



Evaluation of Norwegian Development Cooperation



**Evaluation of
Norwegian Development Cooperation**

Annual Report 2004–2005

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The evaluation activities of the development cooperation administration

In connection with the reorganisation of development cooperation administration in 2004, the responsibility for evaluation activities was transferred from the Ministry of Foreign Affairs to Norad. The Ministry of Foreign Affairs' annual report for 2003 also covers parts of 2004. The present report covers the period of 2004 for which Norad was responsible and the whole of 2005.

The Evaluation Department is responsible for evaluating the activities of the Ministry of Foreign Affairs and Norad in the field of international development cooperation. Evaluation activities are based on the OECD/DAC Guidelines, the Norwegian Regulations for Financial Management in Central Government and the special Instructions for Evaluations. Norad also complies with the principle that evaluations must be carried out by external experts who are neutral and independent of the administrative unit that is responsible for planning and implementing the measure concerned.

The purpose of evaluation is primarily learning and control. Efforts have increasingly been made to assure the learning aspect by arranging participatory processes in connection with evaluations. Special reference groups, comprising the parties concerned, have been established and a series of seminars have been arranged to contribute knowledge and promote debate on individual evaluations. From this point of view, evaluation is part of the overall quality assurance of development cooperation as it disseminates knowledge of good development cooperation practices. The increase in participatory processes has in turn led to a greater sense of ownership of the evaluation process and thereby a greater likelihood that the lessons learned will be incorporated into future activities. Evaluations also have a control function because they evaluate the quality and use of resources in development cooperation.

Evaluation activities take place according to an annual programme that is drawn up in consultation with departments at the Ministry of Foreign Affairs and Norad and with Norwegian embassies. The programme consists of both evaluations initiated by Norway and joint evaluations, both of which are covered by this annual report. In addition to the specific evaluations for which the Norad Evaluation Department is responsible, the Department has provided technical advice on matters relating to evaluations and reviews undertaken by the Ministry of Foreign Affairs, Norad and Norwegian embassies on an ad hoc basis.

The Evaluation Department participates actively in international cooperation, primarily within the framework of the OECD/DAC Evaluation Network. Norway also supports the evaluation activities of multilateral organisations through partnership agreements with the World Bank and the United Nations Development Programme (UNDP).

In terms of content, the evaluations that have been carried out cover a wide range of thematic areas and issues. During the period in question, an especially large number of evaluations have been carried out in the following areas: the place of civil society in development cooperation, selected UN organisations, and gender equality issues. Their political relevance has varied, but the evaluations relating to gender equality can be used to illustrate their desired close links to policy development. Among the evaluations that have been carried out in the field of women and equality, the evaluation of the Strategy for Women and Gender Equality in Development Cooperation showed that good account has been taken of gender equality in the policy area, but the women's dimension has only been integrated into practical development cooperation to a limited extent. Similarly, a study of previous Norwegian evaluation reports shows that the gender perspective is poorly reflected in evaluations, despite the priority that is given to it in Norwegian development cooperation.

In recent years there has been a growing demand for documentation of results from Norway's development cooperation, both from the public at large and from politicians. Evaluations are intended to be one of several means of communicating these results. The present report might be regarded as an element of the development cooperation administration's dissemination of results, since it presents the main findings of the evaluations. Another purpose of this report is to show the contribution of the individual evaluations to their particular policy areas. All the evaluation reports initiated by Norad itself that are discussed in this report, and some of the multi-donor evaluations, are available in electronic form on Norad's website (www.norad.no).

Partnership agreements

Norad's Evaluation Department makes financial contributions to studies and evaluations carried out by the World Bank and the UNDP through partnership agreements. The purpose of this is to have active access to a larger range of evaluations than what the Department itself is able to undertake and to benefit from the technical expertise of these organisations. The decision as to which studies and evaluations Norway will contribute to financially is made in cooperation with the Norwegian authorities in order to ensure their relevance. Arrangements are made for Norwegian consultants to be used in cases where they have relevant expertise. The results of evaluations are presented at public seminars in Norway.

Partnership agreement with the World Bank

Evaluation reports completed in 2004–2005 under the partnership agreement with the World Bank:

- Evaluation of World Bank's Capacity Building in Sub-Saharan Africa (http://www.worldbank.org/ieg/africa_capacity_building/)
- The Effectiveness of World Bank Support for Community-Based and -Driven Development (<http://www.worldbank.org/oed/cbdcdd/>)
- HIV/AIDs – Evaluation of the World Bank's Assistance (<http://www.worldbank.org/oed/aids/index.html>)

The following internal seminars to present ongoing evaluations and open seminars on the World Bank's evaluation activities were held in Norway during the period covered by this report:

- Evaluation of Capacity Building in Sub-Saharan Africa
- Evaluation of World Bank Support to Low Income Countries Under Stress (LICUS)
- Trade Assistance Evaluation
- Impact evaluations: seminar on the experience gained by the World Bank

Assistance for the development of evaluation capacity in the South:

- IPDET (International Programme for Development Evaluation Training)
- Evaluation Capacity Development (ECD) in Uganda
- Evaluation Capacity Development Resource Materials

Partnership agreement with the UNDP

A three-year partnership agreement with the UNDP was signed in March 2005. However, none of the evaluations for which Norway provided financing were completed in 2005. The agreement is intended to promote technical cooperation on evaluation in the areas of gender equality, governance, coordination, UN reform, post-conflict situations and evaluation capacity development in recipient countries.

