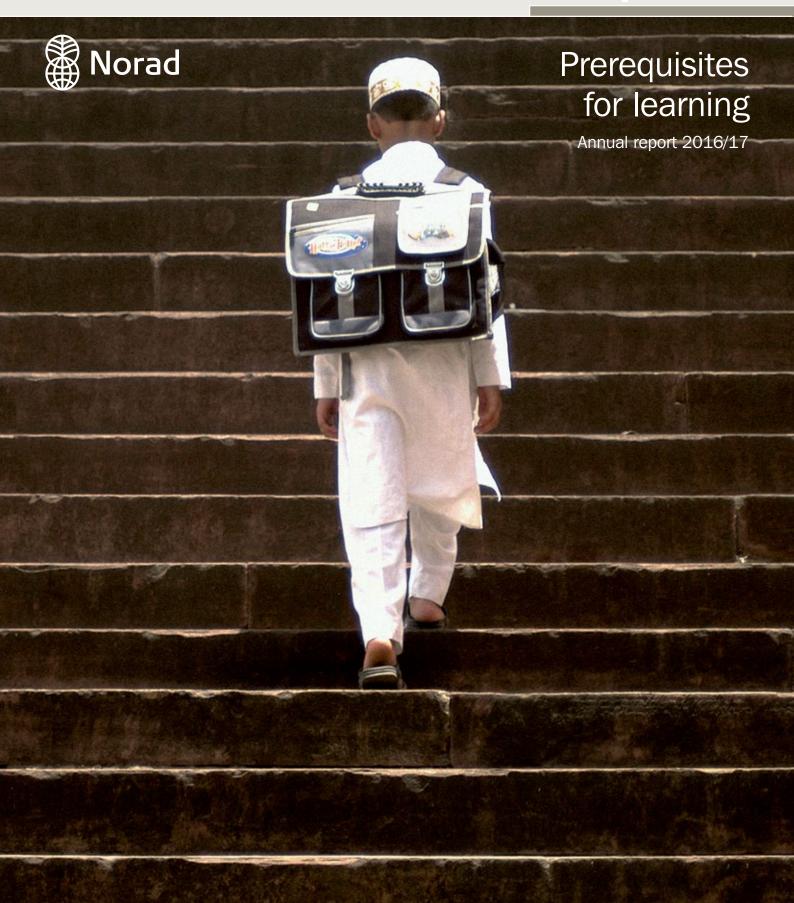
EVALUATION DEPARTMENT

16/17





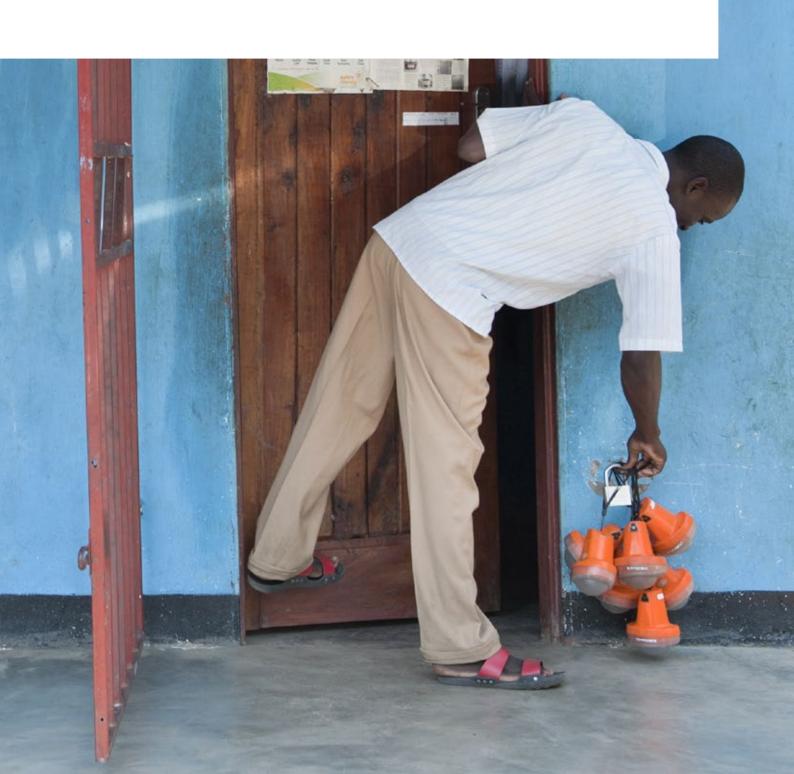
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PREFACE



FOREWORD

It is my pleasure to present a summary of our evaluation activities over the last twelve months. Altogether, we have published eleven study and evaluation reports, organized eleven open seminars and prepared a number of communication products in which we share our findings and recommendations. We are a member of the work group for the evaluation network in the central Norwegian administration and participate actively in international work through chairmanship of the Evaluation Network of the OECD-DAC. Over the past year, we have also participated in international peer reviews of the evaluation functions in UNRWA and UNICEF, and the reference group for the African Development Bank's evaluation of the Congo Basin Fund.

Our mandate has clear directives on how the follow-up of evaluation activities shall take place. Those who are responsible for the activities that have been evaluated shall prepare a draft follow-up plan for approval by the Secretary General and report on how the activities were followed up within twelve months. Both the follow-up plan and report on the execution shall be sent to the Evaluation Department. This gives us insight into how our evaluations are followed up. One example of this is the follow-up of the 2016 evaluation of FK Norway. The follow-up report stated, among other things, that the evaluation will be used to give FK Norway a new beginning and as motivation for an even more focused selection of partners.

This is precisely the type of change and improvement that is the aim of the activities in which we are engaged. This is also in line with the Government's repeated emphasis - most recently in the White Paper on Development Policy presented to the Storting (Parliament) this spring – of the importance of using evaluations to improve Norwegian aid.

In my opinion, the production of the evaluation activities over the past year has indeed gone a long way in facilitating such improvement. We have pointed out strengths and weaknesses, opportunities and limitations in the implementation of the Norwegian development policy.

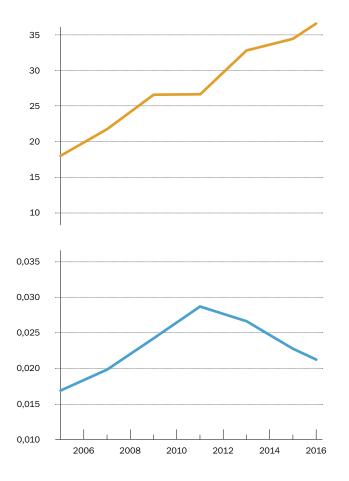
On the following pages, we will sum up some of the main lessons we have learned and then present the highlights from each of our evaluations.

Oslo, May 2017

Per Øyvind Bastøe

Director, Evaluation Department

AID BUDGET AND ALLOCATION TO EVALUATION 2005-2016 (NUMBERS IN MNOK)



The Evaluation Department's activity

is regulated by separate instructions issued by the Secretary Generals of the Ministry of Foreign Affairs and the Ministry of Climate and Environment. The instructions from 2006 was revised in 2015 and became operative on December 1st 2015.

