

EVALUATION DEPARTMENT

REPORT 9/2017



Realising Potential Evaluation of Norway's Support to Education in Conflict and Crisis through Civil Society Organisations

Annexes 1 to 9 of the Evaluation Report

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Commissioned by
the Evaluation Department

Carried out by
The Konterra Group

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Annex 1: Terms of Reference

1. BACKGROUND

1.1 Norwegian aid to education in crisis and conflict

Education in situations of crisis and conflict has been a consistent priority in Norwegian development cooperation for many years. White Paper 25 (2013-2014) Education for Development¹ identifies education in situations of crisis and conflict as an area to which Norway will pay particular attention. Humanitarian assistance and support to states in fragile situations are also main current priorities in Norwegian development cooperation.

Education as part of humanitarian assistance was formalised as Norwegian policy with the Humanitarian White Paper (2008-2009).² Norway is one of few countries that include

education in their humanitarian policy, and it has given priority to education in situations of crisis and conflict both at policy level and in practice. Funding is drawn from several budget lines, both for humanitarian and long term development purposes.

Norwegian ODA to education in 2015 was NOK 2 472,4 million, which is 7 per cent of total Norwegian ODA.³ Main multilateral partners for aid to education, also in fragile situations, UNICEF and Global Partnership for Education (GPE), were subject to an evaluation commissioned by the Evaluation Department, published in 2015⁴. The current evaluation will focus on the support channelled through civil society organisations, which in 2015 was an estimated 554 million NOK for education in situations of crisis and conflict.⁵ The main civil

society partners are the Norwegian organisations Save the Children Norway (SCN) and the Norwegian Refugee Council (NRC).

The main goal for Norwegian support to education in crisis and conflict is 'to protect schools and increase access to education of good quality for children and youth in crisis and conflict situations'.⁶ Specifically, White Paper 25 states that Norway *will help to ensure that one million more children have access to good-quality education in crisis and conflict situations*. In addition, the White Paper and work plans underline the role of innovation to stimulate alternative education forms to reach more children and youth affected by crisis or armed conflict. Special concerns in relation to girls and children with disabilities are cross cutting for all interventions. The goals are anchored in and justified by universal human rights, and child rights in particular.⁷ The White Paper also underlines the role of education in these situations to protect children and youth by

1 Meld. St. 25 (2013–2014) Report to the Storting (White Paper) Education for Development.

2 The Norwegian Humanitarian Policy 2008/St. Meld. 49 (2008-2009) Norsk humanitær politikk (White paper). The commitment to focus on support for 'education in fragile states and countries affected by conflict' was reiterated in White Paper 13 (2008-2009) Climate, Conflict and Capital. It could also be noted that the Norwegian Government's strategy for children's rights, Three billion reasons: Norway's Development Strategy for Children and Young People in the South (2005), also set goals for Norwegian aid to education in crisis and conflict.

3 Source Norad's Statistics Unit. Excluding core contributions to UN agencies and Emergency Relief (DAC Code XXX), which include education components.

4 Evaluation Department report no. 7/2015. Evaluation of Norwegian Multilateral Support to Basic Education: <https://www.norad.no/om-bistand/publikasjon/2015/evaluation-of-norwegian-multilateral-support-to-basic-education/>

5 Source Norad's Statistics Unit. Including agreements with DAC-code 111 Education level unspecified, 112 Basic Education, 113 Secondary Education, and agreements coded DAC-code 720 Emergency Relief that mention education in the agreement title or description. Excluding higher education, DAC-code 114.

6 MFA's work plans for follow up of the White Paper, dated 30.09.2014.

7 Meld. St. 25 (2013–2014) Report to the Storting (White Paper) Education for Development.

providing information that can save lives and protect mental health. Education is further expected to prevent children and youth from being recruited into militant groups or prostitution. The White Paper also highlights education as a means for fostering peaceful coexistence. It also points to the need for a holistic approach to delivering education that take the needs both displaced populations and host communities into account. At a societal level, especially in the case of protracted crisis, it is seen as important to protect against long term adverse effects for economic growth and development.⁸

Four countries have been selected as particular priority countries⁹ for Norwegian support to education, one of which is in conflict, South Sudan. The main recipient countries of Norwegian aid to education in situations of crisis and conflict in 2015 were not all among the selected priority countries (see Annex 1 table 1 for a list of bilateral aid to education

8 Meld. St. 25 (2013–2014) Report to the Storting (White Paper) Education for Development.

9 The Norwegian term is 'satsningsland' and includes Malawi, Nepal, Ethiopia, South Sudan. Other countries receiving bilateral support were Haiti, Madagascar, Nigeria, Pakistan, Afghanistan, Palestine and Sahel region (regional Mali, Niger) (Source: Fordelingsnotat 2016, 12.01.2016). The priority countries in Education for Development mainly overlap with the twelve 'focus countries' for Norwegian Development cooperation, which are Afghanistan, Haiti, Mali, Palestine, Somalia, South-Sudan (fragile states/areas) and Ethiopia, Malawi, Mozambique, Myanmar, Nepal, Tanzania (relatively stable developing countries).

for conflict-affected countries). In 2015, Somalia was among the countries receiving the most aid to education, almost at the level of Malawi and Nepal. Also, education-related assistance in response to the Syria-crisis (Lebanon, Jordan and Syria) was an important part of Norwegian aid to education in 2015.¹⁰ The evaluation will involve case studies of the results of the aid to education channelled through civil society organisations for refugees in Lebanon and Jordan, and desk studies of the results of the support through civil society to education in Somalia and South Sudan.

1.2 Education in situations of crisis and conflict

Education in crisis, education in emergencies, education in fragile situations, and similar concepts are used more or less interchangeably in the literature on humanitarian action to support education for children and youth affected by conflict or natural disaster. 'Education in emergencies'/'education in crisis-affected contexts' is defined in Burde et al (2015) as 'educational practices and programme interventions in societies affected by conflict and natural disaster'. For the purpose of this evaluation, 'education in

10 See also Norad Evaluation report 4/2016 'Striking the Balance: Evaluation of the Planning, Organisation and Management of Norwegian Assistance Related to the Syria Crisis'.

situations of crisis and conflict' is used, as this is the term mainly used in White Paper 25 (2013-2014).

Results relating to the goal of providing 'good quality education in crisis and conflict situations' can be measured in terms of three key outcomes: access, quality and well-being (Burde et al. 2015), which are consistent with the goals for the Norwegian support, as outlined above. Burde et. al. define 'access' as 'the opportunity to enrol, attend, and complete formal or non-formal education programmes'¹¹. It further defines 'quality learning' as both academic achievement and attitudes (e.g. tolerance). Well-being is defined as 'holistic health, including physical, emotional, social, and cognitive characteristics' (Burde et al. 2015).

The International Network for Education in Emergencies (INEE) Minimum standards for education in emergencies¹² articulate the minimum standards of educational quality and access in emergencies through to recovery. This forms a reference for the Norwegian aid to education in crisis and conflict. Contextualised standards have been developed for each of

11 Taken from INEE (2010: 115).

12 INEE (2010) Minimum Standards for Education: Preparedness, Response, Recovery. 2004, revised in 2010.

the case countries.¹³ Principles of conflict sensitivity and ‘do no harm’ are an integral part of these standards, recognising the role of education both in fuelling and mitigating conflict (Ellison 2013: 10).¹⁴

Assistance provided to deliver education in these settings may be either humanitarian and early recovery/longer term development aid. Therefore, concepts, design and implementation, as well as lessons learned, will come from both fields. Education as a sector differs from other humanitarian assistance, like shelter, water, food, health, in that it requires a stronger focus on long-term assistance and on relating to government long-term plans. It is essentially a long term intervention, and it is more political by nature than other parts of humanitarian assistance. It is also seen as one sector in humanitarian assistance that can help bridge the humanitarian – development divide. White Paper 25 (2013-2014) underlines the importance of coordinating efforts with national and local education authorities and avoid creating parallel structures.

13 http://toolkit.ineesite.org/inee_minimum_standards/contextualised_standards

14 Also INEE 2013 ‘Guiding Principles on Conflict Sensitivity in Education Policy and Programming in Conflict-Affected and Fragile Contexts’.

A range of coordination structures at country level are to increase effectiveness of the effort by developing joint needs assessments, planning and sector strategies. However, humanitarian and long term development coordination groups do not necessarily coordinate well with each other. The challenges are described very well in Nicolai et al. (2016), which notes, for example, on mandates and culture that ‘Humanitarian organisations are necessarily focused on immediate support to meet needs associated with the current crisis. There is also a strong culture of impartiality, which can mean less investment in engagement with national or local governments, particularly in conflict settings. Development agencies, on the other hand, tend to work closely with national governments and focus on supporting longer-term national plans’ (Nicolai 2016: 11-12). It further notes that while government will often be considered the natural bridging point, its capacity to engage in practical coordination in these situations is often limited.

1.3 The role of civil society in delivering education in crisis and conflict

While provision of education is clearly the responsibility of the state, White Paper 25 (2013-2014) notes the role of civil society in supplementing the efforts by government and multilateral agencies, particularly in situations

of crisis and conflict, where government may lack capacity. The White Paper (2013-2014) refers to civil society organisations as flexible actors, that are able to respond fast in crisis or conflict situations using innovative methods. They are also seen to have an important role in reaching vulnerable groups. Civil society organisations may have technical expertise that governments can tap into, e.g. in all phases of setting up a humanitarian response in education, in offering psychosocial support, methodologies for accelerated learning, and in creating a child friendly learning environment. The role of civil society in developing, implementing and monitoring strategies for education development, is also highlighted in international fora as central to mobilising ownership of parents and local communities.

Two evaluations summarising global findings and lessons from the Norwegian Refugee Council and Save the Children’s programmes on education in crisis and conflict¹⁵ confirm community involvement to be among the strengths of their programmes, both for increasing access to education, reducing stigma of vulnerable groups, reducing violence

15 Save the Children (2012) Breaking the Cycle of Crisis. Learning from Save the Children’s delivery of education in conflict-affected fragile states; NRC (2015) Norwegian Refugee Council’s Accelerated Education Responses. A Meta evaluation.

in schools and attacks against schools. Both evaluations found that programmes had generally contributed to increased access to education for populations who would otherwise not have had such opportunity, and for girls especially. Challenges of sustainability and risks of creating parallel systems are also discussed.

2. RATIONALE AND PURPOSE OF THE EVALUATION

Education in situations of crisis and conflict has been a priority in Norwegian development aid for over a decade, for governments across the political spectrum. In light of international developments with increased displacement due to conflict, recurring and protracted crisis situations in many parts of the world, it is therefore likely that education in crisis will continue to be an important part of Norwegian humanitarian and development assistance. Norwegian CSOs are an important channel for this support. Several evaluations exist of individual organisations' projects or programmes. But there has not been any evaluation looking at overall Norwegian civil society support to education in crisis and conflict.

The main purpose of this evaluation therefore, is to provide decision-makers with information about the results of Norwegian aid to education in crisis and conflict situations through civil society organisations, and information about

factors contributing to attainment or non-attainment of results, that can be used to improve future Norwegian civil society support to education in situations of crisis and conflict.

Decision makers in this context, and the main intended users of the evaluation, include various sections in the Ministry of Foreign Affairs and in Norad. The evaluation is also intended to provide useful information for Norwegian civil society organisations engaged in this work. Other users include various other partners for Norwegian support to education in situations of crisis and conflict.