Other international cooperation

The OECD/DAC Evaluation Network

An Evaluation Network has been established under the OECD/DAC, and the Evaluation Department supports the activities of the secretariat by contributing both general and earmarked funds. A special website for the comprehensive joint evaluation of general budget support has been financed from these funds. Norad also works closely with the secretariat to develop methods for improving the quality of evaluations in the fields of conflict prevention and peace-building.

The Tsunami Evaluation Coalition (TEC)

Norad participates in the international Tsunami Evaluation Coalition (TEC), the intention of which has been to enable multilateral and bilateral donors and international NGOs to harmonise and coordinate their evaluation activities in connection with tsunami assistance. This cooperation is intended to reduce the pressure of work for the countries and donors concerned, avoid overlapping evaluations and ensure the broadest possible learning. Another goal is to test new models and processes for international evaluations in the humanitarian field.

Within the framework of the TEC, work began on five thematic evaluations in 2005 (the coordination of tsunami assistance, analysis of needs, the effect of tsunami assistance on local and regional capacity, and the connections between emergency relief, “transitional assistance” and development, and donors’ responses, including the media response). A synthesis report and the five thematic evaluations will be completed in 2006.

Further information on the TEC may be found at: www.alnap.org/tec

The Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP)

The Evaluation Department is a member of the ALNAP network, for which it provides financial support. The network aims to promote accountability and improve humanitarian efforts through evaluation training, studies and the production of guidelines. ALNAP has played a pivotal role in the establishment and coordination of the TEC.

Reference is made to the ALNAP website for further information (www.alnap.org).

The Afrobarometer

As part of its effort to support evaluation competence, the Evaluation Department has provided support, for a limited period of time, for the Afrobarometer. The Afrobarometer is a consortium of independent research institutions in Africa which, in cooperation with Michigan State University, undertakes systematic opinion polls. Representative interview surveys are carried out in many African countries every couple of years. The data provides a basis for assessing development trends and making comparative analyses. In cooperation with the University of Cape Town, the Evaluation Department’s contribution has been spent on training staff in the institutions that are responsible for the collection and analysis of data.

Evaluations carried out during the period

Report 4/2004	Evaluation of support through umbrella organisations: Norwegian Missions in Development and the Atlas Alliance
Report 5/2004	Study of the impact of the work of FORUT in Sri Lanka: Building Civil Society
Report 6/2004	Study of the impact of the work of Save the Children Norway in Ethiopia: Building Civil Society
Study 1/2005	Study of the impact of the work of FORUT in Sri Lanka and Save the Children Norway in Ethiopia: Building Civil Society. Synthesis Report.
Report 1/2005	Evaluation of the Norad Fellowship Programme
Report 2/2005	Women Can Do It – an evaluation of the WCDI programme in the Western Balkans
Report 3/2005	Gender and Development – a review of evaluation reports 1997-2004
Report 4/2005	Evaluation of the Framework Agreement between the Government of Norway and the United Nations Environment Programme (UNEP)
Report 5/2005	Evaluation of the “Strategy for Women and Gender Equality in Development Cooperation (1997-2005)”
Report	Addressing the Reproductive Health Needs and Rights of Young People since ICPD – The Contribution of UNFPA and IPPF. Synthesis Report.
Report	Joint Government – Donor Evaluation of Basic and Primary Education Programme II
Report	Responsible Fish Trade and Food Security
Report	Evaluation of the International Trade Centre



Evaluation of support through umbrella organisations: Norwegian Missions in Development and the Atlas Alliance

Report 4/2004

No. of pages: 56

ISBN: 82-7548-150-3

Carried out by:

Statskonsult

Evaluation of:

Support provided through umbrella organisations², exemplified by Norwegian Missions in Development and the Atlas Alliance. Both organisations have a framework agreement with Norad for project support.

Purpose:

The purpose of the evaluation was to assess the added value that is achieved by Norad working with Norwegian Missions in Development and the Atlas Alliance rather than working directly with individual organisations. It was also to consider whether the umbrella organisations spend the funds they receive from Norad in accordance with the stipulated conditions and criteria, and the degree to which the funds are managed effectively, and also to consider what added value the umbrella organisations provide for their member organisations.

Findings:

The evaluation found that this arrangement is an important means of assuring the quality of development cooperation between non-governmental organisations and their partners in developing countries. It helps ensure that the projects relate to the goals and principles that have been laid down for Norwegian development policy. The umbrella organisations, especially Missions in Development, help to assure the quality of projects by sharing experience and having better monitoring and control systems than each organisation could have been expected to have alone. However, in its administration of and dialogue with the umbrella organisations, Norad does not fully utilise the added value represented by their contribution to quality assurance and monitoring.

