evaluation (VOPEs), the publications of the WB, UNDP, UNICEF, OECD, as well as professional journals and literature.

The main issues that have emerged from the mapping and are subjects for further research are:
1. The definition of an evaluation policy is complex. For purposes of this report National Evaluation Policy (NEP) is defined as: *A legislated policy that serves as a basis for evaluation across government agencies.*
2. There is a great variety of NEPs depending upon the format. Some are legislated, some directed, some implicit. Which one consists of a NEP?
3. Some countries routinely conduct evaluation without a NEP.
4. A variety of administrating bodies is responsible for implementing NEPs. These are located in a variety of places, for instance the President's Office, the Planning Commission, the Ministry of Finance and Economic Development, or other separate Evaluation Units within the government. What works best and for whom?
5. Is a NEP necessary for every country and context? Is evaluation readiness or evaluation culture more important than an actual NEP?

Several tensions exist concerning developing a NEP, centering on the following issues:
1. Planning/ inspection/auditing – When evaluation is properly used for planning, implementing and disseminating programs it is more acceptable than when perceived as an inspection or auditing function.
2. Planning/ advocacy/changes in personalities and government – Political context impacts on the development and use of evaluation practice and policy. This situation can override the benefits of evaluation.
3. Economic crises – Even when the economy is strong, evaluation often receives the short end of the budget stick. During economic crises it has a very low priority.

Summary of policy in South Asia
The status of evaluation in South Asia mirrors the situation worldwide. Some of the countries have no policy due to political constraints on the ground; others have well developed and long-standing evaluation frameworks, but still need revision and streamlining; others have policies that are too difficult to implement given the context; and others conduct evaluations without a policy. It is clear from the study that South Asia provides a dynamic and fertile arena for evaluation and NEP development, implementation and use.

Introduction

The mapping exercise has been a virtual journey from one end of the world to the other. There have been surprises and challenges along the way. I have met extraordinary people who are working for the betterment of the societies in which they live and the world in which we all live. They view evaluation as a key player in promoting the improvement of lives. The status of evaluation runs the gamut from "unwanted child" in the words of one respondent to fully fledged National Evaluation Policy (NEP) Decrees like in South Africa and formalized evaluation practice as in Mexico (CONEVAL). When governments discover the true advantages of evaluation they are willing and even eager partners in such practice. Unfortunately the role of evaluation as "speaking truth to power" depends upon the quality and the nature of that truth. Speaking truth to power is challenging, but listening to truth is even more so. Hopefully, the more governments use ethical evaluation properly, the better will be the truths and the easier and more rewarding the task of the evaluator. There is definitely a trend in that direction. The Japanese National Evaluation Framework dating from 2001 (revised in 2011) includes a section of following up on use as a requirement (http://www.mofa.go.jp/policy/oda/evaluation/basic_documents/guideline.pdf).

There is a broad range of National Evaluation Policies, from formalized and codified (Mexico, Colombia, Canada) to looser evaluation arrangements (Italy and Sweden) to none whatsoever. There are countries that have elaborate guidelines for evaluation like the U.K. but do not have a legislated policy as such. Some countries have such formalized evaluation frameworks that they are questioning the legality or wisdom of them – Switzerland is raising the questions of use on the one hand and ethics on the other. Others are reforming legislated policies to suit the realities in the field (Mexico, South Africa). In other cases, polices have been formulated, but not implemented due to changes in government or other conditions in the country context (Sri Lanka). Some NEPs require so many evaluations that they cannot be read and used at the same pace that they are being produced. Thus the central purpose of requiring evaluation is lost. The pattern seems to be that countries formulate a policy and then revise it in response to context as a work in progress. In many cases countries do not have an official, legislated evaluation policy, but evaluation is conducted in many if not all of the government ministries as a matter of course (Israel, Australia, and Malawi).Models of successful systems are well established frameworks like in Canada, Mexico, and Colombia and newly legislated frameworks such as in South Africa. For purposes of this report National Evaluation Policy (NEP) is defined as: *A legislated policy that serves as a basis for a evaluation across government agencies.*

National Evaluation Policies are administered through a variety of government agencies depending upon the country context. Many countries have developed evaluation frameworks under pressure from the large number of donor organizations that require an evaluation component to all programs – these pressures come from the World Bank, the UN (UNDP, UNICEF, UNDAF), USAID, Asian Development Bank, OECD/DAC, the EU to name a few. In some cases these evaluation frameworks develop into National Evaluation

Policies(Poland). In others they are used solely for those programs that require them (Romania). Others have discovered the benefits of incorporating evaluation into the normal planning process and pursue a National Policy on those grounds.

