



INSTITUTE FOR EVALUATIONS
AND SOCIAL ANALYSES

**EVALUATION OF CROSSCUTTING THEMES
IN THE CZECH INTERNATIONAL DEVELOPMENT
COOPERATION**

TAČR TD03000401

1. The Goal of the Project

The project aims to create a methodology for evaluation of crosscutting principles of international development cooperation of the Czech Republic (IDC CZ), which will serve as a practical tool for evaluating development projects and programs. In order to unify the existing diversity of approaches to the evaluation of crosscutting principles, the methodology puts an emphasis on concise, relevant and evidence-based indicators, a standardized procedure for their use and a uniform method of presentation of the evaluation conclusions. It is assumed that a continuous evaluation of crosscutting themes in development projects of IDC CZ will lead to an accentuation of these themes in the planning, formulation and implementation of development interventions. The methodology is primarily intended as a tool for evaluators in the field of IDC CZ, yet it should be useful also for those who formulate and implement development projects.

2. Definition of Crosscutting Themes

Crosscutting themes in international development cooperation (IDC) are topics that are gaining such importance with respect to the objectives of development cooperation that they should be considered and integrated into all development interventions and policies. At the same time, these topics are issues that can not be easily isolated into individual interventions as even projects or programs targeting other areas have direct or indirect impact on them. Therefore, even development interventions that are not directly focused on the crosscutting themes should pay attention to these issues, both in the formulation stage and in the implementation and subsequent evaluation phases.

Crosscutting themes should be considered at two levels. None of the interventions should result in worsen conditions of any group or individual, nor should it result in an escalation of a problem or phenomenon, which is included in the crosscutting theme, i.e. the *do no harm approach*. At the same time, it is desirable that individual interventions positively contribute to the development of marginalized and excluded groups, improve their living conditions, contribute to an improving quality of the environment in the intervention area etc.

The methodology is developed for the following three crosscutting themes listed in The Concept of international development cooperation of the Czech Republic for the period of 2010-2017: Good (democratic) governance; Respect for the environment and climate (hereinafter the "Environment"); Respect for basic human, economic, social and labour rights (hereinafter "Human rights"), including gender equality. For the purposes of the methodology and based on a thorough review of academic literature, strategic documents, guidelines and other materials from international development organizations and other bilateral donor agencies, the three crosscutting themes have been defined and operationalized as is described in the following sections.

2.1. Good governance

Governance refers to the formal and informal arrangements that determine how public decisions are made and how public actions are carried out from the perspective of maintaining a country's constitutional values.¹ It is also the manner in which power is exercised in the management of a country's economic and social resources for development.² It is within the context of governance that citizens are being provided with *political goods*, which include human security, rule of law, political and civil freedoms, medical and health care, schools and education, communication networks, money and banking system, fiscal and institutional context, support for civil society, or regulating the sharing of the environmental commons.³

¹ UNDESA. (2007). *Public Governance Indicators: A Literature Review*. United Nations: New York.

https://publicadministration.un.org/publications/content/PDFs/E-Library%20Archives/2007%20Public%20Governance%20Indicators_a%20Literature%20Review.pdf

² IFAD. (1999). *Good Governance: An Overview*. International Fund for Agricultural Development. Executive Board – Sixty-Seventh Session Rome, 8-9 September 1999. <http://www.ifad.org/gbdocs/eb/67/e/EB-99-67-INF-4.pdf>

³ UNDESA. (2007). *Public Governance Indicators: A Literature Review*. United Nations: New York.

https://publicadministration.un.org/publications/content/PDFs/E-Library%20Archives/2007%20Public%20Governance%20Indicators_a%20Literature%20Review.pdf

Governance is a political and technocratic term without normative aspirations, while the term **good governance** adds the normative aspect by suggesting that governance should be “good” and not “bad”.⁴ UNDP in its interpretation of good governance emphasizes its participatory character, transparency and accountability, effective and equitable promotion of the rule of law.⁵ OECD bases its conception of good governance on the definition of an effective state derived from the Manila Statement on Partnering to Strengthen and Support Effective States (2011). According to this definition, an effective state is “one that establishes an enabling environment for the delivery of high-quality and cost effective public services and the eradication of poverty in a manner that involves accountability to its citizens”.⁶

