



MAKING EVALUATION SENSITIVE TO GENDER AND HUMAN RIGHTS

Different approaches

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Workshop contributors and participants

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- Ada Zambrano, GID.
- Manuel Sánchez, cooperation and human rights.
- Lilian Celiberti, GID.
- Miguel Donayre, evaluation and human rights.
- Carolina Mayeur, Head of Sectoral Planning, DGPOLDE, MAEC.

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A NOTE ON STYLE:

The terms “project”, “programme”, “plan”, “policy”, “service”, “action” and “development intervention” are used interchangeably in the text to refer to the element under evaluation as the approach can be applied to any of these. We are aware that the terms may have different meanings in certain contexts, but we will not be exploring the differences in definition here as this is beyond the remit of this paper.



List of acronyms and abbreviations

AEA:	American Evaluation Association
AECID:	Spanish Agency for International Development Cooperation
ALINe:	Agriculture, Learning and Impacts Network
ALNAP:	Active Learning Network for Accountability and Performance in Humanitarian Action
CESR:	Center for Economic and Social Rights
CIDA:	Canadian International Development Agency
DAC:	Development Assistance Committee
DFID:	Department for International Development (United Kingdom)
DGPOLDE:	Directorate-General for Planning and Evaluating Development Policies (MAEC, Spain)
ECLAC:	Economic Commission for Latin America and the Caribbean
ESCR:	Economic, social and cultural rights
FIIAPP:	International and Ibero-American Foundation for Administration and Public Policies
GID:	Gender in development
GID workshop:	Workshop of GID experts
HDR:	Human Development Report, UNDP
HR:	Human rights
HRBA:	Human rights-based approach (to development)
HRBA workshop:	Workshop of HRBA experts
ICESCR:	International Covenant on Economic, Social and Cultural Rights
ILO:	International Labour Organization
IUDC:	Institute of Development and Cooperation, Universidad Complutense de Madrid (Spain)
IUEM:	Institute of Women's Studies, Universidad Autónoma de Madrid (Spain)
LFA:	Logical Framework Approach
MAE:	Ministry of Foreign Affairs (Spain)
MAEC:	Ministry of Foreign Affairs and Cooperation (Spain)
MDGs:	Millennium Development Goals
MPDL:	Movement for Peace (Spain)
NORAD:	Norwegian Agency for Development Cooperation
OAS:	Organization of American States
ODH:	Human Rights Office, MAEC (Spain)
OECD:	Organisation for Economic Co-operation and Development
OHCHR:	Office of the High Commissioner for Human Rights
RAE:	Royal Academy of the Spanish Language

SECIPI:	State Secretariat for International Cooperation and Ibero-America, MAEC (Spain)
SGCID:	General Secretariat for International Development Cooperation, MAEC (Spain)
SIDA:	Swedish International Development Agency
ToR:	Terms of Reference
UAM:	Universidad Autónoma de Madrid (Spain)
UCM:	Universidad Complutense de Madrid (Spain)
UDHR:	Universal Declaration of Human Rights
UN Women:	United Nations organization dedicated to gender equality and the empowerment of women
UN:	United Nations
UNDP:	United Nations Development Programme
UNEG:	United Nations Evaluation Group
UNICEF:	United Nations Children's Fund

1. INTRODUCTION	13
2. PRELIMINARY CONCEPTS	17
2.1. Sensitive evaluation	17
2.2. The gender perspective or GID approach	18
2.3. The human rights-based approach to development (HRBA)	19
3. DOCUMENT PREPARATION	21
3.1. Systematic classification of the literature and expert opinions	21
3.2. Synthesis and classification	22
3.3. Guidance and criteria for selection of a proposal	24
4. PROPOSALS FOR SENSITIVE EVALUATIONS	25
4.1. The Commission.....	26
a) Institutional sensitivity	26
b) Evaluator outlook	27
4.2. Unit definition and design evaluation	29
a) Point of departure: Programming.....	29
b) Identifying the programme theory or logic model	34
c) Analysis and comparison	34
4.3. Evaluation approach	37
a) Evaluation driven by theory of change	37
b) Stakeholder-driven evaluation approach	41
c) Evaluation approach driven by critical change or a transformative paradigm	43
d) Judgement-driven summative evaluation approach	49
4.4. Operationalisation	56
a) Vertical work.....	57
b) Horizontal work: Definition of systems of measurement, indicators and sources	58
4.5. Methodology and Techniques	60
4.6. Fieldwork.....	61
4.7. Data analysis and interpretation	62
4.8. Judgement.....	62
a) Transformative interventions for gender and rights situations	63
b) Interventions that preserve the status quo	64
c) Interventions that damage or worsen the situation	64
4.9. Reporting of Outcomes.....	64

5. GUIDELINES FOR SENSITIVE EVALUATION.....	67
5.1. Considerations on the Evaluation of Programme Design.....	69
5.2. Considerations on Evaluator Outlook	69
5.3. Incorporating Approaches into Evaluation Design	70
a) Evaluation driven by theory of change	71
b) Stakeholder-driven	72
c) Critical change-driven or transformative paradigm	72
d) Judgement-driven summative evaluation	72
5.4. Considerations on Operationalisation	74
5.5. Considerations on Techniques, Methods and Fieldwork	74
5.6. Considerations on the Interpretation Phase	75
5.7. Considerations on Judgement	76
6. HOW TO COORDINATE THE GENDER - AND HRBA-BASED APPROACHES	77
7. SOME CONSIDERATIONS ON THE PROCESS	79
ANEXO 1	81
ANEXO 2	89
GLOSSARY	131
SUMMARY OF PROPOSALS AND GUIDANCE	139
BIBLIOGRAPHY	143



I. INTRODUCTION

In recent years, the international development community has become increasingly aware of the fragile human rights situation faced by most of the global population, along with the wide and persistent social gap between men and women.

The classic development model of providing aid to those in need is shifting toward a new understanding that each individual is the holder of certain rights they must demand and enjoy. The full exercise of human rights and gender equality does not constitute development in itself, but it is a necessary condition or prerequisite for development (Jonsson, 2004). Citizens are viewed not as passive actors and recipients of goods but as conscious and skilled individuals capable of managing their own change processes.

This premise underlies the perspective of both the gender in development ([GID](#)) and human rights-based approach to development ([HRBA](#)) - two analytical frameworks that aim to contribute toward the construction of developed societies respectful of rights and equality between members.

There is broad recognition of the importance of HRBA and the gender perspective in cooperation initiatives. In a common document (UNHCR 2006:35), the various UN agencies agreed that: “*all programmes of development cooperation, policies and technical assistance should further the realization of human rights(...)*”. Similarly, the 2010 Plenary Meeting on the Millennium Development Goals specifically recognised that: “*gender equality, the empowerment of women, (...) full enjoyment of all human rights and the eradication of poverty, accountability, participation,*” should permeate all cooperation initiatives (UN, 2010:3). More specifically, in 1995, the Fourth World Conference on Women in Beijing stressed the need for gender equality to be placed on the political agenda and for the gender approach to be integrated throughout the cycle in all interventions (the [gender mainstreaming](#) strategy).

The Spanish Constitution states that the rules on fundamental rights recognised within it are binding on all public authorities (Art. 53.1). In other words, the promotion and respect for human rights must be a guiding principle of public action. Relevant legislation on the matter includes Act 23/1998 of 7 July on International Development Cooperation (Article 1.1., paragraph three; Article 2.b) and Organic Law 3/2007 of 22 March on effective equality between women and men. Similarly, units specifically focussed on human rights, such as the Human Rights Office within the Ministry of Foreign Affairs and Cooperation (MAEC), have been gradually introduced into the administrative architecture.

In keeping with this legislative framework, the Cooperation Master Plans (2001-2004; 2005-2008; 2009-2012) have incorporated the HRBA and GID perspectives into Spanish aid policy. The current 2013-2016 Plan builds on previous commitments (MAEC, 2012:15) and includes an explicit commitment to develop tools that will guarantee the consideration of human rights, gender, environmental sustainability and cultural diversity approaches into Spanish cooperation activities. More specifically, the Cooperation Evalu-

ation Policy promotes the mainstreaming of the rights- and gender-based approaches in the evaluation process (MAEC, 2013:7). Many of the Master Plans for the Autonomous Communities in Spain also introduce these approaches.

As new [approaches](#) are used in cooperation initiatives, evaluation methods must be adapted and made sensitive to these (MAEC, 2009; UN, 2006; DAC, 2010). Application of the HRBA and GID perspectives in evaluation will permit detection, understanding and assessment of the promotion or protection of human rights and gender equality in initiatives.

However, incorporation of the two approaches into the evaluation process ([sensitive evaluation](#)) is no easy matter. Theoretical frameworks vary widely, there is little agreement on conceptual definitions and clear differences exist in terms of methodology. Moreover, the HRBA and the GID perspectives do not always run parallel².

As a result, anyone aiming to follow the advice of national and international bodies in incorporating the HRBA and GID perspectives into an evaluation will be obliged to perform a major theoretical and methodological undertaking. Moreover, evaluators will often use a given method, unaware that other alternatives exist that may be better suited to their specific needs and purposes.

In this context, SGCID has sponsored this research and methodological analysis of approaches to gender- and HRBA-sensitive evaluation in order to provide clearer user guidance that will lead to more sensitive and better-quality evaluations.

This paper offers the synthesis and classification of possible evaluation frameworks from an HRBA and GID perspective, while also providing guidance and other elements to inform choice between the various options where necessary. Although we address various ways of performing an evaluation, this document is not intended as a manual and therefore does not explain the practicalities of evaluation performance. That information is given by the source documents used to compile the various proposals given here, and further information on these be found via links provided within the body of the text and details in the references section.

The document does not favour any method in particular and was never intended to do so. Each of the models is suited to different purposes and each can be of use in given circumstances. Our approach to the compilation process does, however, represent our stance on the issue, which counters the claims made in some of the proposals: that sensitive evaluation can only be performed in one specific manner. We intend to cover all of the proposals and the accompanying methodological or conceptual debates.

² The differences in the social, academic and practical development of the human rights-based and gender-based approaches justify separate treatment. The two approaches can, however, be discussed in a complementary manner..



In short, we believe the main strength of this document lies in the understanding it provides of the various approaches, offering tools to aid choice between the various options and providing methodological criteria for the design of best-fit evaluation processes for each context. An organisational structure and methodological criteria are suggested, but the final decision on which approach to take is a matter for members of the individual evaluation commission groups to whom this text is ultimately addressed.



2. PRELIMINARY CONCEPTS

2.1. Sensitive evaluation

We can define evaluation as a systematic process of collecting and analysing information for one or more of the following purposes (adapted from: Patton, 2008; Greene, 2007):

- a) To understand and attribute meaning to the events that take place in a programme or service;
- b) To judge, assessing the value or merit of an intervention;
- c) To allocate responsibility through public accountability; and
- d) To promote social justice and equity.

Many different elements of a single programme may be evaluated while others may be omitted, for the simple reason that interventions are often extensive and multi-faceted. It is difficult, if not costly, to address and cover the entire situation in a single evaluation exercise. For example, while the DAC cites the use of criteria such as impact, effectiveness, efficiency, relevance, sustainability, other value criteria are needed for different aspects of the intervention (e.g. coverage, ethics, transparency, participation). An evaluation will only assess what it is told to assess and look where it is told to look³. The proposals and methods selected here tend to provide a faithful reflection of the values within the context where the evaluation is commissioned.

As a result, there can be otherwise rigorous and serious evaluations that are blind to issues such as the gender inequalities caused by a programme. The evaluation process itself does not guarantee the consideration of gender systems or changes in the human rights situation unless the models and approaches are deliberately prepared to take these aspects into account.

Incorporating the HRBA and GID perspectives into evaluation implies analysis of progress and development on human rights and gender equality in both the programme and the real-world context the programme aims to modify. It also implies that the evaluation process must consider respect for all groups, particularly the most vulnerable, and understand those structural situations that generate inequality. Specifically, we understand [sensitive evaluation](#)⁴ to mean those systematic evaluation processes that can lead to interpretation and judgement of an intervention from a gender or HRBA perspective.

³ This is usually defined through the evaluation commission and team.

⁴ We are aware of criticism from those who consider the term *sensitive* to fall short of the transformative intention of the HRBA and GID perspective, but from the range of terms available, we find it to be the one that best encompassed all of the methodological proposals (regardless of their impact) and emphasised the permeability and transformation of evaluation methods to incorporation of the gender and HRBA perspectives.

2.2. The gender perspectiva or GID approach

GENDER PERSPECTIVE

In international cooperation terminology, the gender perspective or gender in development approach (GID approach) is a method of social analysis focussed on the various factors that foster and reproduce existing inequalities between men and women in order to transform and change these.

The approach is built upon differentiation between the concepts of “sex” and “gender”. “Sex” refers to biological differences between men and women, while “gender” describes the social categories assigned to each sex (feminine/masculine; femininity/masculinity; etc.) that are used to shape many dealings between women and men and the individual behaviour of individuals of both sexes. The gender categories are social constructs that are not built on any biological, genetic, natural or evolutionary grounding.

The gender system is the structure given to the social power relationships into which people are arranged on the basis of social constructs of gender.

Equality between men and women first appeared as a political objective on the international development agenda in the 1970s, but gender equality only began to be recognised internationally as a human right and prerequisite for development at UN Fourth World Conference on Women (Beijing Conference, 1995).

The idea of measuring progress on this front began in the 1990s in the international aid evaluation field, with the initial schemes examining programmes and projects specifically aimed at promoting gender equality. However, the Beijing Conference and gender mainstreaming strategy highlighted the need for a cross-cutting gender perspective in the evaluation of all programmes and projects (Espinosa, 2011).

New methods, practices and meta-evaluations have flourished over the last twenty years, as have many professional organisations that place emphasis on this aspect. The various manuals published by international agencies, among them the UNEG (2011) and UN Women (2011), bear testimony to this.

The increased emphasis has spurred the creation of specific evaluation groups interested in incorporating the approach into their practice, including: the European Evaluation Society (EES) Gender and Evaluation Thematic Working Group (TWG); the Latin American Network of Monitoring, Evaluation and Systematization (RELAC) Evaluation, Gender and Human Rights Group; the American Evaluation Association (AEA) Feminist Evaluation Topical Interest Group; the Africa Gender and Development Evaluators Network (AGDEN), and; the Institute of Social Studies Trust (ISST) Gender and Evaluation Community.



All of the above indicates a growing interest in ensuring that gender inequality is considered within these analyses and, in recent years, something similar has occurred with the incipient focus on intersectionality - a concept that examines how gender inequality interacts with other forms of inequality such as: ethnic origin, disability, age, sexual orientation, etc.

2.3. The human rights-based approach to development (HRBA)

HRBA

The human rights-based approach to development (HRBA) is a theoretical perspective that seeks to promote, respect and guarantee the effective enjoyment of human rights, with a particular focus on the most vulnerable groups. It seeks to analyse the inequalities that lie at the heart of development problems and redress the discriminatory practices and unjust distributions of power that impede development progress (UN: 2006).

The effective enjoyment of human rights is a basic condition for human development and cooperation initiatives should therefore incorporate the promotion, protection and assertion of rights either as specific objectives or as cross-cutting goals in projects focussed on other issues.

The system of relations between right-holders and their claims to rights and duty-bearers and their responsibilities is known as the pattern of rights (Jonsson, 2004).

The HRBA can be incorporated at all stages of the process, from analysis, programming, and implementation, through to evaluation.

Most of the sources on the human rights-based approach (HRBA) describe concepts, principles and legislation on human rights (UN, 2006). The UN Agencies were first urged to “further the realisation of human rights as laid down in the Universal Declaration of Human Rights and other international human rights instruments” on the basis of the 2003 Common Understanding declaration and the concept of HRBA has been on the increase since then

In the evaluation field, however, there is still room for improvement in the progress made and the current state of affairs. Many of the current proposals aim to evaluate how the State (the duty bearer) fulfils its obligations, including the monitoring and indicator guides drawn up by the United Nations (Hunt, 2006; UN HRI, 2008; UN, 2012), the Organization of American States (OAS, 2008 and 2011) and the Ombudsman’s Office of Colombia (2006 and 2010).

The rights-based approach is far broader than this and a fuller understanding can be gained from literature on cooperation (Jonsson, 2003; Marks, 2005; Fernández Aller, 2009, inter alia) or other consolidated proposals, such as the Guidance issued by the United Nations (UNEG; 2011) or the work by Bamberger and Segone (2012).



3. DOCUMENT PREPARATION

This document is the outcome of two complementary requests: 1) the summary and classification of a collection of sensitive evaluation models, and; 2) the creation of a set of criteria for analysis or a guidance framework to help readers choose the most appropriate methodological option. These two broad requirements shaped the working process.

The first element was approached through two major tasks: 1) the systematic classification of existing literature and; 2) the analysis of opinions and observations provided by experts in the field. All of the information obtained was organised into the conceptual structure provided here as a framework for the comparison of the various methods.

The request for guidance on method selection was approached in a more theoretical manner through study of the literature on evaluation and our own practices. Each stage is described in more detail below.

3.1. Systematic classification of the literature and expert opinions

Relevant materials from the fields of evaluation, development, gender and HRBA (see Bibliography⁵) were studied. The main points of this material were then summarised into an initial grouping of ideas associated with gender- and rights-sensitive evaluation.

This grouping of ideas promoted deeper consideration of the theoretical points of departure in human rights, gender and evaluation methods by the team. In parallel, we organised two workshops involving input from experts, one on the HRBA and another on gender⁶, creating proposals on the basis of the nominal group technique.

NOMINAL GROUPS

The nominal group dynamic allows multiple ideas to be presented and heard in an orderly fashion, while establishing mechanisms for recording the various proposals and individual reflections. The dynamic works on a basis of listening and choosing a personal stance rather than by debate or confrontation.

The intention is to capture the various ideas arising from a given group following a process of explanation and reflection. The process does not aim to arrive at a single line of discourse, as in consensus techniques, or to contrast and discuss the different options,

⁵ The main sources consulted can be found in the bibliography.

⁶ A list of individual workshop participants is provided in the workshop contributors and participants section.

as in discussion groups. The summaries are drawn up and incorporated into the working paper at a later stage of the research process.

Nominal groups are built on a set of individual presentations taken together to obtain an overview of a situation. This allows people to work without peer pressure or social constraints. Pressure can be further removed by making personal opinions anonymous.

Nominal groups can be run in many ways, but the following stages were chosen for these workshops:

1. **Presentation** of the topic (by the facilitator).
2. **First round**. Individual presentations. A maximum presentation time is set.
3. **Second round**. Requests for clarification, amplification or explanation of details but without debate.
4. **Third round**. Further explanation is given. There is no debate, only clarification, and no responses are permitted.
5. **Participants write down their personal stance on the subject**, working in silence. Debate is not permitted as the technique requires the personal opinions of each participant.

Where individuals could not attend in person, they were interviewed by e-mail.

3.2. Synthesis and classification

The second stage brought together the opinions gathered at the workshops and the conclusions obtained from reading of the literature. The information provided by the experts was analysed through semantic mapping.

Semantic mapping

A semantic map is a representation of the discourse under analysis, showing the various (semantic or idea) fields identified and how they relate to one another.

Jost Trier defines a semantic field as a set of words that can appear at a point in a message and that can be interchanged without profoundly altering the overall meaning. "Meaning", which is taken as the unit of analysis, is not considered an absolute, but is viewed as being dependent upon the context in which it is used and received. Therefore, it is not solely a denotational, referential matter; as meaning is also found in the connotations associated with the word, phrase or image. Two basic operations are useful in producing semantic fields:

- Similarity (equality).
- Difference.



The similar ideas identified are grouped to create a single set. The internal homogeneity of the set should be such that the words, phrases or ideas within the set are interchangeable without altering the overall concept of the field. These homogenous sets have meanings that differ from the others. In building a field, it can be helpful to examine figures of speech within the discourse that could indicate similarity or a close relationship:

- Synonyms: One concept has a number of signifiers.
- Metaphors: The name of an object is replaced with another seen to be similar.
- Metonymy: A concept is designated with the name of something else with which it has some form of relationship (for example, authors and their works).

The paper is viewed as a two-dimensional synoptic space (Abril, 2008) where the layout of elements reflects the different sets and the closeness-distance relationships or arrangements between them. These relationships between sets include cause-effect relationships, subordination or juxtaposition including:

- Antonyms. Opposite meanings.
- Scale or gradation. All notions can be placed on a scale between two extremes (Mounin, 1972).
- Hierarchical structure (two relationships are possible—hyponymy or hypernymy).

The ideas are organised on the basis of similarity, leading to clear indications of topics and issues central to a sensitive evaluation process. The conclusions drawn from the literature were added to this semantic map. The iterative process between the information provided by the team members and their reflections was complete once new ideas could be added to the organisational structure without any further alterations being needed to the section headings – a strong indication of a robust underlying framework. While preconceived criteria and personal views on evaluation can undoubtedly influence the structure, the process has been respectful at all times with inductive construction of the important questions.

The final outcome presents a set of criteria proposed by a range of authors and experts as ways of increasing the sensitivity of an evaluation, organised into the sequence followed in an evaluation process. Certain fields or areas may have less coverage than others as the sources consulted provided uneven information. The team resisted the urge to complement the information found with personal contributions as this would have fallen beyond the remit of systematic classification of the available methodologies, and we had not been asked to provide our own guidance on how to perform a gender- or HRBA-sensitive evaluation.

3.3. Guidance and criteria for selection of a proposal

A third section offers guidance on choosing between the various methods. This section is probably the most theoretical of all, even though a practical outcome is the ultimate goal and the main sources came from the generic literature on evaluation. Our working method was to list the various sections and then gather together those theoretical guidelines that would help the reader to choose between the proposals.

As was stated in the introduction, we have not opted for any particular method, although the very act of defining certain criteria or guidance in order to make any sort of decision itself implies the adoption of a stance.

In summary, this closing section of the document provides a list of considerations and reflections on the sequence constructed that we believe will provide guidance in methodological decisions.



4. PROPOSALS FOR SENSITIVE EVALUATIONS

There is not just one way to evaluate (Ligero, 2011), nor is there only one way to incorporate the GID and HRBA perspectives into evaluation processes (UN Women, 2011; Bustelo, 2011). In fact, it may even be wrong-headed to build a single model, as any such device will fail to reflect the variety of approaches to the subject studied (Sielbeck et al., 2002b:110).

During our analysis of the literature on evaluation, HRBA, GID⁷ and the opinions of many different specialists on these subjects, we have observed many different ways of performing sensitive evaluations.

All of the various proposals focus on different aspects of the evaluation process in the pursuit of gender- and human rights-sensitive outcomes. The ideas, recommendations and guidance vary depending on which particular aspects and issues are approached, their scale and also their capacity to impact upon sensitivity.

We placed the various topics in chronological order, using the sequence proposed by DGPOLDE (MAEC, 2007b) and Bustelo and Ligero (<http://www.magisterevaluacion.es>)⁸ as a reference, leading to the creation of the following framework:

1. **THE COMMISSION.** *Preliminary conditions, the institution and the evaluation team.*
 - Institutional sensitivity.
 - Evaluator focus.
2. **DEFINITION OF THE UNIT AND EVALUATION OF PROGRAMME OR POLICY DESIGN IN RELATION TO GENDER- AND HRBA.**
 - Point of departure: programming.
 - Identification of underlying theory or logic model.
 - Analysis and comparison.
3. **EVALUATION APPROACH.** *Various methods for the design and performance of an HRBA- and GID-sensitive evaluation.*
 - Evaluation driven by theory of change.
 - Stakeholder focussed.
 - Evaluation approach aimed at by critical change or transformative paradigm.
 - Evaluation of final judgements.

⁷ See the full bibliography.

⁸ This framework is a revised version of a previous proposal by María Bustelo Ruesta, Juan Andrés Ligero Lasa and Marta Martínez Muñoz.

4. **OPERATIONALISATION.** *Identification of sensitive questions, indicators or other measurement systems for responding to the questions.*

- Vertical work.
- Horizontal work.

5. **METHODOLOGY AND TECHNIQUES.**

6. **FIELDWORK.**

7. **DATA ANALYSIS, INTERPRETATION.**

8. **JUDGEMENT.**

9. **RESULTS.**

The institution or individual evaluator wishing to perform a sensitive evaluation can apply the recommendations suggested at each stage of the process. At some stages, such as when choosing the evaluation approach, they can opt for just one way of working or a combination of methods. However, not all of the proposed options will lead to a full evaluation from a GID and HRBA perspective. We believe that some issues clearly impact upon the sensitivity of the evaluation, while others only promote or contribute to sensitivity, while not guaranteeing this. In Section V (Guidelines for sensitive evaluation) we reflect upon criteria that could be used to ensure equitable focus and assessment in an evaluation.

4.1. The Commission

The “commission” stage is when the request and justification of the evaluation are defined, and the means and resources required to perform the evaluation are gathered.

The strategies we have identified in relation to performing sensitive evaluation are non-specific for this stage of the process. They assume that both the commissioning institution and the evaluation team already have a culture that contains the expertise and sensitive outlook necessary, such that this will be inevitably incorporated into the evaluation process.

Two separate sub-sections will explore the issues of institutional sensitivity and evaluator focus. While each of these may exist in isolation, it is logical to think that sensitive evaluation will be most effective where the two co-exist. .

a) Institutional sensitivity

The basic premise is that an organisation “sensitised” to gender or human rights will, in turn, promote sensitive evaluation. Any organisation that commissions or participates in



such an evaluation incorporates, develops or strengthens GID and HRBA culture in a number of ways. Institutional sensitivity is reflected in:

- The political will to evaluate and incorporate the gender perspective and HRBA into institutional policy.
- The existence and development of a GID- and HRBA-sensitive [evaluation culture](#). By evaluation culture we understand all the knowledge, assumptions, values and customs widely accepted by the institution in order to favour and strengthen the performance of evaluations, which implies understanding and acceptance of the outcomes, being sufficiently flexible to assume change and showing accountability on practices.

The commission is set forth in the Terms of Reference (ToR) or similar agreement. These should:

- Include key questions on human rights and gender equality (Bustelo, 2011).
- Consider the requirements of these approaches (CIDA, 2001) in budgeting. The World Bank even suggests establishing incentives to staff (World Bank, 2005).
- Establish specific clauses in the Terms of Reference or commission that emphasise the HRBA and GID perspectives (NORAD, 2005; CIDA, 2001). These can include training, awareness-raising, the establishment of specific stages for inclusion of these issues in the process, or any of the other proposals outlined below.

b) Evaluator outlook

This strategy is based on the assumption that individuals who have already assumed the gender and HRBA perspectives (a situation that implies sensitivity and certain capabilities) will incorporate the approaches throughout the evaluation process. During the inquiry, they will take decisions that are consistent with their personal views and conducive to the consideration of gender and human rights. The literature does not stipulate how this should be done, simply assuming that the capability of sensitive individuals will be sufficient. Ward (2002) considers this to be one of the most robust ways of performing sensitive evaluation.

Personal outlooks certainly have an impact on the evaluation process. Greene (in Sielbeck-Bowen et al., 2002a:5) states that these influence the decisions taken throughout the process—any social inquiry is linked to the outlook of the individual inquiring, the justification of the purpose and the means available for the research, their philosophical framework and methodological preferences, etc. Perspectives such as HRBA or GID bring a certain world vision, an understanding of reality and a way of interacting in the world (Ibid.:112), that results in constant concern for gender equality and human rights that will be reflected throughout the entire evaluation process.

The key to this strategy is the involvement of people with gender and human rights-related capabilities or the capacity to assume these. The literature states that a sensitised evaluation team should:

- **Be capable of empathy:** Evaluators should be able to understand other positions and conditions, putting themselves in the place of others and treating them with respect (UN Women, 2011; DAC, 2010; UNEG, 2005a and 2005b; Fernández-Layos, 2003; Nuusbaum, 1997 and 2008; Donayre, 2011; GID workshop).
- **Understand the concepts of the approach:** Assuming sensitivity means understanding the concepts defended by these approaches. This is not necessarily a given; both the gender perspective and the HRBA are theoretical constructs with a certain degree of complexity.
- **Share the values of the HRBA and gender perspective:** The proposed methods are underpinned by a set of values—equality, democracy, respect, etc. Respect for democracy itself indicates respect for the different (House and Howe, 2001; Greene, 2008; AEA, 2004). The team should believe in (Fernández-Layos, 2003) and defend (GID workshop) human rights and gender equality from a transformational point of view.