South Africa has recently legislated a formal NEP that is clearly structured and inclusive. However, because of the large number of evaluations being conducted, it is difficult to follow up on use of the evaluation findings and the policy is being revised and adjusted to the realities in the field at the present time.

When advocating for a National Evaluation Policy it is crucial to take into account issues of context,racial, ethnic and gender equity. In addition, it is essential to consider the practical conditions on the ground in order to accommodate the large number of evaluations generated by the policy, in terms of process, use and follow up. Development of an evaluation policy is an iterative process and any such policy should include room for adaptations and flexibility.

Evaluation organizations and societies (VOPEs) provide the capacities to carry out these evaluations. They try to influence policy, but have limited power in most cases. They generally strengthen and reinforce the professional side of the evaluation equation. Efforts are made to interest stakeholders and to provide information about evaluation in some cases. Some evaluation organizations promote evaluation through advocacy and are successful in pooling resources and influencing those with power.

Many "Northern" countries – that is the wealthier countries that donate funds to less wealthy "Southern" countries – have formulated evaluation policies and mechanisms for the programs they fund other countries (for example, Denmark - DANIDA) . In the past, their own teams would conduct the evaluations. Since the Paris Declaration in 2005, a high level effort has been made to work as partners and not in the former paternalistic construct. Ironically some of the countries that have NEPs for countries, in which they fund programs, do not have a NEP for their own domestic programs.

The present report aims at giving a broad picture of the status of National Evaluation Policies worldwide. It should be viewed as an initial, surface mapping to be followed by a more detailed in-depth mapping in the future. The report includes the following sections:

1. Methodology
2. Findings which includes an inventory of existing national Evaluation Policies.
3. Focus on South Asia.
4. Analysis of the findings.
5. Conclusions including lessons learned and suggestions.

Methodology

In order to complete this monumental task within the given time frame, a thorough desk review of virtual resources including government websites, VOPE websites, published materials on the subject, and websites of major players in the world of evaluation including the WB, the UNPD and the OECD/DAC was conducted. The amount and quality of information on the internet is staggering. In addition, messages on Email and listservs were sent out and posted on other social media. Quantities of fascinating responses from generous and committed evaluators all over the world were received. In total over 200 Emails were sent out and about 80 responses were received. Many of the respondents made reference to other contacts, whom were contacted and at some points the mapping process resembled a relay race of contact information. The responses were very informative, yet did not always provide definitive answers. In total, information was gathered on 115 countries.

In addition, the consultant attended the Third International Conference on National Evaluation Capacities: *Solutions to challenges linked to independence, credibility and use of evaluations*, Sao Paulo, Brazil, 29 September, 2013, and the American Evaluation Association (AEA) conference, *Evaluation Practice in the Early 21st Century*, Washington, D.C., 14-19 October, 2013. At these international events personal interviews with key people in the field, both practitioners and stakeholders were conducted. The informants were forthcoming with information, generous with insights and eager to see the final product.

Findings

Of the 115 countries involved in the research, 20haveformal, written, legislated evaluation policies. Of the 93 countries that do not have policies, 23 are developing policies and 34conduct evaluation routinely, but do not have a legislated policy. Australia, Finland and Israel for example do not have a legislated evaluation policy, but routinely conduct evaluations in every sphere of public civil society life. There are 38 countries with no policy and no information indicating that they are developing one at the current time.

As mentioned in the introduction, NEPs are administered by a variety of different agencies or ministries depending upon the country. Some countries have a separate National Evaluation Unit/ Office (India for example) and some are located in a separate Public Administration Office within the executive office, like in Spain. In many countries evaluation comes under the responsibilities of the Central/ Supreme/ or National Audit Department/ Division/ Administration. In yet others, the Ministry of Planning and Development is responsible for evaluation, like in Turkey. In some countries the Executive Branch, the Prime Minister's Office is responsible for implementing the policy. It was not the mandate of this study to include this information, but it would be an excellent subject for a follow up study.

Because the field is in a state of flux, category1 - countries with a NEP, is limited to those countries that have a legislated policy. Three other categories emerged from the research: 2 - countries that routinely conduct evaluation but do not have a legislated evaluation policy; 3 - countries that are currently developing a NEP; and 4 - countries that do not have a policy and no indication of developing a policy could be found. In some cases there is an overlap between categories 2 and 3 (Argentina, Brazil, Sri Lanka, for example)**.**The table does not include a separate category for countries with a legislated policy that is not implemented because information about implementation was often contradictory and difficult to verify. Table 1 below illustrates the number of countries in each of the categories.