Recommendations:

The evaluation recommends that support should be further developed on the basis of the following recommendations:

Norad should:

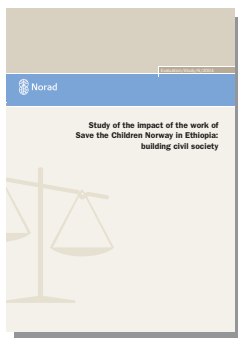
- Simplify and improve the efficiency of processing procedures on the basis of the umbrella organisations' quality assurance systems and extend the time-limits by one month.
- Observe the time-limits stipulated in Norad's administrative routines.
- Ensure improved continuity of executive officers responsible for the administration of support for the organisations.
- Utilise the knowledge base represented by the member organisations by arranging regular meetings with the umbrella organisations.
- Make better use of the organisations' evaluations. The database on Norad's website will provide new and good access to the evaluation reports, but this is not an adequate instrument. The lessons learned from evaluations should provide a basis for any new cooperation agreements and for discussions between Norad and the organisations.
- Regularly summarise the lessons learned from using non-governmental organisations as a channel in development cooperation, for example in an annual report in which the arrangement with umbrella organisations is one of the topics addressed.

The umbrella organisations, for their part, should clarify their role as quality assurers for their member organisations, encourage more cooperation and interaction between member organisations, and prepare a plan for how the organisations can reap greater benefit from being members of an umbrella organisation.

² An umbrella organisation is a group of non-governmental organisations with a joint secretariat.

Follow-up:

The recommendations of the report with respect to Norad's follow-up have been thoroughly considered in connection with the internal review that was carried out in 2005 of the lessons learned from the administration of framework agreements with Norwegian non-governmental organisations. The process continued in 2006, among other things through inputs provided to the Rattsø Committee and in connection with the development of a new Norad strategy. The umbrella organisations have pointed out that the evaluation helped to clarify their comparative advantages and shed light on the possibilities for more cooperation, both between the two umbrella organisations and internally between member organisations, and that this has provided a basis for internal follow-up within the organisations.



Study of the impact of the work of FORUT in Sri Lanka and Save the Children Norway in Ethiopia: Building Civil Society. A synthesis report

Study 1/2005

No. of pages: 57

ISBN: 82-7548-155-4

Carried out by

the Norwegian Institute
for Urban and Regional

Research (NIBR)

Study of:

The impact of the work of FORUT in Sri Lanka and Save the Children Norway in Ethiopia.

Purpose:

The purpose of the study was to consider whether the two Norwegian organisations contributed towards fulfilling the goals of Norwegian development cooperation, as expressed in the Guidelines for Grants for the Humanitarian Assistance and Development Cooperation Activities of Norwegian and International Non-governmental Organisations. The study focuses on whether the organisations contributed towards the empowerment of civil society. The terms of reference also included suggestions for a possible system for reporting on the social impact of the work of Norwegian non-governmental organisations.

Findings:

The organisations' efforts to strengthen local capacity have largely been aimed at developing administrative capacity in partner organisations. They have to a lesser extent focused on developing expertise that can contribute to processes of change and the empowerment of players in civil society. Nevertheless, through their cooperation with public authorities on projects and programmes, the organisations have had a positive influence on official awareness of governance issues.

The study points out how difficult it can be to achieve the goals laid down in the Guidelines for Grants for Non-governmental Organisations in practical work in the field. At country level people generally ask for assistance for service delivery rather than assistance for processes and measures aimed at enhancing empowerment. The administration's guidelines may lead to donor control of projects that do not necessarily coincide with priorities at country level. On the other hand, the need to challenge power structures that undermine human rights efforts and the need for more participatory development processes are recognised. These challenges are especially discussed in the Sri Lanka report.

The organisations' reporting to Norad has largely been focused on the activity level and on the documentation of more short-term results. The study considers the reporting system, with its focus on deviations from planned goals, to be incomplete in relation to the need to define the organisations' contributions to processes of change and the empowerment of players in civil society.

Recommendations:

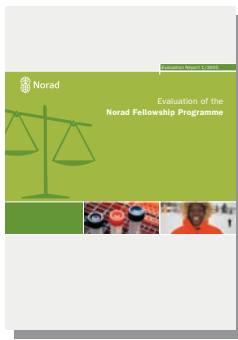
Norwegian non-governmental organisations should, to a greater extent, define their roles, theories of change and scope of action on the basis of an analysis of the local context. In relation to local partners and networks, the report underlines the importance of working more actively to promote broader alliance-building, as well as capacity development with emphasis on empowerment and the role of partners as agents of change.

The development cooperation administration should adjust the guidelines so that they can be adapted to the freedom of action required and the context concerned. A dialogue should be initiated with the organisations on how goals can be realised in individual countries. The guidelines focus on the macro level, while most organisations operate on the micro level. This gap should be reflected upon and the guidelines should be subject to regular reviews.

The report also recommends that more research be carried out on the roles and potential of the organisations as agents of change, the role of civil society in democratisation processes and the lessons learned from the role of the donor community in such processes, and the further development of the concept of "theory of change" and the implications for improved reporting of results.

Follow-up:

The study has been used as input for the committee that was established by the Ministry of Foreign Affairs to consider the results of development assistance provided through non-governmental organisations (the Rattsø Committee). Norad's follow-up will, among other things, be considered in connection with the work of the committee. Initiatives have been taken to support further dissemination of important findings. FORUT and Save the Children Norway have expressed their satisfaction with the learning effect of the process.