A more sensitive outlook can be encouraged in teams and evaluators by:

- **Raising awareness,** generating an attitude and inclination toward social inequalities. This can be achieved by:
 - Reading specialist literature on human rights (Ward, 2002:47).
 - Discussion and dialogue with the actors involved in the programme to be evaluated, human rights and gender equality activists or campaigners (Ward, 2002:50).
 - Encouraging greater awareness (NORAD, 2005) that includes a phase defined as a stage of connection. This consists of the absorption of information within a process of reflection and involvement with the associated issues (Rueda Palenzuela, 1993).
- **Training in competences and skills** (World Bank, 2005; Hunt and Brouwers, 2003; ALINe, 2010; GID workshop).
 - Defining an initial training/awareness-raising stage in the evaluation process that focusses on unifying language, agreeing definitions, handling concepts and unifying HRBA and GID perspectives. This stage can be included in evaluation planning and may even be incorporated into the Terms of Reference or agreement.
- **Mixed-gender teams on gender-related issues.** Differing gender experiences can lead the two sexes to differing views of the same reality (DAC, 2010; DFID, 2008; UNEG, 2005a; ILO, 1995). At the fieldwork stage, having a mixed-gender team also facilitates communication between the two sexes, as they sometimes display different communication patterns or may be located in separate spaces (Espinosa, 2011; GID workshop). As the majority of gender experts are currently women, awareness and expertise among men is to be encouraged.



- **Experts on the team** (NORAD, 2005; CIDA, 2001; ILO, 1995) or **external support** on gender equality (ALINE, 2010) or human rights issues.
- Adoption of or reference to existing guidelines or **suggested codes of ethics** such those of the UNEG or CAD (AEA, 2004; MAEC, 2007a).

Sielbeck-Bowen et al. (2002b)⁹ found that it is not just any individual who can be a sensitive evaluator, finding that the team must feature the above-listed aspects to be successful. However, they also asserted that it is possible for individuals to learn these qualities. They stated that sensitivity does not arise spontaneously in an evaluator, and that evaluators must conduct a constant, on-going review of their personal values in order to consciously adopt evaluation approaches consistent with and suited to the values of GID and HRBA.

4.2. Unit definition and design evaluation

The various key dimensions and logical assumptions of a programme are examined at this stage in order to assess programme design, consistency and appropriateness in terms of GID and HRBA.

The proposals in this section aim to establish a priori whether the theoretical framework of a programme is reliable, sufficient and valid for consideration within the gender- or HRBA-based category. The process produces an analysis of the underlying logic, an opinion on the foreseeable transformative impact and recommendations for improving or reinforcing the strategy adopted.

The proposals we have identified have been categorised into three broad stages:

a) Point of departure: Programming

Development initiatives should promote social change in situations of gender inequality or [violations of rights](#). According to the United Nations, they are temporary special measures to level the playing field and rectify structural discrimination (UN, 2006:24).

The HRBA and GID perspectives can be incorporated into programmes in many ways, and Espinosa (2011) provides a useful list of some of the leading strategies for GID:

⁹ The authors originally formulated these questions and answers for feminist and gender-sensitive evaluation. They have also been adapted for the HRBA.

Table 3: GID frameworks

Framework	Framework contributions
Harvard Analytical Framework	- Activity profile (reproductive and productive). - Profile of access to and control over resources and benefits. - Consideration of influential contextual aspects. - Project cycle analysis.
Moser's "triple role" or DPU (Development Planning Unit) method	- Triple role (reproductive, productive and community-managing activities). - Practical gender needs (PGN) and strategic gender needs (SGN). - Policy approach matrix.
Gender Analysis Matrix (GAM)	- Four pillars of analysis: women, men, home and community. - Four study categories: labour, time, resources and culture.
Women's Empowerment Framework or Longwe method	- Levels in equality analysis: welfare, access, conscientisation, participation and control. - Levels of recognition of "gender content": negative, neutral and positive.
Social relations analysis method or IDS (Institute of Development Studies) model	- Practical needs and strategic gender interests. - Analysis of social relations in the market, State, community and home. - Gender-blind, gender-neutral, gender-specific and gender-re-distributive policies.

The various United Nations agencies have reached a three-point Common Understanding (UN, 2006:35) on what should be included in a programme with a HRBA:

1. All programmes of development cooperation, policies and technical assistance should further the realisation of human rights as laid down in the Universal Declaration of Human Rights and other international human rights instruments.
2. The standards and principles set forth in international law on human rights guide all development cooperation and programming in all sectors and in all phases of the programming process.
3. Development cooperation contributes to the development of the capacities of "duty-bearers" to meet their obligations and/or of "rights-holders" to claim their rights.

This common framework has formed the basis for the preparation of various programming proposals. UNICEF works with the much cited Jonsson (2004) model, which identifies five steps for the identification of rights-holders and duty-bearers and the obstacles to assertion of rights or fulfilment of commitments faced by these actors. The analysis provides a basis for specific action plans to develop the potential of the various individ-



uals involved. Fernández Juan et al. (2010) build on this approach, combining it with the Logical Framework Approach to programming, assigning results and activities to different actors within the rights-duties pattern (pattern analysis)¹⁰.

This is currently the most common approach to understanding HRBA-based programming, and has sometimes been cited as the only way to proceed or the minimum requirement for compliance with HRBA (HRBA workshop). However, the United Nations itself states that there is: “no universal recipe for a human rights-based approach” (UN, 2006:15).

Criticism of a one-size-fits-all approach to HRBA

María Bustelo (2009) uses the traditional classification system commonly applied in public policy analysis to broadly classify policy responses to inequality into two blocks: reactive and proactive. Proactive policies (ALINe, 2010) aim to promote, strengthen and make effective the enjoyment of rights. They aim to promote equality in all aspects and structures, even attempting to prevent discrimination before it takes place through explicit and visible efforts at “attacking” those structures that generate, reproduce and maintain inequality. The focus of reactive policies is the assertion, reclamation, respect of and protection of rights (in other words, giving an immediate and necessary response to existing discrimination). In gender policies, for example, there is a clear awareness that asserting a right and obtaining a legal framework to protect it is an absolutely necessary first step that may not alone be sufficient to ensure effective equality. Other promotion policies are needed to gradually conquer social spaces and rights. In other words, even where equality is legally recognised, serious inequalities may still exist in cultural and social systems that block the implementation of effective equity. Formal recognition of a right does not necessarily lead to its effective enjoyment (UNDP, 2000) and the claim or assertion should be accompanied by social awareness-raising initiatives fitted to the individual situation in order to ensure that rights are effectively exercised.

Jonsson’s interpretation of the HRBA is said to cause a restrictive tendency resulting in more reactive than proactive policies. Emphasising and prioritising the State in rights-asserting initiatives can push more proactive policies down on the priority list, some of which might contribute more effectively to progress on rights. In fact, as we have already said, furthering the realisation of human rights is one of the three minimum points of understanding given by the UN (2006).

The second criticism of this single approach is that there could be a degree of confusion in the definition, methods and theoretical approaches of the human rights protection system and the HRBA to development (UN Women, 2011). Logic would dictate this might not be the case, as the two approaches pursue the same aim: to guarantee the effective

¹⁰ For more information see Annex.

enjoyment of human rights by the population. However, the two approaches have been developed in different spheres and work with different mechanisms meaning that they can be used to complement one another.

The first approach operates within an internationally regulated rights protection system endorsed by and mandatory for the signatory countries. The second, the HRBA, uses policy as a way of achieving respect for human rights. It has generally operated via development policy.

The one-size-fits-all approach to the HRBA could be caused by “certain loans” from the human rights protection system, such as the principles of universality and inalienability; indivisibility; interdependence and interrelatedness. But this should not prevent the HRBA from working with duty-holders to fulfil their obligations or fostering the capacity of rights-holders to assert their claims. The HRBA can also develop other actions to promote rights that not necessarily directly linked to claims by right-holders.

The regulatory function of the system of human rights guarantees must not curb the versatility of the various programmes, projects and policies that adopt the HRBA. Conversely, the strategies of any development programme must not substitute the legal demands that rights be guaranteed under the protection system. This tension is exposed in a UNEG publication of 2011, which explains how the term “duty bearer” is defined differently in programming and in international human rights law. The UNEG document consistently uses the definition given in programming, which includes both state and non-state actors, i.e. any actor with either duties or responsibilities for a development intervention.

The HRBA perspective is fundamental in the development of international cooperation policies, plans and programmes. An overly narrow vision of the HRBA could lead to the omission of necessary initiatives or poor orientation of these. For example, an HRBA-focused intervention may be dismissed in a situation where the established legal framework aims for equality between women and men but where violations are still common. Conversely, a project may wrongly focus on demanding State assurance of real equality between men and women when equality is already covered in the legal framework while the true problems may lie in the social gender system.

A comparison of track records in GID and the HRBA highlights their diverging methodological development. In most organisations, gender mainstreaming is far more familiar than human rights mainstreaming but, in the words of the UN (2006:26): “structures and processes set up to ensure gender mainstreaming can be emulated or adapted to facilitate the introduction of a human rights-based approach”.

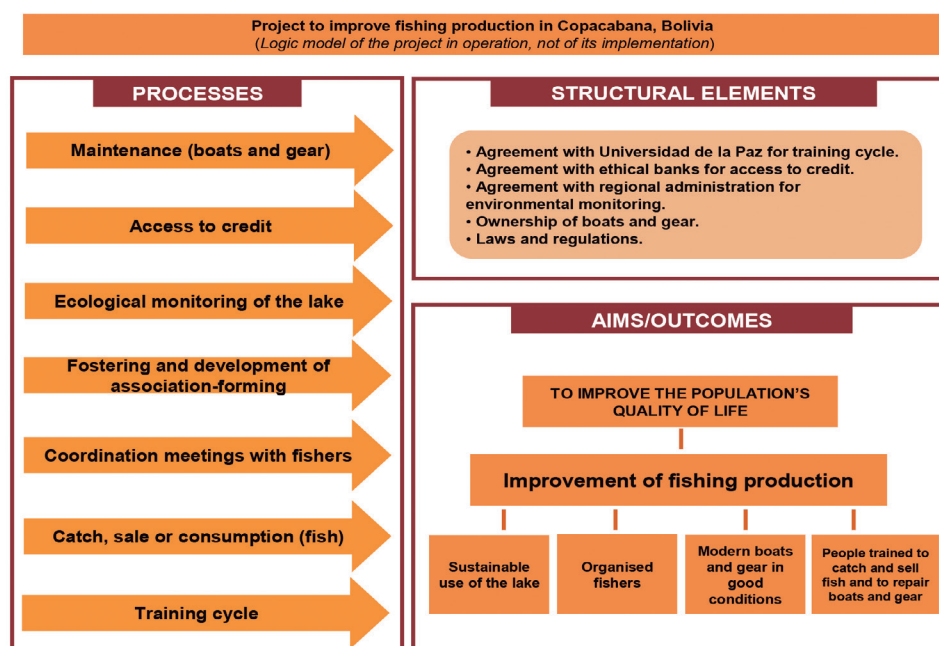
As is the case for GID, HRBA-driven programmes can assume a variety of forms ranging from right-holder assertion initiatives, through programmes to promote, educate and raise awareness, and on to the provision of guidance.



Programming is framed within a document such as a programming matrix. If, as recommended by the United Nations (UN, 2006:15), the programming matrix includes the GID or HRBA perspective, it will be labelled a gender- or rights-aware project, meaning that the project outline comprehends and allows for gender differences (ALINe, 2010) and the HRBA.

Conversely, when the logic behind an intervention does not include gender- and human rights-sensitive aspects, this will be a gender- or rights-blind project (UN Women, 2011; Bustelo, 2011), i.e. a project that does not distinguish between the situations and conditions of men and women or observe aspects related to the enjoyment of rights. These initiatives normally presume that there is equal access to and adoption of gender roles and the exercising of rights, placing them within a group labelled as “biased projects” by Ward (2002). Figure 1 provides an example of a gender- and rights-blind fishing production project.

Figure 1: Project to improve fishing production in Copacabana, Bolivia (Logic Model of project in terms of operation not implementation).



Source: Created by authors.

Bustelo argues that while some projects may not be explicit about their approach, there is no such thing as gender- or human rights-neutral project. All projects have an impact these issues (whether positive or negative). Hence, all projects can be evaluated, and the evaluation exercise may reveal the invisibility of the strategy (Bustelo, 2011:18).

b) Identifying the programme theory or logic model

Programme theory, theory of change, theory of action or logic model are some of the various names used to describe “the set of assumptions that explain (...) the mini-steps that lead to the long term goal of interest” (Weiss, 1998:2). In more detail, the United Nations defines the logic model as a diagram or graphic display of the goals, activities and results chain in a way that demonstrates the links or causal relationships among them (UNWomen, 2011:8). The application of this theoretical approach to evaluation is shown in Section IV.3.

For identification exercises to be effective, therefore, they should describe and consider outcomes and outputs, as well as [processes](#) (UN, 2006; Jonsson, 2004). Broadly speaking, the issue of outcomes has undergone substantial development, but the same cannot be said for processes, which have “seldom been defined” (Jonsson, 2004:4): a conclusion found in both HRBA and GID literature.

Programme documentation can provide a good starting point for observing the theory of change. In some countries, including Spain, the Logical Framework Approach (LFA) to programming is in widespread use in the development sector. This method offers a matrix with a logical hierarchy of goals that display most of the theoretical basis of the programme. However, the LFA is principally focussed on results, leaving less room for processes and implementation.

Other systematic logic models can be used to identify results, processes and structural elements in greater depth (Ligero, 2011:22). One of these examples is that of UN Women (2011:8) which distinguishes between [inputs](#), [activities](#), [outputs](#), [outcomes](#) and [impacts](#). The same guide offers a link with tools for further development of the model (2011:49)¹¹.

c) Analysis and comparison

The key issue in design evaluation is determining whether the theoretical models selected have sufficient capacity to transform the gender system and rights situation and several resources can help us in this matter.

Resources for GID:

- ILO checklist number 1 (1995) on including gender content in programme planning and preparation.
- Checklist produced by Vargas and Gambara (2010), designed for assessing whether proposals include the gender perspective in the situation analysis, goal setting, strategy definition and the identification of the monitoring and evaluation system.

¹¹ See Annex.



- Moser's (2005) participatory gender audit proposal, focussed on how much progress has been made toward the adoption of gender mainstreaming. The Gender Audit Score Card is used to measure integration of the gender approach into national policy, sector programmes and specific activities aimed at empowering women, while also identifying whether internal institutional responsibility, associated capacity-building and budgetary resources to promote gender equality have been defined.

Resources for HRBA:

- Checklists produced by Vargas and Gambara (2010) following initial research, interviews and participant observation, designed to assess development programmes and projects through evaluation from the HRBA and GID perspectives.

In line with the Stamford Principles, Jonsson (2004:6) establishes that:

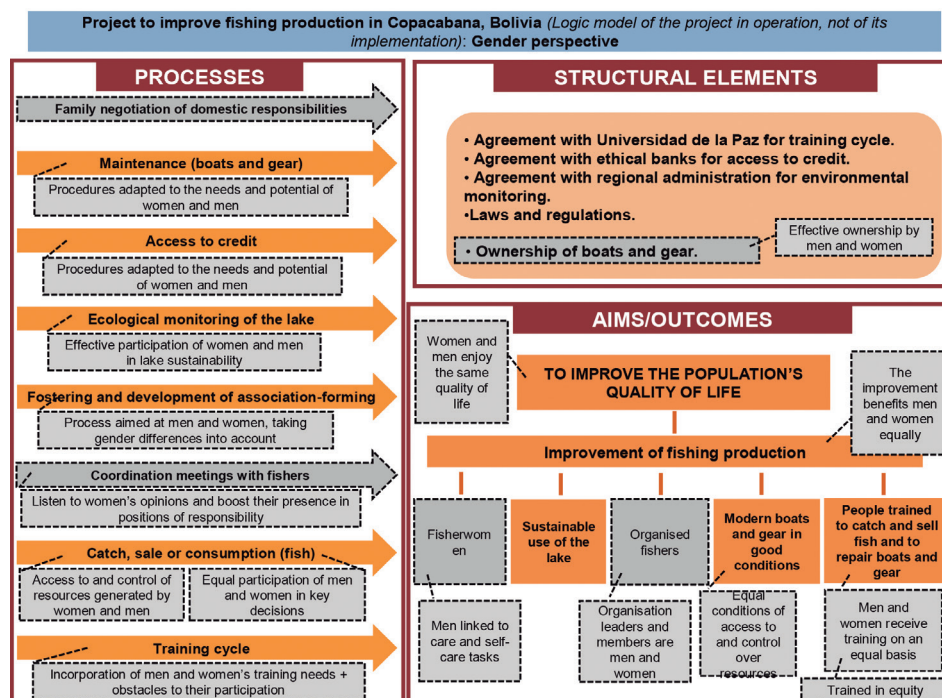
- Assessment and analysis identify the human rights claims of rights-holders and the corresponding human rights obligations of duty-bearers as well as the immediate, underlying, and structural causes of the non-realisation of rights.
- Programmes assess the capacity of right-holders to claim their rights and of duty-bearers to fulfil their obligations. They then develop strategies to build these capacities.
- Programmes monitor and evaluate both outcomes and processes guided by human rights standards and principles.
- Programming should be informed by the recommendations of international human rights bodies and mechanisms.

By making the logic model explicit, we can also determine whether or not an intervention is entirely focussed on achieving rights, including gender equality, and to what extent it incorporates the HRBA or GID perspective as a cross-cutting element:

- **Specific projects:** Those interventions specifically aimed at human rights or gender equality. Kabeer and Subrahmanian (1999), UN Women (2011), ALiNe (2010) and Fernández-Layos (2003) recognise these kinds of project as a separate type.
- **Generic projects incorporating these perspectives as cross-cutting elements:** Generic interventions focussed on any area of development but which seek to promote, guarantee and respect equality and human rights. UNEG (2011) recognises this differentiation, Bustelo (2011) also mentions it while highlighting the importance of mainstreaming in gender strategies, and ALiNe (2010) specifically suggests mainstreaming gender as part of the theory of change of any intervention.

Figure 2 presents an example of the generic project to improve fishing production following gender mainstreaming to achieve equity (the changes added have been marked in grey).

Figure 2: Generic project to improve production activity with a gender perspective.



Source: Created by authors

The tools discussed here all support users in forming a judgement on the theoretical basis of the programme, helping them to estimate the expected degree of transformation from the outset. Moreover, when the theory is made explicit, this favours the development of other evaluation strategies such as evaluation by “end criteria” or “theory-driven evaluation”. This will be explored in Section 3.



4.3. Evaluation approach

The evaluation approaches refer to different ways of carrying out evaluations. Each approach establishes criteria which define how to design and execute the evaluation, what products are to be obtained and what possibilities it offers.

We have identified four possible approaches to evaluations using GID and the HRBA:

- a) Theory of change
- b) Stakeholder-driven
- c) Critical change
- d) Final or summative judgements

The choice of option tends to depend upon the theoretical background and training of the evaluation team, or the institutional context from which the commission arises. When properly applied, any of these methods is sufficient for a sensitive evaluation as long as the remaining phases are fully completed, although some of the elements can be used in combination from one method to another.

a) Evaluation driven by theory of change

Programme theory evaluation¹³ is a process that starts by identifying how the intervention functions and what are the outcomes it intends to obtain, constructing or identifying the theoretical model, before moving on to structure the entire investigative process on the basis of this theoretical model. This approach evaluates whether the objectives have been achieved but can also identify the causal mechanisms leading to them (Ligero, 2011:4).

The first step in this kind of evaluation is to obtain the theory of change. The aim is to identify, reconstruct or directly formulate a theoretical framework that establishes the causal relationships between the various dimensions of an intervention. The start-

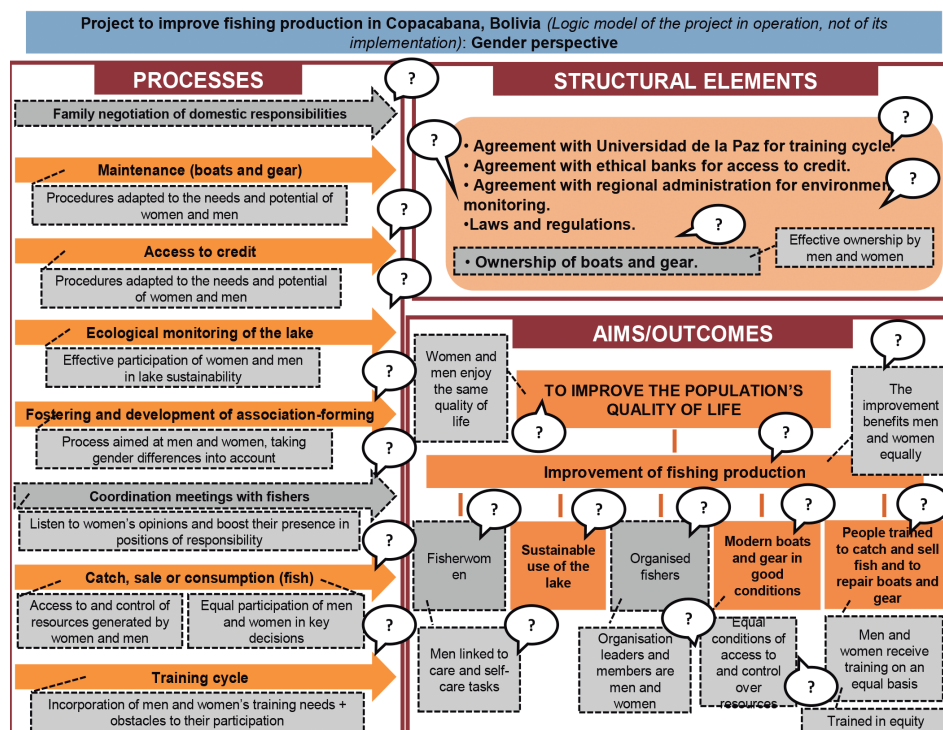
¹³ Carol Weiss defines 'theory of change' as the sum of programme theory (causal relationships that establish outcome relationships) and implementation theory (causal relations that tie what the programme does to the outcomes obtained). However, other authors, such as Rogers (Funell & Rogers, 2011), use the term 'programme theory' generically, and 'theory of change' precisely to denominate what Weiss refers to as 'programme theory'. In this document, we are using Weiss's definition, because we believe it is currently better known by the target audience, even though both terms are valid and the Rogers version also enjoys wide acceptance.

ing point can be the written programme documentation, but it can also be supported through direct observation and assessment of mind-maps produced by the stakeholders.

The programme theory given in the documentation can then be revised if it is incomplete, which tends to be a reasonably common occurrence, validating the inclusion of this phase in which the theory of change undergoes reconstruction (Ligero, 2011:36). This process fosters the production of a logical model better fitted to the real-life situation of the intervention, with the inclusion of gender and rights-related elements. It is recommended that the process include interviews with key stakeholders, targeting especially vulnerable groups and women. Aline (2010) develops this idea further, with a wider-ranging concept of participation through dialogue, respecting various perspectives and experiences.

The final logical model is then used as a framework to determine which variables will be measured during the evaluation process (Davidson, 2000:18). Key aspects are identified for measurement and evaluation of the outcomes, processes and structure dimensions (Ligero, 2011). The selected elements should cover all aspects of the intervention logic.

Figure 3: Evaluation or key questions for a generic project to improve productive activities.



Source: Created by authors.



The theory of change (Figure 3) forms the framework for the identification of evaluation questions. Tables 4 to 6 show an example of possible questions on HRBA issues, organised in line with the dimensions of the fishing production project.

Table 4: OUTCOMES AND OUTPUTS

Dimension		Evaluation questions
Outcome	Improving productive fishing activities	Is there enough food? Are the resources generated sufficient to buy the food necessary for the population? Does the food reach the entire population, without discrimination toward any group?
Output 1	Sustainable exploitation of the lake	Does legal access to exploitation put limits on or exclude any collective? Does sustainability of the lake help to improve the health of the entire population?
Output 2	Organised fishers	Is there effective legal freedom to organise, associate, or form trade unions? Are there impediments or obstacles to participating in associations/trade unions?
Output 3	Modern boats and gear in good condition	Is the quality of fishing gear and instruments the same for men and women? Are there enough boats and gear to carry out tasks satisfactorily?
Output 4	Men and women receive equal training	Does the entire population have a right to training? Are there any restrictions on this right? Are the skills and capacities acquired through training similar for different groups or social collectives?

Table 5: STRUCTURAL ELEMENTS

Dimension		Evaluation questions
<i>Structural element 1</i>	Ownership of boats and gear	Is real ownership or possession of boats and gear equal among the different groups? Is there free access to ownership or possession of boats and gear?
<i>Structural element 2</i>	Laws and regulations	Are there regulations on the sustainability of the lake? Are working conditions in accordance with regulations and labour agreements? Are there any work/life balance measures in place?

Tabla 6: PROCESSES

Dimension		Evaluation questions
Process 1	Maintenance (boats and gear)	Can the project ensure adequate maintenance of the gear to provide good working conditions? Are criteria in place regarding the condition of boats and gear that will guarantee the safety and security of fishers while at work?
Process 2	Access to credit	Do all collectives have legal and effective access to credit? Is there legal coverage for credit management, reimbursement and cancellation?
Process 3	Monitoring and ecological management of the lake	Does environmental information reach the entire population? Are lake monitoring reports public and accessible? Are health regulations met in exploitation of the lake? Are the scheduled closed seasons respected? Are catch measurements respected? Are boats and gear maintained in accordance with environmental regulations?
Process 4	Promoting and developing associations	In practice, is the development of associations limited to one collective? Is there effective legal freedom for the operation of associations and trade unions?
Process 5	Coordination meetings of fishers	Does everyone express their ideas freely, without coercion? Are there reprisals or other forms of pressure exerted on those expressing opinions? Are vetoes regulated?
Process 6	Catch, sale and consumption	Are working conditions the same for different collectives? Is there a policy of monitoring risk to workers? Are closed seasons for fishing established?
Process 7	Training cycle	Does access to training present difficulties in terms of coverage and access for any collective? Is training culturally adapted to the needs of users?



As was stated in Section IV.2, theory can be sensitive, blind or simply insufficient to stimulate transformations in equality systems. However, Figure 2 shows how sensitivity can be incorporated at a later stage.

Where both the gender perspective and the HRBA are to be included in the logical model, the evaluation questions extracted from that model will have to be designed to collect and evaluate HRBA and gender aspects. Moreover, the analysis can be designed to assess whether implementation contributes to achieving the outcomes—in this case, to changing the gender or rights system.

In the inverse situation, where the theory is blind or has not shown itself sufficiently robust to stimulate any change in rights and equality, the questions will be designed to examine whether rights and gender were adequately considered in each of the aspects under evaluation.

The evaluation models we have identified cover these two situations, meaning that the evaluation questions will confirm whether GID and HRBA were indeed incorporated into the programme. In the UNEG (2011) model, the evaluation questions are identified on the basis of a theory of change structured around design, implementation and outcomes (complemented by a system of end criteria), while Paul Hunt (2006), Special Rapporteur to the UN Economic and Social Council, proposes a division according to structure, processes and outcomes.

An analysis of ASDI's gender mainstreaming strategy evaluation by Freeman et al. (2003) presents an evaluation model built around three major issues: a) the gender content present in the design and implementation; b) the approach, and; c) the changes generated by the actions (design, processes and outcomes). The Organization of American States (OAS, 2008) has established a similar system of indicators organised by dimensions (structure, process and outcome).

Fernández-Layos (2003) describes a greater number of dimensions. In particular, she proposes analysis of: the project's development visions and theoretical organisation chart, project design, execution and gender impact. These dimensions cover all relevant aspects within a systemic perspective to be evaluated according to the theory of change.

b) Stakeholder-driven evaluation approach

One of the most widespread principles in gender-sensitive evaluation is the placing of “women and their material realities at the centre of evaluation and analysis planning” (Ward, 2002:46). Similarly, for the HRBA, the most vulnerable collectives, i.e. those most at risk of having their rights infringed, can be placed at the centre of the process.

This centrality can be achieved by introducing representatives of women and the most disadvantaged groups throughout the evaluation process, taking their views into account

in all of the decisions relating to the evaluation (Ward, 2002). For example, the ALINe (2010) proposal identifies specific technical measurement indicators related to stakeholder needs.

Stakeholders: Freeman (1984) defines the term to designate any group or individual who can affect or be affected by the achievement of the organisation's goals (Patton 2008: 62). Robert Stake goes even further, defining the term to cover persons who have invested in the programme or benefit from it, including sponsors, workers, beneficiaries, and, from a certain standpoint, even contributors (2006:45).

Approaches that incorporate different actors into the process can be generically known as stakeholder-driven or participatory evaluations. This school of thought covers a number of important methods including collaborative, empowering, inclusive, pluralist, use-oriented, learning-oriented and responsive evaluation. All of these are sensitive to the needs of various programme stakeholders and they are all based on what Guba and Lincoln have described as fourth-generation evaluations.

Many authors agree with this trend and encourage others to be inspired by it (UN Women, 2011). For example, democratic evaluation can be understood as a process that respects the issues of interest, experiences and values of people, especially those of the poor and minorities, as well as all those far from centres of power (Stake, 2006:279); a clear indication of the breadth of coverage needed for some GID and HRBA evaluation projects.