3. OBJECTIVES OF THE EVALUATION

The main objectives of the evaluation are as follows:

- › to map Norway's financial support for education in crisis and conflict through civil society in the evaluation period
- › assess and document the results of Norwegian support to education in situations of crisis and conflict through civil society organisations, including any positive or negative unintended effects of the interventions
- › make recommendations to the MFA, Norad and civil society organisations regarding the design and implementation of Norwegian support to education in situations of crisis and conflict through civil society

4. SCOPE AND EVALUATION OBJECT

The evaluation object is Norwegian support to education in situations of crisis and conflict through civil society organisations, in the period from the new humanitarian policy in 2008 and to date. The evaluation will assess the effectiveness, relevance and sustainability of Norwegian support to education in crisis and conflict through civil society, both at the overall level and by in-depth studies at country level.

Funding for education in situations of crisis and conflict through civil society is drawn from several budget lines.¹⁶ The evaluation will therefore involve a mapping of Norway's financial support for education in crisis and conflict through civil society in the evaluation period.

The evaluation will not cover humanitarian action resulting from natural disasters. The evaluation will cover formal and non-formal basic education,¹⁷ not early childhood/ pre-school interventions.

¹⁶ Ch 163.70 Humanitarian assistance and 160.70 Civil society are the main budget lines for support through civil society for education in crisis and conflict. 162.70 Support to the transition between humanitarian and long term development (GAP); 169.73 Education, 'support through other channels' and regional allocations, ch. 152 and 158 also have allocations for this purpose.

¹⁷ DAC code 112 Basic Education, except 112.40 Early childhood education. Includes teacher training, where the level of education is specified. DAC Code 111 20 Education Facilities and training. DAC-code 111 30 Teacher training (level unspecified) – may be included.

The evaluation will include a thorough context or conflict analysis of the country cases, which will be used in the analysis of the evaluation criteria.¹⁸ The conflict analysis may include an analysis of the political economy, stakeholders and conflict drivers and causes, with an emphasis on aspects relevant to the education sector, and adapted to the respective case contexts. The evaluation will also involve an assessment of the underlying context analysis for the interventions.

The evaluation report will include an introductory summary of relevant standards and available knowledge on good practice for delivering education in situations of crisis and conflict.

Relevance and appropriateness will be assessed with a main emphasis on whether interventions respond to needs and priorities of the target population and the responsible authorities. Coherence, coordination and complementarity of the interventions is another main dimension, which will be analysed in the context of the institutional architecture at country level, the Education Cluster or working groups, sector groups or other relevant coordination mechanisms for humanitarian

18 Cf. OECD DAC Evaluating Peacebuilding Activities in Settings of Conflict and Fragility. Improving learning for results. DAC Guidelines and Reference Series.

and/or long term development assistance, and including joint needs assessments and Response plans. Coordination with local government structures may also be relevant to include in the analysis.

Effectiveness will be assessed and documented at output level as a minimum, and if possible at outcome level. The level of results achievement should be assessed with due consideration for the nature of the assistance and the challenges posed by the context. The analysis should aim at identifying contributing factors that are within the control of the CSOs themselves, or the grant maker. The evaluation should assess how the interventions may have affected boys and girls differently, as well as vulnerable groups such as displaced children, children with disabilities, ethnic or religious minorities, and assess how interventions have addressed special concerns for girls and vulnerable groups. Interventions' adherence to the INEE Minimum Standards may be assessed for all the evaluation questions regarding relevance, effectiveness and sustainability.

4.1 Selected country cases

The evaluation will involve in-depth study of one case, the assistance to Syrian refugees in two of Syria's neighbouring countries, Lebanon and Jordan. This will involve field visits in both countries. The evaluation will also involve desk

studies of two additional countries, Somalia and South Sudan. Cases were selected based on consultation with stakeholders and a set of criteria.¹⁹ Choosing one in-depth case involving extensive field work, rather than several cases, is expected to increase the likelihood of obtaining necessary data to be able to present evidence based findings on the results of the interventions studied.

Norwegian support to education for displaced and vulnerable children in Lebanon and Jordan

In its humanitarian assistance in response to the Syrian civil war, Norway has allocated 15 % of the funds to education. In 2015, Norwegian bilateral (incl. multi-bilateral) assistance to education in Lebanon was NOK 96 million and in Jordan 52 million.²⁰ Support to education over the whole evaluation period 2008-2015 has been NOK 150 million for Lebanon and NOK 81 million for Jordan.²¹ The rationale for

19 Case countries are among the main receivers of Norwegian bilateral development aid and humanitarian aid to education in the evaluation period, 2008-2016, though with an emphasis on the past three years. Two of the cases have been recipients of Norwegian support for basic education over the whole period covered by this evaluation, in order to be able to capture results of long term engagement. One of the cases are among Norway's priority countries in education and two are among Norway's focus countries for ODA. Finally, the main Norwegian NGOs in the field have current engagement in the case countries chosen.

20 Excluding initiatives coded with DAC code 720 Emergency relief which may also contain education components. Funds coded emergency relief () was 90,8 million for Lebanon and 37,6 million for Jordan in 2015.

21 Emergency response (which include some education components) 2008-2015: Lebanon: NOK 313,8 million Jordan: NOK 84,6 million.

choosing these country cases is that funding is expected to remain at a very high level in coming years. Also, importantly, the case of the Syria-response seems to be a good case for exploring dynamics between formal and non-formal education for displaced populations.

Support to education through civil society is mainly through Norwegian Refugee Council (NRC) and Save the Children Norway (SCN)/ Save the Children International (SC). NRC has received NOK 177 million for emergency response, including education components, in Lebanon in the evaluation period 2008-2015 and NOK 88 million²² in Jordan.

SCN has received NOK 38 million in the period 2012-2015 for education programmes in Lebanon²³ and SC has received NOK 16,7 million 2014-2015 in Jordan.

Civil society programmes before the Syria crisis were targeted at displaced populations primarily from Palestine and Iraq. These programmes also form part of the scope.

UNICEF is the main partner for Norway in provision of education in the region at present.

22 NOK 31 million for education; NOK 57 million for emergency relief.

23 SCN has received Norwegian funding for a program in Lebanon as of 2012.

In 2015, UNICEF received NOK 65 million for its education programme in Lebanon²⁴ and NOK 25 million for its education programme in Jordan.²⁵ The Jordan-program was evaluated in 2015²⁶, and it is currently undertaking an evaluation of the Lebanon programme²⁷. These evaluations will be key information sources for this evaluation to put the civil society support into context of the broader Norwegian engagement.

Norwegian support to education in South Sudan

South Sudan is one of the priority countries in education as a follow up to White Paper 25 (2013-2014) Education for Development.²⁸ Norway has a longstanding engagement in South Sudan, and Norwegian civil society organisations have been an important channel of the Norwegian

24 To an agreement between Lebanon Ministry of Education and Higher Education (MEHE) and UNICEF towards the Reaching All Children with Education (RACE) plan targeting Syrian refugee children and vulnerable Lebanese children, developed and implemented in partnership with other UN agencies, development partners and led by the.

25 2014 was the first year of Norwegian support to UNICEF's programmes in Lebanon, 2015 for Jordan. The Norwegian support has therefore been NOK 102 million in total over the evaluation period.

26 Culbertson et al. (2015) 'Evaluation of Emergency Education Response for Syrian Refugee Children and Host Communities in Jordan. Rand Europe.

27 [http://www.alnap.org/pool/vacancies/lrps-2016-9126619-evaluation-of-annual-work-plans-between-the-ministry-of-education-and-higher-education-\(mehe\)-and-unicef-lebanon-\(1\).pdf](http://www.alnap.org/pool/vacancies/lrps-2016-9126619-evaluation-of-annual-work-plans-between-the-ministry-of-education-and-higher-education-(mehe)-and-unicef-lebanon-(1).pdf) accessed 1. October 2016

28 Several evaluations and reviews, synthesis studies have been conducted over the past few years on the aid to education in South Sudan, by Norway and other donors. Some examples are 'Impact Evaluation Report of the South Sudan Education Cluster', May 2013; 'Education Sector Analysis in South Sudan', April 2015, Stein-Erik Kruse, NCG.

support. Norwegian support to education in South Sudan in the evaluation period was NOK 310 million, out of which support through civil society organisations was NOK 137 million.²⁹ In 2015, the Norwegian bilateral support was NOK 57 million,³⁰ with NOK 36 million channelled through civil society organisations: Norwegian Refugee Council, Save the Children Norway, ADRA Norway and Stromme Foundation.

Norwegian support to education in Somalia

Norwegian support to education in Somalia in the evaluation period 2008-2016 was NOK 302 million, all of which was channelled through Norwegian civil society organisations. Partners include the Norwegian Refugee Council, Save the Children Norway, the Norwegian Church Aid, ADRA Norway and diaspora organisation Isha Development Committee. In 2015, the total Norwegian support to education in Somalia was NOK 65 million.

5. EVALUATION QUESTIONS

The following questions will guide the evaluation:³¹

29 2010-2015, before that funds are listed as country code Sudan.

30 Including multi-bilateral; excluding higher education.

31 Findings may be assessed against the INEE Minimum Standards for Education in Emergencies, where this is relevant http://toolkit.ineesite.org/inee_minimum_standards/handbooks and contextualised minimum standards for the case countries.

1. Relevance and Appropriateness

- A. Were interventions designed, planned and implemented to meet the needs and interests of the affected population (taking into account the distinct needs of girls and boys, as well as vulnerable groups such as displaced children, children with disabilities, ethnic or religious minorities)? How were affected populations engaged in planning of interventions?³²
- B. To what extent were interventions coherent with relevant national education policies and strategies, and complementary to, and coordinated with, interventions supported by other relevant humanitarian and development actors?
- C. To what extent were interventions based on a sufficient, precise and updated analysis of the context and relevant conflict dynamics?

32 This must be evaluated taking due account of the heterogeneity of the targeted population. For example, Norad Evaluation Department report 8/2015 notes that 'engagement with children often only includes children whose parents support engagement, which would potentially exclude the most vulnerable. Additionally, discrimination that existed within the community before the crisis may continue during the crisis. Hence, who is engaged can influence outcomes. See also Millard, A. (2014). Evaluating equity within a heterogeneous group: The challenges faced by child rights programming and their evaluation. In Forrs, K., & Marra, M. (Eds.), *Speaking justice to power: Ethical and methodological challenges for evaluators*. Comparative Policy Evaluation Volume 21. New Jersey: Transaction Publishing.

2. Effectiveness

- A. What have been the intended results of the Norwegian civil society support to education in situations of crisis and conflict at the country level?
- B. To what extent have interventions achieved, or are likely to achieve, their intended outputs and outcomes towards the realisation of the goals of the Norwegian assistance? Results in relation to access, quality and well-being are of particular concern.³³ What factors may explain achievement and non-achievement of results?
- C. Have interventions had any likely unintended consequences, positive or negative? If so, how are girls and boys, and vulnerable groups of children affected differently by these consequences?

3. Sustainability

- A. Are interventions designed and implemented in a manner that supports longer term needs in the education sector?
- B. Do partners work in partnership with national authorities and local CSOs or other actors in ways that support the development of their capacity?

33 Cf. Burde's definitions cited under section 1.2.

4. Methodology

All parts of the evaluation shall adhere to recognised evaluation principles and the OECD Development Assistance Committee's quality standards for development evaluation, as well as relevant guidelines from the Evaluation Department.

The evaluation team will propose a methodological approach for the evaluation that optimises the possibility of producing evidence-based assessments. The evaluation should apply a mixed-methods approach, using both qualitative and quantitative methods and data.

The evaluation will involve document review and interviews, and will build on a range of existing information, such as programme documents and progress reports, previous evaluations and reviews, relevant research. The evaluation should use quantitative data where available, such as available statistics, enrolment records.

