



UTENRIKSDEPARTEMENTET

# Evaluation Activities of the Norwegian Ministry of Foreign Affairs Annual Report 2003



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## Contents

<b>The evaluation activities of the development cooperation administration</b>	<b>4</b>
<b>Report 1/2003</b> <b>Evaluation of the Norwegian Investment Fund for Developing Countries (Norfund)</b>	<b>6</b>
<b>Report 2/2003</b> <b>Evaluation of the Norwegian Education Trust Fund for Africa in the World Bank (NETF)</b>	<b>7</b>
<b>Report 3/2003</b> <b>Evaluation of the Evaluation Network of the Norwegian Development Network</b>	<b>8</b>
<b>Report 1/2004</b> <b>Towards a Strategic Framework for Peacebuilding: Getting Their Act Together Overview report of the Joint Utstein Study of Peacebuilding</b>	<b>9</b>
<b>Report 2/2004</b> <b>Norwegian Peacebuilding Policies: Lessons Learnt and Challenges Ahead</b>	<b>11</b>
<b>Report 3/2004</b> <b>Evaluation of CESAR's Activities in the Middle East Funded by Norway</b>	<b>12</b>
<b>Report</b> <b>Joint Evaluation of External Support for Basic Education in Developing Countries</b>	<b>14</b>
<b>Report</b> <b>Toward Country-led Development A Multi-partner Evaluation of the Comprehensive Development Framework</b>	<b>16</b>
<b>The Advisory Committee on Performance in Development Cooperation Policy</b>	<b>18</b>
<b>Studies, etc.</b>	<b>20</b>
<b>Ongoing evaluations</b>	<b>21</b>

## The evaluation activities of the development cooperation administration

The primary objective of evaluation is to improve development work by providing greater insight into development processes and promoting more result-oriented development policies and more efficient administration of development cooperation. Evaluation is a key factor in assuring the quality of development cooperation. The instructions for financial management in government thus include a requirement for grant schemes to be evaluated regularly in relation to significance criteria and risk assessments.

Another important objective of evaluation is to provide information to cooperation partners and the public at large concerning the results and effects of development cooperation. The conclusions of evaluations of strategic areas of development cooperation can provide important inputs and knowledge for the formulation of new priorities and can improve the efficiency of ongoing activities.

As part of the reorganisation of the development cooperation administration in 2003–2004, in February 2004 the responsibility for evaluating activities financed from the development assistance budget (Programme area 03: International development assistance) was delegated from the Ministry of Foreign Affairs to Norad, where a special Evaluation Department was established. The Evaluation Department is responsible for evaluating the activities of both the Ministry of Foreign Affairs and Norad within this programme area.

Norad's Instructions lay down that evaluations must be carried out on an independent basis. Special Evaluation Instructions have also been formulated. These instructions are in accordance with international evaluation standards, and with the guidelines for evaluation formulated by the OECD Development Assistance Committee (DAC).

Annual programmes and rolling three-year programmes for evaluation activities are prepared by the Evaluation Department in cooperation with relevant departments in the Ministry, embassies and Norad, and are approved by the political staff of the Ministry. The priorities and working methods used in connection with evaluations are adapted to the changes in development thinking, development cooperation policy and forms of cooperation that take place over time. As a result of closer and more coherent international development cooperation, harmonisation efforts and the stronger role played by cooperation partners, an increasing number of joint international evaluations will be carried out in future, focusing on results at country level, important sectors, thematic evaluations and evaluations of forms of development assistance.

The Evaluation Department is responsible for the preparatory work, formulating mandates, publishing invitations to tender, and presenting proposals for how evaluations are to be followed up. The evaluations themselves are carried out by independent consultants, and invitations to tender are published according to the public procurement regulations. All evaluation reports are published in a special report series and distributed free of charge. The reports are also available in electronic form on the Internet at: <http://odin.dep.no/ud/engelsk/publ/rapporter/032091-990133>

As a general rule, evaluation reports are published in English.

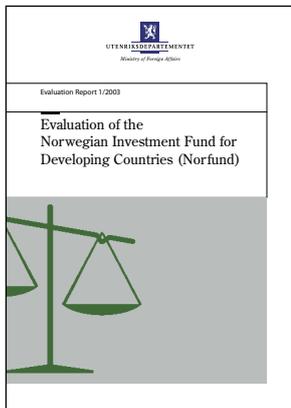
Evaluations are an important contribution to learning processes in the institutions concerned, both in the donor country and in partner countries. In its preparatory work, Norad therefore works closely with relevant persons and organisations, and there is emphasis on organising evaluations in such a way that they ensure the best possible learning processes, for instance in the form of seminars and meetings to share knowledge and views. This helps to ensure that the collection and processing of information that is used in the evaluation report also helps to promote learning. All evaluation



reports contain recommendations for follow-up. The political staff of the Ministry makes the final decision concerning how each evaluation is to be followed up. In the course of a six-month period, the department responsible for the project that was evaluated must report back on the status of implementation of follow-up decisions. The aim is to promote more effective, result-oriented development cooperation administration and development policies.

The Evaluation Department participates actively in the Development Evaluation Network of the OECD Development Assistance Committee (DAC), in a Nordic evaluation group, and in cooperation on evaluation within the Utstein Group. The Department also has a partnership agreement with the World Bank, which includes joint evaluations and other joint measures. Among other things, this agreement ensures that technical personnel from developing countries participate in relevant evaluations. Financial support is also provided to ensure that personnel from developing countries are able to attend international courses aimed at developing evaluation expertise.

