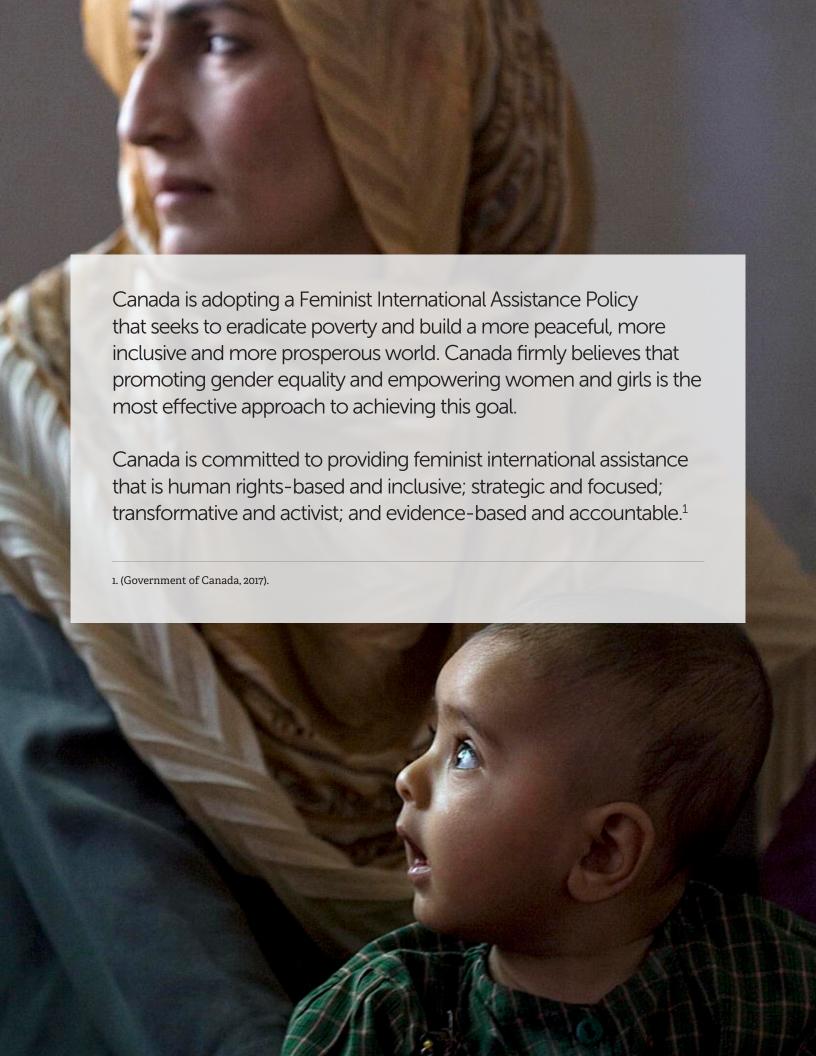


Managing for Feminist Results:







CONTEXT

With the adoption of the world's first Feminist International Assistance Policy (FIAP) in 2017, Global Affairs Canada – International Assistance (GAC-IA) unveiled a strategic vision that:

"...seeks to eradicate poverty and build a more peaceful, more inclusive, and more prosperous world... [and believes that] promoting gender equality and empowering women and girls is the most effective approach to achieving this goal."

Thematically, the FIAP aligns with the Sustainable Development Goals (SDGs) and with increasing global awareness of the importance of gender-disaggregated data; gender-responsive programming; and gender-based equality. Operationally, the FIAP aims to integrate or target gender equality and the empowerment of women and girls in at least 95 percent of Canada's bilateral international development assistance by 2021-2022.²

As highlighted by a Development Gateway 2018 landscaping study,³ achieving this goal across a CAD \$5.6 billion portfolio presented a combination of policy, process, technical, and managerial challenges.⁴ In particular, GAC-IA needed to ensure its portfolio was accurately targeting, measuring, and reporting progress against the new FIAP. This need was in line with the Government of Canada's 2016 Policy on Results; consistent with the department's results-based management (RBM) practices; and was furthered through a complementary engagement between GAC-IA and Development Gateway's Results Data Initiative (RDI).

