

Ministry of Foreign Affairs – (Department for Evaluation of Development Assistance, EVAL)

Meeting in the Council for Development Policy 26 March 2019

Agenda item 4

- 1. Overall purpose** For discussion
- 2. Title:** Evaluation Programme 2019-2020
- 3. Presentation for Programme Committee:** N/A

Evaluation Programme 2019-2020

In accordance with the policy for Evaluation of Development Cooperation (February 2016), the purpose of evaluation is to provide accountability for Danish support to development cooperation and to generate learning based on evidence of what works and what does not work and hence improve future development cooperation.

Evaluations are commissioned by the Evaluation Department (EVAL) and undertaken by external consultants who are responsible for the contents of the evaluations and their recommendations. All evaluations are published with a Danish summary on a dedicated web site (www.evaluation.dk) and with a management response from the Ministry of Foreign Affairs. MFA management undertakes a systematic follow-up on the recommendations two years after each evaluation. An annual budget of DKK 15 million is available for evaluations and explorative evaluation studies. Since March 2016, EVAL is also responsible for MFA's support to development research and the fellowship programme administered by Danida Fellowship Centre.

1. Experience from current work

The Evaluation Department undertakes programme evaluations, thematic evaluations and real-time evaluations. A number of evaluations have recently been finalised (with end dates indicated in brackets, all available at www.evaluation.dk):

- Evaluation of Danish-Bolivian Cooperation 1994-2016 (February 2018)
- Evaluation of the Danish Engagement in Mozambique 1992-2016 (March 2018)
- Evaluation of the Regional Development and Protection Programme (May 2018)
- Evaluation of Danish Support to Promotion and Protection of Human Rights 2006-2016 (May 2018)
- Evaluation of the Africa Programme for Peace (June 2018)
- Evaluation of the Ghana – Denmark Partnership (June 2018)
- Evaluation of Water, Sanitation and Environment Programmes in Uganda 1990 – 2017 (September 2018)

EVAL has furthermore finalized a number of studies/working papers, in some cases based on a specific request from a department/embassy:

- Graduation and development finance in the SDG era: A case study of Ghana (May 2018)

- Danish Development Cooperation with Bolivia, Mozambique, Nepal and Vietnam: An analysis across four country evaluations (May 2018)
- The Nexus between Anti-corruption and Human Rights (October 2018)
- The International Promotion of Freedom of Religion or Belief: Sketching the contours of a common framework (December 2018)
- Asian powers' involvement in International Finance Institutions (January 2019)
- Commercial effects of Danish development assistance (February 2019)

Finally, EVAL is funding a series of studies by DIIS focusing on new trends in development finance (see below). The first publication: Blended Finance Evaluation: Governance and Methodological Challenges, was published in January 2019 together with the OECD (Development Co-operation Working Paper #51).

2. Evaluations proposed for 2019-2020

A number of ongoing evaluations will be finalized in 2019:

- Evaluation of the Investment Fund for Developing Countries (IFU) 2004-17 (December 2018, to be published April 2019),
- Private Agriculture Sector Support (PASS), Tanzania (January 2019, to be published March 2019),
- Niger Country Evaluation 2008-18,
- Evaluation of Agricultural Growth & Employment Programme (AGEP), Bangladesh, 2013-18,
- Joint Evaluation of the Integrated Solutions Model in Kalobeyei, Kenya. UNHCR and Danida,
- Joint Nordic Evaluation of the Nordic Development Fund (NDF). Sweden (lead), Norway, Iceland, Finland and Denmark,
- Evaluation of the Danish National Action Plan for the implementation of UN Security Council Resolution 1325 on Women Peace and Security.

The additional evaluation activities in 2019-20 will be clustered around a number of important themes, we believe will be highly relevant in the coming years. To this, a number of specific evaluations are planned as well as evaluation studies.

➤ Theme 1: Development Finance

In 2018 EVAL intensified the work on development finance. The evaluations of IFU and the Nordic Development Fund (NDF) have provided important learning on the relevance, effectiveness and outcomes of the operations of development finance institutions (DFIs).