The key aspect of this approach is stakeholder involvement and participation in the evaluation process (Bustelo, 2011; Bamberger and Podems, 2002; UN Women, 2011; DAC, 2010), and we have identified some aspects that can contribute to this participation process:

- o Subsystem of legitimization: Covers the key actors viewed as legitimately responsible for the decision. This legitimacy may be conferred legally, politically, or technically.
- o Subsystem of action: Covering those actors who implement the programme in one way or another, e.g., experts, managers or collaborators.
- o Subsystem of reaction: Comprises a variety of social actors, who react to the programme, whether as beneficiaries, non-beneficiaries or as self-appointed defenders of a given group.

A fourth subsystem can be added to this list, covering the evaluation team itself. Legitimacy is conferred on the evaluators to participate, although with certain limitations. Cronbach warns that the evaluators should seek out questions formulated by the local people, further stating that it would be an abuse of authority for all of the evaluation questions to be of their own invention (Ligero, 2011:7).



– Establishing participation channels in the evaluation

- o There is no participation without organisation (Marchioni, 1989). One possibility offered by the United Nations (UN Women, 2011) is the creation of Reference Groups with the participation of different actors.
- o Invite people to contribute and include them (Marchioni, 1989). The evaluation process should explicitly include questions formulated by a variety of stakeholders.
- o Take their answers into account, respect and listen to their voice by first listening to multiple voices (Bamberger and Podems, 2002). The purpose here is not to collect opinions, but to achieve on-going participation in the formulation of the research questions and the data-compilation mechanisms (Ward, 2002:49). The data collected must be considered and built in to the decision-making framework of the evaluation and the informative analyses.

Active comparison of the perspectives provided by various stakeholders is also one of the best ways to mitigate against personal bias in the evaluation team.

Participation is a means by which to generate ownership, empowerment and the creation of a civic culture (UN Women, 2011; UN, 2006:35). The participatory process also increases the awareness and capacity for reflection of participants, leading to greater involvement of individuals in both the evaluation and the real-world situation that the intervention seeks to change. The participatory strategy provides a solid approach toward more sensitive evaluation.

c) Evaluation approach driven by critical change or a transformative paradigm

The traditional view of the role of evaluators is that they produce information on the programme in order to understand or judge it, and perhaps to propose recommendations for improvement. Evaluators can be involved in the reality affected by the intervention to a greater or lesser degree, but the responsibility for transforming that reality lies within the scope of the programme itself, not that of the evaluation.

However, there are other ways to view the evaluation task. Some evaluators see themselves as agents of change, they assume an activist attitude and use the evaluation to increase social justice and eschew any pretence of traditional objectivity (Patton, 2002:103). This manner of evaluation is known as a **critical change-driven approach** (Patton) or **transformative paradigm** (Ward Hood and Cassaro, 2002).

Mertens and Greene, the academic defenders of this paradigm, assume that knowledge is not neutral, but is influenced by human interests and, therefore, that all knowledge reflects the social and power relationships within a society; all of which should also be considered in the evaluation process.

This evaluation approach seeks to determine where social, economic and political inequalities lie; criticise social injustice; and raise awareness. The evaluation aims to change the balance of power in favour of those less powerful and, if nothing else, to represent their own interests more effectively through evaluation (Patton, 2002). Evaluations made using these “lenses” can create a more equitable, just society (Sielbeck-Bowen et al., 2002b).

The inclusion of stakeholders throughout the evaluation process would make it appear as though these approaches were a type of participatory method, but it is the inherent aspiration to transform reality that differentiates it from this and other approaches. Patton makes this clear when explaining whether a **feminist** evaluation is a true evaluation, setting out a series of criteria by which to differentiate evaluation models with a critical change paradigm from other approaches:

- Raises awareness about injustice.
- Identifies the nature and source of inequality and injustice.
- Represents the viewpoint of less powerful people.
- Makes visible the ways in which the powerful exercise and benefit from their power.
- Incorporates values and the historical context into the evaluation.
- Involves those with less power in a respectful and collaborative manner.
- Builds and strengthens the capacities of those involved in the action.
- Identifies potential strategies to catalyse change.
- Affects praxis.

Some of the definitions of HRBA and GID evaluations agree with this view of evaluation. For example, Ward Hood and Cassaro cite how Jennifer Greene views feminist evaluation as a form of ideologically open exploration that seeks to illuminate the historical structure and the values on which social phenomena are based in order to catalyse the policies and social changes necessary for greater justice, equality and democracy. The UN (2006) states that both of the approaches (GID and HRBA) are based on an analytical framework (for GID - the different situations experienced by men and women and the different roles played in a given society, and; for HRBA - a regulatory framework based on rights and duties). Both approaches consider the impact of activities on the wellbeing of certain groups, as well as the importance of enhancing autonomy and involvement in decision-making, in view of the change processes that could be generated.



In HRBA, there are different examples of this type of approach. Chacón et al. (2009) propose a system of human rights indicators derived explicitly from the appropriate standard. These are essential for the monitoring of human rights and in ensuring that duty-bearers fulfil their responsibilities and obligations. A similar proposal is made by the Ombudsman's Office of Colombia (2006), seeking to demonstrate the existence of potential barriers to the exercising of a right, and to draw attention to the political and social responsibility of public administrations in creation and implementation of public policy. The CESR model is based on the same methodological approach and establishes indicators that show progress as an incentive for countries to make advances on human rights.

Within the gender perspective, the conceptualisation is similar. Vargas and Gambara (2010) propose a model built upon analysis of a series of elements in the situation of women and men, pinpointing the expected changes in terms of gender equality, participation, and capacity-building. Bamberger and Podems (2002), cite another example given in the World Bank document *'Engendering Development Through Gender Equality in Rights, Resources and Voice'* (PRSP). This approach examines the four dimensions of opportunity, capacity, security and empowerment before verifying the changes made in each of them.

Ultimately, the HRBA and the GID approach are characterised by the following aspects:

- Analysis of the situation of exclusion or inequality, focussing on the most vulnerable and disadvantaged collectives.
- Strengthening the autonomy and capacities of disadvantaged social stakeholders.
- Favouring the involvement of stakeholders in change actions.

In particular, the main focus of the evaluation is on the extent to which the project has made the State more responsible for guaranteeing rights and whether the situation has improved for the most vulnerable collectives once the project is completed.

Although the **situation analysis** is not exclusive to this approach, transformative models have encouraged a great deal of theoretical development in this area and some of the major contributions are listed here. The definition of "evaluation" provided by Sielbeck-Bowen et al. (2002a:4) was formulated exclusively from a gender perspective¹⁴, but it still provides a good description of the purpose of this phase as: "a critical examination of the formal or informal practices (declared or undeclared) and of the activities integrated into the context of the programme for the purpose of exploring and making explicit how inequalities operate".

De lo que se trThis task is designed to make inequalities evident and to explore the mechanisms through which the gender system and rights model operate.

When considering gender analysis, the literature on evaluation reviewed by the team highlighted the importance of focussing on the aspects listed in Table 7.

¹⁴ Formulated for a feminist evaluation.

Table 7: Gender situation analysis

Topic	Subtopics	Source
Access and control of resources, body and work	Access to the economy and productive/economic opportunities.	Bamberger and Podems (2002).
	Access and control of resources/mechanisms and spaces for decision-making on resources.	Fernández Layos (2003); Espinosa (2011 and 2013a); Bamberger and Podems (2002); Murguialday et al. (2008); Vargas and Gambara (2010).
	Gendered division of labour/profile of activities.	Fernández Layos (2003); Espinosa (2011 and 2013a); Murguialday et al. (2008); Vargas and Gambara (2010).
	Access to public services (capacity).	Bamberger and Podems (2002); Vargas and Gambara (2010).
	Time use; control of time use/organisation.	Espinosa (2011 and 2013a); Bamberger and Podems (2002); Vargas and Gambara (2010).
	Control and use of the body.	Espinosa (2011 and 2013a).
Personal development	Development of human resources.	Bamberger and Podems (2002).
Participation	Participation/quality of participation/participation in public and private spaces.	Fernández Layos (2003); Espinosa (2011 and 2013a); Vargas and Gambara (2010).
	Empowerment and voice.	Bamberger and Podems (2002); Murguialday et al. (2008).
	Politics.	Bamberger and Podems (2002).
Condition, social position and needs	Practical and strategic needs; needs and interests/problems and needs.	Fernández Layos (2003); Espinosa (2011 and 2013a); Murguialday et al. (2008); Bamberger and Podems (2002); Sierra Leguina, 2000); Vargas and Gambara (2010).
	Socio-cultural environment/cultural differences.	Vargas and Gambara (2010).
	Condition and position of men and women/gender roles.	Fernández Layos (2003); Espinosa (2011 and 2013a).
Security	Security: economic, physical and environmental.	Bamberger and Podems (2002).



For the HRBA, the United Nations (UN Women, 2011) has proposed a possible methodology for completing a situation analysis:

- Causality analysis: Makes manifest the basic causes of development problems and systemic patterns of discrimination.
- Analysis of functions/obligations: Helps to define who has which obligations to whom, especially in relation to the basic causes identified.
- Definition of the interventions needed to increase the capacities of rights-holders and improve the actions of duty-bearers.

One concrete example can be found in Jonsson (2003:102), where he presents a dual-entry table showing examples of State obligations regarding the right to food, health and nutrition assistance. On the vertical axis of the table, the author lists the type of obligation, such as respect, protection and facilitating compliance, while the vertical axis shows the rights that are subject to monitoring, such as food, health, and care/assistance.

	Food	Health	Nutritional care/assistance
Respect: The Obligation to Respect requires States to refrain from interfering, either directly or indirectly, with the enjoyment of a right.	- No licenses for monopolistic marketing of small holder farm inputs or products. - Adequate compensation in the event of land expropriation.	- No tax on import of iodate. - No tax on mosquito nets. - Non-interference in positive traditional health practices.	- Not allow the free distribution of breast milk substitutes in government healthcare facilities.
Protect: The Obligation to Protect requires States to take measures that prevent third parties from interfering with the enjoyment of a right.	- Land registration systems and provisions granting secure tenure of land. - Labour laws related to conditions of work, minimum wage, etc. - Food safety laws and system for inspection and enforcement.	- Legislation and enforcement against early marriage and harmful traditions and practices. - Environmental protection laws. - Law prohibiting the sale of alcohol and tobacco to minors and enforcement. - Standards and licensing for public and private health care professionals, facilities and system for regular inspection, enforcement.	- Legislation on the Code on marketing of breast milk substitutes and its enforcement. - Enactment of laws that prohibit child labour and their enforcement. - Legislation related to maternity and paternity benefits. - Legislation on water rights and protection of sources.

Table 8: HRBA situation analysis (Cont.)

	Food	Health	Nutritional care/ assistance
Fulfil (facilitate): The Obligation to Facilitate requires States to adopt appropriate legislative, administrative, budgetary, judicial, promotional and other measures toward the full realisation of the right.	- National food policy. - Famine Codes with resources. - Constitutional guarantees on land ownership for everyone. - Women's right to land granted. - Establishment of national food reserves. - Laws relating to salt, iodisation and iron and/or vitamin A food fortification.	- National health policy. - Sub-national resource allocations for health, according to regional needs. - School health education programmes, antiretroviral drugs for all pregnant women.	- Sanitation and drinking water policy. - Baby friendly hospital initiative policy. - Legislation to ensure employed mothers ability to breastfeed. - Maternity and paternity leave and other benefits ensured. - Constitutional right of every child to a free basic education. - Life skills in the school curriculum.
Fulfil (provide): The Obligation to Fulfil requires States to directly provide the assistance or services for the realisation of these rights.	- Distribution of food. - Micronutrient supplementation.	- Provision of free basic health services accessible to all.	- Provision of an adequate supply of safe and potable drinking water. - Social security and other safety nets. - Provision of care for orphans.

Source: Jonsson, 2003

The infringement of a right cannot be analysed without taking other personal conditions or situations into account (Ward Hood and Cassaro, 2002) and this is generally approached through “**intersectionality** studies”. These provide analysis of those interactions that occur in an individual or group of situations or conditions and that serve as a basis for exclusion on the grounds of gender, ethnic origin, phenotypic differences, social class, sexual orientation or any other distinguishing feature.

Variables can intersect and combine within a power system to produce an intricate network of domination and subordination relationships, and any analysis must address the various factors for exclusion.



Following the situation analysis, the remainder of the process consists of **establishing evaluation questions**. These questions stem directly from the analyses made, as suggested by the World Bank (2005) in relation to mainstreaming GID actions. The questions refer to the participation of each gender in the project, the benefits for of each gender, the changes perceived by women and men, the comparison of expected goals and results achieved, factors explaining success or failure, and how gender impact can be increased or maintained. Another proposal by Borja and García¹⁵ sets out a matrix of rights (as expressed in regulations) and principles (availability, access, acceptability, quality, participation and sustainability) providing a basis at each intersection of variables for the formulation of evaluation questions and the production of indicators with their corresponding sources of verification.

In short, the transformative model in GID and the HRBA attempts to describe advances and retreats in rights and equality, while also covering: other factors that interact or intersect to generate exclusion; skills development by the programme beneficiaries, and; the generation of change processes. This sequence provides the framework from which the rest of the evaluation questions and design will be drawn, and it can be summarised in four points:

- Diverse exclusion factors in a group and individual.
- Changes that have taken place in issues detected in the situation analyses.
- The development of actors' skills and capacities.
- Participation, demands and reality change processes developed by the actors themselves.

d) Judgement-driven summative evaluation approach

These evaluations aim to determine the merit, worth, significance or overall validity of an element¹⁶. This type of evaluation is essentially used as a basis for decision-making on the programme, most of which are decisions on whether to continue with the programme, expand it or amend it in some way (Patton, 2006: 113-114).

Patton describes four necessary steps in summative or judgement-driven evaluation, that are described by Scriven as rules for “the logic of evaluation”:

1. Establish criteria.
2. Construct standards.
3. Measure performance and compare to standards.
4. Synthesise results into a judgement of value (2006: 116).

¹⁵ See Bibliography.

¹⁶ We use the word 'summative' as used by Patton although we understand Michael Scriven's (1991) view of 'summative' as used to describe final judgement evaluations that may also contribute to formative purposes.

Criterion: An attribute of a specific object or activity used to recognise its merits and deficiencies. This may be a feature or ingredient considered essential. This forms the basis for an evaluation or an action when a standard is set.

Standard: A quantity, degree or expression of a specific criterion, which indicates the difference between two different degrees of merit (Stake 2006:111).

EVALUATION CRITERIA AND APPROACHES

The emphasis placed on criteria in the judgement-driven summative approach does not imply that criteria are not used in other approaches. In fact, evaluation questions in any evaluation orientation involve value criteria either implicitly or explicitly.

The judgement-oriented approach highlights a specific mechanism or procedure where investigation is organised to make overall judgements, which is the underlying purpose and the principal outcome of the evaluation process.

Other approaches treat judgement differently. In evaluations aimed at greater understanding or improvement, value judgements resulting from evaluation questions form the key elements in terms of information, assessment and significance, which, when interconnected, provide a deeper understanding of the intervention and perhaps even the causal relationships within it. The principal outcome of the evaluation process is an interpretation of the situation within the programme that can serve as a basis on which to build improvement strategies.

Formative evaluation contributes toward programme development and summative evaluation helps to provide judgement on this (Weiss, 1998:32). Therefore, the evaluation aims will guide and mark out differences in procedures adapted to the various aims.

Many authors use the elements of end judgement or criteria in their approach to gender and rights sensitivity, such as Hunt and Brouwers (2003), who understand that the evaluation of gender equality content must be built on well-defined evaluation criteria and gender-sensitive indicators.

Our research uncovered three strategies for criteria-based evaluation of the HRBA and GID:

1. Use the Development Assistance Committee (DAC) criteria adapted for GID- and HRBA-sensitivity.
2. Use the DAC criteria plus other more specific criteria.
3. Use new value criteria.



1) Use the DAC criteria, adapted for GID- and HRBA-sensitivity

There are several widely used models for the HRBA approach, including the DAC model based on five evaluation criteria for all cooperation activities: impact, effectiveness, efficiency, relevance and sustainability. These criteria are widely accepted and have been adopted by leading international actors in the development field. In Spain, the State Secretariat for International Cooperation of the Ministry of Foreign Affairs and Cooperation published these in its 1998 handbook *Metodología de Evaluación de la Cooperación Española* (Methodology for the Evaluation of Spanish Cooperation) (MAE, 1998).

However, a gender-sensitive evaluation requires some rethinking of the evaluation criteria and questions (sub-criteria), to account for various dimensions of gender, such as: gendered division of labour, gender roles, the participation of men and women in private and public spaces, control over the use of women's bodies, practical and strategic gender needs, time use by men and women, and access to and control over resources and benefits by both genders (Espinosa, 2011 and 2013a).

The International Labour Organization (1995 and 2007)¹⁷ proposed revision of the criteria from a gender perspective, suggesting the use of three checklists covering:

- Analysis of the participation of women and men in the project.
- Gender-oriented review of effectiveness, relevance, efficiency, sustainability and compliance with international labour standards.
- Gender-oriented review of the purpose, scope, content, design, implementation, performance (examining effectiveness, relevance, efficiency and sustainability) and compliance with international labour standards.

Murguialday et al. (2008) have proposed the criteria be made gender-sensitive, while Gómez Galán (2011) built a matrix with the DAC criteria in one section with HRBA-related questions on the horizontal axis. A similar approach would be applicable to gender.

2) Use the DAC criteria plus other specific criteria

Another form of evaluation builds on redefining the DAC criteria by adding new value criteria (Espinosa, 2011 and 2013a; Sierra Leguina, 2000). During the design negotiation and discussion phase, the evaluator is able to offer additional criteria for judgement to those initially suggested by the foreseen users. Clarifying the values to be used as a basis for judgement is a key function of the evaluator (Patton 2008: 114).

¹⁷ See Annex.

The DAC structure allows for criteria to be discarded or new criteria added, depending on the evaluation questions and on the goals of the evaluation (DAC, 2010:9). In Spain, the SGCID also acknowledges that there may be situations where complementary criteria might be necessary, even suggesting a list of these (MAEC, 2007a:57).

Specific methodological proposals include the UN (2006:36) framework, which adds the following criteria to those of the DAC:

- **Equality and non-discrimination:** All individuals are equal as human beings and by virtue of the inherent dignity of each human person. All human beings are entitled to their human rights without discrimination of any kind, such as race, colour, sex, ethnicity, age, language, religion, political or other opinion, national or social origin, disability, property, birth or other status. As development programmes cannot reach all persons at the same time, priority must be given to the most marginalised.
- **Accountability:** This contributes to a more transparent policy-formulating process and gives individuals and communities capacity for action so that duty-bearers are made accountable, ensuring that effective channels exist for redress in the event of a rights violation.
- **Participation and inclusion:** Sierra Leguina (2000) stresses the importance of the “quality of participation” criterion where participation means lobbying for direct national stakeholders to genuinely identify with the development processes and to have real control over these processes at every stage of the programme cycle (prior evaluation, analysis, planning, implementation, monitoring and evaluation). The HRBA seeks to help in the participative formulation of the necessary political and legislative framework, and to lobby for the participative and democratic processes to be institutionalised at local and national levels (even increasing the capacities of families, communities and civil society to participate constructively in the relevant forums).

In another UN text (2005) and in Jonsson’s (2004) discussion of the issue, links are established between the human rights principles and the criteria for HRBA-sensitive evaluation of development policy processes:

- **Universality and inalienability:** Human rights are universal and inalienable. All people everywhere in the world are entitled to them. The human person in whom they inhere cannot voluntarily give them up. Nor can others take them away from him or her.
- **Indivisibility:** Human rights are indivisible. Whether of a civil, cultural, economic, political or social nature, they are all inherent to the dignity of every human person. Consequently, they all have equal status as rights, and cannot be ranked, a priori, in a hierarchical order.



- **Interdependence** (among the different rights): The realisation of one right often depends, wholly or in part, upon the realisation of others. For instance, realisation of the right to health may depend, in certain circumstances, on realisation of the right to education or of the right to information.
- **Equality and non-discrimination**: All individuals are equal as human beings and by virtue of the inherent dignity of each human person. All human beings are entitled to their human rights without discrimination of any kind, such as race, colour, sex, ethnicity, age, language, religion, political or other opinion, national or social origin, disability, property, birth or other status as explained by the human rights treaty bodies.
- **Participation and inclusion**: Every person and all peoples are entitled to active, free and meaningful participation in, contribution to, and enjoyment of civil, economic, social, cultural and political development in which human rights and fundamental freedoms can be realised.
- **Accountability and rule of law**: States and other duty-bearers are answerable for the observance of human rights. In this regard, they have to comply with the legal norms and standards enshrined in human rights instruments. Where they fail to do so, aggrieved rights-holders are entitled to institute proceedings for appropriate redress before a competent court or other adjudicator in accordance with the rules and procedures provided by law.
- **Progressiveness** of economic, social and cultural rights, construed as the adoption of a public policy that regards the full realisation of economic, social and cultural rights, cannot, generally speaking, be achieved quickly and thus requires a process during which each country advances at its own pace toward achievement of the goal. This principle invalidates regressive measures, except in justifiable extreme cases, and it rules out inaction.

The Canadian International Development Agency (CIDA) proposes a series of evaluation criteria within the *Framework of Results and Key Success Factors* (CIDA, n/d):

- **Achievement of results**: This refers to what progress is being made toward achievement of gender equality (participation in decision-making, rights of women and girls, access to and control over resources and benefits). Moreover, in analysing this criterion, it also proposes comparing the results achieved for women and men, the identification of unintended results and assessment of what contribution has been made to the capacity to promote equality.
- **Cost-effectiveness of results**: This refers to the existence of a reasonable relationship between costs and gender equality results. Furthermore, it focusses on studying whether there are other more cost-effective models for achieving the same results.

- **Relevance of results:** Consider the extent to which gender equality results contribute to poverty reduction; the extent to which men and women stakeholders are satisfied with the gender equality results achieved; the extent to which gender equality results are in line with the commitments of key partners; and the extent to which supporting these partners contributes to greater gender equality in that specific country.
- **Sustainability of results:** The probability of gender equality results continuing after the development action has ended; what factors in the context pose the greatest risks to sustainability and what can be done to minimise them.
- **Participation and partnership:** This focusses on the extent to which equal participation of women and men in decision-making is promoted, as well as the extent to which contributions are made to capacity-building in order to promote equality in partner countries. Moreover, it involves analysis of whether women and girls face constraints or obstacles in their participation in development action, and the extent to which women's organisations and organisations advocating gender equality are involved in the strategy to promote equality.
- **Appropriateness of design:** This examines whether a gender analysis has been performed, disaggregating data by gender, age, ethnicity and socioeconomic group, and whether a realistic strategy is included for promoting gender equality.
- **Appropriateness of resource utilisation and timely implementation of actions:** This refers to equal representation at all levels of management; to how women's participation in management affects gender equality results; and to the impact of the inclusion/absence of gender specialists in management. Furthermore, it also analyses whether progress in gender equality results is adequately monitored.

From the **gender perspective**, De Waal (2006) proposes combining the DAC's classic evaluation criteria with gender mainstreaming goals:

- **Parity:** Refers to the number of women and men participating in or benefiting from a development project or action.
- **Equality (formal):** Analyses whether women have the same opportunities as men.
- **Equity (equality of results or substantive equality):** Refers to equivalence in the impact on the lives of women and men, recognising their different needs, preferences and interests. It acknowledges that achieving equality of results may require different treatment of women and men.
- **Empowerment:** Women's degree of awareness of their position of subordination and how their capacities to counter it are increased.
- **Transformation:** Refers to including gender equality on the agenda and to incorporation of the gender approach into all policies and programmes, as well as into administrative and financial activities.



A document produced by UN Women (2011) opened up the possibility adding the AL-NAP criteria for **humanitarian action interventions** (Berck, 2006) to the DAC criteria:

- **Relevance/appropriateness:** Relevance is concerned with assessing whether the project is in line with local needs and priorities (as well as the donor policy). Appropriateness is the tailoring of humanitarian activities to local needs, increasing ownership, accountability, and cost-effectiveness accordingly.
- **Connectedness:** The need to ensure that activities of a short-term emergency nature are carried out in a context that takes longer-term and interconnected problems into account.
- **Coherence:** The need to assess security, developmental, trade and military policies, as well as humanitarian policies, to ensure that there is consistency and, in particular, that all policies take into account humanitarian and human rights considerations.
- **Coverage:** The need to reach major population groups facing life-threatening suffering wherever they are.

Moreover, they also add equality, participation, social transformation, inclusion and empowerment to the list.

This proliferation of supplementary criteria is summarised in Table 9.

Table 9: Supplementary Criteria
Universality and inalienability
Equality and non-discrimination
Empowerment
Accountability
Social transformation
Indivisibility
Interdependence (among the different rights)
Accountability and rule of law
Appropriateness of design
Parity
Equity
Coherence
Coverage
Connectivity

3) New criteria

Some other evaluation proposals do not use the DAC criteria. For instance, the CESR, uses criteria taken from international standards, organised according to systemic dimensions (see Annex).

Table 10: Criteria according to dimensions		
Results	Processes	Structure
Childhood malnutrition (food)	Accessibility	Spending
Maternal mortality (health)	Availability	
Non-completion of primary school (Education)	Quality	
	Relevance	

Source: CESR.

For GID, Murguialday et al. (2008) present a set of quantitative and qualitative indicators to measure the specific impact on the subjective, economic and political empowerment of women.

4.4. Operationalisation

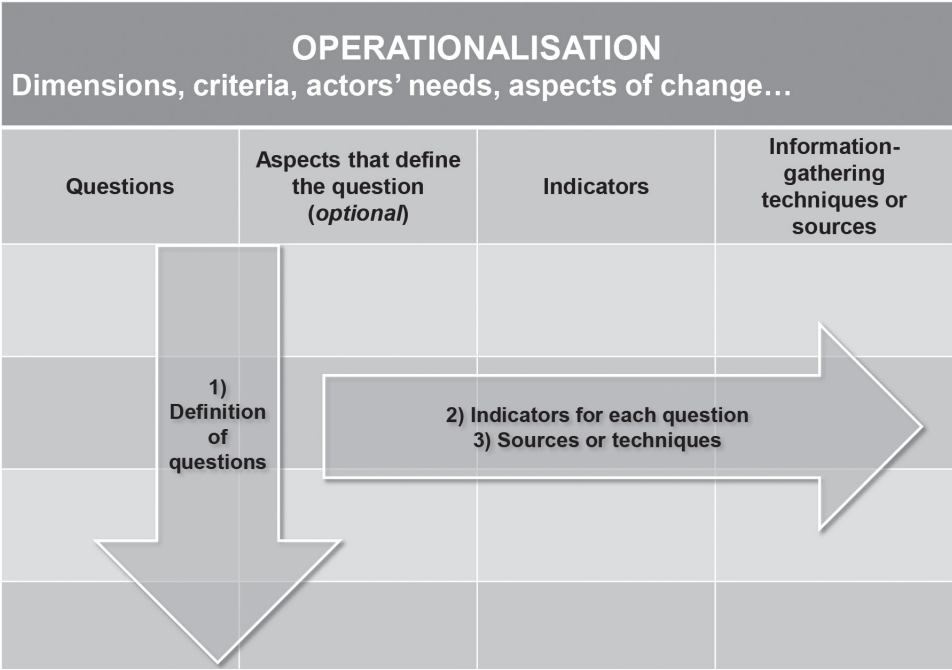
Operationalisation is a process defining how each evaluation question is to be measured or answered. It establishes the logical relationships between the questions, indicators or measurement systems, the techniques or sources and their corresponding methodological options. It is a logic chain showing the concept defined and the research system proposed for its evaluation. This process can be both deductive and inductive, as well as being shaped or constructed by the stakeholders themselves.

The framework of a deductive operationalisation involves two kinds of tasks:

- a) Vertical work: Identifying possible questions based on a diagnosis of the context, of the evaluation situation, the purpose, evaluation approach and the different stakeholders.
- b) Horizontal work: Once the priorities have been established on the vertical axis, the information-gathering systems can be designed.



Figure 4: Operationalisation of evaluation questions



Source: author generated.

a) Vertical work

The evaluation questions are requests for information on some aspect of the programme or service which involve an assessment, not just an inquiry.

The questions are key elements of the evaluation; they define what is to be ultimately evaluated. They form the basis of the research system structure and the information is organised accordingly. For an evaluation to be sensitive, the HRBA and the GID approach must be implicitly or explicitly covered by the question set.

The evaluation approach influences how the evaluation questions arise or are identified:

- **Theory of change-driven evaluation:** The questions arise from observing the theory of change or logic model of the programme, organised on the basis of the causal relationships revealed by the model.