Table 1. Summary Comparison of the Status of National Evaluation Policies of 115 countries as of December 2013
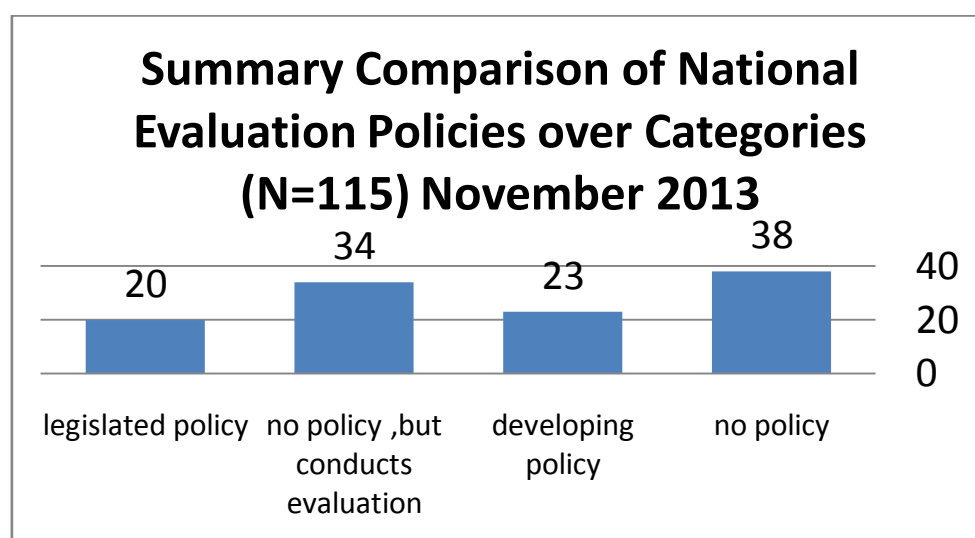
Table 2. Countries that have a legislated NEP and a link to that policy (20)

Country	Link to Policy
Canada/ Quebec	http://www.tbs-sct.gc.ca/cee/index-eng.asp http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=15024&section=text
Chile	http://www.dipres.gob.cl/594/w3-propertyvalue-2131.html http://www.focusintl.com/RBM089-articles-22564_doc_pdf.pdf
Colombia	http://sinergia.dnp.gov.co/portaldnp/
Costa Rica	http://www.mideplan.go.cr/el-plan-nacional-de-desarrollo/35-evaluacion/337-sistema-nacional-de-evaluacion.html
Ethiopia	http://www.afdb.org/fileadmin/uploads/afdb/Documents/Policy-Documents/Plan_for_Accelerated_and_Sustained_(PASDEP)_final_July_2007_Volume_I_3.pdf
Germany	http://www.bundestag.de/htdocs_e/bundestag/committees/bodies/sustainability/17_6680.pdf
India	http://performance.gov.in/sites/all/document/files/pmes/pmes.pdf
Japan	http://www.soumu.go.jp/english/kansatu/evaluation/evaluation_09.pdf
Kenya	http://www.kenyaembassy.com/pdfs/The%20Constitution%20of%20Kenya.pdf http://www.planning.go.ke/index.php?option=com_content&view=article&id=212:indicator-handbook-for-the-monitoring-and-evaluation-mae-of-the-kenya-vision-2030&catid=80:latestnewsarchive&Itemid=145
Korea	http://umdcipe.org/conferences/Moscow/moscow_papers.html
Kyrgyz Republic	Government Resolution Bishkek, on February 17, 2012N105 in Russian http://cbd.minjust.gov.kg/act/view/ru-ru/93467
Malaysia	http://www.pmo.gov.my/dokumenattached/Dasar/NIP.pdf http://www.epu.gov.my/en/eighth-malaysia-plan-2001-2005;jsessionid=BF843FB27A410DB02462AFAD76663F36?p_p_auth=C9kQHWUS&p_p_id=77&p_p_lifecycle=0&p_p_state=maximized&p_p_mode=view&_77_struts_action=%2Fjournal_content_search%2Fsearch http://www.epu.gov.my/en/ninth-malaysia-plan-2006-2010?p_p_auth=xlMZEn7T&p_p_id=77&p_p_lifecycle=0&p_p_state=maximized&p_p_mode=view&_77_struts_action=%2Fjournal_content_search%2Fsearch http://www.epu.gov.my/en/tenth-malaysia-plan-10th-mp-?p_p_auth=RczBnru8&p_p_id=77&p_p_lifecycle=0&p_p_state=maximized&p_p_mode=view&_77_struts_action=%2Fjournal_content_search%2Fsearch
Mexico	http://www.coneval.gob.mx/quienessomos/Paginas/Quienes-somos-en.aspx
Morocco	http://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---ilo_aids/documents/legaldocument/wcms_127076.pdf
Nepal	http://www.npc.gov.np/new/uploadedFiles/allFiles/M&E_GuidelineEng.pdf
South Africa	http://www.thepresidency.gov.za/MediaLib/Downloads/Home/Ministries/National_Evaluation_Policy_Framework.pdf
Switzerland	http://www.admin.ch/ch/e/rs/101/a170.html
Uganda	http://devpolicy.org/supporting-good-practice-in-monitoring-and-evaluation-in-partner-countries-lessons-from-uganda/
Ukraine	http://www.europeanevaluation.org/images/file/Conference/Past_Conference/2010_Prague/FullPapers/5_Kravchuk_Iryna.pdf http://www.slideshare.net/umedia/ukrainian-association-of-evaluation-baseline-quality-study-report-eng
USA	http://www.whitehouse.gov/sites/default/files/omb/performance/chapter8-2012.pdf http://www.whitehouse.gov/omb/mgmt-gpra/gplaw2m http://www.gpo.gov/fdsys/pkg/BILLS-111hr2142enr/pdf/BILLS-111hr2142enr.pdf