In 2003, the Department contributed to the financing of the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP). This network disseminates information on best practices in humanitarian relief operations and undertakes systematic reviews of evaluation activities in this area in order to improve their quality. The network has 51 ordinary members and 380 observers representing national authorities, NGOs, research institutions and consultants. The Department attended the two meetings of the network in 2003, which focused, among other things, on strengthening cooperation with organisations in developing countries. Information about the network may be found on the Internet at: [www.alnap.org](http://www.alnap.org).



## Evaluation of the Norwegian Investment Fund for Developing Countries (Norfund)



**Evaluation Report No. 1/2003**

**Number of pages: 58**

**ISBN: 82-7177-712-2**

**Carried out by:**

The FAFO Institute for Applied Social Science and the Nordic Consulting Group (NCG)

### **Evaluation of:**

Norfund's activities in its first five years of operation.

### **Purpose:**

The purpose of the evaluation was to study how Norfund contributes towards the achievement of pivotal goals in Norway's development policy, such as private sector development in the South and poverty reduction. It was also to evaluate Norfund's activities in relation to the development of employment opportunities, export potential, transfer of knowledge and technology, and the tax base. Since the effects of many investments will not be measurable until a later date, the evaluation team chose to focus on the rationale behind individual investment decisions and the framework within which Norfund operates.

### **Summary:**

Norfund's first full year of activity was in 1998. The organisation functions as an integrated fund manager and investment company. Norfund is currently involved in more than 30 countries. The goal of the fund is to promote the establishment of sustainable, viable companies in developing countries. The evaluation is largely positive as regards the organisation of Norfund's activities and its efforts so far. It points out that, to a greater extent than similar investment funds for developing countries, Norfund has concentrated its investments in the least developed countries (LDCs). However, the goal of ensuring that 1/3 of investments are made in LDCs has not been achieved.

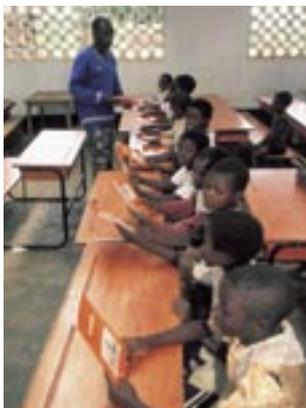
The evaluation report states that Norfund's investments have generally led to a transfer of knowledge and have helped to improve social and environmental standards. Norfund's investment strategy is considered to be too highly influenced by a desire to minimise risk. This is regarded as being due to the fund's operating parameters, and to the fact that, in the longer term, Norfund will be expected to operate on the basis of its own capital.

### **Recommendations of the evaluation:**

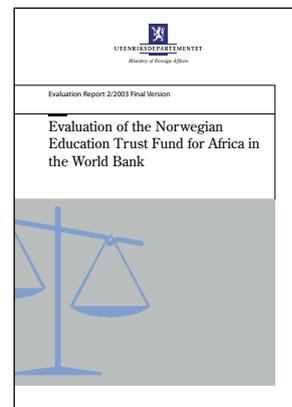
In the future, Norfund should plan its portfolio in such a way that the goal of ensuring that 1/3 of investments are made in LDCs can be achieved. Norfund is also advised to concentrate its investments geographically and focus on fewer countries. Moreover, the report recommends that there should be greater focus on development indicators when investment decisions are made. Norfund must improve the integration of social and environmental standards in its activities, and make such standards a condition for Norfund's involvement in other funds and investment companies.

### **Follow-up:**

Norfund has been asked to plan its activities in such a way that approximately 1/3 of the fund's total investments are made in the least developed countries (LDCs). In cooperation with the Ministry of Foreign Affairs and Norad, Norfund will continue its efforts to develop better development indicators for its activities. It is necessary to better illustrate the direct effects of the fund's investments in terms of improvements in the general living standards and development potential of local communities in the vicinity of Norfund's investment projects. The Ministry of Foreign Affairs will follow up the question of the fund's risk profile and investment in small and medium-sized enterprises, in close dialogue with Norfund's management and Board of Directors.



## Evaluation of the Norwegian Education Trust Fund for Africa in the World Bank (NETF)



### **Evaluation of:**

The Norwegian Education Trust Fund for Africa in the World Bank

### **Purpose:**

The purpose of the evaluation was to:

- describe the activities financed by the NETF
- evaluate these activities in relation to the goal of formulating good sector plans
- evaluate the degree to which these activities have helped to develop the basic education sector
- evaluate the degree of coordination between the NETF and other measures
- evaluate the added value of channelling funds through the NETF

### **Summary:**

The Norwegian Education Trust Fund for Africa in the World Bank (NETF) was established in 1998 in an effort to help 16 African countries to improve basic education. This has been done by, among other things, supporting sector programmes, focusing on the participation of girls and supporting adult literacy projects. In an effort to improve planning capacity in recipient countries, regional and national seminars have been held to share information and experiences.

The NETF is managed on a daily basis by the World Bank in accordance with framework conditions laid down by the Ministry of Foreign Affairs. Contributions to the NETF totalled NOK 173.7 million for the years 1998–2002. The evaluation report states that the NETF has been well managed and that the fund's resources are spent in a transparent manner. The activities that receive support take place at national, sub-regional and regional levels, and the fund has often been used to develop the education sector in areas not covered by the programmes of other donors.