- **Pluralist evaluation:** The questions arise from the different stakeholders legitimised by the evaluation through a coordinated involvement system.
- **Transformative evaluation:** The questions arise from the aspects detected through situation analyses and stakeholder capacity-building.
- **Judgement-driven summative evaluation:** The final criteria are formulated as the questions. When this approach is chosen, a system of sub-criteria can be established with the final judgement drawn from the combination of these¹⁸.

For example, the UN model (UN Women, 2011) for drawing out the questions is based on a systemic approach of design, implementation and outcomes; it also uses the DAC criteria and opens up the possibility of using ALNAP criteria. This model also proposes specific criteria, such as: equality, involvement, social transformation and empowerment.

Some evaluation models are based on already established questions, although it is quite common to build a degree of flexibility into the operationalisation in order for the evaluation model to be adapted to the context. The DAC-OECD and the SGCID-MAEC recommend that the questions formulated reflect the interests of stakeholders, including the evaluators.

b) Horizontal work: Definition of systems of measurement, indicators and sources

According to Ligeró (2011), the evaluation questions do not have to consider the issue of measurability. It is the “indicators” that will be used to actually measure the concept defined, generally in the form of estimates. While the questions should aim to represent the various issues defining the evaluation approach as fully as possible, the indicators should take the form of measurable, observable or recordable variables presumed capable of providing information that might answer the questions.

Indicators must represent the concept or criteria to be measured as closely as possible, although it is common for them to reflect the situation of parallel or similar phenomena to the target concept, contributing an approximation of the information sought rather than exact data to the evaluation. Rutter et al. (2000:40) describe indicators as features indirectly connected to the causal processes but not forming part of the mechanisms directly associated with causation.

The following table provides an example of questions, indicators and techniques for the fish production project with a gender perspective.

¹⁸ As described by Scriven in the analytical evaluation approach.



Table 11: Example of an evaluation matrix for the fish project with a gender perspective.		
Questions	Indicators	Technique
Is there a significant number women fishers?	Women go out to fish daily (a participation percentage within two sigmas of the percentage of women in the population is considered significant).	- Daily observation log.
	There are boats owned by or allocated to women.	- Questionnaire for fishers M and F.
Is there a significant number of women among the leaders (holding positions of leadership) in the fishers' organisations?	There are women among the leaders (those holding positions of leadership) mentioned by the members of the fisher associations (a participation percentage within two sigmas of the percentage of women in the population is considered significant).	- Questionnaire for fishers M and F.
Is the quality of fishing gear and boats evenly distributed between men and women?	Men and women have similar scores on a quality scale for their gear.	- Quality test for gear. - Allocation list.
Do men and women receive the same training?	The percentages of men and women in training groups reflect their percentages in the population.	- Population figures. - List of those registered on courses.
Are men involved in household chores?	Declaration on daily chores involving care of family members carried out by men.	- Questionnaire for fishers M and F.

Source: Created by the authors.

A good gender indicator is the one best adapted to the question. Information disaggregated by sex will be needed as and when the research requires; but default disaggregation for all indicators does not necessarily imply a higher degree of evaluation sensitivity.

Despite the obligatory relationship between the question and the indicator, there are aspects of GID and the HRBA on which there is a great deal of consensus and they are normal considerations in evaluations, e.g. empowerment, participation, control of resources, etc. Some authors have proposed batteries of indicators, which facilitate the task and provide ideas when designing indicators. For instance, Murguialday et al. (2008) have a good model for empowerment, the UNEG (2011) examples are strong and Hunt (2006) provide indicators to detect compliance with international conventions on human rights¹⁹.

¹⁹ More information on these proposals can be found in the Annex.

In the case of purely qualitative methods and techniques, no indicators are required as the qualitative logic breaks with predefined data structures. These techniques generate dynamics in which the informants contribute free, unstructured discourses that can answer the evaluation questions with confidence and veracity, but the data produced cannot be treated with the same logic as that of the quantitative information system.

4.5. Methodology and Techniques

Methods of inquiry include strategies on how to obtain valid, reliable, trustworthy information based on the various paradigms on which the inquiry is based.

Techniques and sources are the specific instruments used for gathering information.

The selection of one evaluation method over another depends upon the purpose and scope of the evaluation questions (DAC, 2010) or on the underlying paradigm used by the evaluators and evaluation decision-makers. In his work entitled *The Paradigm Dialog*, Guba (1990) identifies four paradigms for social research: positivism, post-positivism, critical theory and constructivism, but there are no particular elements in GID or the HRBA that would favour the use of any one of these approaches over the others. GID or HRBA evaluations are exposed to the same influences and methodological decisions as any other evaluations.

Katherine Hay's description of feminist evaluation is enlightening on this front. She describes the field as not a design or a set of methods, but rather: "a lens or standpoint that influences the choices made in design and methods. A rigorous feminist evaluation uses the mix of methods that matches the questions (...) Individual methods per se are not feminist or non-feminist" (2012: 329).

Patton (2002:104) argues that some kind of sympathy toward constructivism is necessary, but not in itself sufficient, for the performance of a sensitive feminist evaluation. There are many recommendations tending toward the qualitative model and this is sometimes considered the most appropriate method for sensitive research. Porter (2009:85) defends the use of this kind of evaluation in ethnography and, moreover, the main qualitative techniques can be found widely recommended in the literature:

- Discussion groups/Focus group (Bamberger and Podems, 2002:90).
- Oral history, life stories (Bamberger and Podems, 2002:90).
- Interviews (UNEG, 2011).



These recommendations are balanced by many others for the quantitative approach. For example, Bamberger and Podems (2002:87) believe that the measurement of comparison groups can provide useful help in understanding the change processes observed. Longitudinal models using baselines, so often promoted in development cooperation, are also cited by various sources (ALINE, 2010; World Bank, 2005; NORAD, 2005). Quantitative approaches are also recommended as they usually have higher credibility among the primary users of the evaluation. Sudarshan and Sharma (in Hay, 2012:323), point out that figures can often provide more effective arguments than a narrative approach in the field of feminist evaluation.

However, the debate over qualitative vs. quantitative models, widely known as the “paradigm war”, can now be considered a thing of the past (Patton, 2002). Today, a combination of qualitative and quantitative approaches is accepted as the most well-balanced form of research (Serrano et al., 2009) and many institutions and authors (Bamberger and Podems, 2002; OAS, 2008; Hay, 2012) recommend multi-method approaches in GID or HRBA evaluations²⁰.

4.6. Fieldwork

Fieldwork comprises all activities carried out to apply the techniques or to compile data from secondary sources.

During this phase, the particular features of GID and the HRBA evaluation demand that the evaluators maintain an empathetic, sensitive and respectful attitude when working with collectives in disadvantaged, unfair or exclusionary situations (Bamberger and Podems, 2002) and there are two key recommendations that apply:

- Propose schedules and spaces adapted for the actors (Murguialday et al., 2008).
- Establish a relationship of equals between the evaluation teams and the informants (Bamberger and Podems, 2002).

The temporary power that the evaluation confers on the evaluators should be administered horizontally avoiding the creation of autocratic evaluation models. According to McDonald (in Stake, 2006) autocratic evaluators legitimise the policies they analyse in exchange for consolidating their academic or professional territory. The evaluation process should involve co-responsibility on the part of informants and evaluators, avoiding any exploitation of the subjects involved in the programme.

²⁰ Multi-method research is also known as mixed method research.

These considerations fit within the framework of a pluralist or democratic approach. The participation of various stakeholders in information-gathering is also suggested: promoting alliances for data collection and analysis with women's non-governmental organisations, grassroots organisations, research centres, etc. (World Bank, 2005).

4.7. Data Analysis and Interpretation

The objective of this phase is to integrate the data from various indicators or information systems and to facilitate understanding of the “reality” of the programme. This is an exercise to explain and make sense of all the information extracted and to resolve any apparent contradictions or problems detected (Ligero, 2011).

In practice, for example, this is not a question of simply collecting data on women but of making an honest and truthful interpretation of their realities (Ward, 2002). The following suggestions can facilitate the interpretation process:

- **Data triangulation** (UN Women, 2011). This concept means integrating data from different sources into a single interpretative approach. For more information, see Serrano et al. (2009).
- **The whole evaluation team participating in the analysis.** All of the evaluators involved in the process should also participate in the interpretation phase.
- **Validate the findings obtained** (UN Women, 2011). Ensure that the final conclusions make sense to the stakeholders involved. One of the methods proposed is the organisation of workshops with the various groups in order to present the outcomes. More specifically, ALINe (2010) suggests inviting stakeholders to the debate. However, the debate should be carefully prepared in consideration of possible tensions between the actors.
- **Discussion of discrepancies and their possible significance between team members** (DAC, 2010:14).

The final product should be an interpretation explaining how the development programme has achieved its impact and outlining the influence it has had on the exercising of human rights and the gender equity and equality situation.

4.8. Judgement

Judging means making a valuation regarding some aspect of the programme, based on a systematic and explicit process.



Judgements made regarding the programme will depend on the individual evaluation design, the purposes, criteria and models chosen. However, sensitive evaluations should facilitate judgement regarding whether the programme has contributed to a more egalitarian gender system or a more effective enjoyment of rights. This judgement should make it possible to classify the programme on the basis of the degree to which they have transformed the reality:

- a) Transformative interventions.
- b) Interventions that preserve the status quo.
- c) Interventions that damage or worsen the situation.

a) Transformative interventions for gender and rights situations

These have also been described as redistributive (Kabeer and Subrahmanian, 1999) or gender-transformative (ALiNe, 2010) actions.

The UNEG identifies two major categories here: (1) interventions with a high level of transformation and; (2) medium level interventions that incorporate GID and the HRBA but that demonstrate certain weaknesses (UN Women, 2011).

For some authors, there are more than two categories; for example, De Waal (2006) found five levels of impact: transformation, empowerment, equity, equality and parity, while Freeman et al. (2003) defined another scale that measures mainstreaming in six stages: none (or zero), pro forma, integrated, institutionalised, implemented and included in monitoring/evaluation (M/E).

Table 12: Synthesis of categories of transformative interventions	
Proposal	Sub-division
UNEG	1) High level: Programme theory incorporates HR and gender 2) Medium level: Incorporated in the programme theory, but with certain weaknesses
De Waal	1) Transformation 2) Empowerment 3) Equity 4) Equality 5) Parity (representation and participation)
Freeman et al.	0) Zero (or none) 1) Pro forma 2) Integrated 3) Institutionalised 4) Implemented 5) Included in M/E

Source: Created by authors.

b) Interventions that preserve the status quo

These are interventions that do not seek to change the gender system, nor the rights situation, even when there is awareness of inequality. ALINe (2010) and Fernández-Layos (2003) define this kind of intervention as neutral policies. This term has been criticised, as it is widely considered that there is no such thing as a gender- or rights-neutral policy (Bustelo, 2011; GID Workshop). The critics argue that maintaining the status quo of inequality systems cannot be considered neutral as it abets and contributes to the inequality, meaning that there is only a small difference of degree between this category and the next there.

c) Interventions that damage or worsen the situation

These interventions affect the reality in a way opposite to the values desired, i.e. they increase inequality or worsen the situation regarding gender or human rights.

These frequently start out with a pro-equality discourse that evaporates during the implementation, monitoring and evaluation processes. On other occasions, development actions that are initially understood to be neutral can tend to replicate inequalities if countermeasures are not established (Kabeer, 1998; Boserup, 1993).

Judgements allow for general categories of the degree of impact on gender and rights to be established, without ruling out the possibility of other alternative evaluations. Assessment of the degree of impact on reality forms the basis of public accountability.

4.9. Reporting of Outcomes

The process via which the evaluation outcomes obtained are reported to the various stakeholders and audiences in order to influence them.

The term “evaluation report” is used to refer to all of the various evaluation products, for example: verbal or written reports, visual presentations and group seminars (DAC, 2010).

The impact of the reporting can be increased with the following considerations:

- In general terms, it is good to distinguish between the different levels of products, and the OECD (DAC, 2010:13) proposes presenting data in terms of: findings, conclusions, recommendations and lessons learned.



- Decisions and actions carried out in the other phases should be included to maintain the coherence regarding GID and the HRBA. The report should explicitly state how sensitivity was incorporated, whether through the outlook of the evaluators, the design evaluation or the evaluation approach chosen.
- Reports should be drafted in a culturally sensitive manner (UN Women, 2011). Finch (in Sielbeck-Bowen et al., 2002a) even considers of providing a preview of findings to the various groups in order to avoid any misinterpretation of the situation or any harm to vulnerable groups.
- The products and reporting processes should be targeted on useable outcomes that can be applied to increase understanding and change ideas on the gender and human rights situations (UN Women, 2011). Where knowledge of a policy and its effects is increased, more change is likely to ensue where this is needed.



5. GUIDELINES FOR SENSITIVE EVALUATION

As we mentioned in the Introduction, our work has consisted of identifying the various proposals and rearranging them on the basis of the elements or methods they propose for incorporating gender or rights into the evaluation.

However, we felt the need for a further section to lay out the criteria and guidelines we considered most important in the decision-making process in order to adequately incorporate the perspectives into the evaluation. The individual evaluators or institutions will ultimately be responsible for the decision on which approaches to adopt on the basis of the context or evaluation needs. We merely aim to provide reflections that could serve as the criteria on which to base this decision.

In the process of presenting these elements, some methodological considerations have arisen that extend beyond the framework of human rights and gender, but we have included them as we consider they could be useful in the evaluation design process.

Our main understanding is that the sensitive approach is achieved through two central mechanisms, complemented by the evaluation of the programme design (included Section IV.1):

- Evaluator outlook - which places emphasis on equity at every phase of the evaluation process.
- Conscious and explicit introduction of sensitive method in the evaluation design.
- Evaluation of the programme design.

There may well be a fourth constituent element in the form of data interpretation. If an evaluation did not work with a sensitive perspective, the analysis can allow for the extraction of information on which to base a gender or rights analysis. Such an approach would depend on the versatility of the data in each individual case.

Table 13: Classification of proposals by contribution to sensitivity

Guarantee or contribute substantially to sensitive evaluation:	Contribute to, strengthen or continue efforts but do not by themselves guarantee a sensitive evaluation :
• Design evaluation strategies • Evaluator outlook (commission) • Incorporation into the design (operationalisation and evaluation approaches)	• Methodological and technical choices • Fieldwork • Judgement • Outcomes reporting
Can have a high degree of influence on sensitivity:	
• Data interpretation and analysis.	

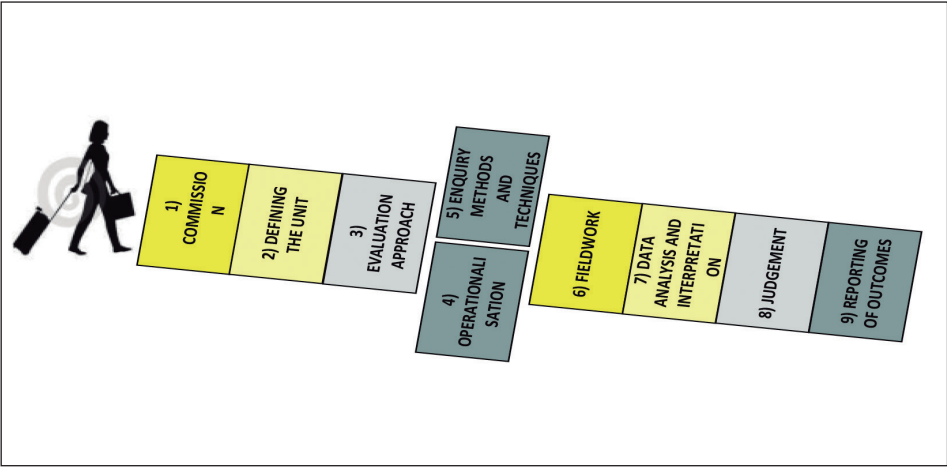
Source: Created by authors.

We believe that the remaining proposals contribute to, or have the potential to continue or strengthen the previous approaches, but they do not have sufficient impact on the evaluation process to make it sensitive. They can, however, be considered essential actions capable of complementing the decisions or approaches that do have impact. This category includes all of those tasks related to the design of techniques, methods and judgement.

However, it is possible that these perspectives were not taken into account in designing the evaluation and, for example, that the research was reoriented toward gender issues during the fieldwork stage. Evaluation is not always a preordained linear process and reorientation can be considered normal or even desirable in achieving evaluations adapted to new contexts and findings. However, where this occurs, the main consideration is more the issue of “evaluation team outlook” than of explicit strategies to ensure sensitivity.

A sensitive evaluation can be defined as one that incorporates these viewpoints in the evaluation design, whether non-specifically (through team attitudes) or specifically (through the choice of strategies) and which deliberately maintains the approach throughout the remainder of the evaluation process. Therefore, the work of the evaluators will entail making decisions during the design phases and keeping the issue alive as the evaluation moves forward.

Figure 5: The evaluation process



Source: Created by authors.

The following sections expand on our reflections and criteria for each of the strategies. We have grouped techniques, methods and fieldwork design into a single section.



5.1. Considerations on the Evaluation of Programme Design

Evaluation of the programme design establishes a certain analytical logic that we consider sufficient and complete for the revision of the gender and human rights approach in term of technical programme design.

Use of this strategy will be appropriate when there is a clear demand for design evaluation. This may be the case when there is a need to decide between a series of programmes or when appraisal is needed of the theoretical consistency of the intervention. The design evaluation may be performed in isolation as there is no need for it to be included in every programme evaluation process.

5.2. Considerations on Evaluator Outlook

Team competence is a key issue. This strategy does not provide a prescriptive evaluation process as it counts on the capacities of evaluators who are aware of and sensitive to these issues and who will develop particular strategies during the “evaluation journey”.

While the non-specific nature of the proposal may appear to generate uncertainty, we agree with Ward’s (2002) opinion that this is one of the most robust ways to perform sensitive evaluations due to the on-going tension between team members throughout the decision-making process.

Thus, assurances must be sought of adequate team competences when commissioning an evaluation. Section IV.1, *The Commission* provided some guidelines for this which can be summarised as:

EVALUATOR OUTLOOK

- Capacity for empathy.
- Understanding of the concepts in the approaches.
- Sharing of HRBA and gender values.

The outlook of the team or evaluator can be made more sensitive through:

- Awareness-raising:
 - Reading specialist literature on human rights.
 - Discussion and dialogue with stakeholders involved in the programme under evaluation. Generating awareness.
- Training in competences and skills:
 - Defining an initial phase of training/awareness-raising.
- Creating mixed-gender teams where gender is the issue.
- Inclusion of experts.
- Adopt or follow guidelines or proposed codes of ethics.

5.3. Incorporating Approaches into Evaluation Design

This section addresses the set of methodological options that can be consciously used to design sensitive evaluations. If the evaluation design incorporates these perspectives and the subsequent work follows the plan, then HRBA- and GID- sensitive evaluations will be guaranteed.³

The first decision concerns **evaluation approaches** which have been grouped into four major models:

- Theory of change.
- Participative.
- Transformative approach.
- Summative judgement-driven.

Any of these methods, when applied properly, will be sufficient to ensure a sensitive evaluation. However, each one generates a different range of products and can be used in a variety of ways, so the choice of one over another will affect the outcome to some degree.

We believe that the principal decision on which approach to use depends upon the purpose of the evaluation, which in turn is closely linked to the outlook of those stakeholders who contribute to the evaluation requirements.

Jennifer Greene (2007:17) has identified four main purposes for evaluations and also outlined those stakeholders most likely to ask for these:

- Providing a basis for decision-making and accountability - can respond to the information needs and interests of political leaders or other actors with decision-making capacity.
- Improving the programme and the organisational development - provides valuable information for managers or other persons in charge of normal programme operations.
- In-depth and contextualised understanding of the programme and its practices - usually to meet the information needs and interests of programme staff or, sometimes, the participants.
- Promoting greater justice and equality in the programme and in the context in which it is being evaluated - usually addresses the needs of participants, their families, and the community.

Patton (2008:116), however, views the relationship between evaluation purposes and stakeholders as more of a trend than a definitive classification. Whatever the truth may be, the actors asking for information will generally provide some indication of the purpose or use of the evaluation where this is not already explicit.



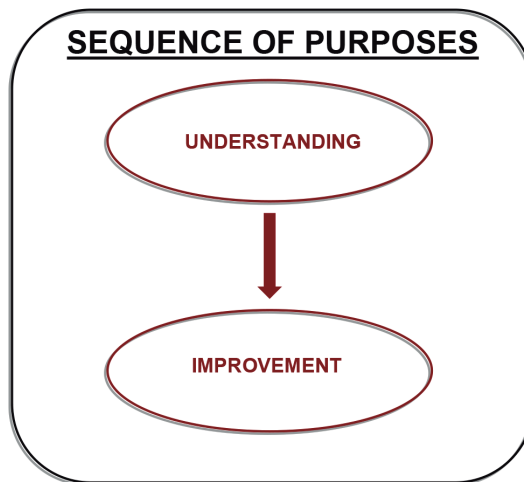
The next step in the selection process is the appraisal of which of the four approaches described is best adapted to the evaluation purpose defined. The following section provides a picture of the purposes or stakeholders most likely to benefit from each of the four major currents.

a) Evaluation driven by theory of change

This approach enables understanding of the mechanisms and links between processes and results, contributes to analysis of the causal relationships in the programme and explains the keys to success or failure of the intervention. The data generated contribute to greater understanding of the intervention and its implementation.

We take the view that organisational improvement or development is best built on prior knowledge of the programme history.

Figure 6: Sequence of purposes



Source: Created by authors.

In summary, theory-driven evaluation provides a valid framework for understanding and can also contribute to improvement where it meets the needs of:

- Managers or other individuals responsible for the normal operation of the programme.
- Programme staff and, sometimes, participants.

The task of evaluation is made easier where the programme theory has been predefined and HRBA and gender sensitivity have been incorporated. However, this is not necessarily a prerequisite for choosing this type of orientation.

b) Stakeholder-driven

This approach coordinates participation processes between the various stakeholders, placing particular emphasis on the most underprivileged groups. Therefore, these models are appropriate for plural social situations, where the different groups involved in the evaluation can be given legitimacy and bargaining power, just as Monnier explained in reference to pluralist evaluation (1992).

Other situations, where a single or hegemonic view prevails over public action, as is the case in technical, economic or legal contexts, render the application of genuinely participatory dynamics more complex.

c) Critical change-driven or transformative paradigm

This approach has the clear purpose of social transformation, justice and progress toward equality and democracy. This form of evaluation is aimed at groups in a greater situation of inequality or rights violations. Analysis of the context of the evaluation and the commission should make it possible to judge the appropriateness of this approach.

Michael Patton has proposed a series of criteria to distinguish between evaluation models with a critical change paradigm:

- Raising awareness about injustice.
- Identifying the nature and source of inequality and injustice.
- Representing the viewpoint of less powerful people.
- Making visible the ways in which the powerful exercise and benefit from their power.
- Incorporating values and the historical context into the evaluation.
- Involving those with less power in a respectful and collaborative manner.
- Building and strengthening capacity for those involved in the action.
- Identifying potential strategies to catalyse change.
- Praxis.

d) Judgement-driven summative evaluation

As was described above, final or summative judgements are essentially used as a basis for decision-making in relation to the programme (Patton 2008:114). Primary users, those requiring this type of evaluation, are usually political leaders, funders of the intervention, or other stakeholders with decision-making capacity. This model is often requested by international organisations and donor agencies.



Within the judgement-driven approach, there is essentially a choice between two approaches: a) standardised or preordinate²¹ criteria, or; b) approaches sensitive to the needs of the various stakeholders.

a) Standardised criteria offer the convenience of being predefined, justified and validated, and also present the advantage of enabling the analysis of different interventions using the same parameters. Certain proposals, such as that of the OECD's DAC, are widely used and have been endorsed by various cooperation actors.

b) Conversely, Jennifer Greene (1999:164) has pointed out that consideration of what constitutes the quality of a programme may vary between the different groups of stakeholders involved. Respecting all legitimate stakeholder perspectives in the determination of quality has been widely recognised as an important part of our work. In practice, those stakeholders who have legitimate interests regarding the programme are the ones who define the criteria for evaluating the intervention.

As has already been explained, some mixed approaches seek to use standard criteria in combination with those suggested by the stakeholders. This is an eclectic solution that would respond well to the varied demands and contexts involved in commissioning the evaluation.

In general, a certain degree of combination or supplementation is possible between the different approaches. For example, theory of change can be combined with end criteria, as has been brilliantly proved by certain non-governmental development organisations. However, this supplementation of methods does not change the uses and purposes of each individual part. Indeed, they can be best understood as almost two separate evaluations within a single exercise, with an obvious impact on budget and resources. Carol Weiss identifies a degree of practical incompatibility in the combination of purposes:

With all the possible uses for evaluation to serve, the evaluator has to make choices. The all-purpose evaluation is a myth. Although a number of different types of questions can be considered within the bounds of a single study, this takes meticulous planning and design. Not even a well-planned study will provide information on all the questions from all the people involved. (1998:33).

Theoretically, it is possible to synchronise evaluation interests and requirements, and carry out multi-method evaluations. However, we recommend careful analysis of the commission and the real information needs, because there is usually more agreement in the evaluation requirements than is anticipated by the different types of stakeholders involved.

²¹ The term preordinate has been adopted from Robert Stake (2006).

5.4. Considerations on Operationalisation

We believe the identification of questions, indicators or systems to answer the questions, in combination with the approaches, are the key phases in developing sensitive evaluations. Evaluation questions are central to the investigation and therefore, either jointly or severally, they must reflect the rights- and gender-based approaches. In other words, the questions express the requirements and criteria that enable us to appraise the contribution to equality of the programme.

When the perspectives described in the previous section are applied, this ensures that the questions express sensitivity. Once these outlooks have been set, they must also be transferred to the indicators or to the information collection techniques.

Indicators are measurement systems used to respond to evaluation questions or criteria. Therefore, a good HRBA or gender indicator will be the one best adapted to the evaluation question. The indicators have no intrinsic value where there is no known question to answer. The questions should be formulated first, before the indicators are checked to see which will provide the best-fit estimations for the question asked.

This leads us to reflect that the sexual disaggregation of data will be meaningful when the investigation requires this; as a default disaggregation for all indicators does not necessarily imply a higher degree of sensitivity in the evaluation.

Ultimately, operationalisation must ensure that the HRBA and GID perspectives are transferred throughout the entire evaluation information system.

5.5. Considerations on Techniques, Methods and Fieldwork

In the literature review, the authors tend to suggest qualitative techniques and methods for evaluating the HRBA and GID. Just as for the indicators, our recommendation here is to select the methods and techniques that best respond to and feed information into the evaluation indicator or question in hand.

Our proposal is best suited to a pragmatic outlook and a multi-method approach (mixed method) and a combination of the qualitative and quantitative approaches is currently considered the most complete form of investigation (Serrano et al., 2009). Several different publications recommend this course of action (UNEG, 2011; Bamberger and Podems, 2002; OAS, 2008) and the choice of a multi-method approach.

The combination of methods offers:

- The certainty of covering the gender- and rights-based approaches through structured techniques that respond to the evaluation questions arising from the approaches.



- Qualitative techniques and methods that cover both foreseen and unforeseen elements, leaving it up to the informants to structure the information with which they will perform the evaluation.

In fieldwork, no different options are available and the recommendations given here are always applicable. The advice on being empathetic, sensitive and respectful when working with groups in disadvantaged, unfair or exclusionary situations appears especially appropriate to us. We also consider that this respectful attitude is good for both GID and the HRBA, and also for all other types of evaluations.

5.6. Considerations on the Interpretation Phase

The interpretation of data is another key stage in sensitive evaluation and the outcome of this phase should be an explanation of how the programme impacts and exerts influence on the human rights situation and gender equity and equality.

Each approach will have identified the evaluation questions and, therefore, the information that has been collected and how to treat it. The interpretation will be performed accordingly, in response to the purposes of the evaluation.

The difficulty lies in evaluations that do not collect data. In these cases, explanations relating to the impact of the programme on gender or rights systems will have to be “forced” from the data available, making use of the evaluators’ skills and expertise. The information will sometimes allow for such versatile analysis, but will sometimes not. The only option here is to reactivate fieldwork in order to collect more meaningful information that will enable us to construct interpretations.

Given the outlook of the evaluators (plus their skills and sensitivity), it may be possible to obtain broad gender or equality analyses with data that is apparently blind to these sensitivities. Hence, we view the interpretation phase as a good opportunity in which to attempt incorporation of these approaches.

But even though this is possible in certain situations, the possibilities will certainly be fewer where the HRBA and GID outlooks have not been previously considered. We reiterate the importance of incorporating sensitivity into all of the phases directly contributing to evaluation design.

5.7. Considerations on Judgement

The central idea of this section is for an evaluation to result in a fact-based judgement on whether the programme is able to transform the reality. This is principally based on three major categories (as described in the section on design evaluation). These can be further qualified and expanded, but their simplicity is attractive. However, there are many other scales that can also be selected to measure the degree of transformation.