Information should be triangulated and validated. Any limitations to the data as well as to the methods and analysis should be stated clearly. As far as possible, the evaluation should use gender disaggregated data.

Interviews should involve a broad spectrum of informants and stakeholders, including any local

partners, peers, beneficiary representatives, government officials, donor representatives and other relevant informants. Validation and feedback workshops shall be held in the country before departure, involving key partners and stakeholders.

5. Organisation

The evaluation will be managed by the Evaluation Department. The evaluation team will report to the Evaluation Department through the team leader. The team leader shall be in charge of all deliveries and will report to Norad on the team's progress, including any problems that may jeopardise the assignment, as early as possible.

All decisions concerning the interpretation of these Terms of Reference, and all deliverables are subject to approval by the Evaluation department.

Data collection is the responsibility of the evaluation team. Access to archives will be facilitated by Norad and stakeholders. The team is entitled to consult widely with stakeholders pertinent to the assignment.

Quality assurance shall be provided by the institution delivering the services prior to submission of all deliverables.

6. Deliverables

The deliverables in the consultancy consist of the following outputs:

- › **Inception report** not exceeding 20 pages (excluding annexes)
- › **Draft report** including three case study reports (one field based: Lebanon/Jordan, two desk based: Somalia and South Sudan)
- › Participation in a **seminar** in Oslo on the draft findings and conclusions with stakeholders
- › **Final report** not exceeding 40 pages, excluding executive summary and annexes
- › **Presentation of the final report** at a seminar in Oslo
- › **Evaluation brief** not exceeding 4 pages

Annex 2: Methodology

This Annex describes the methodology applied for the evaluation, in terms of its conceptual approach, logic model, evidence streams and methods applied, as well as the ethical standards to which the evaluation adhered. The Evaluation Matrix is available at Annex 3, and specific analytical frameworks/interview guides in Annexes 4 and 5.

1. CONCEPTUAL APPROACH TO THE EVALUATION

Building on recent thinking in humanitarian evaluation, and experience of recent similar large-scale studies, the evaluation adopted the following conceptual approach:

- › Firstly, *theory-based evaluation*, which is characterised by a focus on context, and the highlighting of causal mechanisms – i.e. learning about, and trying to explain, the factors which shape change. Theory-based approaches help evaluators and the readers of evaluation reports understand why what happened, happened as it did.³⁴

- › Secondly, *utilization-focused evaluation*. This stresses that evaluations should be judged by their utility and actual use. This means careful consideration of how everything that is done, from beginning to end, will affect use.³⁵
- › Finally, the use of *contribution analysis*. Contribution analysis recognises that attributing results to interventions – particularly in humanitarian settings – is generally complex and sometimes unfeasible. It has been applied in several recent major studies, to help map out the pathways from interventions to results, particularly where contexts have changed over time.³⁶

The advantages of these approaches were that, together, they:

- › Were not prescriptive, but allowed for a combination of different methods to be used
- › Recognised that humanitarian assistance and e.g. Norway's support to EiCC does not take place within clearly defined boundaries, but

is embedded within e.g. political economies, social systems and cultures, and is implemented by different stakeholders in different ways at different times

- › Allowed for the recognition of results at multiple levels– particularly important for a cross-national study of multiple types of interventions
- › Took context as the starting point, so are suited to the sorts of diverse settings the evaluation addressed (South Sudan, Somalia, Lebanon and Jordan).

Applying these approaches supported analysis and helped allow robust and well-grounded findings to emerge.

2. LOGIC MODEL FOR THE ASSESSMENT

Since no specific strategy or logic model exists to frame Norway's EiCC interventions, the logic model for the evaluation had to be reconstructed. Key items applied for this process included:

- › Annual budget propositions from the Ministry of Foreign Affairs to Parliament (2009-current)
- › The Humanitarian Policy (2008)

³⁵ Quinn Patton, M (2000) *Utilisation-focused Evaluation* London: Sage.

³⁶ Mayne, J (2001) 'Addressing Attribution through Contribution Analysis: Using Performance Measures Sensibly' *The Canadian Journal of Programme Evaluation* Vol.6, No. 1, Canadian Evaluation Society.

³⁴ Chen, R (1991) *Theory Driven Evaluations* London: Sage.

- › Since 2013, the White Paper 25 on Education for Development (2013), particularly Section 3.3. on Education in Situations of Crisis and Conflict, 3.4 on Learning Outcomes and section 5.6.3 Co-operation with Civil Society
- › The International Network for Education in Emergencies (INEE) Minimum Standards, which form the global consensus for good practice in meeting the educational rights and needs of people affected by disasters and crises and which are referenced in both the above.³⁷ The Standards have been used in over 110 countries and have been contextualised for national-level use.
- › Includes two of the three dimensions requested for assessment, *access and quality*, since these are explicitly addressed within both Annual Budget Propositions and the White Paper,³⁸ with *well-being* embedded within the evaluation Matrix (Annex 3);
- › Identifies the *means of achievement* (adapted from White Paper 25) by which intended goals will be reached.
- › Integrates *Do No Harm* concerns and the *International Humanitarian Principles*, as well as *gender and equity* concerns.

The logic model (also presented in Section 2 of the evaluation report) mapped the conceptual basis for Norway's assistance to EiCC. It:

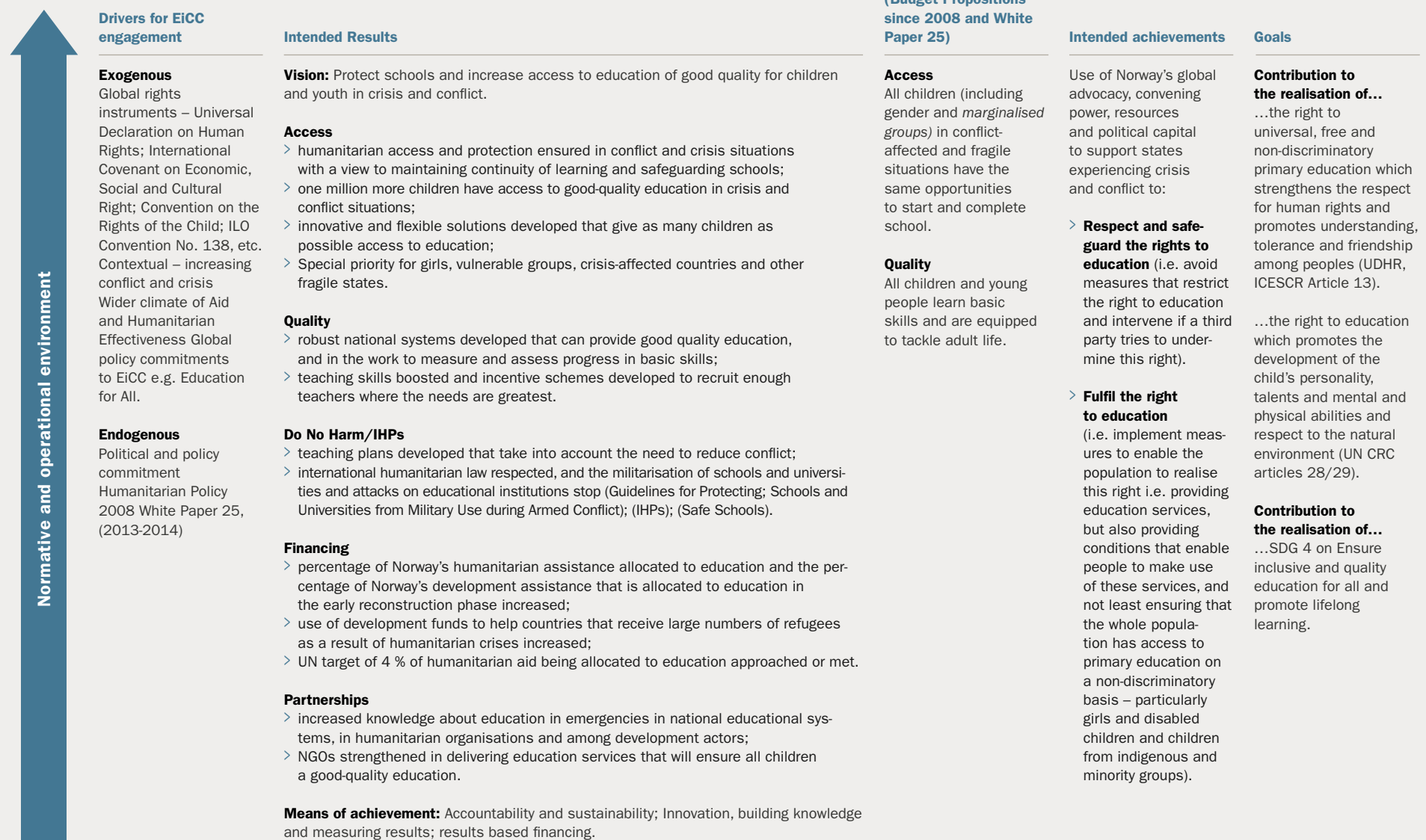
- › Signals the *exogenous and endogenous factors* which affect and influence Norway's EiCC investments;
- › Integrates the statements identified within *Annual Budget Propositions* (prior to 2013) and (since 2013) the *Annual Budget Propositions and White Paper 25* for the framework of intended outcomes and results (specifically, section 3.3. and section 5.6.3, above) including the explicitly rights-based approach, whilst recognising that these only apply since 2013;

Figure 1 (next page) presents the logic model. This is further unpacked, along with the relevant INEE standards, within the Evaluation Matrix (Annex 3). The evaluation found the logic model to hold true throughout the analytical process.

³⁷ <http://www.ineesite.org/en/>

³⁸ Defined as: 'access' - 'the opportunity to enrol, attend, and complete formal or non-formal education programmes'; 'quality learning' as both academic achievement and attitudes (e.g. tolerance). Well-being 'holistic health, including physical, emotional, social, and cognitive characteristics' Burde et al. 2015.

FIGURE 1 // LOGIC MODEL



3. EVALUATION QUESTIONS AND CRITERIA

To implement the evaluation, a series of evaluation criteria were applied. These were selected as appropriately geared to the Purpose and Objectives of the evaluation, and also intended to support its learning intent.

The selected criteria were interpreted and explored in relation to the conceptual basis described above. Specific interpretations, developed for this evaluation, are set out in Table 1 below. Some specific features are:

- › **Coherence and connectedness**, as humanitarian evaluation criteria, were considered important for this evaluation because of the need for an approach to EiCC which builds in transition and needs to work through common approaches (e.g. the education cluster at country level) to respond to priority needs.³⁹
- › **Impact**, which requires a particular methodological approach and is mainly linked to development interventions, was not included within the evaluation criteria
- › **Sustainability** – although included in the Terms of Reference – was replaced by Connectedness, as appropriate for an evaluation with a heavily humanitarian focus.⁴⁰

- › **Efficiency**, whilst not approached from a full ‘value for money’ perspective, was proposed for inclusion from the perspective of whether efforts have been made to improve cost-efficiency. However, insufficient evidence was available to report against this.

The Terms of Reference also provided a set of proposed evaluation questions. These were refined, compressed and adapted during the Inception Phase of the study and subsequently refined during the implementation of the evaluation. The final set of questions are presented, aligned to the interpreted evaluation criteria, in Table 1 (next page).