The evaluation finds that the NETF has contributed to capacity-building and the development of knowledge in the World Bank, and the fund is also praised for its ability to provide resources rapidly when this has been necessary.

The NETF has gradually been expanded to become involved in 34 African countries, and in areas such as school health and nutrition.

### **Recommendations of the evaluation:**

Contributions to the NETF should be increased and most of the assistance provided through the fund should in future be provided for basic education in countries with a high incidence of HIV/AIDS, widespread poverty and inequality, and limited ability to plan and implement education programmes.

There should be greater focus on the quality of basic education, both formal and informal. More should be done to reach marginalized groups through alternative forms of basic education.

Management of the fund should continue as it is now, but the report recommends that closer links should be established to the technical departments in Norad

### **Follow-up:**

The evaluation report was presented at a broad-based seminar under the auspices of the Oslo University College in October 2003, which was attended by representatives of the World Bank, the administration, research institutions and non-governmental organisations. As a result of this evaluation, the World Bank has established a new system for management, follow-up and reporting on the further development of the fund.

**Evaluation Report No. 2/2003**

**Number of pages: 84**

**ISBN: 82-7177-729-7**

**Carried out by:**  
Finnconsult



## Evaluation of the Evaluation Network of the Norwegian Development Network

### Evaluation Report No. 3/2003

**Number of pages: 45**

**ISBN: 82-7177-731-9**

**Carried out by:**  
NORLAT AS

The report has only been published in Norwegian

### **Evaluation of:**

The cooperation of the Norwegian Development Network with non-governmental organisations to improve their evaluation activities.

### **Purpose:**

The evaluation considered quality and relevance in relation to the activities described in the project application, and the application of funds in relation to the budget. The consultants were also asked to evaluate whether the evaluation network should continue, and if so, how.

### **Summary:**

In October 1999, the Ministry of Foreign Affairs signed a contract with the Norwegian Development Network, which is a forum for contact and cooperation between Norwegian non-governmental development assistance organisations, to provide NOK 2.16 million over a period of three years to support its newly-established "Evaluation Network". The purpose was to strengthen the evaluation capacity of Norwegian non-governmental organisations and their partner organisations in developing countries. These funds have financed seminars and competence-building, as well as the establishment of websites and a consultancy database. The report describes the activities that have been carried out under this contract (primarily technical seminars in Norway and in partner countries) and evaluates the effects of these measures. It also describes the financial situation of the Evaluation Network and addresses the situation that will arise when the funding from the Ministry of Foreign Affairs is wound up.

The most important observation of the report is that an increasing number of Norwegian non-governmental organisations have joined the network, and the general opinion of NGOs is that the network and its activities have been very useful. The report finds that the financial management of the project has been good.

### **Recommendations of the evaluation:**

The evaluation report recommends that government funding should continue to be provided under the general agreement between the Norwegian Development Network and Norad. The report makes certain critical comments about the international profile and recommends that the network take a more active approach to considering how continued improvement of the evaluation expertise of its partners in developing countries may be achieved. Among other things, the report recommends English to be used more frequently on the website and that more seminars should be held in developing countries. It also recommends more conscious prioritisation of the various dimensions of evaluation analyses, such as basic training in methodology, methodic trend reporting, databases, etc.

### **Follow-up:**

During the trial period, the Evaluation Network of the Norwegian Development Network has proved to be justified and will continue after the original grant from the Ministry of Foreign Affairs has been wound up. Government funding will be provided through the development assistance budget.

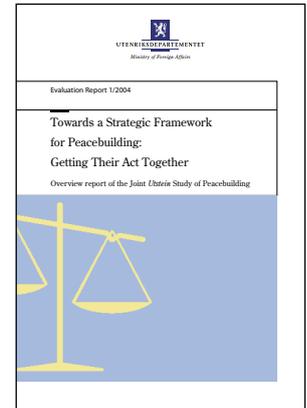
From 2004, the grant will be integrated into the general budget of the Norwegian Development Network by expanding the general agreement with Norad. The level of support will be clarified in connection with the negotiations on this agreement. The Norwegian Development Network will also base its operations on its own revenues.

The Ministry of Foreign Affairs/Norad supports the Norwegian Development Network's policy of expanding the international profile of its work more in the direction of its partners in developing countries and using more English in its contact activities.

The learning effect of the evaluation is being assured by following up the conclusions of the report in dialogue between the Norwegian Development Network and the Ministry of Foreign Affairs/Norad. The Norwegian Development Network has already taken steps to consolidate and continue its evaluation activities.



## Towards a Strategic Framework for Peacebuilding: Getting Their Act Together Overview report of the Joint Utstein Study of Peacebuilding



### **Study of:**

The practical contributions of the four Utstein countries (Norway, Germany, the Netherlands and the United Kingdom) to peacebuilding processes in selected countries.

### **Purpose:**

The purpose of the study was to lay the foundations for a joint strategy for international peacebuilding in the four Utstein countries and to provide inputs for more specific guidelines for peacebuilding activities.