Together with OECD/DAC, DIIS and a number of bilateral donors work was initiated in 2018 to improve understanding of blended finance and how it can be evaluated, not at least aspects around additionality, effectiveness, development outcomes and definitions of key issues within public/private financing partnerships. This work culminated with the OECD/DAC blended finance meeting in Copenhagen in October 2018, where a wide range of development partners, private sector representatives, DFIs and research institutions met to discuss the agenda for the playing field for partnerships between public and private financing for development.

This work will continue in 2019 with a **working group for blended finance under OECD/DAC EvalNet** with a broad participations of bilateral donors and MDBs. The working group will for the next couple of years work with developing the evaluation framework for blended finance and DFIs. EVAL will actively participate in this work as one of the initiators.

On a national scale EVAL will continue with evaluation of the **Danida Business Finance** instrument to be initiated end 2019. DBF was evaluated in 2003 and has since then been an important instrument for Danish financing of infrastructure in development countries. It was transferred to IFU in 2017, and in this way the evaluation will continue the dialogue with IFU on Danish development financing which was initiated with the evaluation of IFU.

It will also be considered if there is scope for a thematic evaluation of **financing mechanisms applied for supporting the SME sector**. In recent years there are multiple challenge funds and financial institutions supported by Danida, where a wide range of financial instruments has been applied (grants, loans, equities, guarantees etc.) within various sectors and different contexts. Outcomes of such an evaluation could be a valuable contribution to the discussions in the OECD EvalNet working group in which EVAL is an active partner.

Further evaluation work of Danish private sector support will include a continuation of the real-time evaluation of the pilot phase of the **Danida Market Development Partnerships (DMDP)** and a more comprehensive evaluation of the **Strategic Sector Cooperation Facility**. The latter was initiated in 2015 as a concrete initiative aimed at mobilising the competencies of Danish public authorities directly in long-term strategic cooperation and partnerships with counterpart institutions in growth and transition economies. 14 countries are now involved in a total of 29 strategic sector cooperation agreements and 29 sector counsellors are posted at the Danish embassies. The evaluation is planned for first half of 2020.

➤ **Theme 2: Climate change**

The Danish climate change envelope was evaluated in 2015, mainly covering activities from the period 2008-2012. Since then, the climate investments have continued and by 2018 more than DKK 4 billion have been invested from the special climate change envelope into a wide range

of climate change interventions. In addition a number of development programmes within the overall development aid portfolio have significant climate change relevance, within adaptation as well as mitigation. One of the conclusions in the 2015 evaluation was that investments within climate change adaptation were on the low side and it was difficult to capture any significant learning. The portfolio on climate change adaptation has now increased and some of the earlier interventions have matured to a point where it will be relevant to evaluate climate change adaptation efforts in the period 2008-2018, within the climate change portfolio as well as development aid interventions as such.

One challenge is to define when relevant climate change adaptation activities are taking place within development programmes. Effective development engagements with focus on building capacity, resilience and improved livelihoods often improve the adaptability of local communities towards the inevitable impacts of a changing climate. To define interventions of high climate change adaptation relevance a team at DIIS is conducting a pre-evaluation study to prepare for the final identification of the adaptation portfolio the evaluation team will work on.

The **climate change adaptation evaluation 2008-18** is planned to start mid-2019 and will include a comprehensive portfolio analysis as well as 5 country studies.

EVAL is engaged in a dialogue with the German evaluation office DEval on collaboration for evaluation of climate adaptation. DEval is currently conducting an evidence gap mapping on climate adaptation together with the evaluation office of the Green Climate Fund. The German work will proceed with a more comprehensive evaluation of the German climate change adaptation portfolio and it is planned to discuss and agree upon evaluation approaches that will support joint learning and conclusions between the German and Danish evaluations.

The **joint Nordic NDF evaluation**, where Denmark works with Sweden (lead), Norway, Finland and Iceland, is expected to be finalized in August 2019 and will inform the current strategic considerations on the future of NDF. As NDF has a strong focus on climate change financing, learning from the evaluation will also be an important input for the planned evaluation of Danish climate change funding for adaptation.

➤ **Theme 3: Danish Humanitarian support**

In dialogue with the Humanitarian Department, EVAL is planning evaluation work to document results and draw lessons from **Danish humanitarian assistance**, especially in relation to the implementation of international commitments in the 2015 Grand Bargain and addressing concrete experience in implementing interventions bridging humanitarian and development efforts. Themes such as localization and livelihoods are being discussed with HMC and relevant embassies as possible focuses for evaluations.