- a) Transformative interventions.
- b) Interventions that preserve the status quo.
- c) Interventions that damage or worsen the situation.



6. HOW TO COORDINATE THE GENDER - AND HRBA-BASED APPROACHES

There are some common evaluation models for GID and HRBA, such as those created by UNEG (2011), Vargas and Gambara (2010) and Fernández Juan et al. (2010). But even in these joint methods specifications are given on how to apply both approaches. We identify three possible general ways to combine these:

1. **Successive or parallel treatment.** Any of the methods chosen is applied first to GID and then to the HRBA, or the other way round. In other words, two reflection exercises are completed in each phase, but they are presented together in a complementary manner. The basic premise is that they are approaches with different—albeit complementary—specificities, and they are treated accordingly.
2. **Understanding gender as an issue that is mainstreamed into human rights.** In this option, gender is understood in the form of equal access to human rights for men and women. The study examines how the most vulnerable groups are affected in terms of each of the human rights and how this impacts on the gender system. For example, the right to food is analysed by examining access to and enjoyment of food by both women and by men.
3. **Considering gender equality as another human right.** This approach adopts gender equality as an inalienable right, alongside all the other rights recognised in the various international regulations.

Option 1 is the most respectful toward the specificities of each approach, although it requires a two-pronged working exercise. Conversely, options 2 and 3 could reduce the visibility or depth of gender analyses in methodological terms. Therefore, even though it may be more labour-intensive or costly, we believe that the option of successive analyses is the most appropriate for full coverage of the two specificities.



7. SOME CONSIDERATIONS ON THE PROCESS

The initial commission was to examine the various existing approaches to GID and HRBA evaluations, not only those explicitly mentioned in the text. As this task covered review of two separate approaches, we were able to discover that similar methodological proposals had been developed almost in parallel in different spheres, while there was also some uneven development of either one approach or the other in some schemes. Comparative analysis has helped us to identify cross-cutting trends that would have been more difficult to detect had we worked with only the gender or rights approach alone.

The joint outcome is a structure that enables us to systematise the various GID and HRBA proposals. Moreover, the classification process compels us to consider the aspects that distinguish these two approaches from each other. Deciding between them requires methodological reflection. We believe that readers of this text will have a more comprehensive overview of the various methodological possibilities, but also greater skills in adapting their model to the various evaluation demands; each method has its virtues, and these must be understood in order to find the best-fit to each evaluation context.

This sequencing and classification process could also be used as a form of guideline or tick list to introduce other social considerations (such as the environment, human development and capacities, cultural diversity, etc.) into the evaluation model. In fact, these could perhaps be described as methodological systems for the introduction of cross-cutting approaches that, we believe, may be valid for other perspectives. These will have to be tested and proven in practice.

We have attempted to present material that will contribute to sensitive evaluations, covering and respecting the diversity of methodological approaches, but at the same time inserting these into a decisions-making sequence of that clarifies the evaluation process. We hope this document will contribute to more and better evaluations, as this will ultimately result in fairer and more equal cooperation activities.

A I. CONCEPTUALIZACIÓN DE LOS DERECHOS HUMANOS



La expresión derechos humanos es un término ambiguo que significa dos cosas distintas (Peces-Barba, 2004:20). Por un lado hace referencia a unos valores morales que se pretenden absolutos, universales. Esta perspectiva se puede entender como derecho natural. La otra conceptualización entiende los derechos como garantías jurídicas plasmadas y objetivadas en normas legales como convenios, constituciones y tratados. Los derechos humanos son sólo aquellos que están plasmados en los tratados. Esto se define como derecho positivo.

Nuestra opción fue utilizar los derechos recogidos en los tratados internacionales. Para ello se han tenido en cuenta la siguiente legislación y acuerdos (ver tabla 1 y 2):

Tabla 1: Los siete tratados internacionales “básicos” de las Naciones Unidas en materia de Derechos Humanos (NN.UU., 2006)

Tratado	Fecha de adopción	Estados Partes	Órgano de vigilancia
Pacto Internacional de Derechos Civiles y Políticos	1966	155	Comité de Derechos Humanos
Pacto Internacional de Derechos Económicos, Sociales y Culturales	1966	152	Comité de Derechos Económicos, Sociales y Culturales
Convención Internacional sobre la Eliminación de Todas las Formas de Discriminación Racial	1965	170	Comité para la Eliminación de la Discriminación Racial
Convención sobre la Eliminación de Todas las Formas de Discriminación Contra la Mujer	1979	181	Comité para la Eliminación de la Discriminación contra la Mujer
Convención contra la Tortura y Otros Tratos o Penas Crueles, Inhumanos o Degradantes	1984	141	Comité Contra la Tortura
Convención sobre los Derechos del Niño	1989	192	Comité de los Derechos del Niño
Convención Internacional sobre la Protección de los Derechos de Todos los Trabajadores, Migratorios y de sus Familiares	1990	34	Comité de Derechos de los Trabajadores Migrantes

Tabla 2: Documentos y referencias principales

Declaración Universal de los Derechos humanos, 1948: http://www.un.org/es/documents/udhr/ Órgano de Vigilancia: Comité de derechos Humanos: http://www2.ohchr.org/spanish/bodies/hrc/index.htm
Pacto Internacional de los Derechos Civiles y Políticos, 1966: http://www.acnur.org/t3/fileadmin/scripts/doc.php?file=biblioteca/pdf/0015 Órgano de Vigilancia: Comité de Derechos Humanos.
Pacto Internacional de los Derechos Económicos, Sociales y Culturales, 1966: http://www.acnur.org/t3/fileadmin/scripts/doc.php?file=biblioteca/pdf/0014 Órgano de vigilancia: http://www2.ohchr.org/spanish/bodies/cescr/
Convención Internacional Sobre la Eliminación de Todas las Formas de Discriminación Racial: http://www2.ohchr.org/spanish/bodies/cerd/index.htm
Convención contra la Tortura y Otros Tratos o Penas Crueles, Inhumanos o Degradantes: http://www2.ohchr.org/spanish/law/cat.htm Órgano de Vigilancia: Comité para la Eliminación de la Discriminación Racial: http://www2.ohchr.org/spanish/bodies/cat/
Convención sobre la Eliminación de Todas las Formas de Discriminación Contra la Mujer: http://www.acnur.org/t3/fileadmin/scripts/doc.php?file=biblioteca/pdf/0031 Órgano de Vigilancia: http://www2.ohchr.org/spanish/bodies/cedaw/index.htm
Declaración del Derecho al Desarrollo, 1986: http://translate.google.es/translate?hl=es&langpair=en%7Ces&u=http://www2.ohchr.org/english/law/rtd.htm
Declaración y programa de Acción de Viena, 1993: http://www.unhcr.ch/huridocda/huridoca.nsf/(Symbol)/A.CONF.157.23.Sp
Declaración de Milenio (año 2005); revisión (2010): http://www.undp.org/content/undp/es/home.html
La Convención sobre los Derechos del Niño: http://www2.ohchr.org/spanish/law/crc.htm Órgano de Vigilancia: http://www2.ohchr.org/spanish/bodies/crc/
Convención internacional sobre la protección de los derechos de todos los trabajadores migratorios y de sus familiares: http://www2.ohchr.org/spanish/law/cmw.htm Órgano de Vigilancia: http://www2.ohchr.org/spanish/bodies/cmw/
Convención sobre los Derechos de las Personas con Discapacidad (2006): http://www.un.org/spanish/disabilities/convention/qanda.html

Además de estos derechos positivos existen otras fuentes de derechos. Los derechos humanos son considerados también como constructos sociales, lo que significa que un nuevo derecho puede emerger, ser aceptado socialmente y *gradualmente será codificado en convenciones y aceptado para su ratificación* (Jonsson, 2004:4). Por ejemplo, el derecho

a la seguridad y la tenencia de la propiedad (ver caso de favelas, NN.UU. 2006:16). O los casos de feminicidio¹, donde la Corte Interamericana de Derechos Humanos utilizó la expresión *homicidio de mujer por razones de género*, también conocido como feminicidio (párrafo:143) y con tal nombre se ha introducido en ciertas legislaciones nacionales.

El enfoque español de EBDH comparte esta doble naturaleza de los derechos. Aun siendo una de sus principales fortalezas tener como referente el marco normativo internacional de los Derechos Humanos, también toma en consideración que los derechos se construyen a través de debates y contribuciones en el norte y en el sur, inspirados por movimientos sociales autónomos de: mujeres, campesinos sin tierra, pueblos indígenas, etc., reconociendo que son estos debates sociales, culturales y políticos los que consiguen que los derechos puedan evolucionar y eventualmente ser o no reconocidos y consolidarse en estándares y marcos normativos nacionales e internacionales (MAEC, 2009:33). A esta forma del desarrollo del derecho algunos expertos le han denominado derechos emergentes (Taller de EBDH).

CUÁLES SON LOS DERECHOS HUMANOS

Hay un enunciado general en cada uno de los tratados, con especificaciones de cada uno de los derechos regulados. Su desarrollo se puede encontrar en la norma, en los protocolos, en las interpretaciones de los organismos de vigilancia y en la implementación y desarrollo de la legislación y jurisprudencia nacional.

Las diferentes redacciones e interpretaciones de los tratados internacionales y pactos van ampliando, matizando o interpretando los conceptos. Incluso las instancias internacionales de seguimiento de los derechos humanos tienen entre sus funciones interpretar y otorgar significado a los derechos o libertades. Los diversos operadores jurídicos (órganos de vigilancia, Tribunales Constitucionales, Tribunales de la administración de justicia entre otros), los amplían, limitan, hacen interpretaciones. Si se toman diferentes instrumentos jurídicos se encuentran diversas interpretaciones e incluso denominaciones. Si se escogiera sólo un tratado este problema no existiría, pero se rompería la interdependencia y se reduciría el campo de definición del derecho positivo.

Por lo tanto, no hay ningún enunciado que agote los derechos humanos, no existe un documento único donde se explicita el ámbito completo de los derechos humanos, es necesario ir a los diversos convenios que los positivizan. No obstante, Naciones Unidas (2006:1) en el capítulo I, incluye una relación de derechos:

¹ Caso González y otras ("campo algodoner") vs. México. Corte Interamericana de Derechos Humanos. sentencia de 16 de noviembre de 2009. <http://www.corteidh.or.cr/casos.cfm?idCaso=327>

1. El derecho a la vida, la libertad y la seguridad de las personas.
2. La libertad de asociación, expresión, reunión y circulación.
3. El derecho al más alto grado posible de salud.
4. El derecho a no ser sometido a arresto o detención arbitraria.
5. El derecho a un juicio imparcial.
6. El derecho a condiciones de trabajo equitativas y satisfactorias.
7. El derecho a alimentos en cantidad suficiente, vivienda y seguridad social.
8. El derecho a la educación.
9. El derecho a igual protección de la ley.
10. El derecho a no ser objeto de injerencias arbitrarias en la vida privada, en la familia, en el domicilio o la correspondencia.
11. El derecho a no ser sometido a tortura ni a tratos o penas crueles, inhumanas o degradantes.
12. El derecho a no ser sometido a la esclavitud.
13. El derecho a la nacionalidad.
14. La libertad de pensamiento, de conciencia y de religión.
15. El derecho a votar y a participar en la dirección de los asuntos públicos.
16. El derecho a participar en la vida cultural.

Por nuestra parte, hemos hecho un trabajo de síntesis (que mostramos en la tabla siguiente) de algunos derechos, con la única intención de facilitar una aproximación metodológica de la evaluación a los derechos humanos. En ningún caso se trata de una interpretación jurídica. Los derechos y elementos que se exponen se tienen que tomar como una mera orientación conceptual. Para realizar cualquier trabajo habría que dirigirse directamente a las fuentes que citamos.

DERECHO	ELEMENTOS CONSTITUTIVOS CONFIGURATIVOS DEL DERECHO	FUENTE JURÍDICA
Salud	- Reducir mortalidad infantil. - Alto nivel de salud física y mental (incluida la reproductiva). - Esperanza de vida. - Enfermedades detectadas y curadas. - Detener propagación de VIH/SIDA. - Reducir incidencia del paludismo. - Niños/niñas vacunados. - Información y educación relacionada con salud. - Accesibilidad (atención, agua, medicinas). - Intervención con consentimiento previo. - Disponibilidad (atención sanitaria, instalaciones, bienes y servicios, agua potable,...). - Calidad. - Aceptabilidad. - Vivienda adecuada. - Condiciones de trabajo y ambientales sanas. - Seguridad Social.	- Pacto Internacional de Derechos Económicos Sociales y Culturales. - Convención de los Derechos del Niño. - Convención sobre la Eliminación de Todas las Formas de Discriminación Contra la Mujer. - Convención sobre los Derechos de las Personas con Discapacidad. - ODM. - Constitución Política. - Leyes que garanticen el acceso a la salud.
Educación	- Derecho a la enseñanza primaria, secundaria, técnica y profesional, superior. - La educación fundamental comprende los elementos de disponibilidad, accesibilidad, aceptabilidad y adaptabilidad. - Sistema escolar; sistema adecuado de becas; condiciones materiales del cuerpo docente. - Derecho a la libertad de enseñanza. - No discriminación e igualdad de trato. - Libertad académica y autonomía de las instituciones. - Disciplina en las escuelas.	- Pacto Internacional de Derechos Económicos, Sociales y Culturales. - ODM. - Constitución Política. - Leyes nacionales.
Alimentación	- Nutrición. - Seguridad alimentaria y protección al consumidor. - Disponibilidad y accesibilidad a los alimentos.	- Pacto Internacional de Derechos Económicos, Sociales y Culturales. - ODM. - Constitución Política. - Leyes nacionales.

DERECHO	ELEMENTOS CONSTITUTIVOS CONFIGURATIVOS DEL DERECHO	FUENTE JURÍDICA
Seguridad personal	- Inexistencia de tortura. - El Estado protege la esfera particular y la autonomía (identidad, integridad, sexualidad, comunicaciones, familia y domicilio), no agrede y ofrece un mínimo de: protección, integridad y seguridad.	- Pacto Internacional de Derechos Civiles y Políticos. - Convención Contra la Tortura y Otros Tratos o Penas Crueles, Inhumanas o Degradantes. - Constitución Política. - Leyes Nacionales.
Libertad de expresión	- Libertad de comunicación e información. - Acceso a la información y participación. - Existencia de una ley o disposición que lo fije. - Existencia de fuentes de información estadística.	- Pacto Internacional de Derechos Civiles y Políticos. - Constitución Política. - Leyes Nacionales.
Derechos asociados a la esfera pública y política de la persona	- Participación política. - Derecho de reunión y asociación (personalidad jurídica,...). - Nacionalidad. - Derecho al nombre. - Propiedad. - Derecho al asilo.	- Pacto Internacional de Derechos Civiles y Políticos. - Constitución Política. - Leyes Nacionales.
Derechos asociados a la esfera privada de la persona	- Libertad personal, de movimiento, pensamiento, conciencia y culto. - No discriminación por sexo, origen, etnia, religión, etc. - Control del propio cuerpo (salud, sexualidad, etc.). - No intromisión en el cuerpo sin consentimiento: tortura, intervenciones ... - Intimidad. - Derecho a la honra y buen nombre.	- Pacto Internacional de Derechos Civiles y Políticos - Convención Internacional sobre la Eliminación de Todas las formas de Discriminación Racial. - Convención sobre la Eliminación de Todas las Formas de Discriminación Contra la Mujer. - Convención Contra la Tortura y Otros Tratos o Penas Crueles, Inhumanas o Degradantes. - Constitución Política. - Leyes Nacionales.

DERECHO	ELEMENTOS CONSTITUTIVOS CONFIGURATIVOS DEL DERECHO	FUENTE JURÍDICA
Acceso a la justicia	- Igualdad de acceso a la justicia. - Interrogar a testigos. - Defensa adecuada asistencia letrada. - Juicio justo y público. - Presunción de inocencia. - Debido proceso. - Recurso judicial. - Derecho de igualdad de acceso a tribunal. - Tribunales independientes e imparciales.	- Pacto Internacional de Derechos Civiles y Políticos. - Constitución Política. - Leyes Nacionales.

PRINCIPIOS DE LOS DERECHOS HUMANOS

Los principios facilitan la interpretación de las situaciones y normas que estamos analizando. En relación a los derechos humanos tenemos:

- **Universalidad e inalienabilidad:** Los derechos humanos son universales e inalienables. Todos los seres humanos en todas partes del mundo poseen estos derechos. No se puede renunciar voluntariamente a todo derecho inherente del ser humano, ni tampoco puede ser usurpado por otras personas. Según se establece en el Artículo 1 de la Declaración Universal de Derechos Humanos (DUDH): *Todos los seres humanos nacen libres e iguales en dignidad y derechos.*
- **Indivisibilidad:** Los derechos humanos son indivisibles, ya sea de naturaleza civil, cultural, económica, política o social, todos ellos inherentes a la dignidad de todo ser humano. Por consiguiente, todos los derechos poseen el mismo rango y condición, y no pueden ser clasificados, con anterioridad, en orden jerárquico.
- **Interdependencia e interrelación:** La realización de un derecho a menudo depende, totalmente o en parte, de la realización de otros derechos. Por ejemplo, la realización del derecho a la salud puede depender, en ciertos casos, de la realización del derecho a la educación o a la información.
- **Igualdad y no discriminación:** Todos los individuos son iguales como seres humanos en virtud de la dignidad inherente de todo ser humano. Todos los seres humanos tienen derecho a sus derechos humanos sin discriminación de ninguna clase, sin distinción alguna de raza, color, sexo, etnia, edad, idioma, religión, opinión política o de otra índole, origen nacional o social, discapacidad, propiedad, nacimiento u otra condición, según lo han explicado los órganos de vigilancia de los tratados de derechos humanos.

- Existen determinadas características de los derechos que son principios y derechos, como por ejemplo, la igualdad.
- Participación e inclusión: Toda persona y todos los pueblos tienen derecho a una participación activa, libre y significativa en el desarrollo, como así también a contribuir y disfrutar del desarrollo civil, económico, social, y político, donde pueden ser realizados los derechos humanos y libertades fundamentales.
- Responsabilidad e imperio de la ley: Los Estados y otros titulares de deberes deben responder por el cumplimiento de derechos humanos. En este sentido tienen que cumplir con las normas legales y estándares contenidos en los instrumentos de derechos humanos. En caso de no cumplir con sus deberes, los titulares de derechos agraviados están facultados para iniciar procesos judiciales para la reparación apropiada de daños ante un tribunal o juzgado competente según las reglas y procedimientos legales.



A II. RESÚMENES DE BIBLIOGRAFÍA

Introducción

En relación al Enfoque Basado en Derechos Humanos (**EBDH**), la mayoría de los textos reseñados exponen conceptos y principios de derechos humanos. En lo que respecta directamente a la evaluación el desarrollo todavía es preliminar. Muchas de las propuestas se orientan a evaluar la implementación de las obligaciones del Estado, como serían las guías de seguimiento elaboradas por Naciones Unidas y la Organización de Estados Americanos o la Defensoría del Pueblo de Colombia.

Pero el enfoque de derechos es más amplio y se ve mejor recogido en la bibliografía ya centrada en cooperación. En las guías y manuales de EBDH y cooperación se abordan aspectos de evaluación, en ocasiones de forma tangencial aunque existen propuestas ya consolidadas.

No obstante, existen todavía muy pocos textos y además habría que valorar en sus diseños aspectos de escala. Por ejemplo, la Guía de Naciones Unidas, una de las propuestas más acabadas, pergeña por lo general procesos de evaluación en los cuales Naciones Unidas tiene como una de las contrapartes al Estado, lo que sin embargo implicaría una estrategia diferente en caso de evaluar proyectos de Organizaciones No Gubernamentales (ONG) y otras contrapartes de menor envergadura o estructura.

En cuanto a la bibliografía sobre **género**, si bien los primeros ejercicios evaluativos sobre igualdad de género se realizaron a principios de los 90, no es hasta comienzos de la pasada década cuando empiezan a desarrollarse un conjunto más amplio de referencias. Las revisiones de los compromisos asumidos en Beijing, así como de los Objetivos de Desarrollo del Milenio (ODM), generan la necesidad de elaborar propuestas sobre cómo integrar el enfoque de género en evaluación y el desarrollo de práctica evaluativa en esta materia.

Por otra parte, la pérdida de centralidad de la igualdad de género en la agenda de desarrollo y en los nuevos modelos de la ayuda, provoca que cada vez sean mayores la voces de metodólogas y activistas feministas que reivindican una evaluación sensible (*responsive*) al género.

En términos generales, tal y como se puede comprobar en la bibliografía, los esfuerzos realizados hasta el momento se centran en propuestas metodológicas provenientes en gran medida de organismos internacionales y agencias bilaterales. En este sentido, las referencias existentes se vinculan, principalmente, con metodologías sobre género y evaluación y, en menor grado, con artículos específicos sobre la materia y ejercicios meta-evaluativos.

La impresión que se extrae de la bibliografía revisada pone de manifiesto que existen dos grandes preocupaciones en materia de género y evaluación: cómo incorporar la pers-

pectiva de género en el ciclo de las acciones de desarrollo y cómo integrar este enfoque en la evaluación.

En línea con estas dos preocupaciones centrales, las metodologías, meta-evaluaciones y artículos revisados ponen énfasis en elaborar estrategias para asegurar, por una parte, que el enfoque de género no se evapore durante la implementación de las acciones y, por otra, que se tienen en consideración las cuestiones de género durante el diseño, ejecución y difusión de las evaluaciones. A este respecto, se ha desarrollado una amplia gama de listas de verificación y orientaciones específicas.

Sin embargo, es reducido el debate sobre las implicaciones metodológicas que tiene llevar a cabo una evaluación con enfoque de género. Las aportaciones más sugerentes sobre esta temática provienen de los artículos académicos que reflexionan sobre las características de la evaluación feminista.

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FICHAS RESUMEN:

Abramovich, V. (2006). Una aproximación al enfoque de derechos en las estrategias y políticas de desarrollo. *Revista de la CEPAL*, 88, 35-50.

<http://www.eclac.org/publicaciones/xml/2/24342/G2289eAbramovich.pdf>

El autor plantea que el trasvase de los principios y normas del derecho internacional de los derechos humanos a la implementación de políticas al desarrollo no es un camino sencillo, al contrario, a ratos es pedregoso. Hay situaciones que deben considerarse, como la flexibilidad y el margen de los Estados a la hora de implementar planes de desarrollo. Los principios y declaraciones no deben ser un corsé para su implementación.

Propone salvar aspectos rescatables en la implementación de políticas con una aproximación de enfoque de derechos, como es el caso de la participación y la rendición de cuentas, que en muchos casos han sido judicializados por los actores del desarrollo. No es un fácil trasvase. No se aborda el tema del EBDH en aspectos de proyectos de cooperación al desarrollo.

[Volver al índice](#)

Agriculture Learning and Impact Network (ALINe). (2010). A Guide to Integrating Gender into Monitoring and Evaluation, draft for review. ALINe.

<http://www.aline.org.uk/pool/integrating-gender-into-m&e-10nov10.pdf>

El objetivo de esta guía es apoyar a las personas responsables de la gestión y ejecución de programas de desarrollo agrícola para integrar, desde las primeras etapas de diseño y propuesta técnica, la perspectiva de género en el seguimiento y la evaluación.

Específicamente, quiere ayudar a valorar si los programas y planes de seguimiento y evaluación se basan en: un análisis riguroso del contexto existente en relación al género; una teoría del cambio que incluye supuestos de género; una teoría de cambio y un acuerdo sobre cómo implementarla (incorporando la negociación de posibles conflictos de intereses y compensaciones entre diferentes grupos socioeconómicos y de género); así como indicadores específicos relativos a estos supuestos sobre género y desagregación por sexo en resto de indicadores.

La guía comienza con una breve introducción sobre género y agricultura y una presentación de los diferentes enfoques que un programa puede asumir en relación a la igualdad de género. De forma posterior, y como parte central del documento, presenta recomendaciones específicas sobre cómo integrar la perspectiva de género en el seguimiento y la evaluación. Para ello toma como referencia el marco de medición del desempeño (*performance measurement*) centrado en las personas de ALINe y desarrolla 5 propuestas (a modo de pasos consecutivos a seguir) para incorporar esta perspectiva: 1) transversalizar el género en la definición de la teoría del cambio del programa; 2) diseñar un marco de desempeño que incluya indicadores de género; 3) medir el desempeño tomando como base una línea de base sensible al género; 4) informar sobre el desempeño, especificando sobre cambios en relaciones y roles de género; 5) debatir y proponer mejoras para avanzar, entre otros aspectos, hacia la igualdad de género.

La guía comienza con una breve introducción sobre género y agricultura y una presentación de los diferentes enfoques que un programa puede asumir en relación a la igualdad de género. De forma posterior, y como parte central del documento, presenta recomendaciones específicas sobre cómo integrar la perspectiva de género en el seguimiento y la evaluación. Para ello toma como referencia el marco de medición del desempeño (*performance measurement*) centrado en las personas de ALiNe y desarrolla 5 propuestas (a modo de pasos consecutivos a seguir) para incorporar esta perspectiva: 1) transversalizar el género en la definición de la teoría del cambio del programa; 2) diseñar un marco de desempeño que incluya indicadores de género; 3) medir el desempeño tomando como base una línea de base sensible al género; 4) informar sobre el desempeño, especificando sobre cambios en relaciones y roles de género; 5) debatir y proponer mejoras para avanzar, entre otros aspectos, hacia la igualdad de género.

Asimismo, subraya la relevancia de dotar de recursos (apoyo interno y acceso a especialistas externos) y de formación específica a la plantilla.

En los anexos, incluye ejemplos y orientaciones sobre indicadores de género, métodos sensibles y coste de las actividades de seguimiento y evaluación.

[Volver al índice](#)

Bamberger, M., & Podems, D. R. (2002). Feminist evaluation in development context. *New Directions for Evaluations*, 96, winter 2002, 83-96.

Este artículo revisa cómo se han abordado las cuestiones relativas a las mujeres en la evaluación del impacto de la ayuda. En concreto, hasta qué punto se ha adoptado un enfoque feminista en la práctica evaluativa y cómo podría fortalecerse de modo más explícito la inclusión de este enfoque en el diseño de las evaluaciones.

En esta línea, expone la evolución del pensamiento sobre género y evaluación de la ayuda así como las principales críticas feministas a los marcos de análisis de género desarrollados desde la década de los 80. En relación a estas críticas, subraya que los marcos de análisis se centran más en describir la desigualdad que en conocer sus causas últimas. Este foco en el diagnóstico, por otra parte, resulta insuficiente puesto que no trae consigo, de modo directo, cambios en el diseño e implementación de las acciones de desarrollo.

Paralelamente, el artículo explica qué significa aplicar métodos de investigación feminista en los procesos evaluativos reflejando la pertinencia de combinar métodos, de usar enfoques cualitativos y participativos, de potenciar el diálogo entre las diversas personas implicadas y de reconocer las disconformidades. A este respecto, enfatiza en la importancia de considerar las interacciones entre género, etnicidad y clase y de analizar quiénes tienen la voz, quiénes no y qué mecanismos se promueven para que los grupos con menos poder tengan voz. A la par, subraya la necesidad de analizar los impactos de género y de revisar los cambios en el uso del tiempo, el control de recursos y la participación en toma de decisiones.

A través de dos estudios de caso, se presentan evaluaciones focalizadas en el análisis de los impactos de género e indica algunas propuestas para que los métodos de evaluación feminista fortalezcan el análisis e interpretación de los resultados.

[Volver al índice](#)

Banco Mundial. (2005). *Gender Issues in Monitoring and Evaluation in Rural Development: A Tool Kit*. Washington. Banco Mundial.

http://siteresources.worldbank.org/INTGENDER/Resources/RuralM_EToolkit2005.pdf

Esta publicación ha sido desarrollada para que los equipos de gestión de proyectos, donantes y socios reconozcan e incluyan los asuntos de género en todo el ciclo de vida de los proyectos de desarrollo rural. En línea con el modelo de evaluación del Banco Mundial basado en resultados, persigue que se haga seguimiento y evaluación de los efectos (*results*), resultados (*outcomes*) e impactos (*impacts*) en el bienestar rural.

En forma de cuestiones clave a revisar, se exponen un conjunto de actividades que deben tenerse en cuenta en las fases del proyecto. De forma específica, en la fase de identificación, subraya la relevancia de: realizar un estudio de línea de base sensible al género; visualizar posibles impactos negativos sobre mujeres y hombres; identificar, de forma participativa, prioridades y objetivos relativos a la igualdad de género; y de valorar la capacidad institucional para integrar el género en las actividades de desarrollo.

En la fase de diseño se pone el énfasis en la importancia de: incluir objetivos de género y dotarse de capacidades, recursos y herramientas específicas para integrar género en la ejecución, seguimiento y evaluación.