### **Summary:**

The report puts the Utstein Group's initiative for the study into an international context, represented by initiatives such as the UN Agenda for Peace and the Brahimi Report. The study was based on a sample of 13 countries: Afghanistan, Angola, Bosnia-Herzegovina, Cambodia, Colombia, DR Congo, Guatemala, Kenya, Mozambique, Rwanda, Sierra Leone, Sri Lanka and Sudan. It also covered regional measures in Africa and certain projects that are not linked to specific countries. A total of 336 projects were evaluated, of which 122 were financed by Norway, 89 by Germany, 67 by the Netherlands and 58 by the UK.

The selected activities were divided into four main categories with subsidiary activities:

- Security  
disarmament, demobilisation – including measures for child soldiers and reforms in the security sector – including control of hand guns, demining, development of a police force.
- Economic restructuring/development  
restructuring of infrastructure, health services, education
- Political development  
democratisation, development of good governance, strengthening human rights
- Reconciliation  
dialogue between social and political leaders at grass-root level, bridge-building in local communities, truth commissions

The study recommends a flexible approach to these categories and emphasises that different conflicts require different packages of activities.

Peacebuilding is different from conflict resolution and requires a conflict analysis that provides the relevant context for how the parties choose to act. The study states very clearly that there is a need for a different type of analysis and approach than in ordinary development cooperation. One of the most complicated issues is perhaps the question of ownership. It is necessary to clarify who is the relevant cooperation partner in connection with peacebuilding project.

### **Recommendations of the study:**

One of the main findings of the study is that there is a lack of analysis and strategic evaluation in the practical activities of the Utstein countries in the countries concerned. The synthesis report describes this as a strategic deficit in peacebuilding and points to the need for more research. The study also recommends that evaluation of the effects of peacebuilding activities take place at strategic level rather than project level. This will entail greater focus on the development of methodology.

### **Follow-up:**

An international seminar was held in Oslo in December 2003, the purpose of which was to discuss the report's findings. The study was also presented at a meeting of the DAC Evaluation Network in January 2004.

The report has been published with a CD rom, and the UNDP will make active use of the report in its educational activities relating to peacebuilding.

**Evaluation Report No. 1/2004**

**Number of pages: 77**

**ISBN: 82-7177-733-7**

**Carried out by:**

Dan Smith, International Peace Research Institute, Oslo (PRIO)

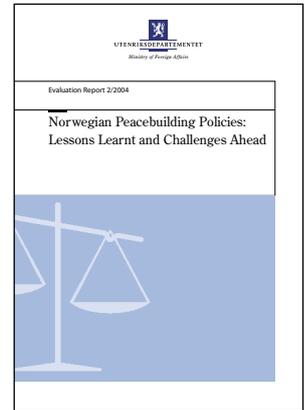
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Work on the study has proceeded in parallel with a process at the Ministry of Foreign Affairs to establish a strategic framework for Norway's efforts in the field of peacebuilding and development, and a synergy effect emerged between the two processes.

The Research Council of Norway has been approached to establish a research programme on conflict, peace and development.

The report will be further followed up in the Utstein group and in cooperation with the OECD/DAC Evaluation Network.

# Norwegian Peacebuilding Policies: Lessons Learnt and Challenges Ahead



## **Study of:**

Norway's support for peacebuilding project in selected countries

## **Purpose:**

The study was a subsidiary study in connection with the Joint Utstein Study of Peacebuilding (Report No. 1/2004)

## **Summary:**

The report summarises Norwegian peacebuilding policy with reference to relevant documents, such as Reports to the Storting and budget propositions that define policy.

The study is divided according to the four main categories of peacebuilding activities: security, economic restructuring/development, political development and reconciliation. The countries selected for the Norwegian study were: Afghanistan, Angola, Bosnia- Herzegovina, Guatemala, Cambodia, Mozambique, Rwanda and Sri Lanka. Measures relating to security were clearly the dominant group.

The report finds that only a limited number of projects financed by Norway (roughly a quarter of them) have been evaluated, which is slightly below the average for the four Utstein countries as a whole.

The report also finds that it is difficult to identify and classify projects due to the lack of relevant statistics. The report concludes that contextual analysis is often lacking. This particularly applies to projects that come within the category of socio-economic development, where the peacebuilding aspect is not clearly specified. This is the area where it is most difficult to distinguish between general development projects and peacebuilding efforts. Similarly, there are weaknesses in reporting from the actors who implement the projects. The report also finds an imbalance in Norway's contributions to the various categories of peacebuilding projects. Most projects of a peacebuilding nature are clearly in countries where Norway is involved in peace processes, such as Sri Lanka and Guatemala.

## **Recommendations of the study:**

- Peacebuilding projects must be more clearly defined as an instrument in a peacebuilding process.
- The number of evaluations of peacebuilding projects must be increased in order to evaluate their relevance and effect
- There must be greater emphasis on evaluating needs within the four main categories as a basis for a project.
- Projects must, to a greater extent, be evaluated in a regional context
- There must be more emphasis on the time perspective and the need for a long-term approach to peacekeeping projects
- The evaluation and reporting expertise of organisations that implement peacekeeping projects must be strengthened
- Initiatives must be taken to review the statistical codes of the OECD/DAC in order to strengthen their relevance to peacebuilding projects.

## **Follow-up:**

The report is a subsidiary study in connection with Report No. 1/2004, and follow-up of all the reports will be coordinated. The question of statistical codes that may be relevant in relation to peacebuilding projects will be discussed at Norad and brought up at the OECD/DAC.