The international development experience confirms a strong link between good governance and the level of country development. For instance, the World Bank recognized that “the reasons for underdevelopment and misgovernment are “sometimes attributable to weak institutions, lack of an adequate legal framework, damaging discretionary interventions, uncertain and variable policy frameworks and a closed decision-making process which increases risks of corruption and waste”.⁷

2.1.1. Dimensions of good governance

The definitions provided above provide an indication of the complexity of this crosscutting theme. *The World Governance Indicators*, currently the most widely used set of indicators to measure the quality of governance, divide the concept into the following six dimensions: 1. Voice and Accountability, 2. Political Stability and Absence of Violence, 3. Government Effectiveness, 4. Regulatory Quality, 5. Rule of Law, 6. Control of Corruption. Additionally, each of these dimensions consists of a number of subdimensions. Besides reducing the complexity, the methodology also intends to ensure feasibility of evaluation of crosscutting themes within the reality of development projects of IDS CZ. In the effort to make the definition of good governance more focused, the methodology departs from The Concept of international development cooperation of the Czech Republic for the period of 2010-2017, which emphasizes the elements of **participation**, **participatory decision-making** and **transparency**. While The Concept describes the principle of good governance rather narrowly in relation to the implemented projects and the project cycle, the author of the methodology included into the theme also areas, which are not directly related to the project cycle but which would, in an ideal case, be positively influenced by the project. Figure 1 shows a schematic representation of the dimensions of the concept of good governance used in this methodology.

⁴ Ladi. (2008). *Good governance and public administration reform in the Black Sea Economic Cooperation (BSEC) Member States*. Xenophon Series Paper No. 6. ICBS: Athens, Greece. http://icbss.org/media/110_original.pdf

⁵ Světová banka. (2013). *What Is Governance?*

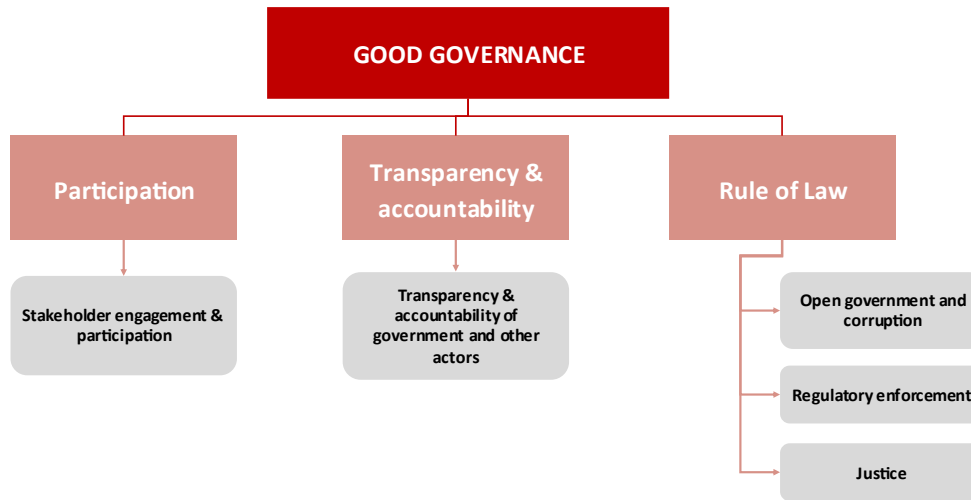
<http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/MENAEXT/EXTMNAREGTOPGOVERNANCE/0,,contentMDK:20513159~menuPK:1163245~pagePK:34004173~piPK:34003707~theSitePK:497024,00.html>

⁶ Betts a Wedgwood. (2011). Betts, J. a Wedgwood, H. (2011). *Effective Institutions and Good Governance for Development. Evidence on progress and the role of aid. Evaluation Insights 4*, December 2011.