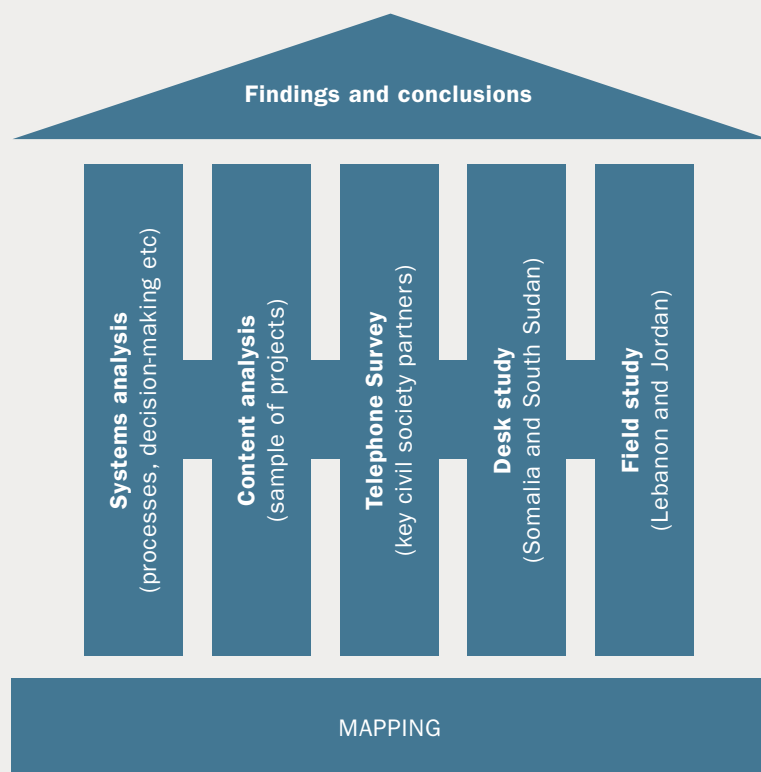
³⁹ See ALNAP (2016) Evaluation of Humanitarian Action Guide.

⁴⁰ Ibid.

TABLE 1 / EVALUATION QUESTIONS AND CRITERIA

Criteria	Definition for the evaluation	Questions
Relevance/appropriateness (INEE Foundational Standards on Analysis and Community Participation: Minimum Standards on Access and Learning Environment)	The relevance of EiCC initiatives a) to beneficiary needs and strategic frameworks for the context and b) in terms of Norway's own intended WP goals	<ol style="list-style-type: none"> 1. To what extent were interventions based on a sufficient, precise and updated analysis of the context and relevant conflict dynamics? 2. How were affected populations engaged in planning of interventions? 3. Were interventions designed accordingly planned and implemented to meet the needs and interests of the affected population (taking into account the distinct needs of girls and boys, as well as vulnerable groups such as displaced children, children with disabilities, ethnic or religious minorities)? Did they implement protection and well-being concerns? 4. To what extent have interventions evolved over time, adapting to changing situations? 5. To what extent were interventions coherent with relevant national education policies and strategies and/or humanitarian/refugee response plans?? 6. [To what extent were interventions implemented in line with Norway's policy goals over the period?]
Coherence (INEE Foundation Standard on co-ordination)	Linkages between Norway's EiCC activities and those of other humanitarian/development actors in the context	<ol style="list-style-type: none"> 1. To what extent are Norway's EiCC activities through civil society partners being implemented as part of a coherent portfolio, rather than as piecemeal individual activities? 2. To what extent have Norway-funded interventions been implemented in coherent with Education Cluster/ Sector Working Groups in the country? 3. How closely are Norway-funded interventions linked to EiCC interventions supported by other relevant humanitarian and development actors?
Effectiveness (INEE Minimum Standards on Access and Learning; Teaching and Learning; Teachers and other personnel; Education policy)	The extent to which the results intended by EiCC interventions implemented through CS partners have been realised, and whether a contribution has been demonstrated towards those which could have been reasonably expected	<ol style="list-style-type: none"> 1. To what extent have interventions achieved, or are likely to achieve, their intended outputs and outcomes? 2. To what extent did these achievements contribute towards the realization of Norwegian policy goals for its humanitarian/development assistance over the period? 3. What factors may explain achievement and non-achievement of results? 4. Have interventions had any likely unintended consequences, positive or negative? If so, how are girls and boys, and vulnerable groups of children affected differently by these consequences? 5. To what extent were interventions designed and implemented in accordance with the International Humanitarian Principles?
Efficiency	The evaluation will not present a 'value for money' or full efficiency analysis, but will comment on the resource allocations for EiCC and their deployment relative to the results generated	<ol style="list-style-type: none"> 1. To what extent has the portfolio (in sample countries particularly) made efforts to ensure cost-efficiency?
Connectedness (INEE Foundation Standard on Analysis (sustainability of response strategies))	The integration of strategies for absorption of Norway-funded initiatives by national stakeholders; links to transition; and efforts to increase national or implementing partner capacity for EiCC	<ol style="list-style-type: none"> 1. Are interventions designed and implemented in a manner that supports longer term needs in the education sector? 2. Were transition strategies explicitly built in? 3. Where feasible, do partners work in partnership with national authorities and local CSOs or other actors in ways that support the development of their capacity?

FIGURE 2 // EVIDENCE STREAMS



4. CONSTRUCTION OF THE EVIDENCE BASE

The evidence base for the evaluation comprised six streams, representing an expansion of the requests in the Terms of Reference.⁴¹ These are represented in Figure 2 above:

⁴¹ For example, content analysis of a sample of projects and a phone survey of CSO partners.

4.1 Mapping

The Terms of Reference required a comprehensive Mapping of Norway's EiCC portfolio through Civil Society Organisations (CSOs). The mapping exercise formed the foundation of the evaluation's evidence base.

Since EiCC is a thematic area, rather than support to a particular region or country, the mapping exercise required work with limited datasets. Disaggregating information from grant schemes on intended expenditure on EiCC – particularly where this is not clearly defined at the time of agreement, such as through framework agreements with civil society organisations – was not always be feasible (See Volume II, Mapping for more explanation).

Nonetheless, the mapping exercise applied a systematic methodology. This is described in Volume II, Mapping, but key features included:

- › *Developing a master database:* An overview of EiCC 'projects' globally channelled through civil society partners was developed, using the principal source of the STATSYS database. This was then supplemented by several additional sources and processes of verification. The database applied the relevant OECD DAC sector codes⁴² for the period 2008-2016.

⁴² Sector coding identifies the specific areas of the recipient's economic or social structure the transfer intends to foster. The mapping included relevant initiatives funded under OECD DAC codes 111 (Education, level unspecified) and 112 (Basic education), including sub-codes 111.20 (Education facilities and training), 111.30 (Teacher training), 112.20 (Primary education) and 112.30 (Basic life skills for youth and adults). Relevant initiatives under humanitarian codes 720 (Emergency response), 730 (Reconstruction, relief and rehabilitation) and 740 (Disaster prevention and preparedness) were also included.

- › Policy markers were used, similar to an approach applied by Norad (2016),⁴³ to attempt to categorise the information available
- › Verification took place as far as feasible, through consultation with Norad and MFA sections; key civil society partners; and Norwegian Embassies. Verification helped (a) ensure that all key initiatives related to EiCC/ basic education were included, and (b) identify to what extent broader humanitarian initiatives included a significant (and quantifiable) level of basic education.

The limitations to the mapping information – oriented to likely under-estimation of the total portfolio value, since all support to EiCC through CSOs is not explicitly marked as such – are described in Volume II, Mapping.

4.2 Main evaluation design

To respond to the evaluation questions, five other evidence streams built on the mapping exercise, to create the analytical layers which will respond to the evaluation questions:

Stream 1: Systems analysis: This sought to specify in more detail the processes of EiCC strategic planning, decision-making, knowledge

⁴³ Norad (2016) Rising to the Challenge: Results of Norwegian education aid 2013-2016.

management, evaluation, results measurement and other aspects. The main method applied here was semi-structured interview, with interlocutors both in Oslo and in four countries (see below), to include Norad/MFA/ key civil society partners. Content analysis of a sample of project documents (below) supplemented this area.

Stream 2. Content analysis of a sample of projects: To provide a comprehensive overview and enable fully-evidenced responses to the evaluation questions, a structured sample of EiCC twelve projects was generated from the mapping exercise (Annex 8). This applied parameters including geography, scale of investment, implementing partner type, beneficiary typology (refugee, host community, local population, other) and area of education. A structured analytical template was developed (see Annex 5), shaped to the evaluation questions, which enabled systematic analysis across relevant fields. In particular, this analysis sought results information.

This approach aimed to ensure that the evaluation could provide a fuller overview of Norwegian investment in EiCC through civil society, to balance the deeper learning emerging from case study analysis, below. Applying a structured template helped to

ensure a fully systematic approach. In the event, the limited information available from archive systems meant that content analysis of some projects was limited (see Limitations, below), though overall, this evidence stream provided valuable information to extend and triangulate the analysis from case study.

Stream 3. Telephone survey of key civil society partners:

To complement the content analysis of a sample of projects, as well as interviews related to systems, above, a semi-structured telephone survey of key civil society partners was conducted (see List of Interviewees, Annex 6). Sampling for the survey applied similar parameters for the project content analysis, above, being stratified by geography and size of investment, as well as prioritizing countries and partners which were not studied through desk or field study or through project content analysis, in order to maximise coverage. Interviews sought to broaden out the discussion on systems, above, to discuss more detailed areas of implementation and relationships with the MFA and Norad. The analytical template for this evidence stream is also available at Annex 5 and list of partners interviewed at Annex 6.

Stream 4. Desk study: Desk studies of interventions in South Sudan and Somalia were undertaken, also applying the use of structured

tools (see Annex 5), whose indicators are geared to those of the Evaluation Matrix. For South Sudan, project sampling applied parameters of scale (size of investment) and diversity of partners, in order to maximise coverage, as well as geographical diversity within the country. For Somalia, given the more limited number of grants, all relevant projects were analysed. Analysis of documents was supported by telephone interviews of key stakeholders from partner civil society organisations as far as feasible for these contexts. The Terms of Reference requested a detailed conflict/context analysis for these desk studies, but given the limited nature of desk studies, and also the resource constraints of the study, those presented are not comprehensive, reflecting the main dynamics of the national picture. Desk study sought to capture of results information where this was available, but experienced significant challenges in doing so (see Limitations, below).

Stream 5. Field study of interventions in Jordan and Lebanon also took place. This built on mapping data generated, and oriented around interviews with key stakeholders in Amman and Beirut respectively, followed by travel to field sites for observation and focus groups/interviews with implementing staff and beneficiaries. Fieldwork was conducted

by two lead evaluation team members in each country, supported by local research teams. Norad's Evaluation Manager for the exercise accompanied teams for meetings in Amman and Beirut respectively. Missions in each country were of two weeks duration, and were conducted in May 2016. Fieldwork schedules, including specific sites visited, are set out in Annexes of the four Case Studies included in Volume II of this report.

Field study applied standard methods for field study, placing a particular emphasis on the generation of data through the use of structured tools (see Annex 5). Interviews (using the semi-structured format available at Annex 4, adapted per interlocutor) took place with relevant Royal Norwegian Embassies as well as with CSO management and staff, government where available and any relevant implementing partners. Focus groups were also held with direct beneficiaries. Additional documentation was also sought, unavailable at HQ level. A systematic approach was adopted, with information generated applied to the structured tools developed for the case studies (Annex 5).

4.3 Evaluation Matrix

The Evaluation Matrix (presented at Annex 3) formed the main analytical 'spine' of the evaluation, against which data was gathered

and analysed. The Matrix was shaped around the evaluation questions and embedding the evaluation criteria above. All other enquiry tools for the evaluation were geared towards it.