The following table lists countries that conduct evaluation routinely, but do not have a legislated NEP. The links refer to examples of the kinds of evaluation conducted or guidelines set up by the government, but do not fall under the definition of a NEP. The guidelines are helpful in developing a policy and are listed for that reason. (See The UK magenta and green books, for instance.)

Table 3.Countries that conduct evaluation routinely, but do not have a NEP. (34)

Argentina	Ivory Coast
Australia http://www.cmd.act.gov.au/__data/assets/pdf_file/0004/175432/ACT-Evaluation-Policy-Guidelines.pdf http://nrmonline.nrm.gov.au/catalog/mql:2160	Kazakhstan
Austria http://www.bka.gv.at/DocView.axd?CobId=33566	Luxembourg
Bangladesh	Malawi
Belgium/ Wallonie	New Zealand
Botswana http://www.gov.bw/en/Ministries--Authorities/Ministries/State-President/National-AIDS-Coordinating-Agency-NACA1/Monitoring--Evaluation/Overview/	Norway
Brazil (developing a policy) http://redebrasileirademea.ning.com/	Pakistan
Bulgaria	Senegal
Denmark	Singapore
Finland	Spain
Francehttp://www.oecd.org/sti/inno/1823558.pdf	Sri Lanka (developing a policy)
Ghanahttp://www.ndpc.gov.gh/	Sweden
Hungary	Tanzania
Indonesia http://ieg.worldbankgroup.org/Data/reports/ecd_wp3.pdf	The Netherlands
Ireland	Turkey
Israel http://www.btl.gov.il/English%20Homepage/Funds%20and%20Community/Fund%20for%20Demonstration%20Projects/Pages/Evaluation%20of%20Projects.aspx	UK https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-governent https://www.gov.uk/government/publications/the-magenta-book
Italy	Zimbabwe

The following table lists countries that are developing a NEP at the present time. Some of these countries also conduct evaluations in certain governmental departments, for instance Peru or Poland for EU funded programs. The links are to examples, discussions or references to evaluation and policy development.

Table 4. Countries currently developing a NEP (23)

Afghanistan	Mongolia
Benin http://web.undp.org/evaluation/documents/NEC/nec_proceedings_series_1.pdf	Niger
Bhutan http://www.gnhc.gov.bt/wp-content/uploads/2011/05/GNH-Policy-Protocol-revised-Feb-20121.pdf	Nigeria
Bosnia and Herzegovina	Papua New Guinea
Burkina Faso http://www.rebuse-bf.net/spip.php?article94	Paraguay
Cameroon http://www.afdb.org/fileadmin/uploads/opev/Documents/Evaluation%20Matters%20March%202013%20The%20State%20of%20Program%20Evaluation%20in%20Cameroon%20-%20EN.pdf.	Peru http://www.midis.gob.pe/files/doc/midis_politicas_desarrollo_en.pdf
Cape Verde	Philippines is launching its policy soon
Ecuador	Poland
Ghana www.ndpc.gov.gh	Republic of Maldives
Guinea, Republic of	Romania
Honduras	Trinidad Tobago
	Vietnam

Focus on South Asia

SAARC includes the following countries: Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka.