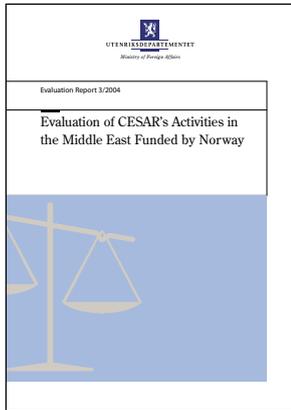
**Evaluation Report No. 2/2004**

**Number of pages: 37**

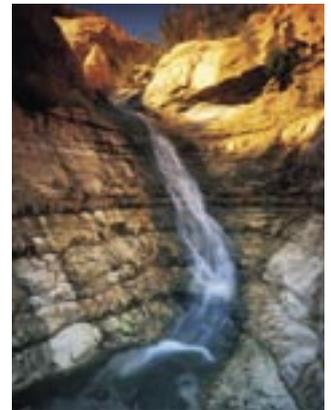
**ISBN: 82-7177-733-5**

**Carried out by:**

Wenche Hauge,  
International Peace Research  
Institute, Oslo (PRIO)



## Evaluation of CESAR's Activities in the Middle East Funded by Norway



### Evaluation Report No. 3/2004

**Number of pages: 96**

**ISBN: 82-7177-748-3**

**Carried out by:**  
The Nordic  
Consulting Group (NCG)

### **Evaluation of:**

The activities of the CESAR Foundation in the Middle East financed by the Ministry of Foreign Affairs and Norad. The evaluation considers CESAR's activities from the time it was established in 1995 until 2001. During this period, the Ministry and Norad have provided 86 per cent of CESAR's external financing, amounting to almost NOK 80 million.

### **Purpose:**

To evaluate the relevance of support for the work of the CESAR Foundation in the water sector in the Middle East as part of Norway's contribution towards promoting peace in the region. The evaluation was also to evaluate the effect of these projects and provide recommendations concerning Norway's future involvement in the water sector in the region and CESAR's role in this respect.

### **Summary:**

The report evaluates the relevance of the projects in relation to the objective of contributing towards stabilisation in the region. The conclusion is that the projects have largely been relevant in this respect. It is regarded as positive that CESAR has facilitated many projects in the region that have helped to foster regional cooperation between Israel, the Palestinian Area and Jordan. However, the projects have been particularly useful for Israel and less useful for the other parties.

Almost three quarters of Norway's support for CESAR is linked to three projects, the first two of which are major, ongoing investment projects: *Waternet/Regional Waternet and Research Centre, Early Warning System (Jordan) and Water Resources Management in the Euphrates and Tigris rivers (Atlas II)*.

The results of the projects, especially the capital-intensive ones, have not met expectations. The report points out that the costs of some of the projects have been disproportionately high in relation to the results that have been achieved.

The report finds that there is a need for improvements in the development-related approach and in the management of CESAR's projects. Local ownership and the sustainability of the projects are described as being weak. The report points to weaknesses in the Ministry's control of the political dimension of CESAR's work, unclear allocation of responsibility, and a lack of transparency concerning CESAR's activities.

The evaluation finds that the Ministry of Foreign Affairs has had limited capacity to follow up the projects and that the Ministry's dialogue with the parties has been inadequate. A particular weakness is that both CESAR and the Ministry have operated with a relatively small degree of transparency in relation to the parties in the region concerning contractual and financial matters.

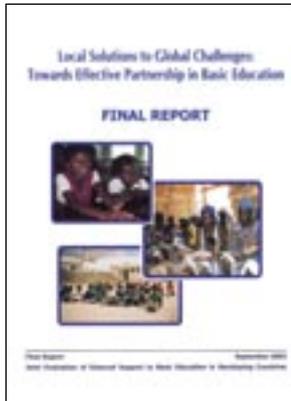
### **Recommendations of the evaluation:**

- Local partners must be ensured ownership, for example by making them contractually responsible. In cases where local partners are, nevertheless, not contractually responsible, steps must be taken to ensure ownership of the project.
- The Ministry should build further on the "Norwegian Model", i.e. partnership with relevant Norwegian institutions in project work relating to reconciliation processes. It must be recognised that supporting projects linked to a peace process entails significant risks, and the risk aspect must be sufficiently emphasised throughout the process.
- The mandate and role of the contract partner (in this case CESAR) and its relations with the Ministry and other actors must be clarified, as must the institutional responsibility of the parties involved at all levels.

- 
- Project proposals must be thorough and provide sufficiently detailed work plans and multi-year budgets which describe the planned results. The Ministry should consider providing indicative support for its contract partner over a 2 to 3-year period due to the need for a long-term approach in risky political processes. Information about the activities of the contract partner should be generally available to the extent this is possible.
  - Several measures should be implemented to assure the quality of the portfolio, including an audit of two major projects.

***Follow-up:***

The Ministry is systematically following up the recommendations of the report. An audit of two specific projects is being carried out as recommended in the report. An external audit of CESAR's accounts is also being carried out.



## Joint Evaluation of External Support for Basic Education in Developing Countries



ISBN: 90-5328-317-X

**Carried out by:**

The Association of Universities and Colleges of Canada, Goss Gilroy Inc., Canada, and Education for Change Ltd., UK. The evaluation was headed by Ted Freeman and Sheila Dohoo Faure.