The Evaluation Matrix was linked to the Logic Model, above, specifically through its judgement criteria, which were elaborated on the basis of the Logic Model's intended results, policy commitments and intended achievements. The first column of the Matrix provides the relevant evaluation question, aligned against the relevant evaluation criterion. The second column provides the methods which will be applied (though as always these remain a statement of intent at design stage); the third the data sources identified to date; and the fourth the proposed indicators for judgement (which draw on the INEE standards where feasible). Column 5 provides the internal set of criteria to be applied for formulating judgements.

The indicators and methods (see Methods, below) included in the Matrix were based on findings from the Inception phase; experience from other similar studies; and a review of the available information. Methods were not changed other than an increasing emphasis on interview, with a second round conducted in June 2016, when the scarcity of documentary data proved a major issue (Limitations, below).

Finally, the ‘toolkit’ of the conceptual basis, methodology and individual tools embedded the OECD DAC’s Evaluating Peacebuilding Activities in Settings of Conflict and Fragility; Do No Harm principles; and disaggregation by gender and vulnerable group (refugee populations, host communities, disabled children, etc.). Recent work⁴⁴ has found that attention to the International Humanitarian Principles is often lacking within relevant evaluations; these were therefore also built in to the evaluation matrix and are reflected in the evaluation’s analysis.

4.4 Data collection methods

The evaluation applied a ***mixed-method approach***⁴⁵ to maximise validity and reliability. Key methods and data sources provided in the Evaluation Matrix at Annex 3, but these included:

- › *Quantitative analysis* of financial data, project and staffing numbers
- › *Systematic analysis* of strategic and project documentation, applying structured tools
- › *Timeline construction*, including of key decision points

44 UNEG (2016) Reflecting Humanitarian Principles in Evaluation.

45 ‘Combining methods is a way to overcome limitations and enhance strengths’, recognising that ‘different techniques meet specific purpose, from measurement and description of events and states to understanding of a situation or a process, bringing their own strengths and limitations.’ Stern, E, Stame, N, Mayne, J, Forss, K, Davies, R and Befani, B (2012) Broadening the Range of Methods for Impact Evaluations DFID Working Paper 38, April 2012.

- › *Semi-structured interviews*, in-person or by phone of MFA, Norad and key CSO partner staff at HQ and Embassy level: partners at HQ and Embassy level
- › *Telephone survey* of key CSO partners, using a structured tool
- › *Review of web-based information* to keep abreast of developments in Norway’s support to EiCC.

These methods were selected because:

- › *They are appropriate ones for an evaluation* of a complex object such as EiCC
- › Combined, they form a relatively effective means of triangulation
- › An emphasis on interview, particularly at field study level, maximises the breadth of perspectives and data that can be secured
- › Given the context of data paucity, reliability on secondary data alone would increase unreliability – field study is essential to ensure a degree of validity. This proved the case during the evaluation’s implementation.

The only change to the methods applied were an increased emphasis on interviews, as noted, when scarcity of documentary data became apparent.

5. Data analysis – Ensuring validity and reliability

To ensure a fully systematic approach, individual analytical tools were developed for each of the data streams of the evaluation (see Annex 5). These were geared to the overall Evaluation Matrix, and included the capturing of results information. Gearing these to the overarching evaluation matrix ensured that data was collected systematically, albeit with necessary variations according to the evidence stream. This systematic approach facilitated analysis at central level for the final evaluation report.

The analytical process brought together evidence from the different streams against the Evaluation matrix as the main analytical tool. The evaluation design minimised threats to validity in four ways:

- › Firstly, ***the layered approach to evidence generation***, including basing the exercise on the solid foundation of the mapping exercise, allowed for a logically sequenced approach, with each layer of findings/analysis grounded on the one before;
- › Secondly, the ***use of the Evaluation Matrix*** ensured a fully systematic approach, with evidence plotted into the Matrix as a structured analytical template, in turn geared to the logic model and evaluation questions. Gearing all data collection tools and instruments to helped highlight evidence gaps as they arose;

- › Thirdly, an **emphasis on triangulation**. Approaches included: (i) investigator triangulation, or the use of different team members to explore the same aspect of the evaluation (ii) methodological triangulation (the use of different methods to explore the same aspect, reflected in the different evidence streams of this study) and (iii) the use of multiple sources of data - this was particularly important given data paucity experienced.
- › Fourthly, the use of an **analytical meeting** among the evaluation team to ensure agreement and full consolidation of evidence against the evaluation matrix helped bring findings and conclusions together.

Methods for ensuring validity and reliability at analysis stage included:

- › **Triangulation, above** e.g. confirming that the articulation of strategic intentions for Norway's EiCC portfolio, as reflected in White Paper 25, was also understood and shared by interviewees
- › **Complementarity** – to explain and understand findings obtained by one method by applying a second e.g. the rationale for the choice of partner articulated in an agreement document being further explained through interview
- › **Interrogation** – where diverging findings emerge from the application of different methods (e.g. findings from the portfolio

mapping on central archives diverge from evidence available at field level) – these were interrogated to either reconcile, or explain, the differences apparent.

6. Sequencing of the evaluation

The evaluation's implementation was sequenced as follows:

Phase I: Inception (design) – March – May 2017

The Inception Phase undertook the following elements:

- › Agreed the boundaries of the evaluation with the commissioning team in Norad's Evaluation Department, and confirming reporting lines, management processes etc.
- › Confirmed the roles of civil society partners in the evaluation (and clarifying to NRC and SCN in particular that the evaluation is of Norway's assistance to EiCC in aggregate, not an evaluation of their own EiCC work).
- › Generated an understanding data availability for the mapping exercise, and the extent of data preparedness.
- › Confirmed the scope of the mapping exercise, and the availability and role of the Norad Evaluation Department in this, as well as of civil society partners.
- › Ensured familiarity with key source documentation and starting the process to access this.
- › Conducted stakeholder mapping.

- › Held Inception discussions with the Evaluation Department and conducting a round of initial interviews with key stakeholders within Norad/MFA and key civil society partners (SCN and NRC) (to be followed up with a further round of interviews with additional civil society partners and other stakeholders during the main implementation phase).
- › Developed the logic model for the evaluation, including relevant objectives, outcomes and outputs.
- › Defined the methodological approach including how contribution analysis will be conducted, produced the Evaluation Matrix and the sampling criteria for systematic analysis (see below).

The main output from the Inception Phase was the Inception Report, which comprised the main operational plan for the evaluation. This was approved in May 2017.

Phase 2: Implementation including mapping, systematic documentary analysis, desk study country visits

Phase 2 of the evaluation implemented the Mapping and additional five evidence streams for the study. It was not feasible to conduct desk-based elements, such as Mapping and project content analysis, prior to fieldwork given the start of Ramadan on 27th May and the

need to pursue documentary data from various sources. However, all data gathering was complete by end August 2017.

- › **Mapping:** This comprised implementing the mapping exercise as described above. Mapping required an extended duration, due to the very limited nature of data available and need to verify the education content of individual project agreements with stakeholders, being finally completed in August 2017.
- › **Stream 1: Systems analysis:** Further semi-structured interviews were conducted with interlocutors week commencing June 5th, 2017.
- › **Stream 2: Content analysis of a sample of projects:** Sourcing documentation for project analysis took considerable time, and data gathering was only complete in July 2017. Although the intention had been to request information directly from civil society partners on interventions, concerns about the burdens on them (given the need to track down interlocutors for telephone survey and information supply/interviews for desk survey) led to limited documentation being sourced directly from partners, and MFA/Norad archives being the main source.
- › **Stream 3: Telephone survey of key civil society partners:** This was implemented during June and July 2017. It took considerable effort to identify the relevant interlocutor in each organisation, particularly given the

time elapsed since some projects were implemented. Interviews were however conducted with nine partners as well as those for desk study and fieldwork, below.

- › **Stream 4: Desk study:** Desk studies of interventions in South Sudan and Somalia was conducted June-August 2017. This involved both review of documentation and interviews with key partners. In total, 19 interlocutors were interviewed for both studies (eleven for South Sudan, and eight for Somalia – see Annexes to Case Study Report in Volume II). As for the telephone survey, above, it took considerable effort to identify the relevant interlocutor in each organisation, particularly given the time lapse involved.
- › **Stream 5: Fieldwork:** Fieldwork missions were implemented as planned in May 2016 by a team of three international consultants and four regional research team members. The evaluation manager from Norad's Evaluation Department attended, and twenty focus groups were conducted (eight in Lebanon and twelve in Jordan, as well as key informant interviews).

Phase 3 Analysis, drafting and finalisation

This Phase focused on bringing together the findings of the Mapping exercise and the data gathered from the five other evidence streams of the evaluation. To support analysis, team

held a two-day analysis meeting in July 2017; this brought findings and conclusions together. Evaluation managers from Norad's Evaluation Department were briefed on the outcomes of the analysis meeting. A stakeholder workshop around the finalisation of the evaluation's recommendations is also scheduled for September 2017. Following comment and revision, the final report is scheduled for delivery in November 2017.

Phase 4: Dissemination

The final Phase of the study requires the preparation of an Evaluation Brief (content to be agreed) and dissemination through a presentation seminar in Oslo, scheduled for November 2017.

7. Ethical standards

Ethical standards were a particular focus of the evaluation given its subject matter. The UNEG Ethical Guidelines for Evaluation (2008) were applied throughout, and the evaluation team used the UNICEF Procedure for Ethical Standards in research, evaluation and data collection and analysis. Key features included:

- › Special attention was paid to understand the cultural beliefs and behaviours that affect access to education and habits and decisions and the extent to which these affect the perceptions of the women and girls.

Sex-disaggregated output and outcome data was sought, and presented where available.

- › Gender sensitivity was a particularly important issue for the evaluation. The evaluation design paid special attention to ensure that gender was appropriately incorporated in the evaluation matrix and methods. Groups of women were interviewed separately from men, wherever possible, by a female evaluation team member, to allow the women and girls to provide feedback freely. Also, the evaluation took into consideration issues that could affect the participation of men and women such as time, place and accessibility as to allow maximum participation. Before starting an interview, team members clarified their commitments to relevant codes of conduct for these interviews, notably its voluntary nature, non-attribution and confidentiality requirements. Respondents were also briefed on their right to withdraw at any time during the interview process. The evaluation team triangulated information obtained from of women, girls, men and boys through other sources of information, namely through observation and perceptions from a range of stakeholders.