India

Of these countries, India has the oldest and most developed evaluation policy, although it is being revised at the present time. The experience from India illustrates the challenges of maintaining a NEP over a large and diversified country. Evaluation is conducted routinely in 84 departments countrywide. India established a Program Evaluation Organization (PEO) in 1952 as an independent agency in the Planning Commission to evaluate programs funded by the plan (Mehrotra, 2013, p. 12). The PEO functioned well until it began to decline in the early 1970s. In 1995, the PEO was revived and was accompanied by a revival in evaluation. However, according to Mehrotra, this revival produced scattered findings and lacked coordination. An effort was made to involve stakeholders in the planning and implementation of evaluation in order to promote use of findings. At the present time the situation of evaluation is experiencing a new direction. An online Management Information System (MIS) for all 13 flagship programs of the central government is being established. A Development Monitoring Unit was created by the prime Minister's office in 2009. In addition, the central government decided to create a Performance Management and Evaluation System, located in the Cabinet Secretariat. And finally, the Planning Commission decided to create a new Independent Evaluation office (Mehrotra, 2013). These positive developments can boomerang, however, causing even more diffusion of evaluation. For an in-depth study of the NEP in India see Mehrotra, Santosh, *Independent Evaluation of Government Programmes: the Way Forward.* (IAMR Occasional Paper No. 3/2013. Institute of Applied Manpower. Planning Commission, the government of India; 2013.)

Sri Lanka

Sri Lanka developed a NEP which was almost in place in 2003 before the recent change in government. The development of the policy followed a well thought out plan of action. The policy was designed based on experience and a review of documents. Then it was posted on the IDEAs website for peer review. Unfortunately it fell by the wayside in the recent shuffle in the government. The original plan was to be administered by the now defunct Ministry of Finance and Planning. The current administrator would be the Ministry of Finance and Economic Development. According to a session given by one of the chief movers in developing the policy, Mallika Samaranayake at the 3rd International Conference on National Evaluation Capacities in San Paulo in September-October, 2013, efforts are being made to put the NEP on the national agenda again. She maintains that "champions" are needed to promote leadership awareness of the importance of evaluation to the development and success of programs in civil society. In other words, an essential factor in establishing a NEP is an enabling environment. For an in-depth discussion of the original process see *Civil Society Partnership in Promoting an Evaluation Culture in the Development Process – experience of the Sri Lanka Evaluation Association (SLEvA)* P. Indra Tudawe, Mallika R.

Samaranayake in *Evaluation in South Asia*, Edited by Bob Williams & Meenakshi Sankar (2009) UNICEF. The active participation of the Hon. Kabir Hashim, Member of Sri Lanka Parliament and Velayuthan Sivagnanasothy, secretary, Ministry of Traditional Industries and Small Enterprise Development, Sri Lanka, in the Parliamentarian Forum and during the San Paulo conference are indications pointing to developing an evaluation enabling environment. Another contributing factor is the active and vibrant Sri Lankan Evaluation Association (SLEvA).

Bhutan

Bhutan has published a plan for a NEP through the Gross National Happiness Commission. Evaluations are conducted in Bhutan, but the policy has yet to be adopted. To see the draft of the policy follow this link.http://www.gnhc.gov.bt/wp-content/uploads/2011/05/GNH-Policy-Protocol-revised-Feb-20121.pdfFor an analysis of the process of NEP development see *Instituting a Standardized Monitoring and Evaluation System fo rAssessing Development Performance: An Experience from Bhutan, .*Karma Galleg and Alexandru Nartea .*Evaluation in South Asia*, Edited by Bob Williams & Meenakshi Sankar (2009) UNICEF.

Nepal

Nepal has a Planning Commission that is responsible for evaluation. Follow this link to see the directive. http://www.npc.gov.np/new/uploadedFiles/allFiles/M&E_GuidelineEng.pdfThe case of Nepal illustrates the difficulty in determining whether a country has a "NEP" or not. These guidelines are applicable to all development programs and are suggested as an aid to carrying out evaluation. Does this constitute a NEP? According to sources in Nepal, it is not necessarily a NEP. Since the guidelines are so specific, they have been included in the category of "having a NEP" in Table 2 above. In addition, the Ministry of Health has its own evaluation guidelines www.mohp.gov.np and www.nhrc.org.np.There is also a HIV/AIDS specific set of guidelineswww.ncasc.gov.np. For an in-depth study of HIV/AIDS related M&E practices in Nepal, Bangladesh and Indonesia, see. *Participatory and mixed-method evaluation of MSM HIV/AIDS programs in Bangladesh, Nepal and Indonesia. Anne* T. Coghlan, Philippe Girault, Dimitri Prybylski in *Evaluation in South Asia*, Edited by Bob Williams & Meenakshi Sankar (2009) UNICEF.