EVAL is also considering to undertake a larger evaluation study focusing on **Danish engagements in fragile contexts**. The study will outline the Danish engagements in fragile contexts, including the modalities of working in these areas. The study aims to provide recommendations for future engagements in fragile contexts, with a focus on the humanitarian-development-peace nexus. It is intended that the study will identify future areas of interest for evaluations.

EVAL has renewed the Danish contribution to the international humanitarian network for **Active Learning Network for Accountability and Performance (ALNAP)**, being an important source for information to evaluate humanitarian interventions.

➤ **Theme 4: Multilateral support**

Multilateral organisations have their own systems for learning and accountability outside the remit of the MFA Evaluation Department. Multilateral organisations are furthermore regularly assessed as part of the Multilateral Organisations' Performance Assessment Framework (MOPAN), and their evaluation functions undergo peer reviews. Per tradition EVAL participates in the panel of the peer review of selected multilateral organisations by invitation of the OECD/DAC and will continue to prioritize this, also as a response to the increasing share of Danish aid delivered through multilateral channels. In this context there will be a need to further exploring how EVAL can evaluate the outcomes of Danish multilateral assistance. A firm evaluation approach has to meet the need for systematically capturing the evidence required by MFA for accountability and dialogue and at the same time maintaining the principles for good donor ship.

Cooperation with multilateral partners is guided and defined by **multilateral organizational strategies**, which set out the priorities, objectives and expected results of the cooperation with the given organization. They form the backbone of the Danish engagement with the multilateral partners and are based on the organization's own strategic frameworks. EVAL will look into ways to assess and evaluate these strategies, their quality, how they are used as instruments for dialogue and how Danida can follow-up on the results frameworks in the strategies in order to document how they are realized. EVAL plans in 2019 to undertake a study on this in collaboration with KFU.

Through **earmarked funding of multilateral programmes** there is an increasing trend of entering in partnerships or delegated cooperation with multilateral organisations under the country programmes or as part of centrally managed programmes. EVAL will undertake either a full evaluation or a desk study with the aim of assessing 'the Danish side' of these partnerships in terms of Danish influence and use of this tool and the quality assurance both in preparation and under implementation.

Finally, EVAL will explore ways to intensify the dialogue with the Evaluation Department of the European Commission, not at least to ensure joint learning within areas of common interest. As an example EVAL will be a member of a taskforce that follows the **mid-term evaluation of the EU Trust Fund for Africa**.

➤ **Theme 5: Danish support to civil society**

From 2015-2018, The Evaluation Department has led a follow-up process to the 2013 evaluation of Danish support to civil society. The follow-up process focused on providing the MFA and its civil society partners with inputs on how to capture results of the civil society support. The follow-up process has resulted in a number of publications on how to summarise results and report on outcomes related to the support provided through civil society partners.

As an outcome of this process, and taking into consideration the diversity and complexity of Danish support to civil society, a full-scale evaluation of the portfolio in its totality is not desirable. The Evaluation Department is therefore planning to undertake **a series of thematic evaluations to capture results of the Danish support to civil society**. The Evaluation Department will conduct a total of five smaller evaluations and studies addressing themes related to Danish civil society support over the next two years. The themes will be identified through a consultative process between EVAL, HMC and civil society partners under the partnership agreements, the pooled fund mechanisms and other civil society partners to the MFA. Themes such as working with the humanitarian-development nexus, partnerships, SDGs, shrinking civic space and other themes have been discussed initially with partners.

The evaluation series is a pilot to investigate new forms of providing evaluative evidence of results of Danish development cooperation that serve both learning and accountability needs.

2.1 Other evaluation activities planned for 2019-2020

Danish Support to Development Research has undergone some changes over the last years, especially with the introduction of research cooperation in connection with the Strategic Sector Cooperation Facility. An evaluation of the whole area of development research will be initiated spring 2019. This involves e.g. looking into support for North and South driven research and the partnerships today embraced by e.g. the Building Stronger Universities (BSU) programme. In light of its responsibility for the management of the development research, the Evaluation Department has established a Commission that will take the overall responsibility for the independent evaluation, with EVAL providing the administrative services needed.