In May 2017 the department has the following employees:

Anette Wilhelmsen

Anita Haslie

Balbir Singh

Ida Hellmark

Ida Lindkvist

Jan-Petter Holtedahl

Javier Fabra-Mata

Kjersti Løken

Kristin Hauge

Lillian Prestegard

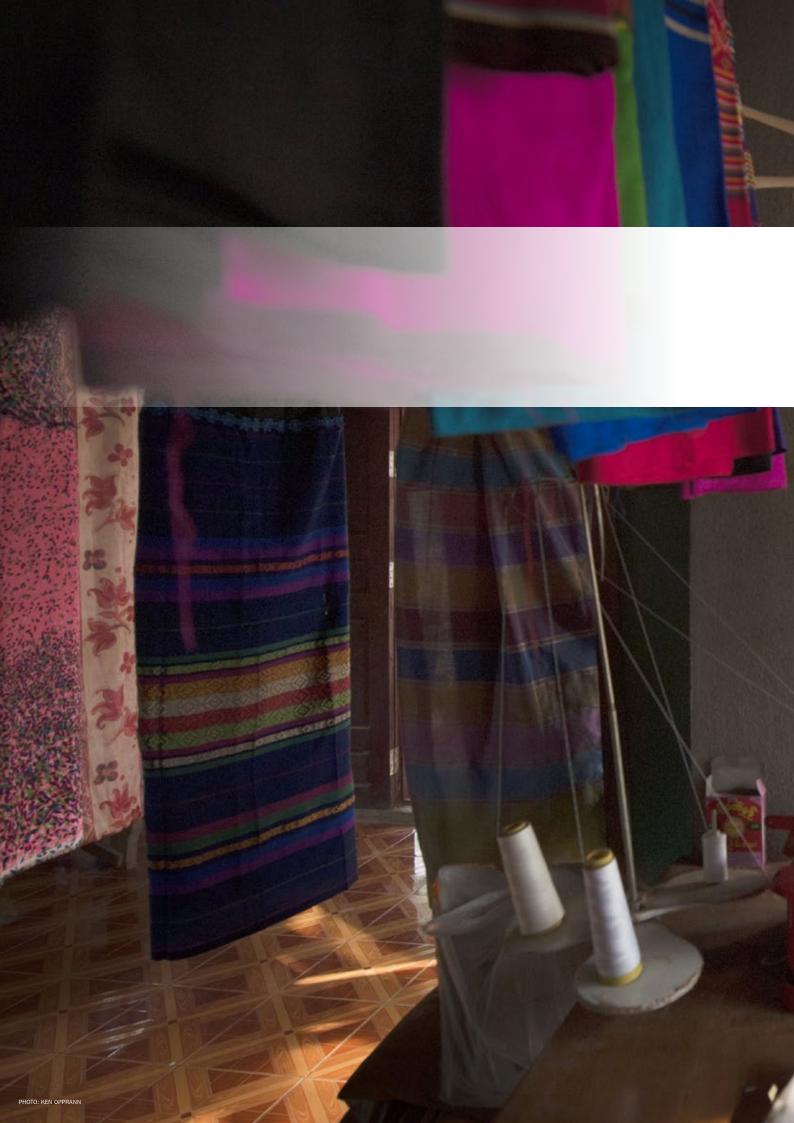
Per Øyvind Bastøe

Siv Lillestøl

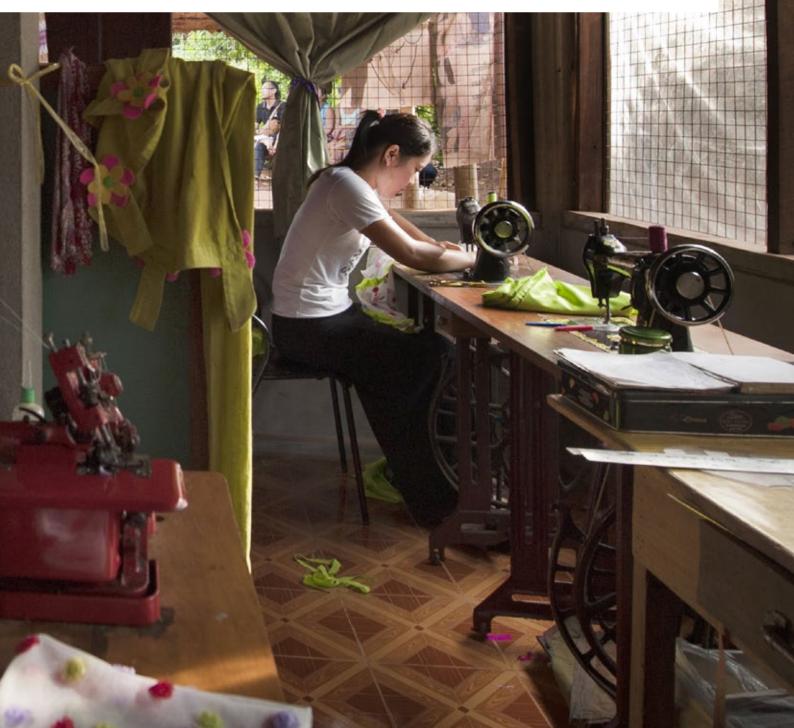
Trond Heyerdahl Augdal

Aid budget

Allocated budget for evaluations and partnership agreements. Including administrative costs, the total resource frame in 2016 was 27 MNOK.







Prerequisites for learning

In last year's annual report, we raised the question of whether any learning actually takes place in development policy based on the insight that is generated by the evaluation activities. We presented several examples of instances where this does not appear to be the case. We pointed out that many of the evaluations concluded with findings that had also been identified in earlier evaluations. On this basis, we questioned the ability and willingness to improve.

This year we will take this argumentation one step further and point to certain important prerequisites for learning. The evaluation activities over the last year show that there is a good foundation for learning and change in the Norwegian development aid administration. Three such prerequisites stand out. The first one is targeted use of expertise and money. The second one is systematic use of existing knowledge, and the third one is to establish better systems for the evaluation of projects and programmes. Altogether, there are three key prerequisites for a learning organization. The Norwegian development aid administration is constantly changing. In our opinion, change is better if it is based on lessons learned from our own efforts and the efforts of others.

TARGETED USE OF EXPERTISE AND MONEY

Many of our evaluations show that some of the factors that are the most decisive for learning and change are clear goals for what one would like to achieve and adequate resources to achieve these goals. Examples of success stories for Norwegian development policy can be found in some of the areas where Norway has assumed a role in international advocacy. Work with maternal and child health, women, peace and security and illicit capital flows are possible examples. Lessons that were learned during our evaluation of these advocacy initiatives include the fact that success is dependent on viewing the level of ambition in relation to the access to resources. It is also dependent on the ability to draw on professional resources when they are available through partnerships and cooperation. These are findings that correspond well with the outcome of earlier evaluations of efforts made in other specific areas.

SYSTEMATIC USE OF EXISTING KNOWLEDGE

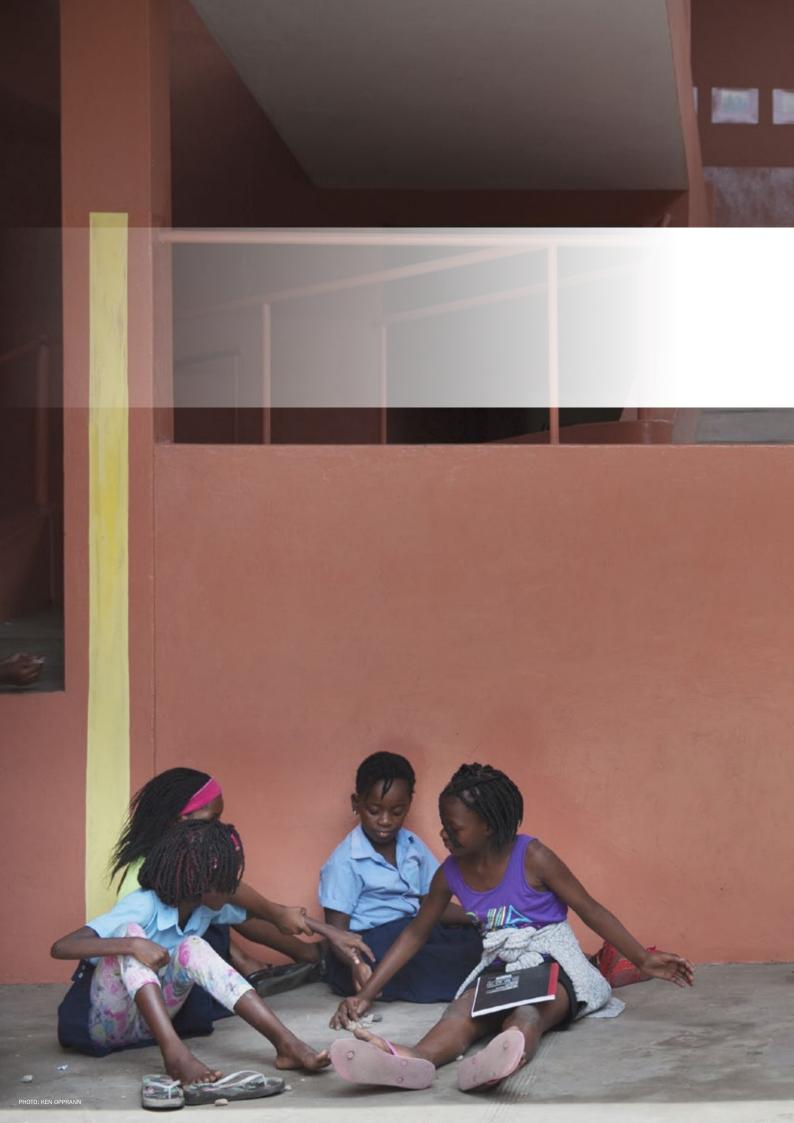
Another common finding over the last year is the importance of using existing knowledge. The study of knowledge on work during long-term humanitarian crises showed that existing knowledge on how this type of work can best be organized is only used to a limited extent when one is facing new humanitarian crises. Similar conclusions were made in the study of support for business development in Africa, which summed up the findings from 33 evaluations. We also found that the sharing of knowledge between the actors was limited.