The Architecture for Results in International Assistance (ARIA) is a methodology designed by the GAC-IA RBM Center for Excellence that "aim[s] to roll-up strategically selected project and programme results [output and outcome] information into more meaningful evidence-based corporate level results."⁵

In this way, implementing the FIAP presented an opportunity to further strengthen GAC-IA RBM systems and processes, and identify lessons learned to inform future policy results measurement frameworks.

PROCESS

At a practical level, the FIAP meant that new gender-sensitive indicators would need to be developed, measured, aggregated, and monitored.

Aggregating project level results across an organization presents a challenge for all development partners. Adaptive, context-specific programming typically leads to project-specific indicators that are too unique to "roll up." ARIA provided a methodology by which GAC-IA could aggregate project, program, and corporate-level indicators.

However, conducting post hoc analyses of project-level data added an additional layer of complexity: not all projects had policy-relevant or sex-disaggregated data readily available.

- 2. (Government of Canada, 2017).
- 3. (Bhatia-Murdach, et. al., 2018).
- 4. Net official development assistance, equivalent to USD \$4.3 billion (OECD-DAC, 2018).
- 5. (OECD, July 2017).

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To address these data needs, GAC-IA needed to design a department-wide reporting framework that would:

- aggregate existing results data relevant to new feminist indicators;
- calculate baseline measurements for each indicator;
- iterate and adapt on a strengthened Annual Reporting Exercise for ongoing data collection; and
- allow staff to measure progress against the FIAP in future programming, while preserving the ability of programs to maintain responsive, context-appropriate indicators.

To realize this framework, GAC-IA undertook a multi-step process that included (i) the creation of FIAP indicators; (ii) development of methodological guidance; (iii) compilation and classification of project information; and (iv) aggregation of baseline data. In what follows, we provide an overview of the approach taken during each step.

A. Indicator Development

New policies usually require new outcome indicators – and the FIAP was no exception. Indicator selection is one of the most important steps in any results chain. In order to measure progress, GAC-IA first needed to define its metrics of success.

This task presented two key challenges, the first of which related to defining "gender equality" and "the empower[ment] of women and girls." Gender experts have long debated how to define – let alone achieve – empowerment, and no gold standard yet exists among gender experts. The second challenge related to how these indicators would be used within a department-wide reporting system.

The FIAP results framework needed to strike a balance between several often-competing objectives: short-term government aims versus long-term development goals; quantitative data versus qualitative narratives; and measuring GAC-IA contributions for domestic accountability versus measuring partner country-level progress. To achieve this balance, GAC-IA also considered the availability of results data within corporate systems, and the feasibility of asking staff and partners to measure and report against new indicators.⁷

Against this backdrop, GAC-IA recognized the need for agency-tailored indicators that could better inform the results of the FIAP. To begin, GAC-IA reviewed its existing portfolio and identified six "interrelated global challenges" – referred to as Action Areas – to serve as entry points for empowering women and girls.

Figure 1: FIAP Action Areas8



^{6. (}Porter, 2013).

^{7. (}Bhatia-Murdach, et. al., 2018).

^{8. (}Government of Canada, 2017).





In order to harmonize GAC's tailored indicators with globally-accepted measurements, each Action Area was first mapped to one or more of the Sustainable Development Goals (see Annex). These indicators were included as part of the FIAP results framework to track global progress, and to contextualize Canada's work in each Action Area.

Mapping Action Areas to the Sustainable Development Goals (SDGs) anchors specific department policy in global priorities. However, using global- or country-level SDG data alone may not provide the timely or disaggregated information needed for adaptive program management. Further, the use of SDG data would limit GAC-IA's ability to evaluate Canada's contribution, isolated from other development actors or societal shifts. This would prevent GAC-IA from being able to determine the extent to which the FIAP is being implemented across the Canadian development portfolio, and whether the policy is contributing to the achievement of global outcomes.

Next, the GAC-IA RBM Center of Excellence (i) considered previous and ongoing programming aimed at addressing each action area and global indicator; and (ii) consulted internally with GAC-IA gender analysis and specialized staff. After months of collaboration, twenty-four Action Area Key Performance Indicators (KPIs) were developed, to "measure and monitor" results achieved 9

The Action Area KPIs allow GAC-IA to isolate how the department is actively contributing to the empowerment of women and girls, as defined by the FIAP. This distinction serves a number of important functions.