En la fase de implementación, la mirada se centra en la recolección de datos sensibles al género y al seguimiento de los resultados de género. En la fase de cierre del proyecto y evaluación final, se presenta un conjunto de preguntas concretas sobre los resultados e impactos relativos a la integración del género en el proyecto y a los cambios en la vida de mujeres y hombres.

Por otra parte, se subraya la importancia de la participación en los ejercicios de seguimiento y evaluación y se presenta una lista de chequeo e indicadores específicos para valorar la participación de mujeres y hombres a lo largo de la vida de un proyecto.

Por último, se exponen un conjunto de ejemplos relativos a proyectos de desarrollo rural.

[Volver al índice](#)

Borja, C., & García, P. (s/f). Guía para la incorporación del enfoque basado en derechos humanos en el ciclo de gestión de los proyectos de cooperación al desarrollo. Documento de Trabajo. Equipo de la Universidad Complutense-Equipo de la Pontificia Universidad Javeriana.

<http://www.redxlasalud.org/index.php/mod.documentos/mem.descargar/fichero.DOC-381%232E%23pdf>

Este documento desgana los pasos para la incorporación del EBDH en la cooperación al desarrollo. Primero, se refuerzan los fundamentos conceptuales. Posteriormente, en el Capítulo II, se da cuenta de los pasos a seguir: a) fase de programación de proyectos, b) fase de identificación, y c) fase de seguimiento y evaluación de proyectos.

En lo que respecta al sistema de medición se explicita a través de ejemplos como es el caso del derecho a la salud, derecho a la educación, derecho al agua-vivienda, derecho a medios de vida sostenibles. Se centran en los Derechos Económicos, Sociales y Culturales (DESC). Establecen tres fases para la construcción participativa del sistema de medición: a) programación estratégica; b) identificación de proyectos; c) construcción de variables e indicadores.

Para la construcción de la matriz de indicadores se tuvo en cuenta las características del derecho a medir como: la disponibilidad, acceso, aceptabilidad, calidad, participación y sostenibilidad (en la parte vertical). La parte horizontal de la matriz se refiere a las acciones que se han realizado (a favor del derecho evaluado), acciones por realizar y cómo medir que se cumplan las acciones a realizar. El resultado final es la construcción de variables e indicadores y para ello se formulan preguntas por cada característica del derecho evaluado.

[**Volver al índice**](#)

Centro por los Derechos Económicos y Sociales. (2009) *¿Derechos o privilegios? El compromiso fiscal con la salud, educación y la alimentación en Guatemala. Guatemala/España: Instituto Centroamericano de Estudios Fiscales.*

<http://www.cesr.org/downloads/Derechos%20o%20Privilegios%20Final.pdf>

El informe ha tenido como propósito analizar la política fiscal como factor determinante de la violación sistemática de los DESC en Guatemala, con principal énfasis en los derechos a la salud, la educación y alimentación (la desnutrición infantil, la mortalidad materna y fracaso escolar).

El Informe plantea 3 pasos para evaluar el cumplimiento del Estado guatemalteco con su obligación de hacer cumplir los derechos a la salud, la educación y la alimentación. Para ello se ha usado la metodología reseñada en el acápite anterior.

1º paso: Se analiza un conjunto de indicadores de resultado relativos a la desnutrición en la niñez, la mortalidad materna y la no finalización de la primaria, a la luz de los tres principios de progresividad, universalidad e igualdad. Este paso tiene como objetivo determinar:

1. Si la población disfruta de umbrales mínimos de estos derechos.
2. Identificar las brechas de desigualdad entre grupos poblacionales.
3. Evaluar en qué medida los avances a través del tiempo han sido razonables en relación con los logrados en otros países comparables.

2º paso: Evalúa el desempeño del Estado en cuanto a algunas de las principales políticas públicas implementadas para combatir estos tres problemas en la última década. Se analiza hasta qué punto las políticas han promovido: accesibilidad, disponibilidad, calidad y pertinencia de los servicios adecuados a la población sin discriminación.

Se tienen como indicadores de conducta los elaborados en el campo de la salud pública, la seguridad alimentaria y la educación.

3º paso: Se analizan las limitaciones presupuestarias para la realización de los tres derechos (cuánto se ha asignado a cada área, evolución del gasto en el tiempo y quien se ha beneficiado). El propósito es determinar en qué medida esas carencias son debidas a la falta de recursos o a la falta de voluntad política de dotar de estos recursos.

[Volver al índice](#)

Chacón, A., Ozkoz, J., & García, B. (2009). *Guía metodológica para la incorporación de los derechos humanos en la cooperación al desarrollo*. Vitoria-Gasteiz: Servicio Central de Publicaciones del Gobierno Vasco.

[http://www.garapenbidean.org/Uploads/Documentacion/Adjuntos/GUIA_METODO_CAST_WEB\(2\).pdf](http://www.garapenbidean.org/Uploads/Documentacion/Adjuntos/GUIA_METODO_CAST_WEB(2).pdf)

Los autores explican el EBDH en la cooperación al desarrollo en el escenario global, centrándose en la cooperación no gubernamental, advirtiendo sobre las potencialidades y los riesgos del enfoque. Vinculan los principios del Comité de Ayuda al Desarrollo (CAD) de la Organización para la Cooperación y Desarrollo Económicos (OCDE) a los derechos humanos.

En el texto se remarca e informa de los ocho tratados internacionales básicos de las Naciones Unidas en materia de derechos humanos. Asimismo se señala que la incorporación del enfoque de género en el EBDH irían de la mano.

Seguidamente, los autores lo ilustran a través de un caso práctico en la República Democrática del Congo, donde se observa claramente la utilidad y los límites del EBDH. En los anexos, a través de diferentes textos, se informa sobre los derechos económicos sociales y culturales y los principios y directrices para la integración de los derechos humanos en las estrategias de reducción de la pobreza. El documento se completa con bibliografía sobre la temática.

[**Volver al índice**](#)

**CIDA. (2001). *How to Perform Evaluations – Gender Equality*.
Quebec.**

<http://www.oecd.org/dataoecd/8/2/35135244.pdf>

Esta guía de la Agencia Canadiense de Desarrollo Internacional complementa a su guía general de evaluación, la *CIDA Evaluation Guide*. Su objetivo es mejorar la medición y valoración de los resultados relativos a igualdad de género y potenciar su inclusión en los informes de evaluación.

Orientada hacia las personas responsables de la gestión, a los equipos de evaluación y a las organizaciones/instituciones socias, en ella se expone cómo planificar, diseñar y llevar a cabo una evaluación que permita identificar los resultados alcanzados en materia de igualdad de género. En concreto, se centra en cuatro momentos del proceso evaluativo: la preparación de los términos de referencia; la asignación de recursos y la selección de personal experto; la metodología; así como la elaboración de informes y difusión de resultados. En cada uno de ellos, se exponen las lecciones aprendidas de la experiencia y una lista de chequeo.

La guía presenta un conjunto de preguntas de evaluación para asegurar la inclusión de los contenidos de género. Estas preguntas, que toman como marco de referencia el “*CIDA’s Framework of Results and Key Success Factors*”, se presentan siguiendo los siguientes bloques de contenido: logro de resultados; relación coste-efectividad de los resultados y su pertinencia; sostenibilidad de los resultados; participación y partenariado; adecuación del diseño; adecuación de la utilización de recursos; y ejecución a tiempo de las acciones.

[Volver al índice](#)

De Waal, M. (2006). Evaluating Gender Mainstreaming in Development Practices. *Development in Practice*, vol. 16, 2, 209-214.

Este artículo presenta una propuesta para evaluar acciones de desarrollo desde una perspectiva de *mainstreaming* de género. Antes de entrar de lleno en ésta, la autora realiza una clarificación de conceptos diferenciando entre igualdad, paridad y equidad de género. Expone los diferentes enfoques desde los que se aborda el *mainstreaming* de género.

En cuanto a la propuesta específica de evaluación plantea la valoración combinada de los criterios clásicos de evaluación (pertinencia, eficiencia, eficacia, impacto y sostenibilidad) y los objetivos del *mainstreaming* de género (paridad, igualdad, equidad, empoderamiento y transformación).

Para ello, se apoya en una incorporación del género en la definición de los criterios del CAD y sugiere el uso de herramientas del análisis de género y de datos desagregados por sexo.

El modelo evaluativo propuesto subraya la necesidad de reflejar cuáles han sido los resultados relativos a la igualdad de género en diferentes niveles: el nivel macro, relativo al contexto político y económico, la política y la estrategia, el presupuesto, las estructuras y los sistemas; el nivel meso, que hace referencia a la capacidad institucional, los recursos humanos y financieros y los sistemas de gestión; y el nivel micro, referente a la implementación del proyecto y las experiencias personales e interpersonales.

[Volver al índice](#)

Defensoría del Pueblo. (2006). Sistema de Seguimiento y Evaluación de la Política de Salud a la luz del derecho a la salud. Colombia.

http://www.defensoria.org.co/red/?_item=0009&_secc=00&ts=1

La Defensoría del Pueblo de Colombia a través del Programa de Seguimiento de Políticas Públicas en Derechos Humanos, PROSEDHER, ha propuesto y diseñado un sistema de seguimiento de evaluación que permite aproximarse y conocer la efectividad de las políticas públicas con relación al derecho a la salud.

El sistema de seguimiento y evaluación de la política pública de salud propuesta comprende dos dimensiones:

- a) Evidenciar posibles barreras de la realización del derecho.
- b) Llamar la atención con respecto a la responsabilidad política y social de las administraciones públicas en los procesos de formulación e implementación de las políticas públicas desde la perspectiva de los derechos humanos.

De acuerdo al planteamiento de la Defensoría del Pueblo de Colombia, la política pública en materia de salud debería articularse en torno a 4 elementos esenciales:

1) Disponibilidad: El Estado debe contar con un número suficiente de establecimientos, bienes, programas y servicios públicos de salud y de centros de salud. Asimismo, deberá incluir en su diseño y puesta en marcha los diversos factores determinantes de la salud: agua potable, condiciones sanitarias adecuadas, centros de atención en salud como clínicas y hospitales, personal especializado y bien remunerado (según las condiciones del país) y los medicamentos determinados en el programa de acción sobre medicamentos esenciales de la OMS (Organización Mundial de la Salud).

2) Accesibilidad: Consiste en asegurar que los establecimientos, servicios y programas médicos, así como las instalaciones y servicios de agua potable y saneamiento básico, estén al alcance de todos, sin discriminación alguna. Además se superpone la satisfacción de cuatro dimensiones: no discriminación, accesibilidad física y económica, acceso a la información.

3) Aceptabilidad: Involucra una dimensión de respeto por las particularidades individuales y colectivas que rodean y determinan las posibilidades de su ejercicio. La aceptabilidad comprende libertades y condiciones que están cultural, ética, histórica y socialmente determinadas.

4) Calidad: Involucra el conjunto de condiciones que permiten a las personas y comunidades, disponer y acceder a servicios asistenciales y determinantes de la salud apropiados desde el punto de vista científico y técnico. La calidad en este derecho está ligada a los criterios de efectividad, oportunidad, eficiencia y eficacia.

En la elaboración de la matriz de evaluación se observa que en la parte vertical están los elementos esenciales del derecho a la salud: disponibilidad, accesibilidad, aceptabilidad y calidad. En la parte horizontal están situadas las obligaciones de tipo progresivo, el tipo de obligación, nombre del indicador o pregunta relacionada y objetivo.

Se han seguido los siguientes pasos:

- 1) Descripción del contenido del derecho a la salud y las obligaciones que su realización define al Estado colombiano.
- 2) Definición de indicadores y del instrumento de medición.
- 3) Validación de referentes e instrumento de medición.
- 4) Sistematización del instrumento de medición (construcción de la base de datos).
- 5) Aplicación del instrumento de medición.
- 6) Análisis y evaluación de la información.
- 7) Elaboración del informe.

[Volver al índice](#)

DFID. (2008). *How to Note on Integrating Gender within Evaluation*. Manuscrito no publicado. UK

Esta guía tiene como objetivo ayudar al personal del DFID (*Department for International Development* - Reino Unido) a comprender la importancia y por qué se debe integrar género dentro de la evaluación, así como los retos existentes en la medición de las desigualdades entre mujeres y hombres. La guía busca asimismo dotar de herramientas para asegurar que los contenidos de género se encuentren totalmente integrados en las evaluaciones del DFID.

En este sentido, la guía expone de forma detallada los pasos a seguir para incluir la perspectiva de género a lo largo de todo el proceso evaluativo: la planificación y seguimiento de la evaluación, su desarrollo y su posterior utilización.

En relación a la planificación y seguimiento, se sugiere que los contenidos de género sean recogidos en los términos de referencia, que se impulse la participación de todas y todos los agentes críticos, que se promueva un equilibrio de género y la inclusión de este enfoque de análisis en los equipos de evaluación.

Respecto al propio proceso evaluativo se pone énfasis en que se desarrolle una metodología adecuada, que el trabajo de campo posibilite la participación de la mayor parte de las y los *stakeholders* y que el informe de evaluación refleje un rico análisis de género.

Por último, en cuanto al uso de los informes evaluativos, la mirada se dirige a examinar si hay recomendaciones y lecciones aprendidas en materia de género, si se incluyen en la respuesta de gestión a la administración y si el informe se publica en una variedad de formas para ser accesible a las diferentes audiencias.

Se incluyen ejemplos de métodos de evaluación y lecturas complementarias y una lista de verificación de la inclusión de los contenidos de género en evaluación.

[Volver al índice](#)

Espinosa Fajardo, J. (2011). La evaluación sensible al género: Una herramienta para mejorar la calidad de la ayuda. Begoña Leyra y Ana Pérez (Eds.). Cuadernos de género, n° 2, Madrid, Instituto Complutense de Estudios Internacionales, en imprenta.

http://halshs.archives-ouvertes.fr/docs/00/53/26/15/PDF/AT19_Espinosa.pdf

En este artículo se presenta la evaluación con enfoque de género como una herramienta clave para avanzar hacia una mayor calidad y eficacia de la ayuda. Desde esta perspectiva se realiza un análisis general de la práctica evaluativa en materia de género en cooperación al desarrollo, se reflexiona sobre qué significa incorporar este enfoque en todo el proceso evaluativo y se exponen los principales desafíos a los que hace frente este tipo de práctica.

El artículo comienza diferenciando dos grandes enfoques que, al igual que en planificación, pueden identificarse en la fase de evaluación: el enfoque de Mujeres en el Desarrollo (MED) y el enfoque de Género en el Desarrollo (GED).

Posteriormente se define qué se entiende por evaluación sensible al género y establece una serie de propuestas para llevar a cabo, en la práctica, este tipo de ejercicio. En concreto, subraya la centralidad del “análisis de género” en la evaluación sensible al género y la necesidad de atender las diferentes dimensiones de género en todo el proceso evaluativo. Asimismo, propone una redefinición de criterios y preguntas de evaluación en clave de género y la elaboración de indicadores específicos.

Por último, hace hincapié en los retos centrales en materia de género y evaluación: la escasa voluntad política, la limitada capacidad institucional, el uso de género y mujeres como sinónimos, y las asunciones existentes sobre la dificultad de incorporar género en los procesos evaluativos.

[Volver al índice](#)

Fernández Aller, C. [Coord.] (2009). Marco teórico para la aplicación del enfoque basado en Derechos humanos en cooperación al desarrollo. Madrid: Libros de la Catarata.

Esta obra colectiva se aproxima al EBDH desde diferentes perspectivas. Por un lado se indican los antecedentes, la fundamentación y el concepto de este enfoque, así como experiencias de incorporación de EBDH en la práctica, los aportes a la cooperación al desarrollo, los retos y los pasos para la elaboración del marco conceptual. Por otra parte, se muestran los pasos en la elaboración de EBDH en casos concretos, como por ejemplo: el derecho a la educación, a la salud, a la alimentación, a la igualdad de género y la gobernanza.

En el capítulo 5 se remarcen los límites de EBDH, un aspecto crucial y muy a tener en cuenta en el proceso de evaluación. Se señala, por ejemplo, la cautela al indicar que los derechos humanos se aplican de manera universal obviando el contexto cultural, como son, entre otros, los aspectos de pluralismo legal o la temporalidad de los proyectos de cooperación al desarrollo.

[Volver al índice](#)

Fernández-Layos, A. L. (2003). De las palabras a los hechos: ¿Promoviendo la equidad entre mujeres y hombres en los procesos de desarrollo? En G. Tamayo, A. Delso, I. López, N. Navarro, y A. L. Fernández-Layos, *Género en la cooperación al desarrollo: una mirada a la desigualdad*, 91-121. Madrid: ACSUR-Las Segovias.

http://www.acsur.org/IMG/pdf/una_mirada_a_la_desigualdad.pdf

Este capítulo combina la reflexión sobre la relevancia de la igualdad de género para el desarrollo humano con la presentación de un conjunto de acciones y herramientas para integrar la perspectiva de género en todo el ciclo del proyecto (identificación, formulación, ejecución, seguimiento y evaluación).

Se presentan el diagnóstico participativo con enfoque de equidad de género (DPEG) y el análisis del impacto de género como elementos clave en la fase de identificación. Al mismo tiempo, se subraya la necesidad de contar con personal sensible al género para asegurar una planificación y ejecución que actúe sobre la desigualdad estructural de género. Respecto a la implementación de proyectos, se especifican que pueden ejecutarse atendiendo a tres políticas diferenciadas (específicas, neutrales y redistributivas) y se indican sus respectivas ventajas y desventajas.

En materia de evaluación se expone una reflexión sobre los obstáculos existentes para integrar la perspectiva de género en evaluación y se especifican dos modelos para evaluar el impacto de género estructurados en ejes analíticos y preguntas de evaluación. Ambos modelos dirigen la mirada a la incorporación del enfoque de género en el diseño y ejecución de la intervención así como a los resultados específicos generados por ella.

En conjunto, la integración del enfoque de género en el ciclo de las acciones de desarrollo pasa por tomar en consideración en todas las fases: la división sexual del trabajo, el acceso y control sobre los recursos y beneficios; las necesidades prácticas y estratégicas; la condición y posición de mujeres y hombres; y la calidad de su participación.

[**Volver al índice**](#)

Freeman, T., Mikkelsen, B. et al. (2003). *Reflection on Experiences of Evaluating Gender Equality, Sida Studies in Evaluation 03/01*. Estocolmo: ASDI.

<http://www.oecd.org/dataoecd/34/38/35205618.pdf>

Este estudio identifica, tomando como referencia la evaluación de la estrategia de *mainstreaming* de género de la Agencia Sueca de Cooperación Internacional para el Desarrollo -ASDI/SIDA- (*Mainstreaming Gender Equality, Sida Evaluation Report 02/01*), los principales retos metodológicos a la hora de medir cambios en materia de igualdad de género.

Por una parte, reflexiona sobre los métodos y herramientas utilizadas y su utilidad, sus fortalezas y debilidades para evaluar el enfoque de *mainstreaming* de género de ASDI y valorar los cambios en términos de igualdad. Por otra, expone los dilemas emergentes a la hora de evaluar una política y estrategia de carácter transversal así como a la hora de evaluar procesos y cambios. Finalmente, el estudio resume las principales lecciones en relación a la metodología para futuras evaluaciones de la igualdad de género.

El documento pone de manifiesto la existencia de visiones diferentes, y en conflicto, sobre cómo debe implementarse un programa de igualdad de género. Durante la evaluación se considera clave establecer una comprensión común de conceptos como igualdad de género, *mainstreaming* de género y empoderamiento, entre otros. A partir de ahí, se propone la combinación de métodos y el impulso de procesos participativos. Los ejes de análisis que se adoptan son: contenidos relativos a la igualdad de género en el diseño e implementación; modo de abordaje (participación de *stakeholders*, obstáculos y oportunidades perdidas, vínculo con otras iniciativas de promoción de la igualdad); cambios generados (relativos a necesidades de género, roles masculinos y empoderamiento de las mujeres).

En cuanto a las lecciones aprendidas, se señala la necesidad de mayores datos desagregados por sexo e indicadores de proceso y de un marco temporal más amplio para fomentar en mayor medida la participación. Se pone en cuestión el vínculo entre políticas de género y políticas de reducción de la pobreza al tiempo que se subraya que las asimetrías en las relaciones de ayuda pueden potenciar que el diálogo en evaluación sea, en realidad, un monólogo disfrazado.

[Volver al índice](#)

Gómez Galán, M. (2011). Los derechos humanos y el desarrollo: hacia un camino compartido. En: *Los derechos humanos en la sociedad global: mecanismos y vías prácticas para su defensa*. Madrid: Cideal-AECID.

<http://www.cideal.org/cd/fscommand/cap7.pdf>

En el texto se explica con detalle los aspectos de derechos humanos y desarrollo en el ámbito de la propia cooperación para el desarrollo. El autor plantea que la aplicación del EBDH no es camino fácil, pueden encontrarse dificultades, especialmente en las contrapartes del sur, los Estados, al ponerse el énfasis en el reconocimiento de las obligaciones como titular de las mismas.

El autor señala en este artículo diferentes obstáculos para la plena aplicación del EBDH. Por último, en relación al monitoreo y evaluación, se dan algunas ideas y pinceladas generales para su implementación. Presenta una tabla donde en la parte vertical están los criterios (pertinencia, eficacia, eficiencia, cobertura, impacto y sostenibilidad) y en la parte horizontal las preguntas/temas vinculados a EBDH.

[Volver al índice](#)

González Gómez, L., & Murguialday Martínez, C. (2004). Evaluar con enfoque de género. Cuadernos Bakeaz, 66, 1-16.

http://pdf.bakeaz.efaber.net/publication/full_text/128/CB66_maqueta_PDF.pdf

Este cuaderno de trabajo parte de que toda acción de desarrollo tiene efectos en mujeres y hombres así como en sus relaciones sociales. La evaluación con perspectiva de género resulta clave para valorar hasta qué punto los resultados alcanzados han contribuido a satisfacer las necesidades e intereses de ambos sexos y en qué medida han modificado las desigualdades de género existentes en el ámbito específico de actuación.

Ante la ceguera al género en la mayor parte de los procesos evaluativos, se reflexiona sobre qué significa y por qué es útil incorporar el enfoque de género en evaluación. Para introducir esta perspectiva, propone el uso en evaluación de instrumentos clásicos del análisis de género (perfil de actividades, matriz de acceso y control de recursos y perfil de necesidades e intereses de género). Subraya la necesidad de que los elementos de la evaluación propios del marco lógico (indicadores y fuentes de verificación) y los criterios clásicos del CAD sean sensibles al género.

En relación a indicadores de género, presenta un amplio conjunto según su nivel de medición, naturaleza, ubicación en el ciclo del proyecto y utilidad para medir la participación y el empoderamiento de mujeres y hombres. Por último, se presenta una redefinición en clave de género de los criterios evaluativos acompañada de ejemplos específicos que ayudan a la comprensión.

[Volver al índice](#)

HRI-ONU. (2006). Informe sobre indicadores para vigilar el cumplimiento de los instrumentos internacionales de derechos humanos, 18° reunión de los presidentes de los órganos creados en virtud de tratados de derechos humanos. Ginebra, 22 y 23 de junio de 2006. Documento HRI/MC/2006/7

http://www2.ohchr.org/english/bodies/icm-mc/docs/HRI.MC.2006.7_Sp.pdf

El documento pergeña un marco conceptual y metodológico para la definición de indicadores cuantitativos para vigilar el cumplimiento de los tratados internacionales de derechos humanos por parte de los Estados. Este marco no se ciñe a los presupuestos del EBDH que están más orientados a la cooperación al desarrollo. Se trata de indicadores específicos que tienen como finalidad reforzar la rendición de cuentas. En el Informe se proponen pautas para elaborar los indicadores, como la determinación de atributos y la configuración de los derechos supervisados, junto con los indicadores estructurales, de proceso y de resultados.

A título ilustrativo en los anexos se señalan indicadores para cuatro derechos humanos: a la vida, a la revisión judicial de la detención, a una alimentación adecuada y a la salud.

En los indicadores del derecho a la vida se tuvo en cuenta el artículo 6 del Pacto Internacional de Derechos Civiles y Políticos e indicadores de los Objetivos de Desarrollo del Milenio, formulándose de la siguiente manera: en la parte vertical se encuentran los indicadores estructurales, de proceso y resultado. Y en la parte horizontal aspectos constitutivos del derecho a la vida como la privación de la vida, desapariciones de personas, salud y nutrición y pena de muerte. En su mayoría se trata de indicadores cuantitativos.

En lo que respecta al derecho a la revisión judicial de la detención, en el lado vertical se señalan los indicadores estructurales, de proceso y de resultado. Y en la parte horizontal la detención y encarcelamiento por cargos penales, privación de la libertad y revisión efectiva por los tribunales.

En relación al derecho a la alimentación adecuada se tuvo en cuenta el artículo 11, Pacto Internacional de Derechos Económicos, Sociales y Culturales y los indicadores de los Objetivos de Desarrollo del Milenio, formulándose de la siguiente manera: en la parte horizontal los aspectos sustantivos y relevantes de este derecho: nutrición, seguridad alimentaria y protección al consumidor, disponibilidad de alimentos y accesibilidad de los alimentos.

Por último, el derecho al disfrute del más alto nivel posible de salud física y mental (artículo 12 del Pacto Internacional de Derechos Económicos, Sociales y Culturales e indicadores de los Objetivos del Milenio), en lo que respecta a la parte sustantiva y constitutiva (parte horizontal) del derecho a la salud se ha tomado en cuenta: la salud reproductiva, mortalidad infantil y atención de la salud, entorno natural y de trabajo, prevención, tratamiento y control de enfermedades, accesibilidad de los centros de salud y los medicamentos esenciales. Y en la parte vertical los indicadores estructurales, de proceso y de resultados. En los indicadores no se observan aspectos como el género o la etnia, que sí deben ser tenidos en cuenta en lo que respecta al EBDH.

[**Volver al índice**](#)



Hunt, P. (2006). Los derechos económicos, sociales y culturales. Informe del Relator Especial sobre el derecho a toda persona al disfrute del más alto nivel posible de salud física y mental. Informe del Sr. Paul Hunt del 3 de marzo de 2006. Documento E/CN.4/2006/48.

http://www.observatoriopoliticasocial.org/images/PDF/Biblioteca/biblioteca_2010/ONU_docs/Informes_relatores/Salud/2006_informe_del_relator_especial_sobre_el_derecho_a_la_salud_fisica_y_mental_2.pdf

El informe del Relator Especial sobre el derecho de toda persona al disfrute del más alto nivel posible de salud física y mental introduce el uso de los indicadores para una supervisión más adecuada del derecho a la salud, “*siempre y cuando estén desagregados por varios motivos, tales como sexo, raza y etnia*”. El Relator señala que los indicadores están llamados a desempeñar una función importante en la medición y supervisión progresiva de la salud, no obstante advierte que de no generarse un número excesivo de indicadores, deben ser sencillos y estar a la altura de la capacidad de la mayoría de los Estados de reunir los datos. Los indicadores no solamente centrarán su atención en los resultados sino también en los procesos mediante los cuales se logran resultados.

El Relator subraya que no se trata de un cambio radical de las metodologías existentes, sino que los utiliza y adapta en la medida de lo necesario. La operacionalización de estos indicadores se construye de la siguiente manera: en la parte horizontal se sitúan los indicadores estructurales, de proceso y de resultados. Y en la parte vertical se señalan el contexto jurídico básico, el contexto financiero básico, las estrategias y el plan de acción nacionales, la participación, las instituciones nacionales de derechos humanos y la asistencia y cooperación internacionales (para los donantes). Se marcan como aspectos prioritarios:

- 1) Mejorar la asistencia antenatal, en el parto, después del parto y recién nacido.
- 2) Prestación de servicios de planificación de la familia de alta calidad;
- 3) Eliminar el aborto no seguro; aspecto prioritario
- 4) Luchar contra las infecciones de transmisión sexual, el cáncer cervicouterino y otras enfermedades ginecológicas.
- 5) Promover la salud sexual, en particular entre los adolescentes.

[Volver al índice](#)

Hunt, J., & Brouwers, R. (2003). *Review of Gender and Evaluation. Final Report to DAC Network on Development Evaluation. DAC Evaluation Series. OCDE.*

<http://www.oecd.org/dataoecd/40/63/35342762.pdf>

Este informe del CAD constituye una revisión de experiencias evaluativas que han incluido, en mayor o menor medida, la igualdad de género dentro de sus contenidos de análisis. Su objetivo es mejorar la práctica evaluativa y los resultados de desarrollo y, para ello, centra su análisis en tres áreas específicas: la metodología de evaluación elaborada para valorar los cambios en materia de igualdad de género, *mainstreaming* de género y empoderamiento de las mujeres; los enfoques institucionales y las estrategias de cambio que se han puesto en marcha para hacer frente a los obstáculos recurrentes a la hora de transversalizar el género; y las mejoras en los resultados generales de desarrollo debido al análisis de género y el *mainstreaming* de género.