This work shows that there is a lot of knowledge available in several of the areas in which the current development policy is working and demonstrates the beneficial value of systematizing this knowledge.

The primary aim of some of our work this year has precisely been to contribute to simplifying access to existing knowledge by summing up the knowledge and making it available in a concise way. The Country Evaluation Briefs on Afghanistan, South Sudan and Mozambique systematized the findings from evaluations and other relevant documents published during the period from 2010 to 2016. On the basis of these Country Evaluation Briefs, we argued that the future planning, organization and administration of Norwegian aid to the countries in question should be based on these findings. This year we will aim to prepare nine new Country Evaluation Briefs based on the same template.

GOOD SYSTEMS FOR PROJECT EVALUATIONS

A third lesson learned from the evaluations over the past year is the fact that the systems to evaluate projects and programmes in the Norwegian development aid administration should be better. This was evident in particular in the evaluation of the quality of the project and programme reviews conducted by those who are responsible in the Norwegian development aid administration. The evaluation found that the quality was very variable and completely dependent on the expertise and capacity available in the individual department or unit. With reference to experience from other countries and organizations, we found that systems for quality assurance and systematization and the dissemination of findings are decisive for raising the quality and increasing use of the insight that is gained. The combination of a clear delegation of responsibility, clear deadlines and efficient procedures for how the work is to be carried out help improve the work that is to be performed.





REPORTS FROM THE EVALUATION DEPARTMENT



Evaluation of Norway's support for advocacy in the development policy arena



PHOTO: TROND VIKEN / UTENRIKSDEPARTEMENTET

RAPPORT 5/2016

Evaluation of Norway's support for advocacy in the development policy arena

External consultants: Swedish Institute for Public Administration in cooperation with Overseas Development Institute (ODI)

ISBN: 978-82-7548-835-8

BACKGROUND

The evaluation has assessed Norway's advocacy engagements to place maternal and child health, women, peace and security, illegal capital flight and education on the development policy agenda. The evaluation covers the period from 2005 to 2014.

PURPOSE

The main aim of the evaluation was to learn from Norway's work with advocacy in the international development arena, which can be used in future work to formulate the development policy agenda.

FINDINGS

- > Norway's *direct* advocacy activities, led by the Ministry of Foreign Affairs, take place in formal fora, such as global conferences, and informal contexts, which include informal meetings and conversations with the political leadership in partner countries.
- Indirect advocacy activities take place through the Ministry of Foreign Affairs' strategic cooperation with multilateral partners, civil society organizations, and research communities in Norway and abroad.
- >The main policy instruments in Norwegian engagements are coalition building through mediation and/ or advocacy, and the establishment of a relevant knowledge base and capacity at the country level.

- > Bilateral cooperation with other donor countries is used to a varying degree. For example, this has been key in maternal and child health agenda and the education agenda, and of somewhat lesser importance to the focus on women, peace and security.
- > Advocacy requires long-term engagement.
- >The advocacy efforts in education have focused in particular on mobilizing additional investment from other donor countries.
- > Norwegian domestic policy priorities are the most decisive factor to explain both the choice of and timing for a specific engagement.
- > Global development and global processes are regarded as influencing:
- The choice of focus area. For example, the ongoing focus on education fills an empty space that has arisen due to the continuing decline in global appropriations to the education sector.
- The legitimacy of the project and prioritization within the focus area. Examples of this are the concurrence of Norway's work with illegal capital flight with the international financial crisis, and the ongoing focus on education in crisis situations.



PHOTO: KEN OPPRANN

- >The choice of a focus area is also influenced to some extent by Norway's comparative advantages, including:
- Policy areas in which Norway is regarded as having experience, credibility and expertise, such as peacebuilding, human rights and gender equality, and the management of oil and gas revenues.
- Willingness and ability to enter into flexible and active cooperation with others.
- Short decision chains in the Ministry of Foreign Affairs that give the staff access to decision-makers.
- Access to financial resources.
- Risk of an imbalance between the scope of the commitment and the available capacity.
- > Norway is perceived as having contributed to:
- Increased global awareness concerning all of the four focus areas, and;
- Increase in political and financial commitments from other donors.
- The establishment and implementation of new global initiatives, including the establishment of a reliable knowledge base to prevent illegal capital flight and institution building in the area of maternal and child health, women, peace and security and capacity building.
- A decline in the child and maternal mortality rate from 1990.

RECOMMENDATIONS

The Ministry of Foreign Affairs should:

- > Choose focus areas based on Norway's comparative advantages interpreted in light of the societal developments at home and internationally.
- > Adjust ambitions and plans based on access to resources and existing commitments.
- > Formulate an exit strategy for the advocacy efforts at the political level and avoid formalizing small and medium-sized engagements.
- > Draw on professional resources when they are available. This entails:
- Active use of the internal placements in the diplomatic service to ensure that professional resources are available where they are needed.
- Efficient sharing of knowledge between the Ministry of Foreign Affairs and Norad.
- Entering into partnerships with external experts, both in the public and private sectors.

Country Evaluation Briefs on the development aid efforts in selected countries

REPORTS 6, 7 AND 8 2016

Country Evaluation Briefs (CEB) for South Sudan, Afghanistan and Mozambique

External consultants: Chr. Michelsen Institute



PHOTO: TIM MCKULKA / UN

BACKGROUND

In 2016, the Evaluation Department launched a new report series, Country Evaluation Briefs (CEB), which compile and summarize existing evaluation findings from selected focus countries. The first reports in this series cover South Sudan, Afghanistan and Mozambique, and they are discussed on the following pages.

PURPOSE

The purpose of the work is to make systematically collected knowledge about the development aid efforts in these countries more accessible for those working with these countries on a daily basis, and for other interested parties. In the reference list, there are direct links to the underlying evaluation reports and other relevant documents. In the additional document, "Evaluation Portraits", there are also short summaries of each report. This document may be updated later with new evaluations.

RECOMMENDATIONS

Based on the Country Evaluation Briefs, the Evaluation Department has the following recommendations to promote the use of the collected knowledge:

- >That future planning, organization and administration of Norwegian aid to the countries in question refer to and should be based on the findings that appear in the CFBs.
- >That the CEBs are conveyed to the Norwegian aid partners in the three countries.
- >That the Ministry of Foreign Affairs provides feedback in the form of concrete advice on the form and content of the CEBs, so that this can be taken into account in the Evaluation Department's future efforts to present evaluation-based knowledge on focus countries.

In 2017, the plan is to complete the reports for the remaining focus countries. First Somalia, Palestine and Malawi, also to be prepared by the Chr. Michelsen Institute, then Haiti, Mali, Ethiopia, Tanzania, Myanmar and Nepal, reports in which will be prepared by the German consulting firm Partcip in collaboration with Menon Economics.

Country Evaluation Brief: South Sudan



PHOTO: STUART PRICE / UN PHOTO

REPORT 6/2016

Country Evaluation Brief South Sudan/Evaluation Portrait South Sudan

External consultants: Chr. Michelsens Institutt (CMI)

ISBN: 978-82-7548-839-6

CONTEXT

South Sudan is marked by significant, increasing vulnerability. The future appears to be increasingly uncertain, especially after civil war broke out in 2013, and this is reinforced by new battles between ethnic groups from July 2016 onwards. The absence of functioning government structures also represents an enormous challenge for the international humanitarian and development aid efforts.

In spite of oil revenues and extensive international aid, South Sudan has remained one of the world's least developed countries. War, conflicts and corruption have obstructed the development of better services and infrastructure investments, and have contributed to the country ranking near the bottom of the UNDP's Human Development Index (no. 169 of 188 countries in 2015), in spite of a relatively high average income per capita.