Evaluation of the Norad Fellowship Programme

Report 1/2005

No. of pages: 159

ISBN: 82-7548-157-0

Carried out by

the Nordic Consulting
Group AS
in cooperation with
Nuffic, headed by
Stein Hansen

Evaluation of:

The Norad Fellowship Programme from 1998 to 2003.

Purpose:

The purpose of the evaluation was to analyse the fellowship programme in relation to the defined development goals and the “Strategy for strengthening research and higher education in the context of Norway’s relations with developing countries” (1999). This is the first time a coherent, independent and critical study of this programme has been carried out in relation to current Norwegian development policy. The Norwegian Centre for International Cooperation in Higher Education (SIU) is responsible for administering and implementing the programme on the basis of a contract with Norad.

Findings:

The Norad Fellowship Programme (NFP), with its forty-year history and its broad network of institutional contacts in Norway, is one of the most visible and traditional activities in Norad’s history. Its purpose is to build expertise in “strategically important institutions in partner countries” by offering courses at master’s degree level at Norwegian universities.

The report maintains that it is difficult to say anything about the effect of the fellowship programmes on poverty reduction. It refers to the fact that in some countries, such as Bangladesh, the number of people awarded fellowships through the NFP has been so limited that there is little point in talking about development effects beyond the individual level. In other countries, such as Tanzania, it can be demonstrated that long-term cooperation on training in certain sectors (such as electricity supply) has had an impact.

The NFP is small compared with the fellowship programmes of other donor countries. Norwegian institutions are satisfied with the service provided by the NFP as regards attracting foreign students. They would like the programme to be expanded so that they can offer PhD courses as well as master courses.

Over time, the NFP has developed in an academic direction at the expense of more vocationally-oriented higher education, and it is described as supply-driven. The evaluation has identified a potential for developing the “sandwich” model, i.e. a programme that combines theoretical or equipment-intensive studies in Norway with studies at institutions in the South.

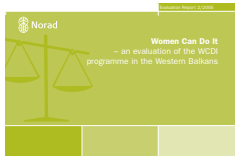
Recommendations:

The evaluation suggests that the programme be continued, but with new modalities and a different framework. There is a need to increase the relevance of the NFP to development through the choice of subjects and the location of studies. The NFP should be more demand-based, employers must be more involved in selection, and the courses must to a greater extent be developed in partner countries. Norad faces a challenge with respect to clarifying the goals and development criteria and devoting attention to a “higher” level (i.e. in the direction of principles and political control). Moreover, Norad should consider expanding the programme to include PhD courses. Furthermore, the number of user countries, sectors and courses should be strictly limited.

Follow-up:

The evaluation was presented at a broad-based seminar for participants from the university and college sector and from the parts of the administration that are involved in development and education. The Ministry of Foreign Affairs decided that even if the programme is to be more concentrated geographically, it is desirable to ensure sufficient flexibility to be able, in special cases, to offer a programme for

candidates from countries at war or in conflict, or from countries where special foreign policy considerations indicate a need for this type of programme. To strengthen its relevance and local ownership, the programme will also be reorganised and there will be stronger emphasis on cooperation with institutions in the South.



Women Can Do It – an evaluation of the WCDI programme in the Western Balkans

Report 2/2005

No. of pages: 85

ISBN: 82-7548-1619

Carried out by

Sigrid Skålnes and
Jørn Holm-Hansen,
Norwegian Institute for
Urban and Regional
Research (NIBR)

Evaluation of:

The Women Can Do It programme in the Western Balkans during the period 2001-2003.

Purpose:

The purpose of the evaluation was to assess the extent to which the Women Can Do It (WCDI) programme had achieved its short-term and long-term goals. Under the terms of reference, the evaluation was also to make recommendations regarding possible adjustments to the programme, and to assess whether the programme had provided lessons that might be useful in other post-conflict countries. The evaluation results were to be used by the Norwegian Ministry of Foreign Affairs (MFA), Norwegian People's Aid and the Women's Network of the Norwegian Labour Party.

Findings:

From 2001 to 2003, the Ministry of Foreign Affairs provided around NOK 9 million in support for the Women Can Do It programme in the Western Balkans. This programme largely consists of seminars targeting women, the aim of which is to raise awareness of gender disparities in society and to build competence within the target group with a view to remedying these disparities. The seminars were jointly arranged by Norwegian People's Aid, the Women's Network of the Norwegian Labour Party and local partner organisations.

The report concludes that on the whole the programme functions well. Close to 8,000 persons have participated in the seminars, which have given them increased knowledge and greater motivation. Furthermore, the programme has helped to strengthen a number of women's organisations and thus advanced gender equality efforts in general. In the light of this, the consultant maintains that, in the longer term, the programme will be able to achieve the goal of increasing women's influence in public and political life.

Moreover, the report concludes that the quality of the seminars has been high. A high degree of institutional sustainability was achieved, since the partner organisations have developed the necessary apparatus to arrange the seminars themselves. The seminars also appear to have had a conciliatory effect in this post-conflict region. However, the programme is still dependent on external funding.