First, these KPIs provide a mechanism for ensuring that GAC-IA programming is feminist in its approach. Defined KPIs provide a framework for partners and staff to identify, collect, and report output and outcome data; and for GAC-IA to aggregate project data across its portfolio to make evidence-based decisions, produce evidence-based reports, and communicate results. The KPI structure also facilitates the process of "rolling up" project-level data: transforming numbers associated with activities and outputs into indicators useful to measure women's empowerment. This transformation can facilitate high-level reviews of the FIAP and the generation of high-level theory-of-change narratives, through the linkage of KPIs to Action Areas, and of Action Areas to the SDGs.

Second, by comparing the Action Area KPIs against SDG progress, GAC-IA will also be able to assess the extent to which these approaches – as captured in the 24 FIAP KPIs – are contributing to global outcomes. This allows GAC-IA to not only learn from and adapt its projects to be more effective, but also contribute to global knowledge on "what works" in feminist development programming.

9. (Government of Canada, 2019a). See Annex on pages 10-11 for full list of indicators.

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B. Methodological Guidance

In order to facilitate aggregation, the FIAP KPIs also needed to be replicable and valid – defined in a way that allows for repeated and objective measurement – in order to accurately evaluate progress against a baseline. To achieve this, sound methodological guidance on what "counted" towards a FIAP indicator was developed in collaboration with Development Gateway and with inputs from GAC-IA sector experts, gender specialists, and seasoned project and field officers.

The final guidance product resembled an indicator "dictionary" that could be used by staff to map ongoing project activities to FIAP indicators. These methodological notes were not intended to serve as rigid standardization requirements, nor as a GAC-IA definition of feminist international assistance. Further, these notes were not intended to signal to staff and partners that projects would be evaluated based on their inclusion (or exclusion) in the Action Area KPIs. Part of implementing this new policy meant taking stock of current programming within the GAC-IA portfolio – including projects that were operational before the FIAP – in order to shape future portfolio goals to align with FIAP priorities.

The methodological notes served as guidance on what the FIAP indicators were capturing: at the most basic level, the notes should have enabled project staff to determine whether or not a project was engaged in activities that fell under a FIAP indicator. Such guidance has helped clarify the linkages between both existing and planned project-level activities and outputs, and larger development outcomes. Methodological notes also provided staff with concrete examples of project components that aligned with the FIAP, so that future programming could better meet the department's goals and reporting requirements.

For example, one Action Area KPI aimed to measure:

"[the] number of people reached by GAC-funded projects that help prevent, respond to, and end sexual and gender-based violence, including child, early and forced marriage and/or Female Genital Mutilation."¹⁰

For this indicator, would a program that provides assistance filing criminal complaints count as helping to prevent or respond to sexual and gender-based violence (SGBV)? Is there a minimum requirement level for health or psychological response received, in order for project beneficiaries to count toward this indicator total? Without additional methodological guidance for GAC-IA staff, determining what project activities should be included in a FIAP-related prevention or response program for SGBV would rely on individual staff interpretation.

In addition to alignment, methodological notes drew from ARIA to explain how aggregation from each indicator could take place in a reproducible manner, to allow for comparative evaluations against the baseline. These notes were also developed to ensure harmonization with other department-wide results reporting exercises, such as the Departmental Results Report,¹¹ to minimize staff reporting burdens.

^{10.} This indicator (GE1) supported the Action Area: "Gender equality and the empowerment of women and girls," and is linked with SDG targets 5.2, 5.5, and 16.1 (Global Affairs Canada, 2017).

^{11.} The Departmental Results Report identifies "benefits [GAC-IA] provides to Canadians and the real value derived for each taxpayer dollar spent" (Government of Canada, 2019c).



C. Compiling Project Information and Classifying Projects

Calculating baselines for new indicators is a critical – and painstaking – element of implementing a new policy. This process often requires manual review and extraction of data from documentation, as projects that predate policy implementation may not report against the new indicators. In the case of the FIAP, this was further compounded by the fact that GAC-IA had not previously mandated gender-disaggregated reporting on the scale called for by the FIAP.