DEVELOPMENT AID EFFORTS

In addition to oil revenues, South Sudan received approximately USD 100 per capita annually after independence in 2011, but this has contributed to improving the health and education services only to a limited degree. The aid efforts have become concentrated in cities and densely populated areas, while reaching rural areas to a far lesser degree.

FINDINGS

Maternal mortality in the country is among the highest in the world. Only 16 per cent of women and girls over the age of 15 can read and write, compared with 40 per cent for men and boys. There is extensive sexual and gender-based violence against women.

During the period from 2005 to 2010, low intensity conflict contributed – often with the participation of the government army – making development aid efforts more difficult. Local conflicts concerning land and water rights, difficulties related to the demobilization of soldiers, internally displaced persons and refugees returning from neighbouring countries, a lack of job opportunities, marginalization of young people and conflict within the political leadership all contributed to reinforcing these challenges.

Some limited success in improving the health and education services after 2011 ceased at the start of the civil war in 2013, and the situation worsened with the resumption of fighting in 2016. Thousands of people have been killed, and six million require humanitarian aid. As many as 1.6 million people have been internally displaced, while 900,000 have fled to neighbouring countries.

The aid programmes in the country had four main weaknesses during the examined period: The donor community lacked an overall strategic plan for rebuilding and development, both with respect to cooperation with the Government and between the donors. Diplomats, politicians and development actors did not cooperate well enough. Donor programmes, even in the reconciliation area, did not take the political context adequately into consideration. The donors' vision for the country often deviated from that of the national and local actors. The sluggishness that marked many donor funds resulted in many donors choosing other channels for aid, which contributed to aid fragmentation.

Country Evaluation Brief: Afghanistan



PHOTO: ERIC KANALSTEIN / UN PHOTO

REPORT NO. 7/16

Country Evaluation Brief Afghanistan/Evaluation Portrait Afghanistan

External consultants: Chr. Michelsens Institutt (CMI)

ISBN: 978-82-7548-838-9

CONTEXT

The government's vulnerability has been reinforced by deep and lasting ethnic, clan and religious divisions. Traditional values, religious conservatism and nationalism challenged from the start the social change agenda being promoted by foreign donors and internal reformers from 2001 onwards.

DEVELOPMENT AID EFFORTS

Since 2001, Afghanistan has received over USD 57 billion in Official Development Assistance (ODA) in a context marked by lasting conflict since the end of the 1970s.

Nordic and other European donors contributed earlier, and to a greater degree, than other key donors, including the USA, with support via Afghan institutions, and in accordance with Afghan priorities.

FINDINGS

Western political and military interests have largely defined the scope and nature of the aid flows, while traditional aid criteria – including the ability of the authorities to handle large sums of money – have generally been overlooked. The enormous need for humanitarian and development aid have reinforced these challenges. In certain areas, military considerations dictated the use of aid, even locally.

The aid efforts have documented the impact on poverty reduction, gender equality and sustainability only to a limited degree. From a very weak starting point, substantial results were nevertheless achieved, especially in health and education, with a quadrupling of health facilities from 2002 to 2011 and nearly a 50 per cent reduction in infant mortality during the same period. A large number of schools have been built, and many students have been enrolled, but the quality of education remains low and many students quit early.

International NGOs with lengthy experience in the country, and with a long-term horizon, have increased the capacity of local civil society through partnerships with local actors.

Most of the donors have had gender equality both as a central interdisciplinary programme area and as a specific area of focus, whether in institution building, economic capacity building (empowerment) or access to political institutions. The Afghanistan Independent Human Rights Commission (AIHRC) is regarded as having played a major role in strengthening human rights, including the rights of women.

Environmental concerns have been marked by low priority. Afghanistan is very vulnerable to natural disasters, such as earthquakes, drought and flooding. Access to clean drinking water is poor and air pollution in the cities severe.



PHOTO: GRAHAM CROUCH / WORLD BANK

The corruption challenges are enormous, and were from 2001 reinforced by the need to bring different actors into the fold in order to ensure peace and security. From 2006 onwards, the donors have increasingly attempted to tackle the corruption challenges, but the extensive aid funds have themselves contributed to reinforcing the corruption problems.

Significant challenges also remain ensuring the sustainability of the results achieved. Despite several years of aid, including support for administrative reforms, the authorities still suffered from a significant dependence on aid towards the end of the period.

Country Evaluation Brief: Mozambique



PHOTO: KEN OPPRANN

REPORT NO. 8.16

Country Evaluation Brief Mozambique/Evaluation Portrait Mozambique

External consultants: Chr. Michelsens Institutt (CMI)

ISBN: 978-82-7548-840-2

CONTEXT

After independence from Portugal in 1975, Mozambique suffeered civil war between the Frelimo Government and the Renamo rebel group from 1976 to 1992. The post-war period has been marked by several peaceful and democratic elections, as well as Frelimo's lasting dominant position. At the same time, the relationship between the authorities and the donor community has been marked by significant fluctuations.

The country experienced a debt crisis during the 1990s, followed by a period of economic growth. The poverty has nevertheless remained severe. The country is marked by huge distances, with the capital being located in the far south of the country. As much as 70 per cent of the population lives in rural areas, while 30 per cent live in cities. Geographic divisions are being reinforced by different historical experiences, political affiliations, ethno-linguistic backgrounds and religious divisions.

DEVELOPMENT AID EFFORTS

Two poverty strategies were introduced in 1997 and 2007, respectively (for the period up until 2014), with primary emphasis on infrastructure, health and education. The Government's current five-year plan focuses on private sector development. Since 1975, aid has accounted on average for 45 per cent of government expenditure. Total aid to the country varied from USD 1,349 million to USD 1,692 million from 2010 to 2014. During the same period, 60 per cent of the aid was channelled via the public sector, with lesser amounts via multilateral actors and civil society. The aid has been unevenly distributed:

While the capital Maputo has received approximately half of all projects, the provinces of Zembézia and Nampula, which together represent approximately 40 per cent of the country's population, have received only 10 per cent of the projects.

FINDINGS

Forty years of aid to Mozambique has contributed to high macroeconomic growth, the development of national institutions and partial successes in social sectors, but it has not contributed in any significant degree to the poverty reduction beyond a limited "peace dividend" just after the end of the civil war. Mozambique still finds itself near the bottom of the UNDP's Human Development Index.

Support to improving the capacity and competence in the energy sector has been costly, but it is also regarded as having beeb relatively successful. The most consistently successful results have entailed that Mozambique has established a functioning framework for sectoral development, and has succeeded in improving the technical capacity of employees through training programmes. Long-term efforts have also contributed to building a significant degree of trust between the partners.

The agricultural efforts have received a limited share of total aid allocations, despite the fact that 70 per cent of the population resides in rural areas. The informal economy remains the most neglected area. Projects directly aimed at local farmers have achieved the best results.



PHOTO: KEN OPPRANN

Demonstrating lasting results for support to civil society has proven difficult. Results have been achieved in lobbying and efforts to strengthen local needs, but documented results in the form of lasting socio-economic changes have proven more elusive.

Study of the evaluation functions of member countries of the OECD's Development Assistance Committee



OECD-DAC PUBLICATION, 2016

Review of Evaluation Systems in Development Co-operation 2016 Review

External consultants: Danish Management Group

ISBN: 978-92-64-26205-8 (print), 978-92-64-26205-5 (digital)

BACKGROUND

The study was conducted in cooperation with the Evaluation Network of the OECD's Development Assistance Committee and looks at the role and organization of the evaluation systems of 37 member countries and nine multilateral organizations. The study is based on a review of the documentation available on the various evaluation systems, and interviews of and a survey among representatives for the member countries and the multilateral organizations.

PURPOSE

The purpose of the study was to collect knowledge that can be used by the individual OECD-DAC members to improve their own evaluation systems and processes.