<http://www.oecd.org/derec/unitedkingdom/50313780.pdf>

⁷ Santiso. (2001). *Good Governance and Aid Effectiveness: The World Bank and Conditionality*. The Georgetown Public Policy Review 7(1), 1-22. http://www.sti.ch/fileadmin/user_upload/Pdfs/swap/swap108.pdf

Figure 1 **Dimensions of good governance**



2.2. Environment

Since the 1980s, there has been a growing importance of a global dialogue on the need for policies to protect the environment in the planning and implementation of development activities, which resulted in the creation and expansion of the concept of sustainable development.⁸ Sustainable development is frequently considered an ideal approach to development as it comprises these three key pillars: environmental, social and economic.⁹ This approach is based on the belief that economically, environmentally and socially sustainable society is a prerequisite for ensuring that individuals and organizations can thrive and develop. Economic sustainability is essential for providing future income and resources, environmental sustainability refers to the ways of stabilizing the ecosphere to foster and protect life (including sourcing water and food), and social sustainability characterizes society that protects and enhances the quality of life of its members and provides guarantees of respect for human rights.¹⁰

2.2.1. Environmental dimensions

The three aforementioned pillars of sustainable development are intertwined not only with each other but also with other crosscutting themes in this methodology. For instance, the social pillar is linked to respect for human rights, women empowerment and empowerment of the poor, poverty eradication, finding alternative livelihoods for the rural poor etc. Some of the elements of sustainable development

⁸ Cobbinah, P.B., Erdiaw-Kwasie, M.O. a Amoateng, P. (2015). Rethinking sustainable development within the framework of poverty and urbanisation in developing countries. *Environmental Development* 13, 18-32. <http://dx.doi.org/10.1016/j.envdev.2014.11.001>

⁹ Franklin, A. a Blyton, P. (2011). Sustainability Research: An Introduction. In Franklin, A. A Blyton, P. (Ed.), *Researching Sustainability. A guide to Social Science Methods, Practice and Engagement* (3-16). Abingdon, Oxon: Earthscan.

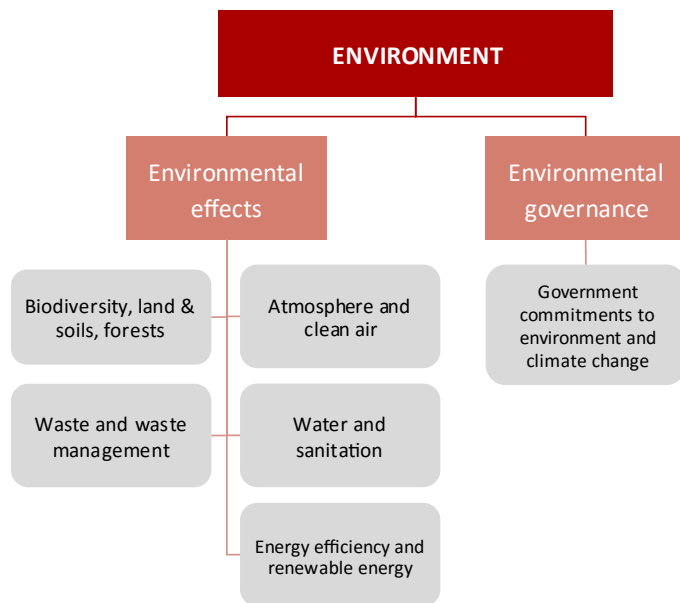
¹⁰ Hopwood, A., Unerman, J. a Fries, J. (2010). Introduction to the Accounting for Sustainability Case Studies. In Hopwood, A., Unerman, J. a Fries, J. (Ed.), *Accounting for Sustainability. Practical Insights* (1-28). London, UK: Earthscan.

are thus being dealt with in other crosscutting themes in this methodology, a reason why here the focus is primarily on the environmental pillar.

The major environmental issues typically include degradation of natural resources (land, water, forests, fauna etc.), pollution (water, soil, air, etc.), loss of habitats and biodiversity, increased natural hazards, including the worsening of the greenhouse effect, reducing food quality and endangering the health of consumers.¹¹ In addition, the World Bank assess the compliance of individual projects with national sustainability policies and strategies; it assess the techniques, materials and resources planned to be used in proposed development projects; evaluates the probability of occurrence and severity of risks that may cause environmental damage in case of accidents. Last but not least, evaluation of the quantity and quality of mitigation measures put in place, available capacity for monitoring and management of environmental risks such as the existence of appropriate legislation and supervisory authorities with adequate powers also form an important part of the assessment.