Recommendations:

Despite the positive conclusions described above, the report makes a number of recommendations for improvements. Among other things, a strategy should be drawn up to analyse the possibilities for finding local sources of financing. The consultants take the view that both the Norwegian stakeholders should, in the long run, withdraw from direct cooperation, since the local partner organisations have gradually become capable of arranging the seminars themselves. Furthermore, the seminars should be less compact and instead provide scope for more discussion between the participants. Men should also be allowed to take part in the seminars to a greater degree. Moreover, the seminars should start to focus more on political matters such as maternity leave and equal pay. Greater emphasis should also be placed on establishing local measures in the wake of the seminars because participants should try to apply their newly acquired knowledge in practice. Similarly, the report recommends that the regional network in the Western Balkans be maintained, and that it should be coordinated by Norwegian People's Aid. It also recommends changing the programme indicators in order to measure goal achievement more effectively.

Follow-up:

The results of the evaluation were presented at a regional conference in Pristina on 23-25 September 2005, which was attended by representatives of the Ministry of Foreign Affairs, Norwegian People's Aid, the Women's Network of the Norwegian Labour Party and various partner organisations in the region.

A follow-up memorandum was sent to the political level of the Ministry of Foreign Affairs at the end of 2005. On the basis of the evaluation, the Western Balkans Section of the Ministry of Foreign Affairs has had a follow-up meeting with Norwegian People's Aid and the Women's Network to discuss the continuation of the programme.



Gender and Development – a review of evaluation reports 1997–2004

Report 3/2005**No. of pages: 41****ISBN: 82-7548-160-0****Carried out by**

Janne Lexow and
Stein Hansen,
Nordic Consulting
Group (NCG)

Evaluation of:

The gender perspective in evaluation reports in the period 1997-2004

Purpose:

This study was commissioned in connection with the more comprehensive evaluation of the Strategy for Women and Gender Equality in Development Cooperation (see Evaluation Report 5/2005). The purpose of the study was to provide an overview of the way in which the gender perspective has been integrated into various parts of the evaluation process, and how this perspective is reflected in selected projects and programmes that have previously been evaluated. Even if the findings in question concern the gender dimension, they presumably also apply to other cross-cutting areas in Norwegian development assistance.

Findings:

The main conclusion of the report is that the gender perspective has not been a key factor in the evaluations carried out in the period in question. Despite the fact that gender equality has been a stated priority in Norwegian development assistance, it is clear that there has generally been little focus on the gender perspective both as regards the design of the evaluations and as a thematic area in the evaluation reports. According to the consultants, this could be due to a tendency to render women and gender equality invisible during the evaluation process. The consultants also point to fundamental weaknesses in the planning phase of the projects, due to the failure to integrate the gender perspective right from the start of the project.

Recommendations:

The more specific recommendations presented in the study primarily concern the wording of the terms of reference for evaluations, and the consultants advise Norad to clearly define what is expected with regard to a gender perspective. Furthermore, external experts on gender issues should be involved in formulating the actual terms of reference. If an evaluation is to focus explicitly on women and gender equality, the Evaluation Department must ensure that this focus is reflected at all stages of the evaluation process.

Follow-up:

As part of the follow-up of this study, the conclusions and recommendations of the report were the subject of a seminar in the Evaluation Department. The Department for Quality Assurance also participated in the seminar since the study refers to weaknesses in the project cycle. The report has also contributed to the more comprehensive evaluation of the Strategy for Women and Gender Equality in Development Cooperation.

Evaluation of the Framework Agreement between the Government of Norway and the United Nations Environment Programme (UNEP)

Report 4/2005

No. of pages: 71

ISBN: 82-7548-163-5

Carried out by

Stein Hansen and
Mike Fergus,
Nordic Consulting
Group (NCG)

Evaluation of:

The framework agreement between Norway and UNEP during the period 2002-2005.

Purpose:

The evaluation was part of the process of renewing a previous framework agreement and of harmonising Norway's agreements with UN agencies in general. One objective was to document and assess how the partnership had functioned under the current framework agreement, identify strengths and weaknesses and give advice regarding improvements. The main purpose was to use the experiential data to analyse and assess the most important strategic alternatives in the new framework agreement. Another purpose was to establish a baseline for future assessments of UNEP activities and results.

Findings:

In the past five years, Norway has provided a total of around NOK 300 million in support to UNEP. The main governance tools have been a framework agreement and annual consultation meetings.

The Nordic Consulting Group's main conclusions are:

- UNEP has great faith in the power of raising awareness and strengthening institutions as a means of achieving lasting changes. However, the recipient institutions' authority and possibility of exercising influence may in actual fact be weak.
- It is difficult to focus activities and evaluate the impact of efforts due to the very wide variety of measures implemented and objectives to be achieved.
- It is more or less impossible to monitor and document results without having ascertained the initial situation and established indicators for targeted achievements.
- Many projects have complicated institutional arrangements that make it difficult to identify the effects of Norwegian support.

Recommendations:

The NCG points out that the new agreement should focus more strongly on strategically important areas in which UNEP has comparative strength, and recommends that a special trust fund be established to support the UNEP programme of action. The parties involved, and Norad's Evaluation Department, agree with this and other recommendations in the report.