FINDINGS

Findings concerning the organization

- > The main aim of the evaluation functions of the members in OECD-DAC's evaluation network is to contribute to the achievement of better results in development cooperation. Over half of the member organizations attach importance to both the learning and accountability of the development policy actors as a goal for the evaluation activities.
- > The majority of the members have established evaluation systems that have both centralized independent evaluation functions and decentralized evaluation systems. The independent evaluation functions most often are responsible for strategic and subject-related evaluations, while the decentralized

- evaluation systems are responsible for conducting the programme and project evaluations.
- > Centralized independent evaluation functions are regarded as important for the credibility of the evaluation findings and the member countries have taken action to strengthen their independence. They have done so, for example, by separating the reporting lines for the evaluation function from the operational activities.
- > A challenge for the decentralized evaluation systems has proven to be ensuring the quality of the evaluations. A significant cause of this is the lack of capacity and expertise in the organization to conduct such evaluations. The majority of the member organizations do not give priority to adequate resources for training, but some of the organizations are not looking for a cost-effective means of doing this. Australia has selected a model in which the centralized independent evaluation function participates annually in a limited number of decentralized evaluations, so that those who are responsible for the decentralized evaluations receive training in how the evaluation processes should be carried out.
- >The resources allocated to evaluation have in general remained unchanged over the last five years (period from 2010 to 2015). The average budget for centralized evaluation functions was EUR 4.1 million.
- > As a means for working broadly with evaluation in the organizations, most of the members in the OECD-DAC Evaluation Network have developed an evaluation



policy or an evaluation strategy. The evaluation policy is both a tool for clarifying the roles and responsibilities for the evaluation activities, including the division of responsibility between the centralized and decentralized evaluation functions, and for documenting/describing the evaluation standards in the organization. This also includes the quality of the evaluation processes and products, communication of the evaluation findings and use of the evaluations.

Findings concerning evaluation processes

- >To ensure that the evaluations made are perceived as relevant, several organizations are now synchronizing the preparation of evaluation programmes with the formulation of organizational strategies.
- > Several systems for ensuring the quality of the evaluations have been established at most of the organizations, including the use/observance of established evaluation standards, use of reference groups and other advisory bodies in the evaluation process. The study finds, however, that such mechanisms apply to a greater degree in centralized independent evaluation functions than in the decentralized functions.
- >The transparency of evaluation findings is considered important, and many organizations are now seeking to adapt the communication of evaluation findings to the needs of the end user to a greater degree.
- > As part of the efforts to increase ownership and create acceptance for evaluation findings, several organizations are now testing evaluation processes where the

recommendations from evaluations are formulated in dialogue with the management of the organization.

RECOMMENDATIONS

Recommendations for enhancing the efficiency of the evaluation system and evaluation processes:

- >Ensure the evaluation expertise of those who plan and conduct evaluations at the project and programme levels. This can both contribute to improving the quality of decentralized evaluations and centralized independent evaluations that use decentralized evaluations as part of their source data.
- > Clarify the target group(s) for the evaluation findings and tailor the communication of the findings to these groups.
- > Attach importance to transparency when publishing the evaluation findings. This follows from the OECD-DAC's principles for good evaluation practices. In addition, the experiences of several organizations that have introduced mandatory publication of evaluation reports show that this has also improved the quality of the reports.
- > Develop an evaluation culture in the organization.
 For organizations that work with knowledge management, this work can contribute to creating greater awareness of the benefits from evaluations and thus establish fertile grounds for the emergence of a good evaluation culture.

Quality of reviews and decentralized evaluations in Norwegian aid administration



PHOTO: KEN OPPRANN

REPORT 1/2017

The Quality of Reviews and Decentralised Evaluations in Norwegian Development Cooperation

External consultants: Itad in collaboration with Chr. Michelsen Institute (CMI)

ISBN: 978-82-7548-843-3

BACKGROUND

Reviews are important tools in the administration of aid projects and programmes. They are meant to provide information on the implementation and assess the results achieved. Every year, approximately 70 reviews of Norwegian aid projects and programmes are conducted. The reviews are either initiated midterm or at the conclusion of the project period, and are commissioned by the Ministry of Foreign Affairs, Norad and Norwegian embassies responsible for aid projects.

The evaluation was initiated due to indications that the quality of reviews and decentralized evaluations in Norwegian aid were not good enough, from, for example, the OECD-DAC Peer Review 2013 and a study of evaluability in the Norwegian development aid administration conducted by the Evaluation Department in 2014 (Report 1/2014). The evaluation is based on a mapping study from 2015, which collected and systematized reviews completed during the period from 2012 to October 2015.

PURPOSE

The purpose of the evaluation was to contribute to good quality reviews and decentralized evaluations commissioned by the Ministry of Foreign Affairs, embassies and Norad.

The evaluation assessed the quality of 60 reviews completed in 2014. It also examined the use of the reviews were and identified factors affecting the quality and use of the reviews.

FINDINGS

- >The quality of over half of the reviews evaluated was inadequate with respect to both the methods and analysis, which entails that the findings and conclusions were insufficiently founded.
- > Staff in the Norwegian aid administration lack the tools to commission and quality assure reviews, and there is no section that has the formal responsibility for providing advice and guidance in such processes.
- >The assessment of results achievement was inadequate in close to half the reviews, in the sense that the OECD-DAC criteria on effectiveness has not been understood well enough.
- >The reviews are used to a great extent by the unit that is responsible for the grant. They are timely and are perceived as useful, with relevant and realistic recommendations.
- > High-quality Terms of Reference seems to produce high quality reports.
- > More resources (budget / number of working days) also seems to contribute to to higher quality reports.
- > Reviews and the associated documentation are difficult to find. The reports are published to varying degrees and are not always found in the archives.

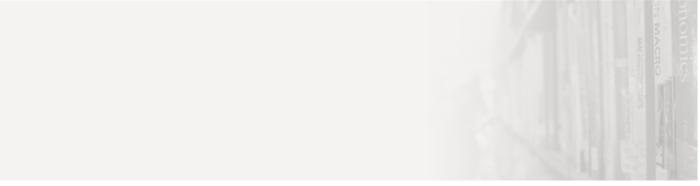


PHOTO: KEN OPPRANN

RECOMMENDATIONS

Based on the evaluation's findings and discussion with key stakeholders, the Evaluation Department recommended that the Ministry of Foreign Affairs:

- > Clarify roles and responsibilities for the implementation, quality assurance and follow-up of both centralized and decentralized evaluation in the Norwegian aid administration. Such clarification is commonly done through the preparation of an evaluation policy.
- > Strengthen the decentralized evaluation function by improving the professional evaluation capacity and compentence, preparing guides and tools, setting standards for the quality of decentralized evaluations and institutionalizing follow-up mechanisms.
- > Ensure that the knowledge that emerges from the reviews is made available so that the relevant lessons learned are used through systematizing and disseminating the reports internally and ensuring publication for an external audience.

Desk study: How to engage in long-term humanitarian crises



PHOTO: DOMINIC CHAVEZ / WORLD BANK

REPORT 2/2017

How to engage in long-term humanitarian crises: a desk review

External consultants: Overseas Development Institute (ODI) in collaboration with Chr. Michelsen Institute (CMI)

ISBN: 978-82-7548-846-4

BACKGROUND

Decision-makers and actors have for years discussed how they can best support people in vulnerable situations and long-term crises, and how the relationship between humanitarian efforts and long-term development can be strengthened. Experiences and the lessons learned from this are broadly documented. Nevertheless, there are challenges related to the integration and use of these lessons. In the Norwegian development aid administration, there is increasing acknowledgement of the need to rethink how Norway can best integrate lessons learned from earlier crises.

PURPOSE

The purpose of the study was to map the lessons learned on how to work more holistic in long-term humanitarian crises, as well as analyse the challenges associated with use of the lessons learned. The study is used as a background to identify upcoming evaluations of the Norwegian engagement in long-term humanitarian crises.

FINDINGS

The study shows that there are multiple lessons learned and experiences that future engagement in long-term humanitarian crises can build on:

- > Coordination and context analyses for humanitarian and development actors in long-term crises can be improved by preparing and using shared context and vulnerability analyses.
- > A holistic approach is strengthened when specialists in humanitarian support and long-term development work together.
- >The use of local capacity contributes to increase the relevance of the efforts in relation to the local needs.
- > Building resilience in the local population contributes to minimising the risk and reducing vulnerability in the event of crises and conflicts.
- > Flexible funding through adapting the response to changing needs contributes to increasing predictability.
- >The use of cash transfers to those who are affected by a crisis in the recipient countries, where there is a market that functions, is effective with respect to covering immediate needs, while it gives the recipients a greater degree of independence at the same time.
- > Support to education in crises and conflict contributes to building a bridge between the immediate humanitarian needs and long-term development.