Pakistan

According to correspondence with Zubair Faisal Abbasi, Executive Director, Impact Research and Training, in Pakistan the Planning Commission performs the central function of evaluation, but there are provincial level planning departments too. As such there are no stand-alone policy guidelines, but embedded in every project there is a component of monitoring (if not evaluation). On the other hand when international aid is involved then the government usually engages development consultants for formative research, sometimes establishes baseline, midterm evaluation and then end of the project evaluation. For example, after the earthquake in 2005 and subsequent floods, new disaster response and reconstruction bodies were created. These organizations have monitoring and evaluation units. Evaluation is not really formalized in the public sector. However, where it is the OECD/DAC formulation

of assessments is used. In the NGO sector the idea of evaluation is better placed owing to the pressure from partner donors.

Afghanistan

Until recently it has been very difficult to develop a NEP due to the extreme conflict situation in Afghanistan. In 2011 the World Bank evaluation team was greatly limited in their evaluation efforts because of limited access to program sites and key stakeholders. (*Afghanistan: Country Program Evaluation, 2002–11*. Evaluation of the World

Bank Group Program Independent Evaluation Group. 2013). Recent developments have normalized the situation on the ground and show prospects of creating an evaluation enabling environment. Indications of progress in this area are the participation of the Hon. Rangina Kargar, Member of Parliament, in the Parliamentarian Forum and in her commitment to facilitating partnership / cooperation between Government, VOPEs, Parliament and Private Sector to strengthen the understanding about what evaluation is and how it can be useful for different actions, as expressed at the conference in San Paulo in September, 2013.

Bangladesh

Bangladesh does not have a NEP as such, but the Implementation Monitoring and Evaluation Division, commonly known as IMED, is the central and apex organization of the Government of the People's Republic of Bangladesh for monitoring and evaluation of the public sector development projects included in the Annual Development Program(ADP). As per Allocation of Business among the Different Ministries/Divisions, the IMED also deals with the matters relating to Central Procurement Technical Unit (CPTU) and administration of The Public Procurement Act, 2006, and The Public Procurement Rules, 2008. The CPTU of IMED acts as a central organ of the government for policy formulation, coordination, monitoring and improvement of the public procurement process in Bangladesh. http://www.imed.gov.bd/

Republic of Maldives

The Republic of Maldives has a National Planning Ministry that is responsible for national planning and a Ministry of Finance and Treasury which is responsible for budgets and financial planning. Both ministries are mandated to conduct evaluations of their policies. It is difficult make a definitive statement about the current situation of evaluation in the country because of the recent changes in the government and overriding environmental concerns owing to the low elevation of most of the islands in the country. The government website has a wealth of information and a very detailed statistical database to monitor progress.

http://planning.gov.mv/en/npc/mandate.html (2009)

http://www.finance.gov.mv/v1/aboutus?id=2 (2011)

Discussion

What is a NEP?

As stated above, for purposes of this report National Evaluation Policy (NEP) is defined as: *A legislated policy that serves as a basis for a evaluation across government.* If such a document could not be found, the country was categorized as not having a NEP. However, Trochim (2009) defines an evaluation policy as "*any rule or principle that a group or organization uses to guide its decisions and actions when doing evaluation*"(p.16). Thus when referring to a National Evaluation Policy, the organization would be a national government. Within the framework of programme evaluation policies, the UNEG definition of evaluation policy is less broad: "Each organization should develop an explicit policy statement on evaluation. The policy should provide a clear explanation of the concept, role and use of evaluation within the organization, including the institutional framework and definition of roles and responsibilities; an explanation of how the evaluation function and evaluations are planned, managed and budgeted; and a clear statement on disclosure anddissemination."http://www.un.org/depts/oios/pages/ied_guidance_for_dev_ep.pdfThat seems clear enough, but evaluation policies are embedded into the practice of evaluation and like so many practices in education, social work, health services, for example, they are tacit and usually not documented. When the theorists begin to examine these practices they are at least once removed and write about what Schon (1987) called "espoused theories" rather than "theories in action".

There are many cases of "espoused policy" versus "policy in action". This point requires more in-depth discussion than is prescribed at this stage of the mapping project; however it does shed light on the confusion when answering the question "Does your country have a NEP?"It is clear from the findings that the answer to that question is not often a simple "yes" or "no". This is due to several factors. One is that implementation of a legislated policy is more complicated than it seems. Some countries have a written NEP, but do not show evidence of it being implemented or used. Another factor is that some countries have several policies in place in different agencies or ministries and cannot point to a single, consolidated NEP. Yet another is that some countries have policies that are in place, but are used primarily for donor supported projects, especially European Union funded projects, like in Hungary, Romania and Poland.

An evaluation enabling environment

It is also clear from the findings that the development of a NEP must occur in an evaluation enabling environment; an environment in which key government leaders and officials understand the benefits of evaluation and work to promote its use. The kind of enabling environment may impact the loci of the responsibility for evaluation. Agencies within the government that are more evaluation-friendly may wind up being responsible for evaluation as a whole within the government. In other cases, the executive may be the prime mover in establishing an evaluation system, but may leave the mechanics of the system up to separate agencies with the government.