Follow-up:

The NCG points to clear inadequacies in UNEP's system of quality assurance and result reporting. Even if the new framework agreement contains clauses relating to these areas, monitoring UNEP's work in these fields will be an important challenge. The Evaluation Department therefore recommends that a review be carried out in autumn 2006 of UNEP's new reports and reporting system, supplemented by a follow-up evaluation in three to five years' time.

A follow-up memorandum setting out the recommendations of the Evaluation Department was sent to the political level of the Ministry of Foreign Affairs at the end of 2005. The Section for the Environment and Sustainable Development at the Ministry of Foreign Affairs has sent its comments on the recommendations to the political level, who have concluded that the recommendations should be followed.



Evaluation of the “Strategy for Women and Gender Equality in Development Cooperation (1997–2005)”

Report 5/2005

No. of pages: 79

ISBN: 82-7548-168-6

Carried out by

the Norwegian Institute for Urban and Regional Research (NIBR) and partners, under the leadership of Berit Aasen

Evaluation of:

The implementation of the Strategy for Women and Gender Equality in Development Cooperation in the period 1997-2005.

Purpose:

The evaluation had a two-fold purpose. Firstly, it was to obtain knowledge regarding key aspects of implementation of the strategy, i.e. assess available capacity, tools and training. Secondly, the evaluation was to contribute to learning related to Norway’s interaction with partner countries with a view to promoting gender equality.

Findings:

The report concludes that women and gender equality still play a relatively prominent role at policy level in Norwegian development cooperation. However, the main challenge lies in applying the stated goals in practice. In the opinion of the evaluation team, neither the Ministry of Foreign Affairs nor Norad have sufficient capacity to implement the Strategy for Women and Gender Equality in Development Cooperation. Apart from a handbook and a certain amount of training that was offered in the late 1990s, there are no other tools or methods for operationalising gender equality as a cross-cutting thematic area. Moreover, the reporting system in this area is weak.

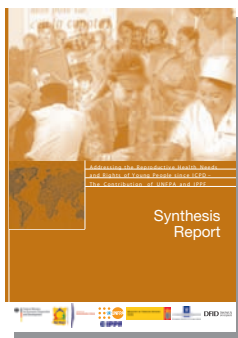
The evaluation team points to the need to discuss how Norway can promote the gender equality perspective in new forms of development assistance such as budget support. In the past few years, the dialogue with Norway’s partner countries has primarily revolved around the macro-economic situation, where the gender equality perspective has been absent. At country level, the team refers to the fact that Norway’s support for the women’s secretariat in the central government administration has helped to empower women in society. The support provided through non-governmental organisations has also had a positive impact.

Recommendations:

The findings and recommendations of the report are intended as a contribution to the planned revision of the Strategy for Women and Gender Equality in Development Cooperation. A number of proposals are presented in the report as to how the revised strategy can be better adapted to the new structure of development assistance. The report also provides suggestions for specific measures to improve institutional capacity and projects and programmes at country level.

Follow-up:

The results of the evaluation were presented at an open all-day seminar held on 19 January 2006, as part of a consultation process comprising the parties involved. The Evaluation Department also asked all the departments in the Ministry of Foreign Affairs and Norad, and all Norwegian embassies involved in development cooperation, for their views on the evaluation. In addition to the findings and recommendations in the evaluation itself, the inputs from these sources formed the basis for the Evaluation Department’s follow-up memorandum to the political level of the Ministry of Foreign Affairs.



Addressing the Reproductive Health Needs and Rights of Young People since ICPD – The Contribution of UNFPA and IPPF

Carried out by

an international consortium consisting of Options Consultancy Services (UK), Euro Health Group (Denmark) and Heidelberg University (Germany).

Joint evaluation of:

Efforts to address the reproductive health needs and rights of young people with focus on the contribution of United Nation's Population Fund (UNFPA) and the International Planned Parenthood Federation (IPPF). The organisations are assessed on the basis of the programme of action adopted at the International Conference on Population and Development (ICPD) held in Cairo in 1994. The evaluation comprises a synthesis report and six country reports (Bangladesh, Burkina Faso, Egypt, Nicaragua, Tanzania and Vietnam). It was financed by Germany, the Netherlands, Denmark, UK and Norway.

Purpose:

To document how the programme of action adopted in Cairo is being implemented by the two organisations in the field of the reproductive health needs and rights of young people and to obtain knowledge of effective development assistance in this field.

Findings:

The evaluation is relatively negative as regards the efforts of UNFPA and the IPPF to address the reproductive health needs and rights of young people. Many of the services supported by the organisations are centred around family planning and are poorly adapted to the different needs of young people. Services for young people should be integrated, but special services tailored to their needs are required. Communication and coordination between UNFPA and the IPPF at country level are inadequate. Nevertheless, both UNFPA and the IPPF have undergone major changes as a result of the ICPD's programme of action, and the focus of their activities, particularly in relation to advocacy, has been expanded to include the needs of young people.

Factors that influence young people's notions of risk, attitudes and sexual behaviour do not receive the necessary attention in the organisations. Despite the fact that the ICPD's programme of action emphasises a coherent approach, they have not succeeded in building a broad partnership that reaches beyond the health and education sectors. The organisations' monitoring and evaluation systems are regarded as weak, partly due to the lack of focus on quality in service provision. To a greater degree they should document knowledge of approaches that ensure effective development assistance in the field.