PHOTO: DOMINIC CHAVEZ / WORLD BANK

The literature shows nonetheless that there are challenges related to how one can best work in long-term humanitarian crises. According to the study, one of the greatest challenges is when a strong political influence on the support and response hinders a holistic and predictable approach to long-term crises. Another challenge is the lack of good routines and systems for the systematization of knowledge and interdisciplinary learning. In addition, different ways of working, languages and priorities among the development actors can result in the duplication of work and an ineffective response in a long-term crisis when some needs lack funding, while others receive too much funding.

Given findings from earlier evaluations of the Norwegian support in relation to the Syria crisis, Afghanistan and Haiti, which show that Norway has a flexible aid system with short decision paths, it appears as if Norway has a good foundation for succeeding in achieving a holistic approach for support related to long-term humanitarian crises and in countries in vulnerable situations.

Background note on refugee expenses in Norway



PHOTO: UTLENDINGSDIREKTORATET (UDI)

BACKGROUND NOTE 1/2017

The use of the development aid budget for refugees in Norway

Prepared by: KPMG and the Evaluation Department

ISBN: 978-82-7548-845-7

BACKGROUND

OECD's Development Assistance Committee (DAC) has established guidelines for what can be regarded as aid. It has been possible to report expenses for the sustenance of refugees for up to 12 months since 1988. In accordance with DAC's reporting directive, these expenses shall be (food, shelter and training). This requires that the refugees come from countries that qualify for receiving official development assistance (ODA). It is also possible to charge the cost of voluntary return as a development assistance expense. Beyond this, the DAC's reporting directive provides limited information on what expenses can be charged and why. The DAC's statistics section has identified substantial differences in what the various member countries report.

Aid to refugees in Norway differs from traditional aid, since the money is used in Norway and the recipient can be a public institution in Norway. In 2015, aid to refugees accounted for approximately 10 per cent of the aid budget, while the expenses were almost double as much (18 per cent) in 2016¹. As opposed to traditional aid, aid to refugees in Norway is administered by several different ministries that do not normally administer aid. These include the Ministry of Justice and Public Security (approx. 75 per cent), Ministry of Children and Equality (approx. 24 per cent) and the Ministry of Education and Research (approx. 2 per cent)².

PURPOSE

Norad's Evaluation Department is considering to conduct an evaluation related to the use of aid funds for refugees in Norway. In order to prepare for a possible evaluation, the Evaluation Department awarded a contract to the consulting firm KPMG to survey the overarching goals and the scope of this aid. On the basis of this survey, the Evaluation Department has published a background note that reports the most important findings from this exercise. This work establishes the foundation for a possible evaluation of the subject in the future.

MAIN FINDINGS

- Norway has reported expenses for refugees in Norway since 1994, and the amount of these expenses has at times fluctuated greatly, due for example to fluctuations in the number of refugees.
- > Large portions of the expenses for refugees in Norway that are charged to the aid budget are calculated as a percentage of the total expenses for refugees at reception centres. This percentage is calculated based on an estimate of how many refugees at reception centres come from countries that are classified as ODA recipients. This means that the total expenses will vary based on the number of refugees, but it also means that the expenses per refugees will vary. Empty reception centres will, for example, result in high expenses per refugee.

 $^{{\}bf 1} \quad {\bf Obtained \ from \ Norwegian \ Aid \ Statistics \ from \ norad.no.}$

² Percentage of total refugee expenses in Norway in 2015. All the amounts have been rounded up, so therefore the total is over 100. This does not include aid to refugees in other countries.



PHOTO: UTLENDINGSDIREKTORATET (UDI)

- > It may be difficult to predict the flow of refugees. Given that the one percent target is fixed, an increase in the refugee expenses can result in unpredictability for traditional aid.
- >There is little documentation for why the refugee expenses are reported as aid in Norway and what the specific development aims of this aid are.

CONCLUSION

Since no other purpose is specified, it is natural to assume that the purpose of this aid is the same as the more traditional ODA; namely to contribute to development in poor countries.

Given the substantial fluctuations in the refugee expenses, the Evaluation Department finds therefore that it may be interesting to evaluate how this affects more traditional aid, with a view to predictability, for example. Moreover, it may be interesting to evaluate the development effects of various forms of aid to refugees in Norway.

The DAC *Temporary Working Group on Refugees and Migration* will take a closer look at the differences in reporting. They will also propose common reporting methods. It is expected that the work group will make recommendations by the end of 2017. The Evaluation Department will therefore wait to initiate any evaluation until this work has been completed.

What are the consequences of closer integration of development policy and foreign policy?



PHOTO: INGRID KVAMMEN EKKER / UD

WORKING PAPER 1/2017

Consequences of integrating foreign policy and development policy

External consultants: Norwegian Institute of International Affairs (NUPI) by Joachim Nahem and Ole Jacob Sending

ISBN: 798-82-7548-844-0

BACKGROUND

The increased integration between the foreign policy and development policy creates a challenge for how one can evaluate the implementation of Norwegian development policy. The achievement of development policy can be ifluenced by foreign policy. This forms part of the background of why the Evaluation Department initiated work on this subject.

PURPOSE

The purpose of this working paper is to stimulate discussion and reflection among actors and parties interested in development policy and foreign policy, and identifying key problems that the Evaluation Department can include in its future evaluation work. It is likely that integration between these policy areas will continue in the coming years. Discussion and reflection may contribute to clarify how the Norwegian foreign policy goals and the international goals to reduce poverty can be combined.

KEY SUBJECTS

In the working paper, researchers look at the existing knowledge on the consequences of closer integration between development policy and foreign policy in various countries. They find that there is little knowledge of how such integration actually leads to better results or better formulation of policy for development work.

It also emerges from the paper that there are different ways of understanding integration between the policy areas. On the one hand, the division between foreign policy and development policy can be understood as two completely different policy areas, with different goals, values and tools. For example, there is little documentation of the achievement of goals and results in foreign policy.

On the other hand, one can attach importance to how related and interwoven foreign policy and development policy are. Coherence was, for example, the subject of the Development Aid Committee's Official Norwegian Report (NOU) in 2008, Samstemt for utvikling (Coherent for development). A coherent development policy is also a subject that the Ministry of Foreign Affairs reports on annually to the Storting (Parliament). In the working paper and in discussions on the connection between foreign policy and development policy, it becomes evident that one is dependent on these two policies being coherent in order to achieve the goals of both policy areas.

CONTINUED WORK ON THE SUBJECT

The Evaluation Department will continue to work on this subject in two evaluations that will be initiated in 2017. One evaluation will look at the policy coherence in Norwegian development policy, with a case study of Norway's role in Myanmar. Another evaluation will look at to what degree human rights are safeguarded in aid to private sector.



PARTNERSHIP AGREEMENTS

Most of the organizations that receive Norwegian aid, whether they are multinational (multilateral) organizations, recipient country institutions or voluntary organizations, evaluate their own activities. Since some of these activities are supported by Norway, this work is also important with respect to obtaining more knowledge on Norwegian aid.

In order to obtain insight into this evaluation work, the Evaluation Department cooperates with several evaluation units in UN organizations, development banks and other technical evaluation experts. Our contractual partners over the last year are described below.

Evaluation Department of the African Development Bank

In 2015, the Department entered into a partnership agreement with the African Development Bank's (AfDB's) independent evaluation office for the period from 2015 to 2016, where we partly finance evaluations and studies of the bank's support to the private sector, energy sector and national programmes. Three evaluations were completed in 2015 and one study in 2016. The evaluations that were completed in 2015 have been discussed in the Evaluation Department's Annual Report for 2015. The study that was conducted in 2016, compares experiences from the evaluation of trade and industry support and will be discussed in greater detail on the following pages.

Evaluation Department of the United Nations Development Programme (UNDP)

In 2015, a new agreement was entered into with the independent evaluation office of UNDP after the previous agreement ended in 2014. The ongoing work is focusing on supporting evaluation initiatives that strengthen the partner countries' opportunities to evaluate the achievement of the sustainability goals in the years to come. The subject area is regarded as relevant in relation to the priorities of Norway's development policy. With support from the Evaluation Department, a practical tool is now being prepared, that the national authorities can use to diagnose the current evaluation capacity, as well as guidelines for how the capacity can be strengthened in relation to the national needs and priorities. The tools are expected to be finalised within 2017, and will be made available online.