Stages of establishing a NEP

The stages of establishing a national evaluation policy are iterative. The original policy may be viewed as too conventional and the evaluation community might want to change the approach (like in Pakistan). Or the evaluation requirement may be limiting and create a desire to loosen the strings and allow for innovation and creativity (Mexico, Switzerland). Some policies may go from top-down to more community oriented approaches once the top is convinced of the benefits of including evaluation in planning (Sri Lanka for example).

The iterative stages of NEP that emerge from this mapping are:

1. Convince the government to see the advantages of conducting systematic evaluation countrywide. This stage usually requires "champions of evaluation" to move the effort forward.
2. Formulate legislation to require such evaluation.
3. Develop a context relevant system to conduct the evaluations.
4. Institutionalize the system.
5. Implement the system.
6. Operate on evidence-based decision making.
7. Revise the evaluation system to be more user-friendly. This stage results from a surplus of evaluation reports that limits correct use of such reports; or involves sub-standard evaluations to fulfil the requirement.

Conclusion

Benefits and disadvantages of NEPs

One can conclude from this mapping exercise that there is a proliferation of interest and action concerning evaluation worldwide. Evaluation frameworks and systems are being reviewed, refined, implemented and used. NEPs are being developed to suit the context and the activity in the countries concerned. The field is fluid due to political constraints and changes. However, the subject of NEP is being discussed and examined by evaluation organizations (VOPEs) and country leaders globally. Despite this concerted effort, the evidence shows that the development of a NEP might not be suitable in every context. The consensus points to some form of evaluation policy, legislated or not, that would coordinate, consolidate or standardize evaluation procedures and approaches in any given country.

The benefits and disadvantages of establishing a NEP as they emerged from the mapping exercise are summarized in Table 5, below.

Table 5.Benefits and Disadvantages of a NEP

Benefits of a NEP	Disadvantages or challenges of a NEP
1. Provides a framework for conducting evaluation.	1. Overloads the system with too many evaluation reports.
2. Promotes the use of evaluation(if the policy includes a "use" clause).	2. Places too much pressure on a limited number of evaluators to conduct evaluations at a high standard.
3. Provides standards for evaluations limiting the misuse and abuse of evaluation.	3. Tends to place pressure on summative evaluations rather than longer, more time consuming process and formative evaluations that might result in better programming.
4. Supports strategic planning and implementation of programs.	4. Tends to stress quantity rather than quality of evaluations.
5. Ensures better programming and implementation of programs through learning from the evaluation.	5. Might put more stress on the evaluation thanon the necessary program planning.

These benefits mirror somewhat those listed by Trochim (2009) from a primarily USA context. Although the differences raise some interesting issues, there is not room in the present study to include a deeper discussion on the benefits of a NEP, such as:

1. It can be an efficient way to communicate and encourage consistency in evaluation implementation.
2. Evaluation policies help make evaluation a more transparent and democratic endeavour.
3. Evaluation policy is also a mechanism for broader learning about evaluation.
4. Evaluation policy is potentially an efficient mechanism for changing practice. .

5. Evaluation policy is important because many of the controversies in evaluation today are essentially about such policy (Trochim, p. 17-18).

It is important to note that a NEP is context bound and cannot be reviewed in isolation. What is good for one country may not be good for another. Or what is good for one country at a specific time may not be good for the same country at a different time.

Tensions

Several tensions exist concerning developing a NEP centering the following issues:

Planning/ inspection/auditing – When evaluation is properly used for planning, implementing and disseminating programs, it is more acceptable than when perceived as an inspection or auditing function.

Planning/ advocacy/changes in personalities and government – Political context impacts on the development and use of evaluation practice and policy. This situation can override the benefits of evaluation.

Economic crises – Even when the economy is strong evaluation receives the short end of the budget stick. In economic crises it has an even lower priority.

An in-depth discussion of these tensions should be investigated in further research. For the present it will suffice to make NEP developers aware of these tensions so that they can include solutions in the policies they develop.

Evaluation culture

The notion of an evaluation culture arose in many of the discussions with evaluators and stakeholders. A country should be "ready" for a NEP. "Evaluation culture" involves readiness to learn from experience, to accept constructive criticism, to share ideas and practices, to be transparent in actions and to be flexible. Development of an evaluation culture is desirable and more difficult to achieve than a NEP. Some countries that have legislated policies do not have an accompanying evaluation culture. An important question that remains unanswered - Is evaluation culture more important than an actual NEP?

The International Atlas of Evaluation (Furubo, Rist, Sandahl (ed.), 2002) proposes nine criteria necessary for the establishment of an evaluation culture.