The subdimensions of the environmental pillar used in the methodology cover the basic areas of the environment that can be affected by development interventions of IDC CZ. They also include the ways by which the use and protection of natural resources is managed and regulated, i.e., environmental governance (see Figure 2).

Figure 2 **Dimensions of the concept Environment**



¹¹ Punkari, M., Fuentes, M., White, P., Rajalahti, R. a Pehu, E. (2007). *Social and Environmental Sustainability of Agriculture and Rural Development Investments: A Monitoring and Evaluation Toolkit*. Agriculture and Rural Development Discussion Paper 31. <http://siteresources.worldbank.org/INTARD/Resources/ESmetoolkit.pdf>

2.3. Human rights and gender equality

Human rights are rights, which belong to all individuals because they are human beings.¹² The collective term "human rights" refers to the civil, cultural, economic, political and social rights that belong to all human beings irrespective of their nationality, place of residence, gender, sexual orientation, national or ethnic origin, color, health, religion or language.¹³ In this methodology, they are grouped in the dimension of „basic human rights“. Wherever there is a right, there is a corresponding duty to fulfil that right. Every particular right, therefore, entails the existence of those who hold the legal entitlement to it (the ‘right-holders’) and those who are under a duty to take appropriate measures to uphold the right (the ‘duty-bearers’). Such measures may be in the form of action that the duty-bearer should take — for example, passing legislation to help ensure a healthy environment or decent conditions of work — or action that the duty-bearer should not take, such as permitting the use of torture or denying access to education on grounds of race or gender.¹⁴

Human rights standards provide a framework for equality and non-discrimination that should ensure that the benefits achieved by the development will be accessible also to the most disadvantaged. The closely interwoven relationship between human rights and development was further reinforced in 1986 when the General Assembly of the United Nations adopted The Declaration on the Right to Development. This declaration firmly transferred human rights into the development arena, by providing that the right to development (i.e., the right to participate and enjoy economic, social, cultural and political development) is an inalienable human right belonging to all people and nations.¹⁵

In the development discourse, **gender** represents the socially constructed roles, behaviours, and attributes considered appropriate for men and women in a given society at a particular point in time.¹⁶ Gender also includes the duties and opportunities associated with men and women, as well as the hidden power structures that govern relations between them. The whole concept of gender is based on the principle that inequality between men and women is not determined by biological factors but that it is entirely determined by learned, unequal and unfair treatment that is accorded to women socially.

Gender equality refers to equal rights, responsibilities and opportunities of women and men. Equality does not mean that women and men will become the same, but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they were born male or female.¹⁷ From a development perspective, gender equality is achieved when women and men have equal rights, the same outlook on life and life opportunities and equal power to shape their own lives and contribute to society.¹⁸ Rather than narrowing the concept down solely to the question of women’s position in

¹² Donnelly, J. (2003). *Universal Human Rights in Theory and Practice*. 2nd Edition. Ithaca: Cornell University Press.

¹³ UNEG. (2011). Integrating Human Rights and Gender Equality in Evaluation - Towards UNEG Guidance. Guidance document. <http://www.uneval.org/document/detail/980>

¹⁴ UNDP (2005). *Human Rights in UNDP – Practice Note*. UNDP, New York.

http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/human_rights/hrinundp.html

¹⁵ Birdsall, W. (2014). Development, Human Rights, and Human Capabilities: The Political Divide. *Journal of Human Rights* 13, 1–21.

¹⁶ Esplen, E. a Bell, E. (2007). *Gender and Indicators*. Supporting Resources Collection. BRIDGE. Institute of Development Studies, University of Sussex. <http://www.bridge.ids.ac.uk/sites/bridge.ids.ac.uk/files/reports/IndicatorsSRCfinal.pdf>

¹⁷ UNEG. (2011). Integrating Human Rights and Gender Equality in Evaluation - Towards UNEG Guidance. Guidance document. <http://www.uneval.org/document/detail/980>