**Scope:**

Synthesis report, four country studies and a literary study

**Evaluation of:**

External support for basic education in developing countries. The initiative to this evaluation was taken by the Ministry of Foreign Affairs of the Netherlands. Country studies were carried out in Bolivia, Burkina Faso, Uganda and Zambia. Thirteen different donors contributed to the evaluation, which began in 2001 and resulted in six reports, all of which were published in September 2003. They comprised one for each of the four country studies, a globally-oriented literary study and a synthesis report. The evaluation can be described as the most comprehensive, thorough evaluation ever carried out in the field of basic education.

**Purpose:**

The purpose of the evaluation was to define and analyse the scope of and processes relating to external support for basic education, with a view to improving policy and programme development.

**Summary:**

“Education for All” is a pivotal goal of current development policy. This evaluation focuses on issues related to this field and provides information concerning the effect of external support for basic education in developing countries. The report describes developments in this field from the time of the World Conference on Education for All in Jomtien in 1990 to the present day, with the World Education Forum in Dakar in 2000 as an important point of reference. The evaluation report addresses three main topics:

- External support for basic education in developing countries – its scope and the areas of education it focuses on.
- How is basic education affected by this support?
- Partnership in education – internal relations between donors and between donor and recipient.

One overarching, positive finding of the evaluation is that international efforts are being made to find good forms of partnership between donor and recipient: How can we best organise external support for basic education? And how can we ensure that this support is utilised effectively? This commitment to partnership has been clear, both in donor organisations and in national partner institutions in the past decade. What is lacking, however, is the will and decisiveness to improve basic education by developing locally-based solutions.

In the synthesis report, the evaluation is summarised in six main observations:

- There is broad agreement in the international donor community on the need to support basic education. However, there has been insufficient focus on giving content to commitments; the report particularly points to the lack of decisiveness and willingness to find forms of partnership that are based on local needs and challenges.
- The use of programme and sector support is increasing, but with somewhat mixed results.
- Project support has positive aspects that must be preserved, particularly as regards marginalized groups and possibilities for innovation and learning.
- The programme and sector approach has not led to the anticipated administrative savings
- Excessive attention has been paid to the formal sector, which has led to less attention being paid to other priorities within Education for All (EFA) and the Millennium Development Goals (such as adult literacy and the role of the non-governmental sector).
- Allocations have not increased in step with expectations. This is due to both insufficient allocation of resources by donors and weak absorption capacity in partner countries.

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**Recommendations of the evaluation:**

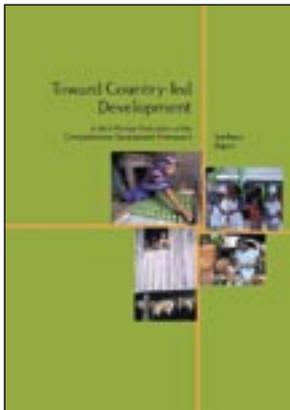
- Donor organisations and national partners must identify, develop, finance, implement, monitor and evaluate basic education programmes which reflect national needs and capacities.
- There must be decisive focus on viewing budget and programme support for basic education more in the perspective of national processes.
- It is necessary to adopt a pragmatic approach to the issue of project/programme/budget support, i.e. specific strategies must be developed to ensure that project-based support for innovation and marginalized groups actually leads to their being upgraded and integrated into national programmes.
- It is hard to believe that the reduced focus on project support will not generate gains in the form of more efficient administration. It is therefore essential for donors to commit themselves to a process that genuinely links programme support to a system that simplifies and harmonises reporting.
- There must be focus on the entire range of EFA goals, including informal education, adult literacy and gender equality.
- Donors and national partners must recognise that investments in capacity development must be linked to increased resources, both locally and from donors. There is a need for more predictable, long-term policies which also focus on civil society and informal education.

**Follow-up:**

The evaluation was presented at an open seminar in Oslo in 2003 and internationally at a broad-based follow-up seminar in the Netherlands in March 2004.

The evaluation is being followed up at the national level and through an international coordinating network that was established as a result of the evaluation.

The reports may be found at [www.euforic.org/iob](http://www.euforic.org/iob)



## Toward Country-led Development A Multi-partner Evaluation of the Comprehensive Development Framework



**ISBN: 0-8213-5643-7  
(Synthesis Report)**

**Carried out by:**

An international evaluation team headed by a representative of the Operations Evaluation Department of the World Bank.

**Scope:**

Synthesis report, six country studies, a report containing summaries of the country studies, four thematic studies and a financial report. The synthesis report may be downloaded from <http://www.worldbank.org/evaluation/cdf/>

**Evaluation of:**

The World Bank's strategy for organising development assistance in general and coordination between recipient countries and donor countries in particular, the Comprehensive Development Framework (CDF).

**Purpose:**

The purpose of the evaluation was to identify, specify and analyse the four basic principles upon which the CDF is based and their significance for the efficacy and efficiency of the development assistance system in recipient countries. The period since the CDF was launched was too brief to be able to evaluate the significance of CDF as a holistic concept.

**Summary:**

The CDF requires development cooperation to be based on the following four principles:

- 1) A long-term, holistic framework for development
- 2) Result orientation
- 3) Country ownership
- 4) Country-led partnership.

The report emphasises that poverty reduction is a process that encompasses economic, social and political changes and will have to take place over several decades. The main idea behind the holistic, comprehensive aspect of the CDF is that all elements of significance for a country's development must be on the table, side by side, and must be given equal consideration.