I. Evaluation takes place in the public domain.
II. There is a supply of evaluators from different disciplines who have mastered methodologies and conduct evaluations.
III. There is a national discourse concerning evaluation in which more general discussions are adjusted to specific national environments.
IV. There is a profession with its own societies or frequent attendance at meetings of societies and at least some discussion concerning the norms and ethics of the profession.
V. Institutional arrangements in the government for conducting evaluations and disseminating the results to decision makers.

VI. Institutional arrangements in Parliament for conducting evaluations and disseminating the results to decision makers.

VII. An element of pluralism exists, that is, within each policy domain there are different people or agencies commissioning and performing evaluations.

VIII. Evaluation activities within the Supreme Audit Institution. This point is open to discussion.

IX. The evaluation should not just be focused on the relations between inputs/outputs or technical production. (p.9)

These criteria should serve as a guideline for developing evaluation culture worldwide. Since 2002 when the Atlas was published until now, more and more countries have begun to fulfill at least some of these criteria and move towards developing a workable NEP.

Lessons Learned - Suggestions for developing and implementing a NEP

The following suggestions emerged from the mapping exercise.[1]

Development of the framework
In order to develop a NEP it is preferable to carry out the following:

- Work with multiple stakeholders
- Enlist the assistance of a "champion" from the government
- Enlist the help of permanent members of government
- Enlist the help of parliamentarians
- Seek professional guidance from the national evaluation organization (VOPE)

Implementation of the policy

The mapping indicates that to achieve a successful NEP one should pay attention to the following:

- Restrict the number of evaluations required per year
- Include a "use" clause in the policy
- Include a "follow-up" clause in the policy
- Make sure that the administrator of the policy is a permanent feature of the government.

This intriguing exercise has raised many issues that call for further investigation. The field of evaluation is a fluid, dynamic and productive arena that provides learning experiences from a variety of perspectives. It is hoped that this mapping will serve as a baseline and a springboard for other global studies in this fascinating field.

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[1]EvalPartners will soon be publishing an Advocacy Toolkit, produced by NehaKarkara, that will help VOPEs to carry out campaigns to achieve the kind of policies described here.

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VOPEs- Information and case studies

http://www.mymande.org/evalpartners/forum

Appendix

I. Country and year of National Evaluation Legislation.

Country	NEP legislation
Canada/Quebec	1977, revised 2013
Chile	1997, revised 2007
Colombia	1994
Costa Rica	1992, revised in 2008, 2010
Ethiopia	2002
Germany	1970, revised 2004
India	1952, revised 1995, revised 2009, revision on-going
Japan	2001
Kenya	2004
Kyrgyz Republic	2011
Malaysia	2005, reformed 2012
Mexico	2004, revised 2012
Morocco	2005, revised 2011
Nepal	2009
Niger	2010
South Africa	2011
Switzerland	1984
Uganda	2004 revised 2013
Ukraine	2007
USA	1993

II. <u>Countries included in the mapping (N=115)</u>

Afghanistan	Ghana	Pakistan
Albania	Guatemala	Palestine
Argentina	Guinea, Republic of	Papua New Guinea
Australia	Honduras	Paraguay
Austria	Hungary	Peru
Azerbaijan	Iceland	Philippines
Bangladesh	India	Poland
Belgium (Wallonia)	Indonesia	Portugal
Benin	Ireland	Republic of Maldives
Bhutan	Israel	Romania
Bolivia	Italy	Russia
Bosnia and Herzegovina	Ivory Coast	Rwanda
Botswana	Jamaica	Senegal
Brazil	Japan	Serbia
Bulgaria	Jordan	Singapore
Burkina Faso	Kazakhstan	Slovak Republic
Burundi	Kenya	Slovenia
Cambodia	Korea	South Africa
Cameroon	Kyrgyz Republic	Spain
Canada/Quebec	Laos	Sri Lanka
Cape Verde	Lebanon	Sweden
Chile	Luxembourg	Switzerland
China	Madagascar	Tajikistan
Colombia	Malawi	Tanzania
Comoros, The Union of the	Malaysia	Thailand
Democratic Republic of Congo	Mauritania	Trinidad Tobago
Costa Rica	Mexico	Tunisia
Czech Republic	Mongolia	Turkey
Denmark	Morocco	Uganda
Dominican Republic	Myanmar	UK
Ecuador	Nepal	Ukraine
Egypt	Netherlands	Uruguay
El Salvador	New Zealand	USA
Ethiopia	Nicaragua	Venezuela
Finland	Niger	Vietnam
France	Nigeria	Yemen
Gabon	Norway	Zambia
Georgia	Oman	Zimbabwe
Germany		