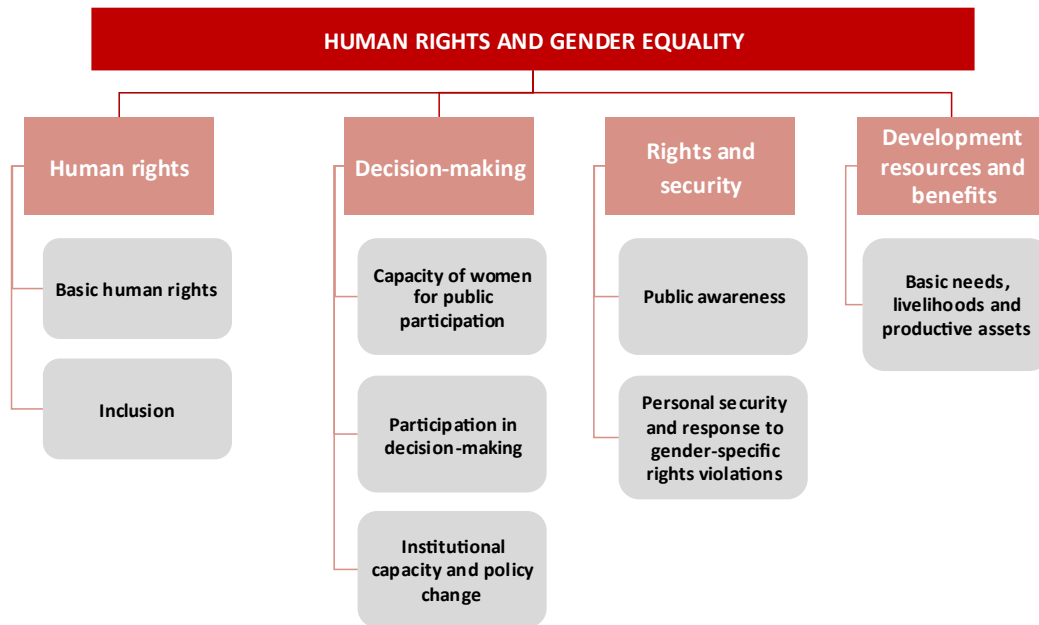
¹⁸ Dover, P. (2014). Gender and Development Cooperation: Scaling up Work with Men and Boys. *IDS Bulletin* 45(1), 91-98.

society, the methodology interprets it as an area that concern both women and men and it seeks, through a sensitive design of indicators, to involve both groups equally. Gender equality is seen as a human rights issue and as a precondition and indicator of sustainable development.

2.3.1. Dimensions of the concept of human rights and gender equality

The methodology extends the “classical” conception of human rights, their promotion and the establishment of legal framework with the dimension of inclusion, which is a response to persistent, systematic inequality in many developing societies where certain groups are excluded from society, whether because of poverty, gender or belonging to ethnic, religious, or other minorities (see Figure 3).

Figure 3 Dimensions of the concept of human rights and gender equality



The Beijing Declaration and Platform for Action, which was adopted at the Fourth World Conference on Women in 1995, defined the following 12 areas of concerns where the position of women should be strengthened and gender equality achieved: Women and poverty; Education and training of women; Women and health; Violence against women; Women and armed conflict; Women and the economy; Women in power and decision-making; Institutional mechanisms for the advancement of women; Human rights of women; Women and the media; Women and the environment; and The girl child. Corresponding development initiatives have focused largely on the three key domains: Creating more opportunities for women to earn a living and exercise economic autonomy; Enhancing women’s political representation and enabling women to have more of a say in the decisions that affect their lives; and Affirming women’s rights to have control over their own bodies and a sexuality of their own choosing.¹⁹

¹⁹ Cornwall, J. and Edwards, A. (2015). Beijing+20: Where Now for Gender Equality? *IDS Bulletin* 46.4. https://opendocs.ids.ac.uk/opendocs/bitstream/handle/123456789/7743/IDSB_46_4_10.1111-1759-5436.12149.pdf?sequence=1

These topics cover practically all areas where current development interventions take place. *Empowerment*, or efforts to improve decision-making power of women and their access to resources, information and services, represents one of the key components in the gender equality domain. There has also been a notable shift in the leading paradigm on gender in the field of development from the 'Women in development' (WID) approach to the 'Gender and development' (GAD) paradigm. While WID was mostly focusing solely on disadvantaged women, GAD emphasizes the role of men in gender issues and especially the need to involve both women and men in developing interventions that are designed to contribute to a greater gender equality. These discourses have been reflected in the design of the methodology where the concept of gender equality is divided into three main dimensions and six sub-dimensions (see Figure 3).