8. Limitations

The evaluation experienced a number of limitations during its implementation. These, and how they were mitigated, included:

Limitation	Mitigation
<p>Access to information: As experienced by other evaluation, this study has found access to information exceptionally challenging. Norway’s archive system suffers from a complicated architecture (see Annex 3, Mapping) and many archive files contained little to no information, or perfunctory information only. It was difficult, in many cases, to gain a clear picture of the EiCC investments; their rationale, intended results, and implementation.</p>	<p>As wide a range of stakeholders as possible was interviewed and information was triangulated as far as feasible. Where data gaps remain, these are openly reported.</p>
<p>Mapping: Basic education is a sub-theme within the wider theme of education. This presented a challenge to accurately map support to EiCC, since systems do not lend themselves to generating data on subthemes. Disaggregating information from grant schemes on intended expenditure on basic education – such as for example within framework agreements with CSOs – was not always feasible.</p>	<p>Verification took place as far as feasible, and policy markers were applied (see Annex 3, Mapping) but the data produced is caveated accordingly.</p>
<p>Limited institutional memory: Particularly going back to 2008, both documentation and institutional memory were limited, especially given high turnover of staff.</p>	<p>Evidence was utilised where available, but is more substantial for the latter period of the evaluation, and particularly since 2014.</p>
<p>INEE standards: The evaluation had intended to report systematically on implementation of the INEE standards. However, these were referenced only to a scant degree within project documentation, and fieldwork found limited application of them.</p>	<p>The main reporting framework was adapted to adopt the logic model, above.</p>
<p>Results data was highly varied. Partner CSOs supported by government of Norway report on results to varying degrees; applying diverse indicators and associated methodologies; and with limited independent verification.</p>	<p>Reporting on results has applied the information available, mostly at output level; with triangulation through independent evaluations where available, and fieldwork in Lebanon and Jordan.</p>
<p>Cost-efficiency: Project documents, reports and evaluations contained little information on cost-efficiency, with most financial information reporting on expenditure against budget only. Examples only were available. Available evaluations and reviews contained very limited treatment of cost-efficiency.</p>	<p>The lack of feasibility of reporting on cost-efficiency is transparently reported in the evaluation.</p>

Annex 3: Evaluation Matrix

Questions	Methods (applicable as appropriate per question)	Data sources	Judgment criteria (including INEE Minimum Standards where appropriate)	Judgement plus evidence (for evaluation team use only)
RELEVANCE/APPROPRIATENESS – INEE Foundational Standards on Analysis and Community Participation: Minimum Standards on Access and Learning Environment				
i. To what extent were interventions based on a sufficient, precise and updated analysis of the context and relevant conflict dynamics?	<p>Systematic analysis of documents to assess:</p> <ul style="list-style-type: none"> > Decision-making on allocations > Broad presence of context/conflict assessments for EiCC > Requirement for needs assessments > Requirements for presentation of local model or similar > Available education sector strategies/ Education Sector Cluster Plans where available / Ministry of Education decennial Plan / MoE Emergency Plan (if existing) 	<p>To include:</p> <p>Key strategic documentation such as Annual Budget Propositions from MFA to Parliament (2009-present); White Papers 13 and 25, Humanitarian White Paper (2008-2009), the Evaluation of Norwegian Multilateral Support to Basic Education, workplans for follow up to WP 25; Embassy workplans etc.</p> <p>Key INEE publications such as INEE (2010) Minimum Standards for Education: Preparedness, Response, Recovery; Guiding Principles on Conflict Sensitivity in Education Policy and Programming in Conflict-Affected and Fragile Contexts (2013);</p> <p>Partner documentation including applications to and agreements with MFA and Norad; performance reports, sector planning and analysis; strategies and research; results reporting; reporting; including Save the Children (2012) Breaking the Cycle of Crisis, Rewriting the Future. Learning from Save the Children's delivery of education in conflict-affected fragile states; NRC (2015) Norwegian Refugee Council's Accelerated Education Responses. A Meta evaluation.</p>	<ul style="list-style-type: none"> > Programme designs have applied conflict/gender analysis > Adaptations to design based on findings from conflict analysis > Do No Harm principles consistently applied in design > Programmes based on a clear description of the context, barriers to the right to education and strategies to overcome those barriers. (<i>INEE analysis standard 2</i>) > Use of education assessments of the emergency situation to inform planning and design (<i>INEE analysis standard 1</i>) 	<ul style="list-style-type: none"> > Fully > Substantially > Partially > A little > Not at all
ii. How were affected populations engaged in planning of interventions?	<p>Use of a structured tool to analyse a sample of projects against analytical fields geared to the evaluation questions, to include</p> <ul style="list-style-type: none"> > Rationale and logic > Quality and process of EiCC designs > Decision-making systems > Presence of context or conflict assessment > Use of needs assessments > Presence of risk assessment (including strategic/political risk) > Alignment with national or localised sector policies and plans, where available > Evolution over time 		<ul style="list-style-type: none"> > Participation of community members in the analysis, planning, design, implementation, monitoring and evaluation of Norway-funded education responses (<i>INEE community participation standard 1</i>) 	
iii. Were interventions designed accordingly planned and implemented to meet the needs and interests of the affected population (taking into account the distinct needs of girls and boys, as well as vulnerable groups such as displaced children, children with disabilities, ethnic or religious minorities)? Did they implement protection and well-being concerns?			<ul style="list-style-type: none"> > Responsiveness of objectives / activities to relevant national or local educational needs analyses > Priority groups identified reflect those of national or independent analyses / policy priorities > Equity of access for all participants to quality and relevant education opportunities (<i>INEE Access and Learning Environment standard 1</i>) > Use of community resources to implement age-appropriate learning opportunities (<i>INEE community participation standard 2</i>) 	

Questions	Methods (applicable as appropriate per question)	Data sources	Judgment criteria (including INEE Minimum Standards where appropriate)	Judgement plus evidence (for evaluation team use only)
iv. To what extent have interventions evolved over time, adapting to changing situations?	<p>Semi-structured interview (Norad/MFA/civil society partners) to assess fields as above.</p> <p>Field study, applying systematic tools, with methods including:</p> <ul style="list-style-type: none"> > Semi-structured interviews with key partners (NRC/SCN), government and implementing partners > Focus groups with beneficiaries to record their experience of consultation in design > Systematic analysis of documentation not available centrally, also using a structured tool, and particularly focused on decision-making systems 	<p>Country sector strategies, plans and bilateral agreements on education for South Sudan, Lebanon, Jordan, Somalia; education sector cluster plans and Cluster Co-ordinator handover notes; humanitarian response and refugee plans</p> <p>Evaluations/research of education sectors in the four case study countries</p> <p>Embassy workplans and strategies, reporting</p>	<ul style="list-style-type: none"> > Decision-making over period responsive to changes in population need profile and linked strategies > Decision-making over period responsive to contextual (including national policy and governance / child poverty and exclusion issues / political economy) change > Evidence of lesson learning in programme / strategy design / decision-making 	
v. To what extent were interventions coherent with relevant national education policies and strategies/ and/or humanitarian/ refugee response plans?			<ul style="list-style-type: none"> > Alignment of activities with relevant international and national educational policies, laws, standards and plans and the learning needs of affected populations (<i>INEE Education Policy standard 2</i>) > Alignment with country humanitarian response/refugee plans 	
EFFECTIVENESS – INEE Minimum Standards on Access and Learning; Teaching and Learning; Teachers and other personnel; Education policy				
i. To what extent have interventions achieved, or are likely to achieve, their intended outputs and outcomes?	<p>Analysis of financial/budget information</p> <p>Systematic analysis of project documents/ Norad/MFA/partner reporting to assess:</p> <ul style="list-style-type: none"> > Monitoring and evaluation systems > Achievement against intended results > Performance against relevant INEE standards (including well-being) > Effects for vulnerable children (positive/negative) > Factors explaining the reasons for achievement or non-achievement of results > Presence of unintended effects > Coherence with the International Humanitarian Principles 	<p>Financial information (mapping)</p> <p>Partner documentation including: applications to and agreements with MFA and Norad; performance and results reporting; context analyses; reporting; reports to MFA and Norad; annual reports and evaluations</p> <p>National sector strategies, plans and bilateral agreements on education for South Sudan, Lebanon, Jordan, Somalia</p> <p>Embassy workplans and strategies, reporting</p> <p>Evaluations/research of education sectors in the four case study countries</p>	<ul style="list-style-type: none"> > Extent of achievement towards targets, disaggregated by target group/geography where available <p>Achievements of relevant INEE standards in:</p> <ul style="list-style-type: none"> > Access and learning > Teaching and learning > Teachers and other education personnel (see structured tools) 	<ul style="list-style-type: none"> > Fully > Substantially > Partially > A little > Not at all



Questions	Methods (applicable as appropriate per question)	Data sources	Judgment criteria (including INEE Minimum Standards where appropriate)	Judgement plus evidence (for evaluation team use only)
<p>ii. To what extent did these achievements contribute towards the realisation of Norwegian policy goals over the period?</p>	<p>Use of a structured tool to analyse a sample of projects against analytical fields geared to the evaluation questions, to include</p> <ul style="list-style-type: none"> > Use of monitoring and evaluation systems > Achievement against intended results > Performance against relevant INEE standards > Effects for vulnerable children (positive/negative) > Factors explaining the reasons for achievement or non-achievement of results > Presence of unintended effects > Coherence with the International Humanitarian Principles <p>Field study, applying systematic tools, with methods including semi-structured interviews with key partners (NRC/SCN) and implementing partners to include areas such as</p> <ul style="list-style-type: none"> > Follow up on quality and results > Achievement of intended results > Performance against relevant INEE standards, contextualised for the country > Effects for vulnerable children > Reasons why results were or were not attained > Adherence to the IHPs <p>Focus groups with beneficiaries to record their experience of Access, Quality and Well-being</p>		<p>Contributions towards intended achievements of:</p> <p>Access</p> <ul style="list-style-type: none"> > humanitarian access and protection ensured in conflict and crisis situations with a view to maintaining continuity of learning and safe-guarding schools; > one million more children have access to good-quality education in crisis and conflict situations; > innovative and flexible solutions developed that give as many children as possible access to education; > Special priority for girls, vulnerable groups, crisis-affected countries and other fragile states. <p>Quality</p> <ul style="list-style-type: none"> > robust national systems developed that can provide good quality education, and in the work to measure and assess progress in basic skills; > teaching skills boosted and incentive schemes developed to recruit enough teachers where the needs are greatest <p>Well-being</p> <ul style="list-style-type: none"> > Initiatives promote the safety and well-being of teachers, learners and other education personnel (INEE Domain 2 Standard 3, Education Facilities) <p>Do No Harm/ IHPs</p> <ul style="list-style-type: none"> > teaching plans developed that take into account the need to reduce conflict; > international humanitarian law respected, and the militarisation of schools and universities and attacks on educational institutions stop (Lucens guidelines); (IHPs); (Safe Schools) 	





Questions	Methods (applicable as appropriate per question)	Data sources	Judgment criteria (including INEE Minimum Standards where appropriate)	Judgement plus evidence (for evaluation team use only)
			Financing <ul style="list-style-type: none"> > increased percentage of Norway's humanitarian assistance allocated to education/education in the early reconstruction phase; > increased use of development funds to help countries that receive large numbers of refugees as a result of humanitarian crises; > UN target of 4 % of humanitarian aid being allocated to education approached or met; 	
iii. What factors may explain achievement and non-achievement of results?			> Explanations for performance/under-performance	
iv. Have interventions had any likely unintended consequences, positive or negative? If so, how are girls and boys, and vulnerable groups of children affected differently by these consequences?			> Identification of any unintended consequences	
v. To what extent were interventions designed and implemented in accordance with the International Humanitarian Principles?			> Extent to which interventions were designed/implemented against the IHPs of neutrality, humanity, impartiality and independence.	
EFFICIENCY				
i. To what extent are Norway's EICC activities through civil society partners being implemented as part of a coherent portfolio, rather than as piecemeal individual activities?	Systematic analysis of project documents/Norad/MFA/partner reporting to assess: <ul style="list-style-type: none"> > Strategic coherence (country/global level) > Measures taken to ensure cost-efficiency > Opportunities for cost-efficiency maximised Use of a structured tool to analyse a sample of projects against analytical fields geared to the evaluation questions, to include <ul style="list-style-type: none"> > Strategic coherence (country/global level) > Measures taken to ensure cost-efficiency > Opportunities for cost-efficiency maximised 	Financial information (mapping) Partner documentation including: applications to and agreements with MFA and Norad; performance and results reporting; reports to MFA and Norad; annual reports and evaluations Embassy workplans and strategies, reporting Evaluations/research of education sectors in the four case study countries bilateral agreements on education	<ul style="list-style-type: none"> > Activities are shaped by a clear strategic framework > Activities are geared to a single overarching set of intended results > Activities are horizontally aligned in the same country 	<ul style="list-style-type: none"> > Fully > Substantially > Partially > A little > Not at all