International Initiative for Impact Evaluation (3ie)

The Evaluation Department supports 3ie through membership. It is an international organisation that promotes evidence-based policy in low and middle income countries. 3ie finances impact assessments and systematic reviews and work to promote knowledge of this.

Study of experiences with business development support in the private sector



EVALUATION SYNTHESIS REPORT 2017

Towards Private Sector Led Growth: Lessons of Experience

Independent Evaluation Office of the African Development Bank (IDEV) and the Evaluation Department in Norad

http://idev.afdb.org/en/document/towards-privatesector-led-growth-lessons-experience

BACKGROUND

The study presents a synthesis of 33 evaluations of support to private sector development conducted by different countries and multilateral institutions.

PURPOSE

The purpose of the study is twofold: 1) to synthesize knowledge on relevance, efficiency, effectiveness, sustainability and management of private sector interventions, and 2) to identify key lessons based on what has worked, what has not worked, and why.

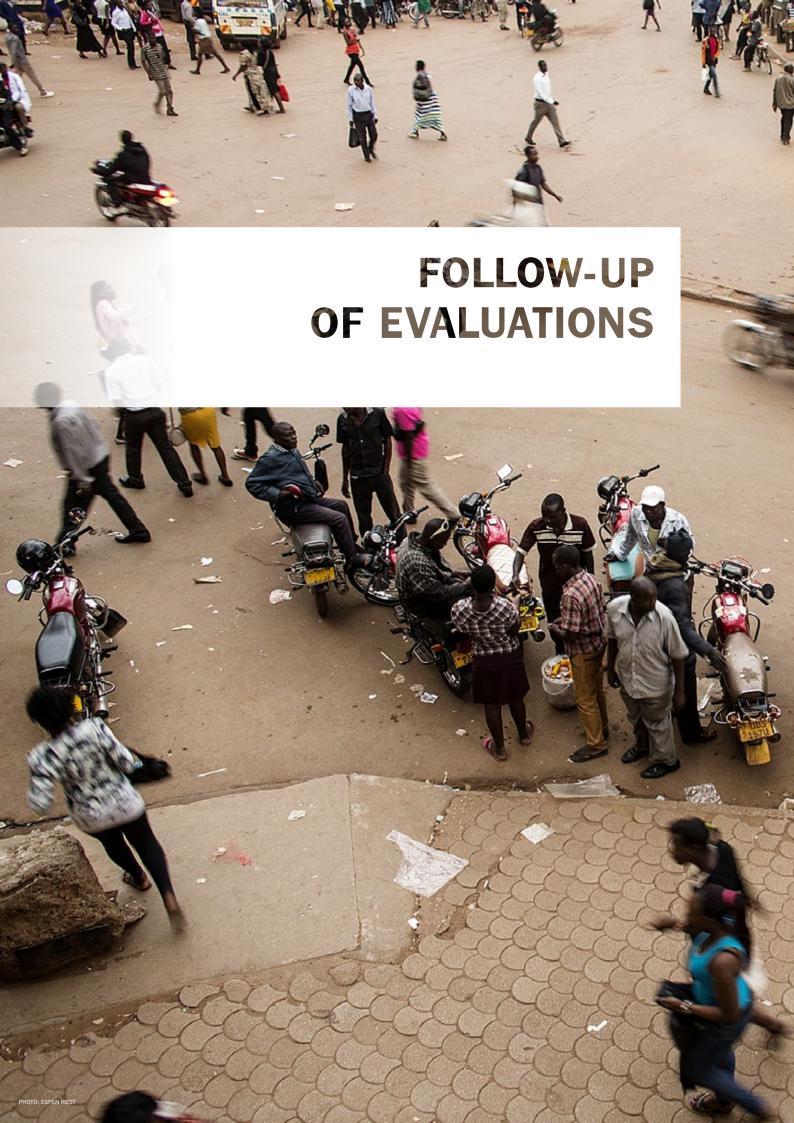
FINDINGS

- >The relevance of private sector development programmes on general poverty reduction in partner countries in the South, which is the ultimate goal for such support, is not clear.
- >The importance of systemic obstacles, such as an inadequate electricity supply, lack of capital, high tax rates, corruption, political instability, competition from the informal sector and lack of skilled labour, varies depending on the size of the enterprise and context in the host country.
- > Support measures aimed at small and medium-sized enterprises often end up supporting enterprises that are larger or smaller than those that belong to the target group. The effectiveness of the smallest enterprises varies, and is, for example, dependent on whether the support is an independent project or part of a larger programme.

- > Financing support is more effective when it is combined with technical assistance and capacity building for implementing partners and recipients. The impact and sustainability of such support is dependent on whether it is channelled through private or public sector. The effectiveness of support is higher when the donor is present in the country and there is access to professional resources.
- > Support for business development in the agricultural sector is particularly relevant and effective for poverty reduction. This applies both to direct and indirect support, for example when the support contributes to jobs or greater food security.
- >The financial return on support measures is low in high-risk countries and sectors.
- > The analysis of sustainability during the planning phase of the support is weak. When such assessments are made, there is a tendency to focus on financial, rather than institutional sustainability.
- > Sustainability is particularly low when the support is used to subsidize prices of products and services during the support period.

RECOMMENDATIONS

- > Donors must invest in knowledge development in order to have a better understanding of the connections between support for private sector development and poverty reduction.
- >The support should be adapted to the context, needs and recipient's ability to use the support. The donors must ensure that they have the necessary presence (staff and routines) at the national level.
- > The choice of an implementing partner and building their capacity should be clarified during the planning phase. It is particularly important to build the capacity of enterprises that provide public services to the private sector.
- > Cooperation beyond the exchange of information among the donors is decisive in order to increase the effectiveness and efficiency of the support.
- > Follow-up and evaluation throughout the entire life cycle of the support is important to give an indication of the impact of business development support on poverty reduction.
- > The donor support in itself is not adequate to satisfy the development needs of the private sector in the South. Whether the support can trigger resources from other sources, must be decisive for when the support is granted.



Follow-up of evaluations

FOLLOW-UP OF EVALUATIONS

Follow-up of the Evaluation Department's reports is institutionalized through the Instructions for Evaluation Activities in Norwegian Aid Administration (2015). Against the background of a final report and acquired information, the Evaluation Department prepares a cover memo to the Ministry of Foreign Affairs' leadership or, when it comes to following up the evaluation of the Norwegian Climate and Forest Initiative, to the Ministry of Climate and Environment. In the memo, the Evaluation Department presents its assessment of the evaluation and proposals for points that should be followed up in Norwegian development policy. Further follow-up is the responsibility of the Ministry of Foreign Affairs and the Ministry of Climate and Environment. The department or foreign service mission that is responsible for the aid that has been evaluated is required to draw up a follow-up plan within six weeks and report back to the ministry leadership within a year on the measures that have actually been initiated as follow-up to the evaluation. Both these documents must be sent to the Evaluation Department for information purposes.

The table that follows shows the follow-up status of the Evaluation Department's reports in the period 2009 and up to May 2017. Both the Evaluation Department's follow-up memos and the ministries' follow-up plans and reports are published on the Evaluation Department's website:

(http://www.norad.no/en/toolspublications/publications/evaluationreports/).