Recognizing the anticipated data quality and availability issues, GAC-IA used data from the 2015-2016 annual reporting cycle – the most recent cycle for which finalized reporting information was available at the time of FIAP implementation – in its pilot Action Area KPI baseline process. This choice allowed GAC-IA to examine the most current available data, and to identify guidance and process improvements that would immediately inform subsequent reporting processes.

Within GAC-IA, three reporting tools were consulted for information pertaining to FIAP Action Area KPIs:

- Performance Measurement Frameworks (PMFs) are contractual agreements with project implementers that
 establish reporting indicators. The PMFs were useful in determining whether or not a project involved activities
 that were related to the FIAP indicators.
- Management Summary Reports (MSRs) provide an annual, qualitative update on the cumulative project progress. Occasionally, MSRs contained FIAP-related data that were not evident from related PMFs.
- **Detailed Outcome Reports** (DORs) provide the baseline and goal values for indicators defined in the PMF, and qualitative contextual summaries for each outcome.

These three document types were manually reviewed by Development Gateway for all 1,500+ GAC-IA projects reporting for the 2015-2016 fiscal year. Any and all instances of information potentially relevant to the FIAP were systematically captured, including contextual details, disaggregations (where available), and timeframes during which project activities and outputs could be attributed.

Information relevant to the FIAP was typically found within the narrative summaries of project reporting documents. Based on activity descriptions, each project was classified as "applicable," "not applicable," "no data," "empty," or "unclear" for each FIAP indicator. Classification decisions were guided by a preliminary round of indicator methodological notes.

Table 1: Project Classifications

Classification	Description			
Applicable	Applicable The project involves activities and outputs that are relevant to a specific FIAP KPI			
Not Applicable	Not Applicable The project does not involve activities or outputs relevant to a specific FIAP KPI			
No Data	The project is relevant to a specific KPI, but because of standardization issues (ex: reporting on percentages, incorrect reporting year, no results information reported yet), we cannot include the project data in the KPI calculation			
Unclear	The project involves activities and outputs that may or may not be relevant to a specific FIAP KPI			
Empty	Based on the information (if any) contained in project documents, it is impossible to tell whether or not the project involves activities and/or outputs that are relevant to a specific FIAP KPI			

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Lists of project indicators included in a KPI baseline were maintained in order to clearly document and accommodate any future changes to methodological notes. If there was any uncertainty about whether a project or project component was relevant to the FIAP, the classification was flagged as "unclear" and the reason for the uncertainty was documented. This allowed GAC-IA experts to revisit those projects, and decide whether or not the data should be included in baseline calculations.

Importantly, this process also highlighted potential areas where methodological notes should be further refined by GAC-IA sector experts in advance of future reporting exercises. Projects with an "unclear" classification were particularly useful in ensuring that the methodological notes addressed specific issues that arose from actual project documentation. Taking such feedback into account would ease the change management required to transition staff into reporting against a new policy.

D. Aggregating Results

Once project classifications were finalized, relevant project-level data were "rolled up" to develop a baseline for each FIAP indicator. This exercise was not a statistically-rigorous baseline measurement – nor was it intended as such. Waiting for perfect methodological notes, standardized project indicators, and real-time data would have involved a significant time lapse between when the FIAP was introduced and when measurement began.

The steps for calculating the Action Area KPI baselines can be summarized as follows:

- 1) Select one Action Area KPI
 - a) Develop an initial calculation methodology, based on the methodological note
- 2) Use DAC codes to isolate list of projects potentially relevant to this KPI
- 3) Classify each project on the list
 - a) Read all project documents
 - b) Determine whether or not project has components (activities or outputs) that are relevant to the particular KPI
 - c) Assign classification code: "Applicable," "Not Applicable," "No Data," "Unclear," or "Empty"
- 4) Extract relevant results (i.e., the numbers)
- 5) Record caveats and questions for clarification in methodological note
- 6) Sum all of the extracted project results
- 7) Turn in results to respective thematic teams; use documentation to further develop and refine methodological notes

By taking this ambitious, iterative approach, GAC-IA was able to quickly capitalize on the momentum of the FIAP announcement and assess how prepared the department was to track and implement international assistance through a feminist lens.

Further, for the 2017-2018 reporting cycle, GAC-IA was able to provide staff with tested guidance on how to report against the FIAP – and measure progress against policy goals with higher precision than the baseline exercise. For this cycle, GAC-IA also committed to maintaining flexibility to adapt methodological notes and managerial processes as needed.