Questions	Methods (applicable as appropriate per question)	Data sources	Judgment criteria (including INEE Minimum Standards where appropriate)	Judgement plus evidence (for evaluation team use only)
<p>ii. To what extent has the portfolio (in sample countries particularly) made efforts to ensure cost-efficiency?</p>	<p>Semi-structured interview (Norad/MFA/civil society partners) to assess:</p> <ul style="list-style-type: none"> > Strategic coherence (country/global level) > Measures taken to ensure cost-efficiency > Opportunities for cost-efficiency maximised <p>Field study, applying systematic tools, with methods including semi-structured interviews with key partners (NRC/SCN) and implementing partners to include areas such as</p> <ul style="list-style-type: none"> > Measures taken to ensure strategic coherence within the EiCC portfolio > Measures taken to ensure cost-efficiency > Evidence that opportunities for cost-efficiency maximised. 		<ul style="list-style-type: none"> > Efforts made to achieve efficiency in business process such as human resources, management and monitoring and evaluation functions > Efforts made to achieve efficiency gains and savings in programme implementation e.g. delivery mechanisms, working through partners, etc. > Opportunities to achieve cost-efficiency seized 	
COHERENCE				
<p>i. How closely are Norway-funded interventions linked to EiCC interventions supported by other relevant humanitarian and development actors?</p> <p>ii. To what extent have Norway-funded interventions been implemented in coherent with Education Cluster/Sector Working Groups in the country?</p>	<p>Systematic analysis of documentation using a structured tool to assess:</p> <ul style="list-style-type: none"> > Co-ordination with other actors > Engagement in sector co-ordination systems > Links to other EiCC interventions in the context > Partnerships <p>Use of a structured tool to analyse a sample of projects against analytical fields geared to the evaluation questions, to include</p> <ul style="list-style-type: none"> > Co-ordination with other actors > Engagement in sector co-ordination systems > Links to other EiCC interventions in the context > Partnerships 	<p>Partner documentation including: applications to and agreements with MFA and Norad; performance reports, context analyses; sector planning and analysis; strategies and research; results reporting; reporting;</p> <p>Country sector strategies, plans and bilateral agreements on education for South Sudan, Lebanon, Jordan, Somalia; education sector cluster plans and Cluster Co-ordinator handover notes</p> <p>Embassy workplans and strategies, reporting</p> <p>Evaluations/research of education sectors in the four case study countries</p>	<ul style="list-style-type: none"> > Activities/ civil society partners work through national education co-ordination mechanisms (INEE co-ordination standard 1) > Activities have been implemented with horizontal linkages at country level > Activities have been implemented within the framework of partnership at country level > Partnerships with national authorities/local CSOs and other actors have been implemented with a view to capacity development 	<ul style="list-style-type: none"> > Fully > Substantially > Partially > A little > Not at all





Questions	Methods (applicable as appropriate per question)	Data sources	Judgment criteria (including INEE Minimum Standards where appropriate)	Judgement plus evidence (for evaluation team use only)
	<p>Semi-structured interview (Norad/MFA/civil society partners) to assess:</p> <ul style="list-style-type: none"> > Co-ordination with other actors > Engagement in sector co-ordination systems > Links to other EiCC interventions in the context > Partnerships <p>Field study, applying systematic tools, with methods including: semi-structured interviews with key partners (NRC/SCN), government and implementing partners to include areas such as:</p> <ul style="list-style-type: none"> > Co-operation and co-ordination > Areas of agreement/disagreement 			
CONNECTEDNESS/CO-ORDINATION – INEE Foundation Standard on co-ordination and Analysis (sustainability of response strategies)				
<p>i. Are interventions designed and implemented in a manner that supports longer term needs in the education sector?</p>	<p>Use of a structured tool to analyse a sample of projects against analytical fields geared to the evaluation questions, to include</p> <ul style="list-style-type: none"> > Links to transition > Planning for sustainability > Implementation of sustainability plans > Capacity development elements <p>Semi-structured interview (Norad/MFA/civil society partners) to assess:</p> <ul style="list-style-type: none"> > Links to transition > Planning for sustainability > Implementation of sustainability plans > Capacity development elements 	<p>Country sector strategies, plans and bilateral agreements on education for South Sudan, Lebanon, Jordan, Somalia</p> <p>Partner documentation including: applications to and agreements with MFA and Norad performance reports, context analyses, sector planning and analysis; strategies and research; results reporting;</p> <p>Evaluations/research of education sectors in the four case study countries</p> <p>Partner documentation including: applications to and agreements with MFA and Norad context analyses; performance reports, sector planning and analysis; strategies and research; results reporting;</p>	<ul style="list-style-type: none"> > Activities designed for adoption into national programming/strategies/budgets > Activities work with education authorities to prioritise continuity and recovery of quality education, including free and inclusive access to schooling (INEE standard on Law and Policy Formulation 1) 	<ul style="list-style-type: none"> > Fully > Substantially > Partially > A little > Not at all





Questions	Methods (applicable as appropriate per question)	Data sources	Judgment criteria (including INEE Minimum Standards where appropriate)	Judgement plus evidence (for evaluation team use only)
<p>ii. Were transition strategies explicitly built in?</p>	<p>Field study, applying systematic tools, with methods including semi-structured interviews with key partners (NRC/SCN), government and implementing partners to include areas such as:</p> <ul style="list-style-type: none"> > Links to transition > Planning for sustainability > Implementation of sustainability plans > Capacity development elements 	<p>Country sector strategies, plans and bilateral agreements on education for South Sudan, Lebanon, Jordan, Somalia</p> <p>Evaluations/research of education sectors in the four case study countries</p>	<ul style="list-style-type: none"> > Activities are explicitly designed and implemented with transition strategies in mind, where feasible > Transition strategies have been implemented in practice 	
<p>iii. Where feasible, do partners work in partnership with national authorities and local CSOs or other actors in ways that support the development of their capacity?</p>	<p>Systematic analysis of documentation not available centrally, also using a structured tool, and particularly focused on decision-making systems</p> <ul style="list-style-type: none"> > Links to transition > Planning for sustainability > Implementation of sustainability plans > Capacity development elements 		<ul style="list-style-type: none"> > Activities designed and implemented to build maximum local capacity > Capacity development gains monitored and reported upon throughout 	

Annex 4: Semi-Structured Interview Guides

INTERVIEW QUESTIONS:

GEOGRAPHICAL SECTIONS

- › How has Norway's EiCC portfolio evolved since 2008-now in the region? What are the main changes that you have seen? (plot timeline).
- › Is there an overarching strategy for the EiCC portfolio in the region? (more than the White Paper?)
- › How do you engage with Norad on EiCC investment? Is it a joint decision-making process?
- › Does Norway have any thematic concentrations in the region within its EiCC portfolio? What are these?
- › Does Norway seek to target particular groups through its EiCC assistance in the region? Which ones/why?
- › Does it have any particular geographical concentrations within the regional portfolio? What/where?
- › How does Norway make its decisions on EiCC investments in the region through civil society? Does it apply specific criteria to select civil society partners for investment?
- › What are the main strengths and weaknesses it sees in its civil society partners in EiCC

within the region? Could you describe some of the main partners for EiCC and their strengths/weaknesses? (Prompt: NRC/SCN)

- › How does it consider coherence of the portfolio in the region (linking with partners' EiCC interventions) in decision-making?
- › How does Norway monitor/review/evaluate work with its civil society partners on EiCC in the region?
- › How does Norway manage its risks in EiCC in the region, e.g. working with local partners?
- › How does Norway learn from its experiences in implementing EiCC in the region? Have any evaluations or reviews been done of EiCC initiatives?
- › What has worked well so far, and what has not? What would you do differently going forward?

INTERVIEW QUESTIONS:

EMBASSIES (PHONE INTERVIEWS)

- › How has Norway's EiCC portfolio evolved since 2008-now in the country? What are the main changes that you have seen?
- › Is there an overarching strategy for the EiCC portfolio in the country? (more than the White

Paper?) What is the main framework that guides your decision-making on EiCC?

- › How do you engage with Norad on EiCC investment in the country? Is it a joint decision-making process?
- › Does Norway have any thematic concentrations in the country within its EiCC portfolio? What are these?
- › Does Norway seek to target particular groups through its EiCC assistance in the country? Which ones/why?
- › Does it have any particular geographical concentrations within the country portfolio? What/where?
- › How does Norway make its decisions on EiCC investments in the country through civil society? Does it apply specific criteria to select civil society partners for investment?
- › What are the main strengths and weaknesses it sees in its civil society partners in EiCC in the country? Could you describe some of the main partners for EiCC and their strengths/weaknesses? (Prompt: NRC/SCN)
- › How does it consider coherence of the portfolio in the country (linking with partners' EiCC interventions) in decision-making?

- › How does Norway monitor/review/evaluate work with its civil society partners on EiCC in the country?
- › How does Norway manage its risks in EiCC in the country, e.g. working with local partners?
- › How does Norway learn from its experiences in implementing EiCC in the country? Have any evaluations or reviews been done of EiCC initiatives?
- › What has worked well so far, and what has not? What would you do differently going forward?

INTERVIEW QUESTIONS:

HUMANITARIAN SECTION

- › How has Norway's EiCC portfolio evolved since 2008-now? What are the main changes that you have seen? (plot timeline).
- › Is there an overarching strategy for the EiCC portfolio? (more than the White Paper?)
- › How do you engage with Norad on EiCC investment]? Is it a joint decision-making process?
- › Does Norway have any thematic concentrations generally within its EiCC portfolio? What are these?
- › Does Norway seek to target particular groups through its EiCC assistance? Which ones/why?
- › Does it have any particular geographical concentrations within the portfolio? What/where?

- › How does Norway make its decisions on EiCC investments through civil society? Does it apply specific criteria to select civil society partners for investment?
- › What are the main strengths and weaknesses it sees in its civil society partners in EiCC? Could you describe some of the main partners for EiCC and their strengths/weaknesses? (Prompt: NRC/SCN)
- › How does it consider coherence of the portfolio (linking with partners' EiCC interventions) in decision-making?
- › How does Norway monitor/review/evaluate work with its civil society partners on EiCC?
- › How does Norway manage its risks in EiCC?
- › How does Norway learn from its experiences in implementing EiCC? Have any evaluations or reviews been done of EiCC initiatives?
- › What has worked well so far, and what has not? What would you do differently going forward?

INTERVIEW QUESTIONS:

NORAD EDUCATION

- › How has Norway's EiCC portfolio evolved since 2008-now? What are the main changes that you have seen? (plot timeline).
- › Is there an overarching strategy for the EiCC portfolio? (more than the White Paper?)
- › How do you engage with MFA on EiCC investment? Is it a joint decision-making process?

- › Does Norway have any thematic concentrations generally within its EiCC portfolio? What are these?
- › Does Norway seek to target particular groups through its EiCC assistance? Which ones/why?
- › Does it have any particular geographical concentrations within the portfolio? What/where?
- › How does Norway make its decisions on EiCC investments through civil society? Does it apply specific criteria to select civil society partners for investment?
- › What are the main strengths and weaknesses it sees in its civil society partners in EiCC? Could you describe some of the main partners for EiCC and their strengths/weaknesses? (Prompt: NRC/SCN)
- › How does it consider coherence of the portfolio (linking with partners' EiCC interventions) in decision-making?
- › How does Norway monitor/review/evaluate work with its civil society partners on EiCC?
- › How does Norway manage its risks in EiCC?
- › How does Norway learn from its experiences in implementing EiCC? Have any evaluations or reviews been done of EiCC initiatives?
- › What has worked well so far, and what has not? What would you do differently going forward?