FOLLOW-UP OF EVALUATIONS // STATUS AS OF JUNE 2017^3

TOPIC OF THE EVALUATION/PROJECT	REPORT NO.	EVALUATION DEPARTMENT FOLLOW-UP MEMO TO THE MFA	FOLLOW-UP MEASURES ADOPTED BY THE MFA	REPORT ON FOLLOW-UP
Nepal's Education for All programme	1/2009	February 2010	Follow-up Government of Nepal	
Joint donor team in Juba	2/2009	09.09.2009	No plan recommended beyond the follow-ups already conducted in the MFA	
NGOs in Uganda	3/2009	31.08.2009	25.06.2010	25.06.2010
Integration of emergency aid, reconstruction and development	Joint	07.08.2009	No Norwegian follow-up required	
Support for the protection of cultural heritage	4/2009	30.09.2009	09.06.2010	08.11.2011
Multilateral aid for environmental protection	Synthesis	08.10.2009	No Norwegian follow-up required	
Norwegian peace effort in Haiti	5/2009	15.02.2010	15.07.2010	02.02.2012
Norwegian People's Aid – humanitarian mine clearance activities	6/2009	19.02.2010	08.04.2010	31.03.2011
Norwegian programme for development, research and education (NUFU) and Norad's programme for master's studies (NOMA)	7/2009	14.04.2010	03.11.2010	08.01.2013
Norwegian Centre for Democracy Support	1/2010	26.03.2010	07.05.2010	14.11.2012
Study of support to parliaments	2/2010	Follow-up memo not relevant		
Norwegian business-related assistance	3/2010 (Case studies 4, 5, 6)	23.09.2010	15.03.2011	09.01.2013
Norwegian support to the Western Balkans	7/2010	04.11.2010	21.01.2011	04.06.2013
Transparency International	8/2010	22.09.2011	21.11.2011	01.02.2013
Evaluability study - Norwegian support to achieve Millennium Development Goals 4 & 5 (maternal and child health)	9/2010	24.02.2011	Included in the MFA's follow-up plan for report 3/2013	
Peace-building activities in South Sudan	Joint	03.03.2011	22.06.2011	31.03.2015
Norwegian democracy support through the UN	10/2010	08.07.2011	20.05.2014	20.05.2014
IOM – International Organization for Migration's efforts to combat human trafficking	11/2010	18.05.2011	05.01.2011	20.12.2012
Real-time evaluation of Norway's international climate and forest initiative	12/2010	08.06.2011	12.09.2011	16.07.2012
Children's rights	Joint	21.11.2011	18.12.2012	03.02.2014
Development cooperation among Norwegian NGOs in East Africa	1/2011	25.04.2012	19.09.2012	16.09.2014
Research on Norwegian development assistance	2/2011	04.01.2012	19.02.2013	19.02.2013
Norway's culture and sports cooperation with countries in the South	3/2011	27.01.2012	06.06.2012	11.09.2013
Study on contextual choices in fighting corruption: lessons learned	4/2011 Study	Follow-up memo not relevant		
Norwegian peace efforts in Sri Lanka	5/2011	08.02.2012	29.03.2012	30.05.2014
Support for anti-corruption efforts	6/2011	15.02.2012	27.05.2013	02.06.2014
Norwegian development cooperation to promote human rights	7/2011	17.01.2012	17.12.2012	05.05.2014
Norway's trade-related assistance through multilateral organizations	8/2011	08.03.2012	11.01.2013	15.10.2013
Activity-based financial flows in UN system	9/2011 Study	Follow-up memo not relevant		
Norwegian support to the health sector in Botswana	10/2011	Follow-up memo not prepared		
Norwegian support to promote the rights of persons with disabilities	1/2012	20.04.2012	14.01.2013	14.02.2014
Study of travel compensation (per diem)	2/2012	03.07.2012	06.05.2015	06.05.2015
Norwegian development cooperation with Afghanistan	3/2012	13.12.2012	16.05.2013	06.03.2015
The World Bank Health Results Innovation Trust Fund	4/2012	18.09.2012	21.01.2013	13.05.2014

³ This overview has been prepared by Norad's Evaluation Department and is based on copies received of follow-up resolutions and reports in accordance with the Instructions for the Evaluation Activity in Norwegian Aid Management.

TOPIC OF THE EVALUATION/PROJECT	REPORT NO.	EVALUATION DEPARTMENT FOLLOW-UP MEMO TO THE MFA	FOLLOW-UP MEASURES ADOPTED BY THE MFA	REPORT ON FOLLOW-UP
Real-time evaluation of Norway's international climate and forest initiative: lessons learnt from support to civil society organizations	5/2012	03.12.2012	14.01.2013	31.01.20144
Norway's Oil for Development Programme	6/2012	21.03.2013	23.05.2013	17.10.2014
Study of monitoring and evaluation of six Norwegian civil society organizations	7/2012	16.05.2013	27.05.2014	25.08.2015
Study of the use of evaluations in the Norwegian development cooperation system	8/2012	30.04.2013	16.06.2013	30.07.2015
Norway's bilateral agricultural support to food security	9/2012	03.06.3013	22.01.2014	17.03.2015
A framework for analysing participation in development	1/2013 (Case studies 2/2013)	09.07.2013	25.09.2013	22.10.2014
Norway-India Partnership Initiative for Maternal and Child Health (NIPI I)	3/2013	07.11.2013	09.03.2015	12.04.2016
Norwegian Refugee Council / NORCAP	4/2013	16.10.2013	18.11.2014	15.01.2016
The Norwegian climate and forest initiative – real-time evaluation: Support for measuring, reporting and verifying	5/2013	28.11.2013	11.02.20144	22.05.2015
Evaluation of results measurement in aid management	1/2014	11.06.2014	15.09.2014	21.10.2015
Unintended effects in evaluations of development aid	2/2014	Follow-up of study included in follow-up memo for report 1/2014		
Norwegian climate and forest initiative – real-time evaluation: Synthesis report	3/2014	06.10.2014	08.06.2015	
Evaluation Series of NORHED: (higher education and research for development) Theory of change and evaluation methods	4/2014	Follow-up memo not relevant		
Evaluation of Norwegian support through and to umbrella and network organisations in civil society	5/2014	15.12.2014	13.03.2015	07.04.2016
Training for peace in Africa	6/2014	16.02.2015	10.03.2015	12.04.2016
Impact Evaluation of the Norway India Partnership Initiative Phase II for Maternal and Child Health – Baseline	7/2014	Oppfølgingsnotat ikke relevant		
Evaluation of Norway's support to Haiti after the 2010 earthquake	8/2014	23.02.2015	17.06.2015	
Evaluation of the Norwegian Investment Fund for Developing countries (Norfund)	1/2015	24.02.2015	03.06.2015	
Norwegian support for strengthening women's rights and gender equality in development cooperation	2/2015	26.06.2015	13.10.2015	12.12.2016
Study of baseline data for Norwegian support to Myanmar	3/2015	10.09.2015	23.12.2015	03.04.2017
Experiences with Results-Based Payments in Norwegian Development Aid	4/2015 5/2015	02.12.2015	27.01.2016	
Evaluation Series of NORHED Higher Education and Research for Development Evaluation of the award mechanism	6/2015	20.11.2015	19.04.2016	
Evaluation of Norwegian Multilateral Support to Basic Education (Unicef and the Global Partnership for Education)	7/2015	02.11.2015	04.12.2015	19.01.2017
Work in Progress: How the Norwegian Ministry of Foreign Affairs and its Partners See and Do Engagement with Crisis-Affected Populations	8/2015	14.12.2015	02.02.2016	
NORHED Evaluability study	9/2015	Follow-up memo not relevant		
Evaluation of Norwegian support to capacity development	10/2015	10.12.2015	22.04.2016	

⁴ Since 1 January 2014, responsibility for follow-up and real-time evaluation of Norway's international climate and forest initiative rests with the Ministry of Climate and Environment.



TOPIC OF THE EVALUATION/PROJECT	REPORT NO.	EVALUATION DEPARTMENT FOLLOW-UP MEMO TO THE MFA	FOLLOW-UP MEASURES ADOPTED BY THE MFA	REPORT ON FOLLOW-UP
Chasing civil society? Evaluation of Fredskorpset	1/2016	26.01.2016	16.03.2015	06.04.2017
Real-time evaluation of Norway's International Climate and Forest Initiative: Literature review and programme theory	2/2016	Follow-up memo not relevant		
More than just talk? A Literature Review on Promoting Human Rights through Political Dialogue	3/2016	Follow-up memo not relevant		
"Striking the balance" Evaluation of the planning, management and organisation of Norway's assistance to the Syria regional crisis	4/2016	29.04.2016	24.06.2016	
Norwegian support to advocacy in the development arena	5/2016	02.09.2016	03.02.2017	
Country Evaluation Brief South-Sudan	6/2016	15.11.2016	23.11.2016	
Country Evaluation Brief Afghanistan	7/2016	15.11.2016	23.11.2016	
Country Evaluation Brief Mozambique	8/2016	15.11.2016	23.11.2016	
Review of evaluation systems in development cooperation	OECD DAC publication 2016	01.02.2017	16.03.2017	
Evaluation of the quality of reviews and decentralized evaluations	1/2017	01.02.2017	16.03.2017	
How to engage in long-term humanitarian crises: a desk review	2/2017	20.03.2017		