^{12.} The GAC-IA annual reporting exercise is typically launched each April/May, to collect information on results achieved during the previous fiscal year. Data collected on Action Area KPIs are expected to be publicly available the following winter (Government of Canada, 2019b).



LESSONS LEARNED

Taking this multi-step measurement approach surfaced opportunities for tool- and process-based efficiencies that could be applied to future results-based, gender-responsive policies.

A. Opportunity: Tools for Data Collection and Management

Existing agency reporting mechanisms that predated the FIAP were not designed to capture feminist indicator-related data. At times, standardization and attribution issues – such as reporting beneficiaries in terms of households rather than individuals – further complicated measurements.

The methodological notes developed as part of FIAP implementation can help mitigate these data quality and availability issues in the future. The notes' guidance on units, formatting, attribution, and disaggregation could also serve as a good practice applicable to other development assistance policies.

GAC-IA also used this exercise to develop a new annual reporting template that will facilitate aggregation and portfolio review. This template allowed project officers to "self-identify" a project as relevant to a policy indicator, while also completing project-level reporting requirements. A project's relevance to a FIAP indicator would then be verified by program managers and gender analysts within GAC-IA, before including the project data in the KPI calculation. This template could serve as a basis for the development of a flexible and adaptive agency data management and reporting tool, that could accommodate the further evolution of Canadian international assistance priorities.

B. Opportunity: Balancing Results and Development Effectiveness

Creating agency indicators overly-linked to specific political priorities risks process and evidence upheaval at each change in government administration or strategy.¹³ For this reason, it is positive that FIAP indicators are explicitly linked to SDG targets, and are mainstreaming gender across agency priorities. These explicit links can facilitate greater programming continuity across government administrations.

However, implementing any agency-wide, results-based policy runs the risk of incentivizing a "quick wins" approach to programming. Such an approach can come at the expense of other broader development goals, or attempts to reach marginalized groups in fragile contexts. For this reason, senior management at GAC-IA will need to balance both internal and external communications and expectations regarding the future of GAC-IA programming.

Such balance means collecting both quantitative measures of FIAP gender mainstreaming, and qualitative information on country contexts and "success stories." GAC-IA will also need to determine whether RBM performance assessments will consider gender performance as separate from a project's overall performance. Ultimately, successful implementation of the FIAP will require a balance between a whole-of-agency approach to international assistance, and a responsiveness to emerging thematic, regional, or country-level priorities – while fulfilling the SDG mandate of "leave no one behind."

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^{13. (}Bhatia-Murdach, et. al., November 2018).

^{14. (}Independent Commission for Aid Impact, April 2014).

^{15. (}Bhatia-Murdach, et. al., November 2018).



CATALYZING FEMINIST, RESULTS-DRIVEN DEVELOPMENT

Though introducing a new, agency-wide results-based development policy is never without challenges, introducing a results-based feminist development policy offered a unique opportunity for GAC-IA to mainstream gender across its project portfolio.

GAC-IA took a multi-step approach to measuring a FIAP baseline, which set the groundwork for clearer methodological guidance for staff; stronger data management and reporting tools; and clearer policy implementation processes in the future. As the policy becomes embedded in GAC-IA programming and reporting mechanisms, GAC-IA will need to ensure that it goes beyond measuring and monitoring its contribution, to assessing its impact, learning "what works," and adapting its programming to achieve gender equality and the empowerment of women and girls.

By mainstreaming the collection of gender-disaggregated data across its portfolio, and prioritizing of outcomes for women and girls, GAC-IA has established a new, results-based threshold for good practice in feminist development policy.