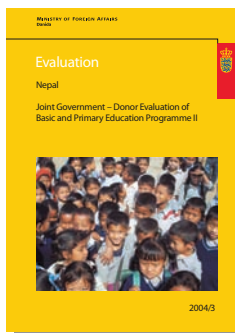
It should be emphasised that the evaluation has some methodological flaws which makes it problematic to generalise some of the findings.

Recommendations:

Associations affiliated with UNFPA and the IPPF play an important role as watchdogs at country level to ensure that reproductive health needs and rights are addressed, but their role should be strengthened. UNFPA and the IPPF should work more strategically to identify the various needs of young people. They should intensify their efforts to mobilise political support for services tailored to the needs of young people and develop better information and communication strategies for behavioural change. UNFPA should assume a leading role in shaping policy in this field and should be enabled to contribute more actively to ensuring that the reproductive health needs of young people are addressed satisfactorily in national poverty reduction strategies, sector programmes and reforms. There should be closer cooperation between UNFPA and the IPPF. The organisations' systems for monitoring and evaluating activities should be strengthened. There is a need to establish and further develop indicators for young people's reproductive and sexual health and more information on the users of reproductive health services.

Follow-up:

Norway is following up the evaluation within the framework of Norway's Development Strategy for Children and Young People in the South, which was launched in February 2005, and in its policy dialogue with UNFPA and the IPPF. These organisations' active participation in the evaluation process appears to have promoted positive awareness-raising and learning within the organisations.



Joint Government – Donor Evaluation of Basic and Primary Education Programme II in Nepal

Carried out by

a consortium consisting of COWI, Goss Cilroy and ODC, headed by Ted Freeman

Joint evaluation of:

The Basic and Primary Education Programme II (BPEP II) in Nepal.

Purpose:

The reason for the evaluation was the need to analyse experience of providing support for education in Nepal in the period 1999-2004.

Participants included the Nepalese Ministry of Education and several donors, with Denmark playing a leading role. Norway contributed funding to cover approximately one third of the costs.

Findings:

The main conclusions were that the programme has helped to improve access to basic and primary education. Measured against other major programmes in a global context, the programme has produced comparable results. However, there are important exceptions: the programme does not score as well in terms of reaching excluded groups such as girls, ethnic minorities and the poorest population groups. Only insignificant improvements have been achieved in the quality of teaching and learning. In this respect, the programme results are on a par with other large-scale international programmes to promote basic and primary education. The programme has achieved some significant results with regard to institutional capacity development. However, there are certain exceptions (teacher training, little decentralisation of authority). Some positive results were achieved in the field of donor coordination and local ownership. On the other hand, the evaluation showed strong donor visibility and corresponding reluctance on the part of certain key donors to reduce their influence.

Recommendations of the evaluation

The report presents two sets of recommendations: strategic and detailed.

In the strategic recommendations, it is emphasised that the authorities must intensify their efforts to increase access to basic and primary education, particularly in relation to the groups that are not included in the ordinary system. Furthermore, existing incentives to promote the participation of girls should be critically reviewed. Strategies must also be developed to overcome existing barriers to girls' education. Programme activities must be targeted more directly towards the teacher-pupil axis. The trend towards handing over more control and decision-making to the authorities must be accelerated, which will require greater restraint on the part of donors. It is also recommended that a system of "pilot initiatives" be developed and that greater flexibility be shown in response to the challenges posed by the security situation in Nepal.

The detailed recommendations encompass a number of proposals for developing the programme, including a scheme to improve the operation of schools, guidelines for budget management and allocation of funds, and measures for involving voluntary organisations.

Follow-up:

In a memorandum to the political level of the Ministry of Foreign Affairs, the Evaluation Department recommends that the evaluation should serve as a basic document for the ongoing dialogue between Norway and the Nepalese authorities in connection with monitoring Norwegian support for the education sector. Furthermore, the Evaluation Department recommends that embassies and professional and technical experts focus attention on identifying the need for better coordination of technical assistance and integration of this component more closely into the sector approach.



A study on international trade in fish and food security

Carried out by

Carried out
by John Kurien, Centre
for Development Studies,
Trivandrum, India

Joint evaluation of:

International trade in fish. The report was published as FAO Fisheries Technical Paper 456 “Responsible fish trade and food security”.

In September 2002 the Ministry of Foreign Affairs entered into an agreement with the Food and Agriculture Organization of the United Nations (FAO) whereby the organisation, represented by a consultant, was to carry out a study of the effects of international fish trade on food security, particularly in developing countries.

Purpose:

The study was to examine the positive and negative impacts of international trade in fish on national and local food supplies, employment, income creation, income distribution and foreign exchange earnings. The various effects were to be analysed with a view to ascertaining the different ways in which men and women can be affected.

Findings:

Developing countries’ net revenues from international trade in fish have increased from USD 3.7 billion in 1980 to USD 18 billion in 2000. This is more than the aggregate sum of their net exports of coffee, bananas, rice and tea. Different fish products vary significantly in flavour and price, but their nutritional content is relatively similar. From a nutritional viewpoint, therefore, it may make sense to export luxury fish and use part of the payment received to import cheap fish for mass consumption.