Se analizan 85 evaluaciones de donantes del CAD realizadas entre 1999 y 2002: 42 evaluaciones temáticas centradas en iniciativas de igualdad de género, *mainstreaming* de género y empoderamiento de las mujeres y 43 evaluaciones generales que incluyen referencias a contenidos de género. De acuerdo con esta revisión, el documento expone los principales hallazgos encontrados relativos a la metodología de evaluación utilizada, los enfoques institucionales y estrategias de cambio implementadas así como los avances en el uso del análisis de género.

Entre los principales hallazgos destacar que, en general, existen pocos indicadores de género y líneas de base e información de seguimiento desagregada por género. Igualmente, las evaluaciones se caracterizan por un análisis de género muy pobre, centrado en la participación de mujeres y hombres más que en los impactos de género. Cuando se evalúa el *mainstreaming* de género, además, el foco se centra en mayor medida en la institucionalización de la perspectiva de género que en sus efectos sobre la igualdad. En el seno de las instituciones y organizaciones, por otra parte, es escasa la formación y experiencia en evaluar con enfoque de género.

De acuerdo con Hunt y Brouwers, evaluar contenidos de igualdad de género requiere un buen diseño e implementación de la evaluación que se traduce en: un objetivo claro y sencillo, diseño transparente y aplicación sistemática de los métodos de recolección de datos, criterios de evaluación bien definidos e indicadores sensibles al género.

[**Volver al índice**](#)

Jiménez Benítez, W. (2007). El enfoque de los derechos humanos y las políticas Públicas. Universidad Sergio Arboleda. Bogotá (Colombia) 7 (12), 31-46, enero-junio

http://www.usergioarboleda.edu.co/civilizar/revista12/enfoque_DDHH.pdf

En este artículo el autor señala una serie de argumentos históricos, jurídicos y políticos sobre el entrelazamiento del enfoque de derechos y las políticas públicas. En el texto se postula por un nuevo pacto social y se desarrolla la fundamentación del enfoque de los derechos en un contexto de cambio.

Se realiza un análisis con cierto peso jurídico, sin embargo, la reflexión no se centra en aspectos del Enfoque de Derechos Humanos en la cooperación.

[Volver al índice](#)

Jonsson, U. (2003). Human rights approach to development programming. Kenya, UNICEF

El autor describe el método de programación para incorporar la perspectiva del enfoque de derechos y esboza un marco y un procedimiento para la programación en la práctica. Aborda nociones fundamentales de derechos humanos que deben ser tomadas en cuenta, como lo que respecta a los y las titulares de los derechos y a los titulares de los deberes. Desbroza asimismo las diferencias que existen entre el enfoque de necesidades y el enfoque de los derechos y compara sus principios.

En el capítulo 4 el autor introduce las construcciones teóricas y herramientas que se usan para operacionalizar el enfoque de los derechos. En el 5 se centra y pone la atención en las personas y las comunidades, quienes finalmente son los depositarios de este enfoque.

En el capítulo 6 se desarrolla, paso a paso, la aplicación de este enfoque que incluye experiencias en la implementación de los derechos a los niños y niñas (se busca definir con los pasos y los ejemplos, las brechas de las capacidades).

En el capítulo 7 y 9 se cubren los estudios de casos en Tanzania, Mozambique y Zimbabwe. El documento se completa con dos importantes anexos: en el primero aborda el seguimiento y evaluación de un proyecto y en el segundo se hace referencia a un programa de EBDH en situaciones de conflicto y de emergencia.

En el ejemplo de seguimiento del Anexo I el autor operacionaliza la tabla teniendo como referente las obligaciones del Estado frente al Convenio o tratado. En la parte vertical de la tabla se señala el tipo de obligación, que pueden ser: de respeto, protección, facilitar el cumplimiento, la obligación proporcionar asistencia directa para la realización de derecho. En la parte horizontal se establecen los derechos de los niños y niñas: derecho a la alimentación, salud y cuidado. Y bajo estos derechos se construyen los indicadores de seguimiento.

[Volver al índice](#)

Kabeer, N., & Subrahmanian, R. (1999). Following through the Process. Implementation, Monitoring and Evaluation. En Naila Kabeer y Ramya Subrahmanian (Eds.), *Institutions, Relations and Outcomes. Framework and Case Studies for Gender-aware Planning*, 341-360. Londres: Zed Books.

Este ensayo revisa los modos como la política intra-organizacional puede afectar a la traducción de los compromisos de género en resultados y sugiere herramientas para analizar el grado en que existe resistencia intra-organizacional. En concreto, dirige la mirada a la relación entre las intervenciones de desarrollo y su contexto organizacional (factores potenciadores y no potenciadores), poniendo énfasis en el desarrollo de indicadores de seguimiento y evaluación que pueden alertar a las organizaciones de las necesidades, prioridades y preferencias de mujeres y hombres.

La ceguera al género en los procesos de planificación y la tendencia actual de “añada mujeres y mezcle”, hace que resulte clave la elaboración de indicadores de género que proporcionen información sobre insumos, resultados y objetivos. Estos indicadores constituyen, de hecho, una medida de precaución para asegurar que no se diluya la perspectiva de género durante la implementación de la acción de desarrollo.

Por otra parte, se subraya la necesidad de tomar en cuenta en la elaboración de indicadores las diferentes y divergentes realidades en las que se enmarca una intervención. Se distingue entre los siguientes indicadores: procedentes de la investigación en el área concreta de intervención (*outsider's indicator*); de las agencias que reflejan cómo éstas perciben y miden sus propios objetivos (*agency's indicators*); de la población beneficiaria que recogen cómo ésta percibe los cambios producidos por la acción de desarrollo (*beneficiaries' indicators*).

[Volver al índice](#)

MAEC (Ministerio de Asuntos Exteriores y de Cooperación). (2009). Plan Director 2009-2012. Madrid: MAEC.

<http://www.maec.es/es/MenuPpal/CooperacionInternacional/Publicacionesydocumentacion/Paginas/publicaciones1.aspx#Planes%20Directores>

El Enfoque Basado en Derechos es uno de los enfoques para el sustento y la construcción de la política al desarrollo. Se destaca el Enfoque Basado en Derechos y el compromiso de la Cooperación Española en la observancia y cumplimiento de los marcos internacionales de Derechos Humanos impulsados por la organización de Naciones Unidas.

La Cooperación Española está, asimismo, atenta al debate, diálogo norte / sur, a escuchar la voz de las y los excluidos en estos procesos y debates sociales.

En relación al Género en Desarrollo, es una prioridad sectorial y horizontal del Plan. La Cooperación Española basará en el enfoque GED todas sus actuaciones y todos los niveles desde la planificación estratégica a la programación, la gestión, el seguimiento y la evaluación.

[Volver al índice](#)

Marks, S. P. (2005). The Human Rights Framework for Development: Seven Approaches. En Basu, Mushumi, Archana Negi, and Arjun K. Sengupta (eds.), *Reflections on the Right to Development*, Sage Publications, 23-60. New Delhi.

<http://www.crin.org/resources/infoDetail.asp?ID=4698>

El autor identifica siete formas (enfoques) principales en que los derechos humanos se pueden aplicar para el desarrollo humano: holístico, basado en derechos humanos, el enfoque de la justicia social, de las capacidades, del derecho al desarrollo (y en qué se diferencia de un enfoque basado en derechos humanos), de las responsabilidades y en la educación de los derechos humanos.

El artículo identifica asimismo los retos a los que enfrentan, en este sentido, aquellas personas que trabajan en el desarrollo y define los siguientes pasos para la traducción de la teoría de los derechos humanos a la práctica del desarrollo:

1. Identificar un enfoque basado en derechos humanos. Por ejemplo, definir en términos socioeconómicos los derechos, tener en cuenta las apostillas de los órganos encargados de la interpretación de los tratados que se refieren a las obligaciones de los principales convenios de derechos humanos que se centran en la obligación de respetar, proteger, promover, facilitar y proporcionar, y el uso de los métodos de participación.
2. El necesario balance del modelo de cooperación, valorándose la necesidad de utilizar un enfoque de violaciones a los derechos humanos.
3. Aplicar indicadores pertinentes e igualmente criterios de referencia.
4. Aplicar el enfoque de derechos humanos en la planificación del desarrollo.

[**Volver al índice**](#)

Moser, C. (2005). *Moser gender analysis framework and gender audit*. Herramienta del Poverty Analysis Monitoring Team, DFID and Social Development Department, World Bank.

<http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTSOCIALDEVELOPMENT/EXTTOPPSISOU/0,,contentMDK:20590734~menuPK:1442609~pagePK:64168445~piPK:64168309~theSitePK:1424003~isCURL:Y,00.html>

La herramienta online “*Moser gender analysis framework + participatory gender audit methodology*” es una metodología de planificación y auditoría cuyo objetivo es promover la emancipación de las mujeres y el logro de la igualdad, la equidad y el empoderamiento. Si se utiliza exclusivamente el marco de análisis de género de Moser, la herramienta sirve para planificar en todos los niveles de actuación (proyecto, programa, plan, política) y examinar los supuestos de partida de las políticas. Si se usa también la metodología de auditoría participativa de género de Moser, la herramienta posibilita valorar el grado de progreso en la adopción del mainstreaming de género.

Esta herramienta ayuda a visibilizar la división del trabajo, las necesidades de género, las diferencias entre mujeres y hombres en el acceso y control de los recursos y la toma de decisiones, así como el grado en que las políticas, programas y proyectos atienden las necesidades prácticas y estratégicas de género.

La auditoría participativa de género, apoyada en la “Gender Audit Score Card”, recoge información relativa a la integración de la perspectiva de género en la estrategia país, los programas sectoriales y las actividades específicas orientadas al empoderamiento de las mujeres.

Identifica si se define una responsabilidad institucional interna, si existen capacidades y si se asignan presupuestos específicos para promover la igualdad de género.

En la web puede consultarse el procedimiento de aplicación del marco de análisis de género de Moser y las características de la auditoría de género de Moser.

[Volver al índice](#)

Murguialday, C., Vázquez, N., & González, L. (2008). *Un paso más: Evaluación del impacto de género*. Barcelona: Cooperació y AECID.

http://www.nodo50.org/mujeresred/IMG/pdf/Un_paso_mas_evaluacion_del_impacto_de_genero.pdf

Esta publicación constituye una de las referencias clave en lengua castellana sobre cómo evaluar impacto de género en acciones de cooperación al desarrollo. De forma pedagógica y práctica, se expone por qué es necesario evaluar con perspectiva de género y, en concreto, la pertinencia de valorar los impactos de género. Define qué significa cambiar las relaciones de género y recoge herramientas específicas para valorar los avances y retrocesos en este sentido, los impactos de género.

Se incluyen ejemplos sobre la utilidad de las diferentes herramientas de análisis de género (perfil de actividades, matriz de acceso y control de recursos y beneficios, cuadro de necesidades prácticas y estratégicas, entre otras) para analizar impactos en diferentes dimensiones como el uso del tiempo en ambos sexos, el reparto de tareas de mujeres y hombres, el acceso y control sobre recursos y beneficios así como las necesidades de género.

Como elemento básico para el avance hacia la equidad de género y el desarrollo humano, se exponen un conjunto de indicadores cuantitativos y cualitativos para medir el impacto específico en el empoderamiento (objetivo, económico y político) de las mujeres.

[Volver al índice](#)

NN.UU. (2006). *Preguntas frecuentes sobre el enfoque de derechos humanos en la cooperación para el desarrollo*. Oficina del Alto Comisionado de las Naciones Unidas para los Derechos Humanos. Ginebra: Naciones Unidas.

<http://www.ohchr.org/Documents/Publications/FAQsp.pdf>

A través de preguntas y respuestas se absuelven las dudas que puede generar la incorporación del EBDH desde Naciones Unidas. Se responde a cuestiones básicas como el concepto y naturaleza de los derechos humanos y su conexión con el desarrollo. Asimismo, se ilustra las preguntas con experiencias en otros países y en los temas de pobreza. Se intenta pergeñar un lenguaje común en este tema.

En los anexos se incluyen, además, referencias a los tratados internacionales y aspectos de doctrina de este enfoque. El documento se complementa con una selección de referencias en la Web en EBDH.

[Volver al índice](#)

NORAD. (2005). *Gender and Development. A review of evaluation reports 1997-2004*. Oslo: NORAD

<http://www.norad.no/en/Tools+and+publications/Publications/Publication+Page?key=109546>

Este informe es el resultado de una revisión de la integración de la perspectiva de género en 63 informes de evaluación llevados a cabo desde el Ministerio Noruego de Asuntos Exteriores entre 1997 y 2004. En sus páginas se expone cómo estos informes han incorporado esta perspectiva de análisis en el diseño e implementación de la evaluación. Para ello, se analiza cómo se incluye el enfoque de género en los términos de referencia, el diseño evaluativo, la metodología utilizada, la selección de personas a entrevistar y la composición de los equipos de evaluación.

Se expone los principales hallazgos en relación al género de una selección de 24 informes (centrados en programas con un foco específico en la igualdad de género). Específicamente, se recogen los resultados más relevantes relativos a: la incorporación de las necesidades prácticas y estratégicas de las mujeres en las acciones; la selección de las mujeres como grupo objetivo; la definición de actividades pertinentes para las mujeres; la inclusión de objetivos de participación de las mujeres; y la incorporación de los contenidos de género en la implementación y la evaluación. Al mismo tiempo, se analiza en qué medida determinadas áreas o sectores de la cooperación tienen un enfoque más explícito en relación al género.

NORAD sostiene que integrar la perspectiva de género en evaluación requiere un cambio de enfoque en el modo en cómo se llevan a cabo este tipo de ejercicios así como una clara comprensión de los mecanismos que reproducen la discriminación contra las mujeres. Para ello, resulta clave establecer líneas de base con indicadores específicos de género; la existencia de procedimientos y capacidades para recoger datos a lo largo de la vida del proyecto; y el planteamiento de preguntas evaluación relativas a este tipo de desigualdad en los términos de referencia.

[Volver al índice](#)

OIT. (2007). Guía para la evaluación. Consideración del género en el seguimiento y evaluación de proyectos.

http://www.ilo.org/gender/Informationresources/WCMS_118221/lang-es/index.htm

En esta guía de la Organización Internacional del Trabajo (OIT) se explica la importancia de considerar de modo sistemático la igualdad de género en los procesos de seguimiento y evaluación. De forma paralela, expone los principales conceptos relacionados con el género, el mandato y la política de la OIT en materia de igualdad. Además, ofrece una orientación específica sobre cómo incorporar el género en el seguimiento y la evaluación de proyectos.

Partiendo de que mujeres y hombres tienen diferentes roles, derechos y responsabilidades, enfatiza en la necesidad de atender las necesidades y capacidades de ambos sexos para reducir la desigualdad de género y, con ello, mejorar la eficiencia y el impacto de las políticas de desarrollo. Subraya la necesidad de atender a las cuestiones de género en evaluación en línea con los estándares internacionales de calidad evaluativa.

La guía recoge un listado de preguntas clave con el fin de asegurar la inclusión de la perspectiva de género en el sistema de seguimiento y evaluación y comprobar que se incluye el género en todo el proceso evaluativo, así como preguntas evaluativas clave ligadas a un conjunto de 6 criterios de evaluación: pertinencia y aptitud estratégica, validez del diseño, progreso y eficacia del proyecto, idoneidad y eficiencia en el uso de los recursos, eficacia de las disposiciones de gestión, y orientación y sostenibilidad del impacto.

Por último, enumera 4 recomendaciones para potenciar la inclusión del género en evaluación: incorporar esta perspectiva en el diseño del proyecto; sensibilizar y apoyar al personal técnico; establecer una red de apoyo; facilitar el aprendizaje.

[Volver al índice](#)

OIT. (1995). *Pautas para integrar las cuestiones relacionadas con el género de las personas en el diseño, seguimiento y evaluación de los programas y proyectos de la OIT.*

<http://preval.org/files/00496.pdf>

Estas pautas se nutren de la experiencia adquirida por este organismo internacional en materia de igualdad de género y forma parte de una serie de directrices relativas a su sistema de diseño, seguimiento, evaluación y presentación de informes. Su finalidad es ofrecer al personal de la OIT conceptos, análisis e instrumentos para integrar las cuestiones relativas a las mujeres y la igualdad en el diseño, seguimiento y evaluación.

El documento se organiza en dos grandes secciones. La primera presenta el marco conceptual y la estrategia general de la OIT para promover la igualdad entre los y las trabajadoras y los principales métodos para incorporación de la perspectiva de género en el análisis y la planificación. De igual modo, expone las normas internacionales de mayor importancia para las trabajadoras. La segunda sección recoge una serie de listas de comprobación relativas a la inclusión de los contenidos de género en la planificación y elaboración de programas (lista 1), en los informes de avance (lista 2), en los informes de autoevaluación (lista 3) y en las misiones de evaluación independiente (lista 4).

En materia de evaluación, la lista 2 se centra en el análisis de la participación de mujeres y hombres en la acción de desarrollo. La lista de verificación 3, por su parte, dirige la mirada a la valoración, en clave de género, de la eficacia, la pertinencia, la eficiencia, la sostenibilidad y la adecuación a las normas internacionales del trabajo. La lista de verificación 4, propone examinar la finalidad y alcance, el contenido y el diseño, la ejecución, el rendimiento (atendiendo a la eficacia, pertinencia, eficiencia y sostenibilidad) y la adecuación a las normas internacionales del trabajo.

[Volver al índice](#)

OEA. (2008). Lineamientos para la elaboración de indicadores de progreso en materia de Derechos económicos sociales y culturales, del 19 de julio 2008. Documento OEA/Ser. L/V/II. 132.

<http://www.cidh.oas.org/countryrep/IndicadoresDESC08sp/Indicadoresindice.sp.htm>

Se exponen los lineamientos desarrollados para la evaluación y monitoreo de derechos económicos, sociales y culturales previstos en el Protocolo Adicional a la Convención Americana sobre Derechos Humanos en materia de Derechos Económicos, Sociales y Culturales. En el estudio se remarca que a pesar de que estos lineamientos no se ciñen al EBDH, sí pueden facilitar insumos para el diseño de la evaluación. Con ello se busca proveer a los Estados parte y a las demás organizaciones y a la sociedad civil de una herramienta útil que sirva de base para la presentación de los informes, y asimismo como mecanismo de evaluación permanente para cada Estado. Se señala, por otra parte, que no se trata de un documento acabado metodológicamente hablando, sino que es suficientemente amplio y abierto como para permitir la incorporación de ajustes y variaciones de acuerdo a los contextos locales y regionales.

La operacionalización se presenta en una matriz donde se tienen en cuenta los indicadores estructurales, de proceso y de resultados, ubicados en la parte horizontal de la tabla. Con el fin de mejorar el análisis y organizar más ajustadamente la información, se sugieren tres categorías:

- 1) Recepción del derecho: Está relacionado con el aparato institucional y las políticas públicas. Se procura alcanzar información relevante sobre la forma en que un derecho incluido en el Convenio se encuentra incorporado en el sistema normativo doméstico y en las prácticas y políticas públicas. Se busca elevar el nivel, las normas que lo reconocen, así como la operatividad y la jerarquía normativa.
- 2) Capacidades estatales: Esta categoría describe un aspecto técnico instrumental y de distribución de recursos de poder al interior del aparato estatal
- 3) Contexto financiero y compromiso presupuestario (que están en la parte vertical de la matriz): Alude a la disponibilidad efectiva de recursos del Estado para ejecutar el Gasto Público Social, y de qué manera se distribuye el mismo, ya sea medido de la manera usual.

Por último, es importante advertir que en la matriz propuesta en el documento no se hace ninguna desagregación por cuestiones de género, etnia u otros.

[Volver al índice](#)

OHCHR (Oficina del Alto Comisionado de las Naciones Unidas para los Derechos Humanos). (s/f). *Principios y directrices para la integración de los derechos humanos en las estrategias de reducción de la pobreza*. Naciones Unidas.

<http://www.ohchr.org/Documents/Publications/PovertyStrategiessp.pdf>

El documento consta de tres capítulos donde se vinculan los derechos humanos, los Objetivos de Desarrollo del Milenio y la pobreza. En el capítulo I se exponen los principios del EBDH. En el capítulo II se explica con detalle los principios de derechos humanos en el proceso de formulación, aplicación y vigilancia de una estrategia de reducción de la pobreza. Señalándose las 8 directivas que deben ser tenidas en cuenta: identificación de los pobres, marco internacional y nacional de los derechos humanos, igualdad y discriminación, establecimiento de metas, referencias y prioridades, participación, vigilancia y rendición de cuentas, asistencia y cooperación internacional, integración de determinadas normas de derechos humanos.

El capítulo III focaliza el EBDH en la estrategia para la reducción de la pobreza, integrando normas de derechos humanos como el derecho al trabajo, a una alimentación adecuada, a una vivienda adecuada, a la salud, a la educación, a la seguridad personal y a la intimidad, a la igualdad de acceso a la justicia, libertades y derechos políticos.

[**Volver al índice**](#)

Pautassi, L. (2010). *El aporte del enfoque de derechos a las políticas sociales. Una breve revisión*. Naciones Unidas- CEPAL-GTZ.

http://www.eclac.cl/ddc/noticias/paginas/7/37567/LauraPautassi_Derechos_polsoc.pdf

La autora destaca la importancia de considerar el enfoque de los derechos en el conjunto de las políticas sociales por parte del Estado y subraya que esto supone un reto, sobre todo en lo que respecta al cambio de perspectiva de beneficiarios de los proyectos a titulares de los derechos, lo cual implica a su vez una serie de obligaciones por parte de los Estados. La autora menciona como ejemplo la judicialización de las políticas sociales.

[**Volver al índice**](#)

Podems, D. P. (2010). Feminist Evaluation and Gender Approaches: There's a Difference? *Journal of MultiDisciplinary Evaluation*, 14 (vol.6), 1-17.

Ante la emergencia de evaluaciones de género en cooperación internacional y la resistencia de agencias donantes e instituciones/organizaciones socias a hablar de evaluaciones feministas, este artículo reflexiona sobre las principales diferencias entre: adoptar un enfoque de mujeres en el desarrollo o un enfoque de género en el desarrollo; y apostar por una evaluación feminista.

De acuerdo con la autora, tanto el enfoque de mujeres como el enfoque de género en el desarrollo se caracterizan por centrarse en describir la vida de las mujeres pero no en su transformación. La evaluación feminista, por el contrario, persigue explicar las causas de la inequidad de género así como un cambio político al respecto.

Desde este posicionamiento, la autora presenta las principales características de la evaluación feminista y sus críticas a los enfoques de mujeres y género en desarrollo. No obstante, reconoce que estos enfoques pueden ser incorporados en la evaluación feminista. A este respecto, se expone cómo combinar elementos de una evaluación feminista con los enfoques de mujeres o género en el desarrollo a través de la experiencia evaluativa de una intervención para mejorar los derechos de las trabajadoras y trabajadores del sexo en Namibia.

El enfoque metodológico propuesto se caracteriza por el reconocimiento de la reflexividad y el carácter político de la evaluación, el impulso de modelos no predeterminados y la inclusión de grupos con menos poder.

[Volver al índice](#)

Porter, S. (2009). *A scan of the intersection between evaluation and human right*. IDEAS website.

http://www.ideas-int.org/documents/file_list.cfm?DocsSubCatID=34

El ámbito de la evaluación y los derechos humanos es un cruce de caminos que el autor intenta desbrozar a lo largo del texto. Sin embargo, a pesar de invocar la interdisciplinariedad, está ausente en los análisis y comentarios.

Por otra parte, remarca que a pesar de los esfuerzos de la doctrina en valorar a los derechos humanos todavía siguen siendo principios declarativos que no han sido incorporados adecuadamente a la evaluación.

En el análisis de los derechos humanos toma prestada la categorización hecha por Steven Marks y en razón de ésta examina proyectos donde se han incorporado las aproximaciones reseñadas por Marks, llegando a la conclusión de que no hay una sola lógica para integrar los derechos humanos en el momento de evaluar.

El autor discrepa de la evaluación por los criterios del CAD-OCDE, señala que son evaluaciones utilitaristas que desdeñan los derechos humanos.

Porter hace un reseñable esfuerzo crítico por aunar dos conceptos aparentemente compatibles pero que muestran tensiones en la práctica, como son los derechos humanos y la evaluación.

[Volver al índice](#)

Programa de Seguimiento de Políticas Públicas en Derechos Humanos. (2010). Protocolo para incidir en la gestión del seguimiento y evaluación de la política pública con enfoque de derechos en lo regional y local. Bogotá: Defensoría del Pueblo de Colombia.

http://www.defensoria.org.co/red/?_item=0009&_secc=00&ts=1

El documento tiene como propósito evaluar la efectividad de las políticas públicas diseñadas y ejecutadas por el Estado colombiano con el fin de garantizar el respeto, protección y realización de los derechos humanos e identificar las barreras que dificultan su concreción en Colombia. Concibe las políticas públicas desde una perspectiva pluralista/de negociación. El sistema de seguimiento y evaluación propuesto tiene dos dimensiones: evidenciar posibles barreras de la realización del derecho y llamar la atención sobre la responsabilidad política y social de las administraciones públicas en los procesos de formulación e implementación de las políticas públicas desde la perspectiva de los derechos humanos. Consta de cinco capítulos:

1. En el primero se contextualiza el desarrollo e implementación de este protocolo en el marco institucional de la Defensoría del Pueblo.
2. En el capítulo dos se desarrollan conceptos básicos de políticas públicas, el seguimiento y evaluación desde una perspectiva de los derechos.
3. En el tercer capítulo se centra en las actividades que permiten una revisión en la gestión integral de las políticas públicas como instrumento de garantía de los derechos humanos.
4. En el cuarto se incluye un análisis de un caso hipotético.
5. El quinto capítulo contiene los instrumentos de aplicación.

[Volver al índice](#)

Sierra Leguina, B. (2000). Criterios para la evaluación con perspectiva de género. *Revista Española de Desarrollo y Cooperación*, 6, 95-112.

Este artículo desarrolla y amplía el epígrafe de criterios de evaluación que se encuentra en el capítulo “Evaluación con enfoque de género” de la *Metodología de Evaluación de la Cooperación Española II* (MAEC). De forma específica, tomando como punto de partida el análisis de género, presenta una redefinición de los criterios del CAD (pertinencia, eficacia, eficiencia, viabilidad e impacto) y subraya la relevancia de incluir un nuevo criterio: la calidad de la participación.

Con el objetivo de dirigir el análisis más en las personas y los procesos, frente al énfasis de los criterios clásicos en la acción, la autora centra la mirada en cuestiones como: identificación de los problemas y necesidades de las mujeres; atención a la desigualdad de género en la definición de objetivos y resultados; valoración de las aportaciones de las mujeres y los resultados para las mujeres; la sensibilidad a los intereses y prioridades de los distintos grupos implicados; estrecha interrelación entre derechos y responsabilidades de mujeres y hombres.

Finalmente se realiza una breve aproximación a los principales desafíos a los que hace frente la incorporación de la perspectiva de género en evaluación.

[Volver al índice](#)

UNEG. (2011). *Integrating Human Rights and Gender Equality in Evaluation. Towards UNEG Guidance* (hay disponible una versión en castellano)

http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=980

Este manual quiere contribuir a la sistemática incorporación de las perspectivas de género y derechos humanos en la práctica de la evaluación. Se basa en las *Normas y estándares de evaluación del Sistema de Naciones Unidas* (2005) y viene a cubrir los vacíos detectados en la revisión de las herramientas disponibles

Parte de la base de que entre las perspectivas de género y derechos humanos se establecen sinergias y zonas comunes. La igualdad de género es un derecho humano pero también una dimensión del desarrollo. Los derechos humanos son inclusivos pero no limitados a la igualdad de género. Asume que ambas perspectivas se guían por los principios de inclusión, participación y relaciones justas de poder.

Aborda las tres fases de una evaluación: a) análisis de la evaluabilidad de las dimensiones de género y derechos humanos y cómo actuar en diferentes escenarios; b) preparación de los elementos de la evaluación con perspectiva de género y derechos humanos; c) ejecución de la evaluación incluida redacción del informe y comunicación de resultados.

En el capítulo I se resalta que antes de comenzar una evaluación hay que analizar en qué medida las perspectivas de género y derechos humanos se ha tenido en cuenta en la intervención. Dependiendo de ello, el equipo evaluador deberá abordar la evaluación de manera diferente, pero siempre tendrá que ser capaz de introducir estas perspectivas en la evaluación. El análisis de la evaluabilidad, como ejercicio a parte realizado con anterioridad a la evaluación, puede servir para introducir medidas correctoras previas.

El capítulo 2 señala la importancia de asegurar desde la fase de planificación, la incorporación de las perspectivas. El/la director/a de la evaluación debe ser una persona cualificada.

La participación es un principio incuestionable pero que en la práctica viene condicionado por diferentes factores; habrá que analizar y establecer el grado de participación que se pretende. Los agentes críticos deben participar en el propio análisis.