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ANNEX: GAC-IA FIAP GLOBAL INDICATORS & ACTION AREA KPIS

ACTION AREA

	Gender Equality & the		Human Dignity	
	Empowerment of Women and Girls	Health & Nutrition	Education	Gender- Responsive Humanitarian Action
GLOBALINDICATOR	Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age (SDG 5) Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18 (SDG 5)	Adolescent birth rate (aged 15-19 years) per 1,000 women in that age group (SDG 3) Proportion of women aged 15-49, married or in a union, who have their need for family planning satisfied through modern contraception methods (SDG 3) Under Five Mortality Ratio (SDG 3) Maternal Mortality Ratio (SDG 3) Prevalence of undernourishment (SDG 2)	Percentage of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex (SDG 4) Percentage of primary school teachers (m/f) who have received at least the minimum organized teacher training (SDG 4) Global number of out-of-school children, adolescents and youth (m/f) (SDG 4) Primary and lower-secondary school completion rate (m/f) (SDG 4)	Number of people (m/f/children) in need of humanitarian assistance (SDG 1)
ACTION AREA KPI	Number of people reached by Global Affairs Canada funded projects that help prevent, respond to and end sexual and gender-based violence, including child, early and forced marriage and/or Female Genital Mutilation (linked to SDG 5 and SDG 16) Dollars invested and number of women's organizations and women's networks (international and local) advancing women's rights and gender equality that receive Global Affairs Canada support for programming and/or institutional strengthening (linked to SDG 5)	Number of women and girls provided with access to sexual and reproductive health services, including modern methods of contraception, through GAC funded projects (linked to SDG 3) Number of people (m/f) receiving micronutrient supplementation, including iron and folic acid, through GAC programming (linked to SDG 2) Number of people benefitting from gender-sensitive health and nutrition services through GAC projects (linked to SDG 2)	Number of teachers trained (m/f), according to national standards, supported by Global Affairs Canada programming (linked to SDG 4) Number of schools that have implemented changes to create welcoming spaces that respond to the specific needs of girls (linked to SDG 4) Number of graduates (m/f) of Global Affairs Canada supported, demand driven, technical and vocational education and training (linked to SDG 4) Dollars invested and number of Global Affairs Canada supported projects that promote the integration of comprehensive sexuality education into school curriculums (linked to SDG 5)	Percentage of humanitarian assistance projects that include sexual and/or gender-based violence or sexual and reproductive health and rights components (linked to SDG 5) Number of women and girls who have received sexual and reproductive health services, including access to contraception, through a Global Affairs Canada funded humanitarian response delivered by CSOs (SDG 3, SDG 5)

Supporting All Action Areas

Percentage of bilateral international assistance investments that either target or integrate gender equality and the empowerment of women (linked to SDG 5)

ACTION AREA

Growth that Works for Everyone	Environment & Climate Action	Inclusive Governance	Peace & Security	
Proportion of population below the international poverty line, by sex, age, employment status and geographical location (urban/rural) (SDG 1) Financial inclusion: proportion of adults (m/f) with an account at a bank or another type of financial institution or mobile money provider. Shared Prosperity: number of countries where the poorest 40% have experienced income growth greater than the most wealthy 60% (SDG 10)	Ranking by country on vulnerability; and on overall readiness (economic, governance and social) to leverage investments and adapt to climate change (SDG 13) Mobilized \$ amount per year towards the commitment to mobilize \$100B of climate finance under the UN Framework Convention on Climate Change (SDG 13) Ranking by country on the Environmental Performance Index, which ranks countries on environment issues and their impacts on human health and ecosystems	Percentage of seats held by women in national parliaments (SDG 5) Number (of total) countries with a law mandating non-discrimination based on gender in hiring (SDG 5) Score on Government Effectiveness (Worldwide Governance Indicators) (SDG 16) Percentage of female justices in constitutional courts (SDG 16)	Number (of total) women uniformed members working in UN peacekeeping operations (SDG 5 and SDG 16) Individual aggregated country scores on the Fragile States Index (SDG 16) Global Peace Index (compares short-term peace and security needs with long-term structures that promote peace) (SDG 16) Global Index on Women, Peace and Security (source: Georgetown University and PRIO; launched on October 26, 2017) (SDG 16 and CNAP)	GLOBAL INDICATOR
Number of people (m/f) reached by GAC-funded projects that support women's economic empowerment (linked to SDG 5) Number of entrepreneurs, farmers and smallholders (m/f) provided with financial and/or business development services through GAC-funded projects (linked to SDG 2, SDG 5 and SDG 9)	Number of people (m/f) newly- employed in the environment sector, including in technical, supervisory and management roles, supported by GAC programming (linked to SDG 13) Number of beneficiaries (m/f) from climate adaptation projects supported by GAC (linked to SDG 13) Megatons of greenhouse gas emissions reduced or avoided through Canadian government contributions (linked to SDG 13)	Number of people (m/f) reached by GAC-funded projects that support women's leadership in decision-making in governance (linked to SDG 5) Number of people (m/f) reached by GAC-funded projects that support access to justice and public services for women and girls (linked to SDG 5, and SDG 16) Number of civil-society organizations supported through GAC funding who advocate for human rights and/or inclusive governance (linked to SDG 5, SDG 16 and SDG 17)	Number of peacekeepers (m/f) trained through GAC-funded deployments and projects to prevent and respond to sexual exploitation and abuse (linked to SDG 16) Dollars invested and number of subject matter experts, including in sexual and gender-based violence, supported through GAC funding to participate in international efforts to investigate and prosecute crimes under international law (linked to SDG 16) Dollars invested and number of civil-society organizations, including women's organizations, supported through GAC funding to increase participation of women in peace negotiations and conflict-prevention efforts (SDG 16)	ACTION AREA KPI