Although the picture is complex, the report gives the impression that the effects of international fish trade on the food situation in developing countries have been more positive than negative. The study concludes that in order to achieve food security for all, concrete actions must be taken. Only through the careful orchestration of the very wide range of interests of social players can such a goal be achieved. Priority should be given to formulating a national policy, in addition to which international measures will be required. Steps should be taken to ensure that fishermen receive a larger share of the money that consumers ultimately pay for fish products.

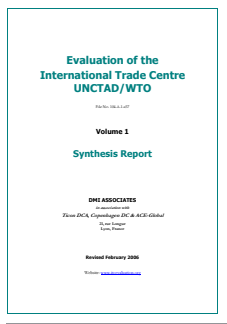
Recommendations:

The study recommends that fishery resources be protected by placing greater emphasis on local cooperation among the coastal population on protecting resources. Furthermore, a larger share of the revenues in the fish trade chain should go to the first links. Small-scale fishing should also be recognised as an importance source of food. In order to achieve sustainable international trade in fish, it must be made more people-centred, and a Code of Conduct for Responsible Fish Trade should be drawn up at the global level.

Follow-up:

The study was discussed at an international symposium in Bergen on 7-8 October 2004, which was attended by participants from the FAO, Norwegian fishery and development experts and representatives of fishery administrations in several developing countries. The symposium was hosted by Norad and the Fisheries Forum for Development Cooperation.

The study was distributed widely to relevant actors working in the area of fishery and nutrition, and it is expected to provide important conditions for future policy analysis in this field. Furthermore, FAO’s Committee on Fisheries has expressed a wish to carry out similar studies, for instance looking at gender issues or small-scale fishing.



Evaluation of the International Trade Centre

Carried out by

DMI Associates
in collaboration with
Ticon DCA,
Copenhagen DC
and ACE-Global

Joint evaluation of:

The UN International Trade Centre (ITC).

A Danish-headed multi-donor evaluation of the ITC, in which Norway's involvement was primarily financial.

Purpose:

The ITC was established as part of the Secretariat of the General Agreement on Tariffs and Trade (GATT) in 1964, and was incorporated as a separate body of GATT and the UN in 1968. In 1973 the ITC's mandate as the UN's primary agency for export promotion was confirmed. This is the first comprehensive, external evaluation of the organisation's relevance, performance and capacity.

Findings:

The report concludes that there is a clear division of labour between the ITC and its parent organisations UNCTAD and the WTO with regard to providing trade-related technical assistance. The ITC's comparative advantages lie in its technical expertise relating to trade, its experience of networking and its entrepreneurial approach. The ITC emphasises the role of global and generic products as a strategic answer to limited resources. However, these products have low visibility at the country level and their effects are therefore difficult to measure. In relation to DAC evaluation criteria, the ITC's partners regard ITC products as being highly relevant and cost-effective. However, goal achievement in terms of results varies from one product to another and between the country-specific projects. The effects of projects and programmes are contingent on the capacity of trade support institutions to absorb the products and translate them into results for the end-user enterprises. Finally, the sustainability of the projects depends on whether the capacity of end-user enterprises has been enhanced or whether the trade support institutions continue to provide services when they cease to receive financing. In many cases, this is difficult to demonstrate.

The governance framework for the ITC has become weaker and fragmented over time, and the overall governance structure is lacking in important respects. The ITC also lacks a formal process for monitoring projects, and no indicators are used as a basis for a structured monitoring system.

Recommendations:

The report proposes changes in favour of greater harmonisation of donor support, an improved governance structure, operational adjustments and greater emphasis on country-specific activities. In other words, in both the donor community and within the organisation, there should be an in-depth discussion regarding the possibility of significantly changing the organisation's working methods and functions.

Follow-up:

Based on the recommendations, the ITC had established a system of management response that seemed insufficiently specific or binding. The ITC should therefore draw up a more specific plan of action that can serve as a basis for dialogue and follow-up with donors and recipients in the Joint Assistance Group, where the Ministry of Foreign Affairs is a member. It is a challenge for the ITC's leadership and partners to determine how active use can be made of the report and this plan of action.

Ongoing evaluations

Ongoing evaluations as of 31 December 2005:

Initiated by Norad

- Evaluation of the inter ministerial cooperation in education between Norway and Zambia and Nepal
- Evaluation of Fredskorpset (FK-Norway)
- Norwegian petroleum-related development cooperation
- Evaluation of energy-related development cooperation

Joint

- General Budget Support
- Exit Strategies
- Developing a guidance to evaluating conflict-prevention and peace-building activities
- Peer Review of UNICEF's Evaluation Function

Under the partnership agreement with the World Bank

- Evaluation of ten years of World Bank Action in Transport
- Evaluation of World Bank Support to Regional Programs
- Evaluation of World Bank Support for Client Training
- Evaluation of World Bank Support for Middle Income Countries
- Evaluation of World Bank Trade Assistance
- Evaluation of World Bank Support to Low Income Countries Under Stress (LICUS)

Under the partnership agreement with UNDP

- Evaluation of the effectiveness of UNDP's support to post-conflict countries
- Evaluation of the impact of the Tsunami response on local and regional capacities
- Evaluation of gender mainstreaming in UNDP