While country ownership is stressed as a fundamental prerequisite if aid is to lead to the desired development, the report also points to the dilemma arising from the fact that the governing bodies in recipient countries often advocate populistic, ill-considered measures that are unlikely to succeed. The report states that while the recipient country is entitled to advocate such measures, donors have an obligation to ensure that development assistance funds are not wasted.

There is a clear link between the CDF strategy and the Poverty Reduction Strategy Papers (PRSPs) that have played a pivotal role in development cooperation with important developing countries in recent years. The evaluation report confirms that there has been a significant lack of adherence to CDF principles when PRSPs have been formulated, and the report states that in this connection the World Bank and the International Monetary Fund have not practised what they preach.

The evaluation comprises six country studies: Bolivia, Burkina Faso, Ghana, Romania, Uganda and Vietnam. All of them except Burkina Faso were CDF pilot countries. The evaluation report states that the CDF has been instrumental in contributing to new thinking in development assistance and development cooperation, and it also states that much has been achieved as regards the holistic approach recommended in the CDF. The donor community largely supports the CDF principles in principle, but different countries have varying ideas about how and to what extent the CDF can be implemented in different developing countries.

**Recommendations of the evaluation:**

Recommendations have been formulated for each of the four main principles:

- 1) A long-term, holistic framework for development

For each developing country, the CDF requires:

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- The formulation of a vision statement with a 15-20-year planning horizon. The vision statement must be based on the broad expectations of the people. Furthermore, poverty reduction must be the overarching goal, with associated subsidiary goals linked to the Millennium Development Goals.
  - The formulation of a medium-term (3 to 5-year) strategy for development towards the goals laid down in the vision statement.

#### 2) Results orientation

- Programmes must be planned with measurable goals.
- A joint recipient-donor follow-up process must be established, with reporting on results and the achievement of goals.
- Priority must be given to capacity-building and development of a knowledge base in recipient countries.

#### 3) Country ownership

- The recipient country must formulate its own development goals and the strategies that must be implemented to achieve them, and the donor's role is to support the country's policies.
- Country ownership must be based on an inclusive policy that ensures the participation of civil society, the private sector, local government and the national assembly, all coordinated under the government's leadership.

#### 4) Country-led partnership

- Development assistance must entail genuine partnership between the recipient country and donors under the leadership of the recipient country, based on mutual trust, consultation, transparency and evaluation of the achievements of both the recipient and the donors.

#### **Follow-up:**

At the international level, the CDF principles have been very important for the formulation of Poverty Reduction Strategy Papers (PRSPs). In both donor countries and recipient countries, the principles have led to a more holistic approach to development problems and thereby to growing support for holistic forms of assistance, such as sector programmes and general budget support. In a Norwegian context, the evaluation has been studied with a view to evaluating the consequences for Norway's bilateral development cooperation and the views Norway propounds in international development assistance forums.



## The Advisory Committee on Performance in Development Cooperation Policy

The Advisory Committee was established for a two-year period in October 2001, with a broad mandate and a total of 16 appointed members under the chairmanship of Professor Helge Rønning. The Committee's mandate expired in October 2003 but was extended to the end of 2003.

The Committee's reports have been distributed and are available on the Ministry's and Norad's website: [www.norad.no](http://www.norad.no)

The Committee's annual report for 2003 (final report) is introduced with the following nine theses on better development policy which summarise the discussions at the Committee's ordinary meetings in 2002 and 2003:

### **1. The Millennium Development Goals**

The Millennium Development Goals can only be achieved if far greater resources are allocated and far more radical instruments are used than the international community has so far been willing to provide.

### **2. Development assistance and risk**

The risk of failure is often greatest in cases where development assistance is most needed.

### **3. Power**

If development policy does not relate to formal and informal power structures, development assistance may have negative consequences for the main target group, i.e. impoverished people.

### **4. Recipient responsibility and good governance**

Recipient responsibility is a fundamental principle for Norwegian development assistance, but it is irresponsible to allow corrupt regimes to have recipient responsibility.

### **5. Democracy**

Support for democracy-building must be based on a holistic democratisation strategy that strengthens civil and social rights, and the institutions that support them. If assistance is fragmented into partial support for certain fields, such as the media or party-building, it may lose its democracy-building function.

### **6. Trade and development policy**

Norwegian policy helps to maintain poverty so long as we do not trade with developing countries.

### **7. The private sector and development policy**

Poverty reduction is impossible without a policy that provides a basis for productive investment and entrepreneurial activity.

### **8. Non-governmental organisations**

If NGOs organise services instead of the government, this may be detrimental to their role in democratic development and at the same time weaken the government apparatus.

### **9. Evaluation and measurement of results**

Evaluation of the long-term achievement of goals has low priority in the Norwegian development cooperation system, and this makes effective result management more difficult.

The need to strengthen the monitoring of results, research, quality assurance and evaluation in development cooperation is a recurrent theme in the Committee's final report. It also emphasises the need for better learning and dissemination processes.

The topics that are covered in the Committee's reports include the need for a more holistic development policy, the connections between development and trade, the concepts of good governance and recipient responsibility, the role of civil society, and the importance of research, evaluation and following up results.

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The Committee's recommendations in the final report concerning good governance, recipient responsibility, research, following-up results and evaluation provide useful inputs for future follow-up by the Ministry and Norad.