Supporting All Action Areas

Dollars invested and number of small and medium-sized Canadian organizations supported to develop and implement innovative programming in partnership with local organizations to support the six action areas, notably Gender Equality and the Empowerment of Women and Girls (linked to SDG 17)

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PHOTO CREDITS

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INSIDE COVER

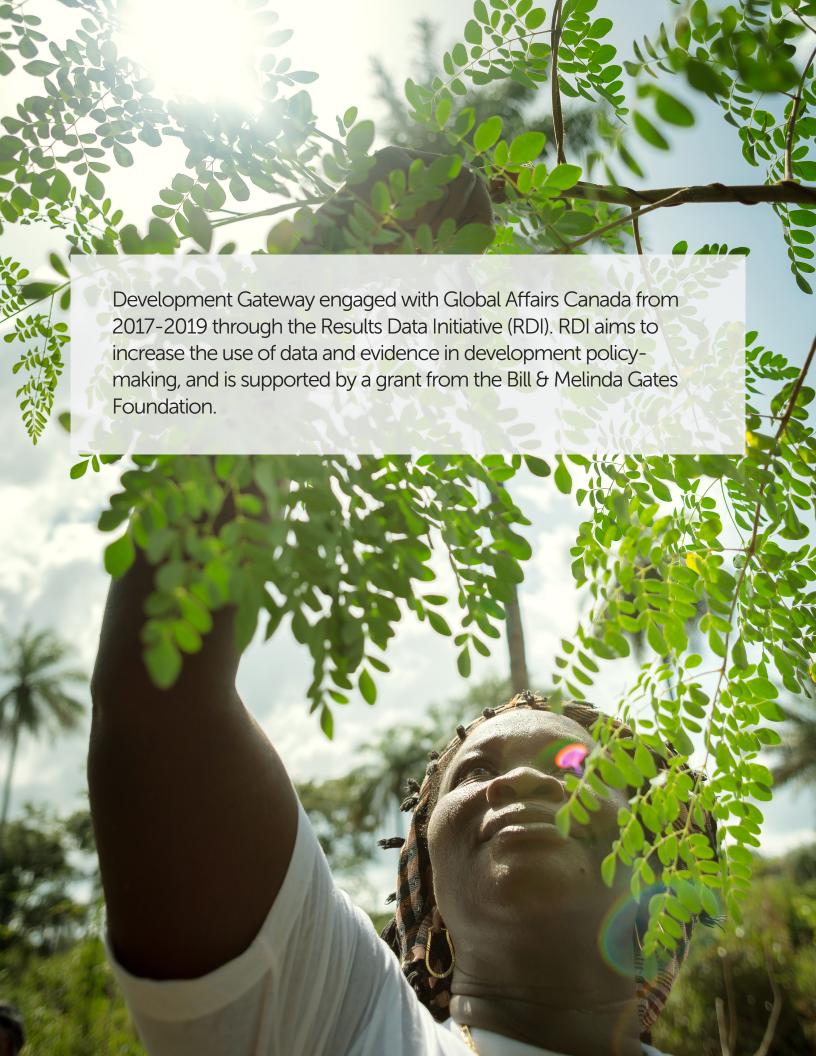
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INSIDE BACK COVER

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