Danish development assistance is continuously adapting to new challenges and new international trends, priorities and realities. Within this process the administration of Danish

development assistance is constantly reviewed with respect to effectiveness and focus. An important feature of the Danish development assistance administration is the profound decentralisation that took place in 1999 and was evaluated in 2008. To capture essential learning from a decade of decentralised administration it has been decided to carry out a pre-evaluation study with the purpose of determining the objectives an **evaluation of the decentralisation of the Danish development administration** if found feasible and needed. The pre-evaluation study will be initiated mid-2019.

The testing of a **real-time evaluation** (RTE) instrument, initiated in 2014, continues. At the moment four pilots are implemented within quite different situations; within a country programme as whole (Kenya), in selected engagements of country programmes (Myanmar and Mali) and within a thematic programme (the Danida Market Development Partnerships). EVAL has initiated a lessons learned study that will capture challenges and opportunities of the RTE concept within the current, but not at least the future architecture for delivery of Danish development assistance. The study will be finalized in 2019 and will be presented to Danida management and UPR for discussion.

Evaluation studies and applied research

EVAL has initiated an evaluation study of the use of technical assistance and advisors since 2007; bilateral Danida advisors and company advisors, as well as secondments to multilateral organisations and programmes. The purpose is to map the current use of technical assistance as well as the trends to see how this modality is used to support and improve dialogue, transfer of knowledge and hereby the effectiveness of Danish development assistance. If justified, a follow-up will be **an evaluation of the use of technical assistance** in the light of changing modalities and architecture in international development assistance. The most recent specific evaluation on this topic was in 2007.

As a way to strengthen evidence for future evaluations and build a firm pipeline, EVAL has entered into a 3-years **institutional partnership with DIIS** to carry out studies with the purpose of improving the knowledge base for future evaluations. The aim is to improve the preparation of future evaluations through applied research and assist EVAL in providing evidence for proper design of future evaluations. EVAL will continue to combine this facility with consultancy services procured for specific preparatory work in relation to new evaluations. The DIIS agreement will further be used to support efforts to test the “evaluability” of certain themes within Danish aid. At the moment a number of studies are initiated linked to the coming climate change adaptation evaluation, aspects of aid effectiveness, the role of national pension funds in developing countries and aspects of multilateral aid.

The widespread use of communication technology prompts opportunities for the promotion as well as challenges to the development field, in particular for governance and human rights. The

new technologies represent an important toolbox in Danish development cooperation, as reflected in the “Techvelopment: Approach and Narrative”. Yet, there is only limited, systematic evidence about the Danish experiences in applying technology in development cooperation and the practical ways forward. Against this backdrop, a two-pronged **evaluation study on digitalization** is envisaged which will; a) review of Danish and international experiences so far in applying technology in development cooperation, in particular framed by the focus areas of the “Techvelopment: Approach and Narrative” and b) take a forward looking view on areas where Denmark may have a comparative advantage. The study will be undertaken in collaboration with KFU and VBE.

3. Communication and outreach

The Evaluation Department has a responsibility for communicating the findings and conclusions of evaluations and studies both within the ministry and to a broader audience. Apart from the formal requirement to inform the Danish Parliament by providing members of the Foreign Affairs Committee and the Finance Committee with Danish summaries of all evaluations, evaluations and their management response are posted at <http://evaluation.um.dk>. In view of presenting and introducing the evaluations in a better way, EVAL continues the process of introducing new elements to the website, including interviews with evaluation stakeholders and shorter texts about results of the evaluation. EVAL will also be looking into including video-bites and graphic elements to the website.

EVAL organises brown-bag lunches and public seminars on the basis of published work. Brown-bags meeting in 2018 included meeting on UN peace-building, commercial effects of Danish aid and Danish farmers in Africa. In June 2018, EVAL hosted a half-day public “Evaluation day” together with NORAD Evaluation Department with participation of more than 120 people and presentation of evaluations from both Danish and Norwegian development cooperation. Further public meetings are being considered.

EVAL is in ongoing dialogue with KOM on how to integrate evaluation results into the overall communication platform of the Ministry, including social media.

There will be a continued effort to improve the communication products from evaluations. A test in 2019 will be to integrate communication objectives from the very start of a larger evaluation, such as the evaluation of climate change adaptation. Dedicated communication people will follow especially parts of the country level field work to gather case stories, interviews, film spots etc. to be used in later communication efforts.