En los criterios de evaluación se asumen los OCDE-CAD: pertinencia, eficacia, eficiencia, impacto y sostenibilidad; y los ALNAP para evaluar intervenciones humanitarias. Además, estas perspectivas tienen criterios específicos, como la participación, la transformación social, la inclusión y el empoderamiento.

Para asegurar la interconexión entre preguntas de evaluación y criterios, las preguntas deben derivarse de la teoría del cambio de la intervención. Es importante analizar las teorías de cambio explícita o implícitamente formuladas y hacerlo con ambas perspectivas.

Una intervención debe tener claros los indicadores de evaluación y éstos deben contemplar ambas perspectivas.

En la selección del equipo evaluador, el equipo debe contar con capacidades instaladas sobre género y derechos humanos, no sólo conocimientos, sino también experiencia y compromiso ético, tanto con la igualdad de género y los derechos humanos como en la forma de llevar a cabo la evaluación.

En el capítulo 3 se incluyen técnicas cuantitativas y cualitativas. Además de aportar datos sólidos y consistentes, deben maximizar la participación de los agentes críticos y que haya datos de todos los grupos de interés, especialmente sobre los más vulnerables. En relación a las técnicas cualitativas, el manual ofrece recomendaciones para introducir las perspectivas: trabajo de gabinete, grupos focales, entrevistas y encuestas.

Un informe de evaluación redactado con perspectiva de género y derechos humanos debe: a) contener información suficiente y adecuada de acuerdo con los términos de referencia; b) explicar cómo se garantizó durante la evaluación la participación de los agentes críticos; c) hacer recomendaciones específicas en materia de género y derechos humanos y el seguimiento de su cumplimiento; d) informar sobre dificultades enfrentadas en el proceso de evaluación y sus razones y los beneficios obtenidos (en caso de no haber existido); e) incluir lecciones aprendidas respecto a la intervención y al propio proceso de evaluación.

[**Volver al índice**](#)

UNEG. (2010). *Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System, internal draft for the purpose of collecting feedback during the piloting phase.*

http://unifem.org/evaluation_manual/

El trabajo consta de 5 capítulos y 8 anexos. En el primero se propone orientación sobre los temas clave y transversales de la evaluación. En el segundo se dan definiciones, conceptos y principios sobre el EBDH y el enfoque de género y sus implicancias en la evaluación. Seguidamente, se precisan los conceptos de EBDH y género y su relación con la igualdad. Se revisa el mandato y el marco de la evaluación de las Naciones Unidas (Ética y Directrices del Código de Conducta NN.UU.), enfatizándose la sensibilidad cultural.

En el capítulo 3 se integran las perspectivas EBDH y género en el diseño, planificación y evaluación. En el capítulo 4 se ofrece orientación sobre cómo asegurarse de que los derechos humanos y las perspectivas de la igualdad de género sean integrados en toda la realización de la evaluación como por ejemplo con la adaptación de los métodos o con el uso de métodos específicos.

En el capítulo 5 se exponen los elementos clave que deberían considerarse para completar el informe de evaluación, incluida la redacción de recomendaciones, la difusión del informe y su seguimiento.

Es importante subrayar que es un documento que tiene como valor añadido el repaso detallado al proceso de evaluación.

[Volver al índice](#)

UN-Women. (2011). *Un Women's Guide to Gender Equality / Human Rights* http://www.unevaluation.org/HRGE_Guidance

Esta guía tiene como objetivo dotar de herramientas a los y las profesionales de la cooperación internacional para mejorar la integración del enfoque de género y del enfoque basado en derechos humanos en la gestión y desarrollo de evaluaciones.

Con esta finalidad, la guía proporciona herramientas y consejos para incluir ambos enfoques a lo largo de todo el proceso evaluativo, desde la preparación de los términos de referencia a la difusión y uso de la evaluación. Asimismo, presenta referencias para profundizar en cada uno de los temas.

Concretamente, para la etapa de preparación la guía proporciona: una lista de chequeo para valorar la evaluabilidad, que puede ser útil para la elaboración de los términos de referencia; una guía de estructura de gestión y grupos de referencia; una guía sobre el apoyo de la unidad de evaluación a las evaluaciones descentralizadas; una herramienta para el análisis de las y los *stakeholders*; una guía y una lista de chequeo para elaboración de términos de referencia; ejemplos concretos de términos de referencia; una redefinición de los criterios clásicos del CAD; ejemplos de preguntas de evaluación en clave de género; un resumen de enfoques evaluativos y una guía de métodos de evaluación; matriz para la valoración del perfil del equipo, la propuesta técnica y el presupuesto.

En relación al desarrollo de la evaluación, se presenta una guía de los criterios de calidad de los informes de evaluación de ONU Mujeres. En cuanto a la etapa de difusión y uso de la evaluación, se propone una plantilla para la estrategia de difusión y planificación y una guía para desarrollar una respuesta institucional a la evaluación.

[Volver al índice](#)

Vargas, E., & Gambara, H. (Coordinadoras) (2012). *Evaluación del grado de sensibilidad frente al enfoque de derechos humanos y la perspectiva de género*. Madrid: Libros de la Catarata.

La sensibilidad de las personas frente al EBDH y la Perspectiva de Género (PG), así como su disposición para adoptar estas dos aproximaciones en sus acciones de intervención social, están determinadas por el conocimiento que tienen de cada uno de estos marcos de referencia y la actitud que expresan hacia ellos.

En este sentido, consideran que el conjunto de conocimientos y actitudes son indicadores del concepto que denominan sensibilidad frente al EBDH y la PG.

Entre los resultados de su estudio, resaltan que la adquisición de conocimientos sobre estas perspectivas no asegura su implementación. En las capacitaciones hay que incluir, además de aspectos conceptuales, otros de orden afectivo que determinan la disposición a adoptarlas en sus intervenciones. Una limitación para la aplicación es la existencia de múltiples interpretaciones disponibles sobre estas perspectivas.

En este estudio llegan a la conclusión de que “desde el EBDH, es necesario hacer explícita la PG en todas las fases de la intervención”. Se subraya la necesidad de clarificar las relaciones y distinciones conceptuales de ambas aproximaciones, ya que de lo contrario, la PG puede perderse en el marco más global del EBDH.

En la definición de sensibilidad frente al EBDH y la PG, parafraseando a Kim-Godwin, Clarke y Brown (2001), que definieron sensibilidad cultural, señalan que “la sensibilidad frente a estas perspectivas describe los conocimientos, las actitudes, las percepciones y los valores que expresan la conciencia de las personas tanto de sus propios derechos como del papel de las normas sociales de género en su comportamiento, así como que reconocimiento de las personas con quienes trabajan en los procesos de intervención social como sujetos de derechos cuyas elecciones y acciones están siendo influidas por las expectativas socioculturales de la feminidad y la masculinidad”.

Han desarrollado una herramienta para evaluar la sensibilidad frente al EBDH y la PG: consta de 39 ítems organizados en 4 sub-escalas: 1) conocimiento sobre EBDH; 2) actitudes frente al EBDH; 3) conocimientos sobre PG; 4) actitudes frente al PG.

Los resultados tras aplicar la herramienta a una muestra de personas son: existe mayor conocimiento sobre la PG que sobre el EBDH; se encontraron vacíos en la comprensión del significado, el propósito y las consecuencias prácticas de la aplicación de ambas perspectivas a las intervenciones sociales.

En cuanto a actitudes, la tendencia es mostrar una opinión favorable como marcos de referencia teóricos, pero expresan reservas respecto a su aplicación práctica.

El resto del libro lo dedican a intentar cubrir los vacíos de comprensión de las dos perspectivas identificadas en su estudio con el fin de contribuir a aumentar la sensibilidad hacia ellas.

Identifican como reto para el EBDH la medición de los avances. Resulta de particular relevancia la tipología de indicadores que se expone en el *Informe sobre Indicadores para Vigilar el Cumplimiento de los Instrumentos Internacionales de Derechos Humanos* (NN. UU.). Presentan una tabla de indicadores estructurales, de proceso y resultados de acuerdo a los criterios: realización progresiva, participación e inclusión, igualdad y no discriminación, responsabilidad y rendición de cuentas.

El capítulo 4, dedicado a la perspectiva de género, presentan una tabla que muestra las relaciones entre el EBDH y la PG. El concepto de igualdad de género es inherente al de derechos humanos. Ambos se refuerzan mutuamente. Desde el EBDH la igualdad de género se constituye como una obligación legal, recogida en las normas de DD.HH.

[Volver al índice](#)

Vargas, E., & Gambará, H. (Coordinadoras) (2010). *Guía para la evaluación de iniciativas para el desarrollo. Derechos humanos y género*. Madrid: Libros de la Catarata

En la primera parte del texto se asientan conceptos del EBDH y la perspectiva de género (PG). Seguidamente, las autoras proponen una herramienta (lista de chequeo) para analizar la evaluabilidad de planes/programas/proyectos diseñados desde el EBDH con énfasis en perspectiva de género. Aparte de la herramienta, descrita en el capítulo 3, también se presenta un caso práctico en el capítulo 4. Por otro lado, exponen una breve revisión de conceptos clave relativos a evaluabilidad, EBDH y PG (capítulo 1); se explica la metodología utilizada para desarrollar la herramienta (capítulo 2); se reflexiona sobre los desafíos de integrar el enfoque basado en derechos humanos y la perspectiva de género en la planificación de acciones de desarrollo (capítulo 5).

La lista de chequeo tienen un triple objetivo: clarificar si el proceso de planificación, implementación y seguimiento de la iniciativa permitirá lograr los objetivos de la misma y llevar a cabo su evaluación; analizar si se ha incorporado el enfoque basado en derechos humanos en la propuesta de cooperación; y valorar si también se ha integrado la perspectiva de género en ésta.

Con esta triple finalidad, la lista de chequeo se estructura en 3 grandes dimensiones: la evaluabilidad, el enfoque basado en derechos humanos y la perspectiva de género. En cada una de ellas, establece un conjunto de afirmaciones relativas a cuatro grandes bloques: el análisis de la situación objeto de la acción de cooperación; el planteamiento de objetivos generales y específicos; la definición de la estrategia de implementación; y la determinación del sistema de seguimiento y evaluación. La lista de chequeo se cumplimenta respondiendo en positivo o negativo a cada una de esas afirmaciones y la suma de los positivos proporciona una valoración por separado de las tres dimensiones analizadas.

La lista está organizada en 4 fases:

- I. Análisis de la situación: Normativa internacional y nacional / Actores implicados / titulares de derechos y de obligaciones / Evaluar las capacidades con que cuentan / Identificar la vulneración de derechos humanos, que puede hacer de una mirada integral: disponibilidad, aceptabilidad, accesibilidad, calidad, participación, sostenibilidad
- II. Planteamiento de objetivos generales y específicos: Los objetivos deben diseñarse desde la perspectiva EBDH
- III. Definición de la estrategia de implementación: Especificaciones pormenorizadas de las estrategias y las actividades que consideran suficientes para intervenir sobre la situación. Tener en cuenta los siguientes principios de DD HH: Universalidad e inalienabilidad/ Interdependencia e interrelación/ Igualdad y no discriminación/ Participación e inclusión/ Rendición de cuentas e imperio de la ley
- IV. Determinación del sistema de Seguimiento y Evaluación.

En la parte del listado relativa al género, en concreto, se propone analizar: la situación de partida de mujeres y hombres, las diferencias culturales, las formas de organización de mujeres y hombres, los mecanismos/ espacios para la toma de decisiones con respecto al control de recursos por sexo, los tipos de trabajo, el acceso a servicios, los intereses de género, los cambios esperados en relación con la igualdad, la participación equitativa, la capacitación en género, entre otras dimensiones.

[Volver al índice](#)



GLOSSARY

A

ACTIVITY: Actions taken or work performed through which inputs, such as funds, technical assistance and other types of resources are mobilised to produce specific outputs (OECD, 2002).

APPROACH: To focus attention or interest on an issue or problem based on a set of pre-existing assumptions in order to attempt to solve it appropriately. In this case, development initiatives are the target under the pre-existing assumptions of human rights and gender equality.

C

CAPACITY GAPS: The differences between the potential and real capacity of right-holders to fulfil their roles.

CRITERION: A definition of the desirable or optimal situation for a project in a certain sphere of reality.

D

DISCRIMINATE: To treat a person or group of people unfairly on the grounds of race, religion, politics, etc.

DUTY-BEARERS: The actors directly responsible for the legal and moral duties associated with the fulfilment and effective development of the rights of individuals. We have adopted the definition used in programming (and not international human rights law), which includes both state and non-state actors in the category of “duty bearer”, i.e. any actor with either duties or responsibilities for a development intervention (UNDP, 2000; UNEG, 2011).

Right-holders and duty-bearers are not “labels” for specific individuals, but roles that individuals may take on (Jonsson, 2004). For example, businesses, parents, teachers and donor organisations have been identified as duty-bearers, in addition to the State.

E

EVALUATION: A systematic process of gathering and analysing information for one or more of the following purposes (adapted from: Patton, 2008; Greene, 2007):

- To understand and attribute meaning to the events that take place in a programme or service.

- To judge, assessing the value or merit of an intervention.
- To allocate responsibility through public accountability.
- To promote social justice and equity.

EVALUATION CULTURE: A collection of knowledge, assumptions, values and customs broadly accepted by the institution in order to favour and assist the performance of evaluations, which implies understanding and accepting the outcomes, being flexible enough to assume change and accountability on praxis.

EVALUATION QUESTIONS: Requests for information that involve a value judgement, rather than a mere inquiry into a certain aspect of the programme or service.

EXCLUSION: A process by which individuals or groups are denied the possibility of full participation in the society in which they live.

F

FEMINISM: A social, cultural and political movement which aims to promote *de jure* and *de facto* equality between women and men.

FORMATIVE EVALUATION: Evaluation designed, performed and intended to support the process of improvement, and normally commissioned or performed by and delivered to, actors who can implement the improvements (Scriven, 1991:19).

G

GENDER: To define gender we must differentiate between the concepts of sex and gender. While the term sex refers to biological differences between men and women, the concept of gender describes the social categories assigned to each sex (feminine/masculine; femininity/masculinity; etc.), which shape a wide range of relationships between women and men and the individual behaviours of the two sexes. Gender categories are social constructs, which means there are no underlying biological, genetic, natural or evolutionary reasons for the distinctions conveyed by these labels.

GENDER IN DEVELOPMENT: The most common term used to refer to the application of the gender perspective in the framework of development initiatives. We consider “gender perspective” and “GID” as interchangeable and have treated them as synonyms.

GENDER IN DEVELOPMENT APPROACH (GID APPROACH): In the terminology of international cooperation, the gender perspective or gender in development approach (GID approach) is a way of analysing social reality with the focus on the various factors that feed and reproduce the existing inequality between men and women in order to transform and change these.



GENDER MAINSTREAMING: The gender mainstreaming strategy seeks to place gender equality-related issues at the centre of political decisions, institutional structures and the allocation of resources, including women's and men's perspectives and priorities when taking decisions on development processes and objectives.

GENDER SYSTEM: Gender is an organisational principle of society and is therefore reflected in the existence of a gender system that structures and reinforces the unequal relationships between women and men (Thurén, 1993). This inequality manifests itself in the different social positions and living conditions of women and men, as well as being reflected in spheres such as work (productive or reproductive, paid or unpaid) and power (authority, access to resources, control, decision-making, etc.).

A gender system transmits the idea of interdependence; gender categories are related concepts. In the words of Ward Hood and Cassaro, (2002:30): we cannot talk about women without talking about men and vice-versa.



HUMAN RIGHTS: Universal legal guarantees protecting individuals and groups against actions and omissions that interfere with fundamental freedoms, entitlements and human dignity. Human rights law attributes States (principally) and other duty-bearers certain duties and responsibilities and also forces them to abstain from certain other courses of action (UN, 2006:1).

1. The right to life, liberty and security of persons.
2. Freedom of association, expression, assembly and movement.
3. The right to the highest attainable standard of health.
4. Freedom from arbitrary arrest or detention.
5. The right to a fair trial.
6. The right to just and favourable working conditions.
7. The right to adequate food, housing and social security.
8. The right to education.
9. The right to equal protection of the law.
10. Freedom from arbitrary interference with privacy, family, home or correspondence.
11. Freedom from torture and cruel, inhuman or degrading treatment or punishment.
12. Freedom from slavery.

13. The right to a nationality.
14. Freedom of thought, conscience and religion.
15. The right to vote and take part in the conduct of public affairs.
16. The right to participate in cultural life.

Source: UN.

The list of rights set forth in this table does not exclude the other rights guaranteed by conventions/treaties, nor others of a similar nature that are based on the dignity of the person, such as the Convention on the Rights of Persons with Disabilities, the Convention on the Protection of Persons from Enforced Disappearance, the Indigenous and Tribal Peoples Convention (ILO No. 169), the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, among others. A similar piece of work produced by the *Fundación Acción Pro Derechos Humanos* (<http://www.derechoshumanos.net/derechos/index.htm>) classifies rights by type.

HUMAN RIGHTS-BASED APPROACH (HRBA): The human rights-based approach to development (HRBA) is a theoretical perspective which seeks to promote, respect and guarantee the population's effective enjoyment of human rights, with a particular focus on the most vulnerable groups. Through an analysis of the inequalities at the heart of development problems, this approach seeks to redress the discriminatory practices and unjust distributions of power that impede development progress (UN: 2006).

The effective enjoyment of human rights is a basic condition for human development. From this perspective, cooperation initiatives should incorporate the promotion, protection and assertion of rights, either as specific objectives or as cross-cutting goals in projects focussed on other issues.

The HRBA can be incorporated at all stages of the process, including the analysis, programming, implementation and, of course, evaluation. The HRBA is a conceptual framework for the process of human development that is normatively based on international human rights standards and operationally directed to promoting and protecting human rights. It seeks to analyse the inequalities that lie at the heart of development problems and redress discriminatory practices and unjust distributions of power that impede development progress.



IMPACT: Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended (OECD, 2002).

INDICATORS: Indicators try to represent the concept or criteria to be measured as closely as possible, although they often settle for reflecting phenomena parallel or similar to the concept sought, contributing to the evaluation only in the form of an approximation to the information sought. Rutter et al. (2000:40) describe indicators as features that have indirect connections with causal processes but which do not form an inherent part of the mechanisms directly associated with causation.

INPUTS: The financial, human, and material resources used for the development intervention (OECD, 2002).

INTERNATIONAL HUMAN RIGHTS STANDARDS: A broad definition of the meanings of rights based on the international legislation used as a reference model.

INTERSECTIONALITY: The superimposition of situations or conditions that may lead to exclusion—such as gender, ethnicity, phenotypic differences, social class, sexual orientation or any other distinguishing trait—on a single individual or group.



METHOD: Methods of inquiry include strategies on how to obtain valid, reliable, trustworthy information based on the different underlying paradigms or approaches of the inquiry.

MINIMUM THRESHOLD: The minimum threshold approach has a more specific and practical purpose: to help to design policy guidelines for the measures that the State should take to comply with the International Covenant on Economic, Social and Cultural Rights (ICESCR). To this end, reference points, goals or quantitative standards are established that allow us to determine the minimum level of welfare or fulfilment of needs that is a prerequisite for fulfilling ESCR.



OPERATIONALISATION: A deductive process that uses the criteria, dimensions or aspects to be evaluated in the design of questions, indicators, measurement systems and the corresponding verification sources. The process passes sequentially and logically through several stages, working from the broad and most abstract to the more specific. This chain concludes with the design of indicators or a search for sources from which information can be extracted for each indicator (Ligero, 2011).

OUTCOME: The likely or achieved short-term and medium-term effects of an intervention's outputs (OECD, 2002).

OUTPUTS: The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes (OECD, 2002).

P

PATTERN OF RIGHTS: The system of relationships between right-holders and their claims and duty-bearers and their responsibilities (Jonsson, 2004).

POSITIVE DISCRIMINATION: Special protection given to a group that has historically suffered from discrimination—particularly on the grounds of sex, race, language or religion—so as to attain their full social integration.

PROCESS: A sequence of activities that generates value for beneficiaries in relation to a specified initial situation. A work chain is used to produce something that did not previously exist—a product, service, direction or change in the population (Ligero, 2011).

PROGRAMME THEORY: An explicit theory of how an intervention contributes to the intended or observed outcomes (Funnell & Rogers, 2011).

R

RESTITUTION OF RIGHTS: Initiatives that allow people or groups whose rights have been violated to once again fully enjoy them. A synonym of reparation or compensation.

RIGHT-HOLDERS: People who are the subjects of development processes and who have the rights and the capacities to exercise these.

S

(GENDER- AND HRBA-) SENSITIVE EVALUATION: The term “sensitive” refers to the capacity of the evaluation methods to incorporate the gender perspective and HRBA into their design. “Sensitive” is therefore a synonym for “incorporation capacity”. The title of this paper is perfectly replaceable with “Evaluation that incorporates the gender perspective and HRBA”.

There is academic debate as to whether the term “sensitive” is suitable for describing the major transformation implied with the introduction of the gender perspective and HRBA into evaluation. In the specific case of gender, numerous titles have been proposed, ranging from “women’s issues” to “women’s rights studies” and “feminist evaluation”. In Bheda’s consideration of terminology (2011), the term “gender” does not appear to raise resistance and allows access to and development of work with this perspective. We have therefore chosen the term “gender perspective” in preference to the others.

STAKEHOLDERS: In the field of evaluation, stakeholders are usually defined as the social actors who affect or are affected by the programme (Patton, 2008: 62).

STANDARD: An amount or level or manifestation of a criterion that indicates a difference between two levels of worth (Stake, 2006: 111).

SUMMATIVE EVALUATION: In terms of intentions, it is evaluation performed for, or by, any observers or decision-makers (but not the developers) who need evaluative conclusions for any reasons besides development. These evaluations can be carried out by a historian, a politician or an agency aiming for visible legal and fiscal accountability; by a researcher looking for trends or influences; or by a decision-maker in the area of financing or acquisitions (Scriven 1991:20-21).

T

TECHNIQUES: Specific information-gathering instruments.

V

VIOLATION OF A RIGHT: A failure by duty-bearers to meet obligations to right-holders in general, or specific groups of right-holders as specified under norms, treaties, conventions and national legislation. Failure to meet these obligations leaves right-holders unprotected and lacking guarantees, impeding human rights development as set forth in international human rights standards.

A right is violated when the right-holders cannot assert their claims and the duty-bearers cannot fulfil their obligations.

VULNERABILITY: Social vulnerability is a characteristic of groups of people and their living conditions where these influence their capacity to anticipate, address, resist and recover from the impact of a stressful situation or negative process.

VULNERABLE GROUPS: Groups of people experiencing full or partial violation of their rights. These groups experience political, social or economic circumstances that place them in a situation of greater risk or helplessness in the exercising of their rights and freedoms.

SUMMARY OF PROPOSALS AND GUIDANCE

CLASIFICATION OF PROPOSALS AND HOW TO COORDINATE GID AND THE HRBA JOINTLY

CLASIFICATION OF PROPOSALS BY CONTRIBUTION TO SENSITIVITY

Guarantee or contribute substantially to sensitive evaluation:	Contribute to, strengthen or continue efforts but do not by themselves guarantee a sensitive evaluation:
• Design evaluation strategies. • The evaluators' outlook (commission). • Incorporation into the design (operationalisation and evaluation approaches).	• Issues linked to choice of methodology and techniques. • Fieldwork issues. • Judgement. • Outcomes reporting.
Can have a major influence on sensitivity:	
• Data interpretation and analysis.	

HOW TO COORDINATE GID AND THE HRBA JOINTLY:

- 1) **Successive or in parallel.** One of the methods is applied first, and then the other. Two reflection exercises are carried out in unison and complementing each other.
- 2) **Understanding gender as mainstreamed into human rights.** Gender is understood as equal access by men and women to human rights.
- 3) **Considering gender equality as another human right.**

DIFFERENT APPROACHES AND GUIDELINES FOR PERFORMING GENDER - AND HRBA - SENSITIVE EVALUATIONS

1) COMMISSION: The culture of both the commissioning institution and the evaluation team includes the necessary expertise and a sensitive outlook; thus, it is inevitable that these will be incorporated into the evaluation process.

2) DEFINING THE UNIT AND EVALUATING THE DESIGN of the programme. The aim is to establish *a priori* whether the theoretical framework of a programme is reliable, sufficient and valid for consideration as a gender- or HRBA-based programme. The end product of this process is an analysis of the intervention's underlying logic, a judgement as to the foreseeable transformative impact on reality and recommendations for improving or reinforcing the strategy adopted.

3) EVALUATION APPROACH. Each approach establishes criteria which define how to design and execute the evaluation, what are the products to be obtained, and what possibilities it offers.

The competence of the team is key. This strategy does not prescribe how to evaluate, but rather trusts the capacities of the evaluators, who are aware of and sensitive to these issues, and who will develop the specific strategies during the "evaluation journey". Evaluation commissions must ensure that the team has the necessary skills.

Establishes an analysis logic considered sufficient to revise the HRBA and GID, although only the technical design of the intervention is being studied. Appropriate when there is a clear demand for evaluating design; for example, to decide between a series of programmes or to appraise the intervention's theoretical consistency.

Set of methodological options that can be consciously used to design sensitive evaluations. If the evaluation design incorporates the perspectives, and work is subsequently done according to what has been established, then HRBA- and GID-sensitive evaluations will be guaranteed. Any of the methods, properly used, is in itself sufficient to make the evaluation sensitive.

3.1 THEORY OF CHANGE EVALUATION

Enables understanding of the mechanisms and links between processes and results, and contributes to the analysis of the programme's causal relations and to explaining the keys to the intervention's success or failure.

3.2 STAKEHOLDER-DRIVEN

Articulates participation processes between different stakeholders, placing particular emphasis on the most underprivileged groups. These models are appropriate for plural social situations, where different groups involved in the evaluation can be given legitimacy and bargaining power.

3.3 CRITICAL CHANGE

Has the purpose of social transformation, justice, and progress towards equality and democracy. This evaluation is aimed at groups in a greater situation of inequality or rights violation.

3.4 JUDGEMENT-DRIVEN, SUMMATIVE

Essentially used as a basis for making decisions concerning the programme (Patton 2008:114). Primary users, those requiring this type of evaluation, are usually political leaders, funders of the intervention, or other actors with decision-making capacity.

4) OPERATIONALISATION: Identification of questions, indicators or other measurement systems for responding to the questions.

- Vertical work. Identification of questions based on the chosen evaluation approach. Questions: requests for information that involve a value judgement (criteria)
- Horizontal work. Designing of information-gathering systems and indicators for responding to evaluation questions.

5) METHODOLOGY AND TECHNIQUES. Methods of inquiry include strategies on how to obtain valid, reliable, and trustworthy information based on the different paradigms on which the inquiry is based. Techniques and sources are the specific instruments for gathering information.

6) FIELDWORK: All the activities that must be carried out to apply the techniques or to compile data from secondary sources.

7) DATA ANALYSIS AND INTERPRETATION: Explains how the development programme has achieved its effects and what influence it has had, both in the exercise of human rights and as regarding the situation of equity and gender equality. Favoured by: triangular data, participation of all evaluation team members in the analysis, validating findings, and mentioning existing discrepancies.

8) JUDGEMENT. Sensitive evaluations should facilitate judgement regarding whether the programme contributed or not to a more egalitarian gender system, or a greater effective enjoyment of rights. This judgement should make it possible to classify programmes based on their degree of transformation of reality: a) transformative; b) preserve the status quo; c) damage or worsen the situation.

9) REPORTING OF OUTCOMES. To heighten the influence of communication: distinguish between the different levels of products, include decisions and actions carried out in other phases to maintain coherence regarding GID and HRBA, draft culturally sensitive reports, orient products towards use and to assist in understanding and changing ideas on the situation of gender and human rights.

A key phase in developing sensitive evaluations. Evaluation questions are the central elements in the investigation and need to reflect the rights- and gender-based approaches. Indicators are measurement systems to answer evaluation questions or criteria (they have no value in themselves if the questions they seek to answer are not known).

Methods are not in themselves more or less sensitive. The method should be the most suitable for the evaluation questions and context. The combination of the qualitative and the quantitative approach is currently considered the most complete form of investigation. Different institutions recommend using a multi-method (mix method) articulation in GID- or HRBA-sensitive evaluations.

It is especially advisable to be empathetic, sensitive and respectful when working with groups that are in disadvantaged situations. Propose schedules and spaces adapted to the actors and establish a relationship of equals between the evaluation teams and the informants.

The interpretation of data is another key stage in sensitive evaluation. The evaluation approach will enable sensitive analysis, but also "the gaze of the evaluators" may make it possible to obtain high-quality gender or equality analyses with data that is apparently blind to these sensitivities.

The evaluation should result in a evidence-based judgement on whether the programme is able to transform reality.



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