The Committee held a final meeting with the political staff in November 2003, where it reported on its experiences and conclusions after two years of operations. The intention is to continue the work of the Committee in a somewhat different form by establishing an external contact forum for the Evaluation Department.

## Studies, etc.



### **1. Recipient responsibility: a uniquely Norwegian principle worthy of conservation?**

At the request of the Advisory Committee for Results in Development Policy, the Ministry financed the study *Recipient responsibility: a uniquely Norwegian principle worthy of conservation?* By Hilde B. Selbervik of the Chr. Michelsen Institute, and it was completed in August 2003. The purpose of the study was to clarify the concept of recipient responsibility and its application in Norway's cooperation with developing countries, particularly its partner countries. The study is divided into two main chapters. The first is entitled "From recipient orientation to recipient responsibility", while the second gives examples from some of Norway's most important partner countries, mainly Bangladesh, Tanzania, Zambia, Uganda and Mozambique.

The study analyses whether there is a holistic understanding of the concept in Norway and considers the consequences of this concept for the formulation and administration of development assistance. The study also analyses what the concept entails for the recipients of Norwegian development assistance. It points out that Norway faces many dilemmas which have only been specified and explicitly explained to the recipient to a limited extent when recipient responsibility is to be implemented. The study recommends that these dilemmas should be more explicitly defined in dialogue with recipient countries. Among other things, it refers to the fact that development assistance in the form of balance of payments support and sector programmes gives rise to many dilemmas and challenges in relation to the practice of recipient responsibility and also in relation to the ownership concept. Many conditions must be met if a donor is to provide balance of payments support. Despite the fact that there is relatively broad agreement on the content of such conditions among donors, it appears that views may differ as regards what is "good enough". The study concludes that equal partnership and full recipient responsibility are ideals rather than conditions for practical development cooperation.

### **2. Norway's role in the Middle East 1993-1996 Peacemaking is a Risky Business**

A study carried out by the International Peace Research Institute, Oslo (PRIO) entitled *Norway's Role in the Middle East 1993-1996 "Peacemaking is a Risky Business"* was financed by the Ministry of Foreign Affairs. The study is a follow-up to a previous study carried out by PRIO of Norway's role in the Middle East in the years prior to 1993. The follow-up project was established following an application by PRIO. The report was published by PRIO ([www.prio.no](http://www.prio.no)) in April 2004.

### **3. MOPAN**

Within the framework of a multi-donor network, the Multilateral Organisations Performance Network (MOPAN), Norway and other donor countries have initiated a study of the activities of multilateral organisations in developing countries. In 2003, MOPAN's pilot project comprised a study and evaluation of the activities of the World Health Organisation (WHO), the UN Children's Fund (UNICEF), the World Bank and the regional development banks in the health sector in selected countries. The Chr. Michelsen Institute was commissioned to assist in the work of preparing a synthesis report on the pilot project.

## Ongoing evaluations

Development cooperation activities are increasingly taking the form of international cooperation between the donors and recipients of development assistance, in which the representatives of individual countries, international organisations and others participate. This is reflected in the growing use of joint international evaluations carried out by the cooperation partners together. Joint evaluations appear to be capable of providing better knowledge of the total effects of development assistance, as well as ensuring that there is less strain on developing countries from evaluations that are otherwise carried out separately by each donor country or organisation.

The following list of ongoing evaluations shows both Norway's own evaluations and evaluations that are being carried out:

- A study of the social effects of the work of the Norwegian NGOs Save the Children Norway (Redd Barna) in Ethiopia and FORUT in Sri Lanka by the Chr. Michelsen Institute and the Norwegian Institute for Urban and Regional Research (NIBR). The study will investigate the results of these organisations' work over a two-year period. The final report will be published in 2004.
- Evaluation of Norad's support to umbrella organisations (the Norwegian Development Network and the Atlas Alliance). The study is being carried out by Statskonsult, partialli in response to questions from the Office of the Auditor General concerning the lessons learned from this type of support. The report will be published in 2004.
- The education sector in Nepal is the subject of a joint evaluation headed by Danida. Norway is member of the steering committee and the report is expected to be completed in 2005.
- A joint international evaluation of general budget support, where all the major donors within this form of support is participating. The evaluation was set out after initiation by the OECD/DACs Evaluation Network. A number of development countries has been chosen for a closer analysis. The report is expected completed in 2005.
- A joint evaluation by Denmark, the Netherlands, the UK and Norway of the United Nations Population Fund (UNFPA) and the International Planned Parenthood Federation (IPPF). The evaluation studies the work of these organisations in relation to young people and reproductive issues. The final version of the synthesis report and country reports from, among others, Tanzania, Bangladesh, Nicaragua and Vietnam will be published in autumn 2004.
- Women's World Banking is the topic of a joint evaluation by the Netherlands, Switzerland and Norway. The report is expected in the course of 2004.
- An evaluation of the International Fund for Agricultural Development (IFAD) is expected to be completed in the course of 2004. Norway is contributing to this joint evaluation.
- A study in cooperation with the UN Food and Agriculture Organisation (FAO) of the positive and negative consequences for food safety of international trade in fish will be completed in autumn 2004.
- A joint evaluation of the International Trade Center (ITC). Norway is a member of the steering committee for the evaluation and the report is expected to be completed in 2005.
- An evaluation of Norad's fellowship programme is currently being prepared.





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