INTERVIEW QUESTIONS:

NORAD CIVIL SOCIETY SECTION

- › How does Norway choose its Civil Society partners [for work in EiCC]? Does it apply specific criteria to select civil society partners for investment?
- › How have partnerships [on EiCC] with Civil Society partners changed since 2008? What differences have you noticed? (plot timeline)
- › How do you engage with MFA on the selection of civil society partners [for EiCC investment]? Is it a joint decision-making process?
- › Does Norway seek to target particular groups or geographical areas [through its work on EiCC] with civil society partners? Which ones/why?
- › What are the main strengths and weaknesses Norad sees in its civil society partners [for EiCC]? Could you describe some of the main partners for EiCC and their strengths/weaknesses? (Prompt: NRC/SCN)
- › How does Norway monitor/review/evaluate work with its civil society partners [for EiCC]? Have any evaluations/reviews been done?
- › How does Norway manage its risks with civil society partners [for EiCC]?
- › How does Norway learn from its experiences working with civil society partners [on EiCC]? Have any evaluations or reviews been done of civil society partners?

- › What works well in relationships with civil society partners [on EiCC], and what does not? What would you do differently going forward?

INTERVIEW QUESTIONS:


NRC/SCN

- › How has NRC/SCN's EiCC portfolio evolved since 2008-now? What are the main changes that you have seen? (plot timeline).
- › Is there an overarching strategy for the EiCC portfolio? What is its nature? (period, priorities, delivery etc)
- › Does NRC/SCN have any thematic concentrations generally within its EiCC portfolio? What are these?
- › Does NRC/SCN seek to target particular groups through its EiCC assistance? Which ones/why?
- › Are there any particular geographical concentrations within the portfolio? What/where?
- › How does NRC/SCN consider coherence of the portfolio (linking with partners' EiCC interventions)?
- › Please could you describe how you engage with MFA/Norad on EiCC investment (Core funding? Annual applications? Ad-hoc applications?) Is the applications process cumbersome/light/other?
- › Could you describe the relationship with MFA/Norad? What are the positive/negative aspects? What would you like to change?

- › How does Norad/MFA monitor/review/evaluate work with NRC/SCN on EiCC? What are its requirements for reporting?
- › Have any evaluations or reviews been done of NRC/SCN EiCC initiatives? (ask for copies)
- › What risk management strategies are you required to have in place (e.g. for working with local partners)? Are you asked to report on these?
- › Do you link with other major Norwegian civil society partners to learn from experiences in implementing EiCC?
- › What has worked well so far, and what has not? What would you do differently going forward?


Annex 5: Analytical templates

The excel-files for the following analytical templates are available upon request to the evaluation department (post-eval@norad.no).


 **Tool 1** – Content analysis of projects

 **Tool 2** – Phone survey civil society partners

 **Tool 3a** – Desk study Somalia

 **Tool 3b** – Desk study South-Sudan

 **Tool 4a** – Field study Lebanon

 **Tool 4b** – Field study Jordan

Annex 6: List of Interviewees

Please see individual case study reports for list of interviewees in Jordan, Lebanon, Somalia and South Sudan.

Interviewee	Post
Norad	
Helge Brochmann	Senior Adviser, Education Section
Jorun Nossun	Head, Education Section
Gerd Hanne Fosen	Policy Director Education Section
Erik Aakre	Acting Head, Results Management Section
Hildegunn Tobiassen	Senior Adviser, Section for Civil Society Strengthening
Tove Kvil	Senior Adviser, Section for Development Initiatives
Vibecke Dixon	Senior Adviser, Education Section, Norad
Ragnhild Seip	Senior Adviser, Section for Civil Society Strengthening
Randi Gramshaug	Senior Adviser, Education Section, Norad
Beate Bull	Senior Adviser, Section for Human rights, Governance and Fragility
Lene Leonhardsen	Senior Adviser, Education Section, Norad
Ministry for Foreign Affairs	
Thomas Ball	Deputy Director, Section for Humanitarian Affairs
Tarald Brautaset	Ambassador
Roar Haugsdal	Senior Adviser, Section for Humanitarian Affairs
Hakon Gulbrandsen	Deputy Director, Section for Grant Management, MFA
Kari Hauge Riisøen	Deputy Director, Section for International Development Policy
Camilla Dannevig	Senior Adviser, Section for Grant Management
Kristin Hoem Langsholt	Senior Adviser, Section for Humanitarian Affairs, MFA
Julie Jacobsen Takahashi	Senior Adviser, Section for the Middle East and North Africa, MFA
Trine Rønning Mathisen	Senior Adviser, Section for Middle East and North Africa
Anne Karine Jahren	Higher Executive Officer, Section for Humanitarian Affairs



Interviewee	Post
Wasim Ul Haque	Senior Adviser, Section for Humanitarian Affairs, MFA
Anne Marie Borgvad	Counsellor, Royal Norwegian Embassy in Lebanon Beirut
Jorunn Stubhaug	First Secretary, Royal Norwegian Embassy in Amman
Hanan Shasha'a	Programme Officer, Royal Norwegian Embassy in Amman
Gunvor Skancke	Head of Co-operation, Royal Norwegian Embassy in Juba
Hege Magnus	Senior Adviser, Section for Horn of Africa and West Africa
Yngvild Berggrav	Senior Adviser, Section for Humanitarian Affairs
Therese Bongard	Senior Adviser, Section for Horn of Africa and West Africa, MFA
Astrid Lervåg	Counsellor for Somalia (Royal Norwegian Embassy in Nairobi)
Berit Løken	Adviser, Archives Section
Åse Liv Olsen	Senior Adviser, Archives Section
SCN (Oslo/Regional)	
Nora Ingdal	Head of Education
Tove Wang	CEO
Bergdis Joelsdottir	Senior advocacy advisor Education
Veslemøy Ask	Senior advisor, Evaluations and Knowledge Management
Sebastian Blomli	Education Advisor Lebanon,
Liv-Heidi Pedersen	Former Education Advisor Lebanon
Espen Gran	Associate Area Director, Middle East Region
Ketil Vaas	Senior Education in Emergencies Advisor
Henrik Stabell	Area Director, East Africa
NRC (Oslo/Geneva)	
Annelies Ollieuz	Global Education Adviser
Silje Skeie	Education Adviser
Abiti Gebretsadik	Education Specialist
Emma Bonar	Youth Advisor, Geneva Office
Trøyel Nerbø	Global Monitoring and Evaluation team
Lian Bradley	Global Monitoring and Evaluation team

Partners interviewed for phone survey:

Contact/ Role	Agreement Organisation
Claudia Labissière, Executive Director	PRODEV
Kjersti Movold, Head of MELA Department (Middle-East, Europe, Latin America and Asia) International Programmes	SOS Children's Villages Norway Stiftelsen SOS Barnebyer
Bente Sandal-Aasen, Special Adviser Education	Plan Norge
Cecilie Wathne, Head of Monitoring and Evaluation	Strømmestiftelsen
Terje Watterdal, Country Director	NAC Afghanistan
Aina Ostreng, Program Advisor DR Congo	
Aron Halfen, Program Advisor, Colombia	Caritas Norge
Lars Pedersen, Director, DAART	Dansk Folkehjelp
Abdi-Rashid Haji Nur, Somalia Country Director	Concern Worldwide

Annex 7: Bibliography

Please see individual annexed Case Studies for country-specific documents reviewed.

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Annex 8: List of projects analysed

Agreement number	Partner	Title	Date	Amount (NOK)
COD 10-0007	NCA	GBV support / DRC	2010-2013	50 million
PAK 10-0030	Rahma Islamic Fund	Emergency IDP Assistance (Floods)	2010-2011	8 million
08-1073518	NPA	Child Supplem. Feeding Programme (CSFP)	2008	1.5 million
AFG 14-0022	Danish People Aid	Equitable Access to Quality Education in Faryab, Afghanistan	2015-2017	19.4 million
AFG 15-0011	Norwegian Afghanistan Committee	Integrated Rural Development Program III / Education Initiative	2016-2018	52 million NOK (not only Education-related)
GLO 06-248	SCN	Rewrite the Future	2006-2009	25 million
QZA 12-0763	Digni	Framework agreement	2013-2015	14.3 million
QZA 13-0585	ADRA	Framework agreement	2014-2018	53.5 million
QZA 15-0172	Brookings Institute	Strengthening Quality Global Education	2015-2017	30 million
GLO-3395 QZA-15/0469	Right to Play	Quality education in nine countries	2016-2019	122 million
QZA 16-0141	NRC	Afghan Refugees Returned to Afghanistan (Addendum to GPA)	2016-2018	9 million
PAK 10-0043	Aga Khan Foundation	Floods Response Programme Pakistan	2010-2012	9 million

Annex 9: Analysis of Humanitarian Principles

Core Humanitarian principles	Intrinsic Issues	Amount (NOK)
Humanity	This principle, in seeking to address human suffering “wherever it is found”, sets a high bar. In reality, EiCC support is constrained by available finances, requiring a prioritisation even amongst those in need.	Norway’s interventions in EiCC through CSO have sought to address those in need, who are often the most vulnerable (children affected by conflict and fragility), through three main means: <ul style="list-style-type: none"> • Increased volumes of support generally to EiCC through civil society (section 3 above) • Attempts at outreach in even challenging and contested areas, e.g. Somalia and South Sudan • Attention to the most vulnerable including the disabled, excluded and marginalised populations, above; and/or taking the position that every refugee child is vulnerable However, partly as a consequence of limited finances and partly due to operating context challenges, CSO EiCC interventions may not have addressed suffering “wherever it is found”, including support to host population in Lebanon and Jordan at early stages of the Syrian regional crisis.
Neutrality	The demands and potential tensions of this principle are greater in periods of conflict. A potential tension arises if donors and Government have different priorities with CSOs caught in the middle.	In identifying beneficiaries, CSO EiCC interventions adopted neutral and objective criteria. Neutrality was also preserved through working closely with provincial and district authorities, for example in Somalia and South Sudan. In Somalia, specific approaches were introduced to enable peace-building, including exchange programmes, peace clubs, debating and construction of safe. Some organisations also provided psychosocial support within programmes.
Impartiality	This principle both overlaps with and complements those of neutrality and humanity.	Norway’s support through CSOs is explicitly targeted to the most vulnerable including refugees and IDPs, and with a particular focus on girls and on marginalised groups. In Somalia, processes for selection of beneficiaries and contracting out services were ‘transparent and inclusive’; host communities also had access to benefits in initiatives targeting IDPs. Selection of beneficiaries was contentious where inclusive processes were not established. The picture was more complicated in Jordan, during the evaluation period, NRC EiCC interventions solely focused on Syrian refugee beneficiaries, only embracing Jordanian children at a later point. This was corrected from 2015. Right to Play targeted both host and refugee communities.
Independence	This principle seeks to ensure that there is no bias or interference in the provision of assistance. Arguably, strict independence lies in tension with principles of coordination (alignment, harmonisation and sustainability) and participation.	The IHPs have been tested in relation to EiCC, with strict operational independence challenging to apply when directing support through a government-led system. In South Sudan and Somalia, Norwegian CSOs sought operational independence by working with local authorities and communities, as well as lobbying donors to support access to humanitarian assistance for people in areas controlled by opposition groups. In Lebanon and Jordan, strict operational independence was more challenging, particularly in the latter period of the crisis, when both governments sought to take stronger ownership of international actors’ engagement. NRC in both countries, and SCN in Lebanon, sought to walk the line between maintaining relationships with national actors, and preserving their capacity to lobby and advocate for reform.