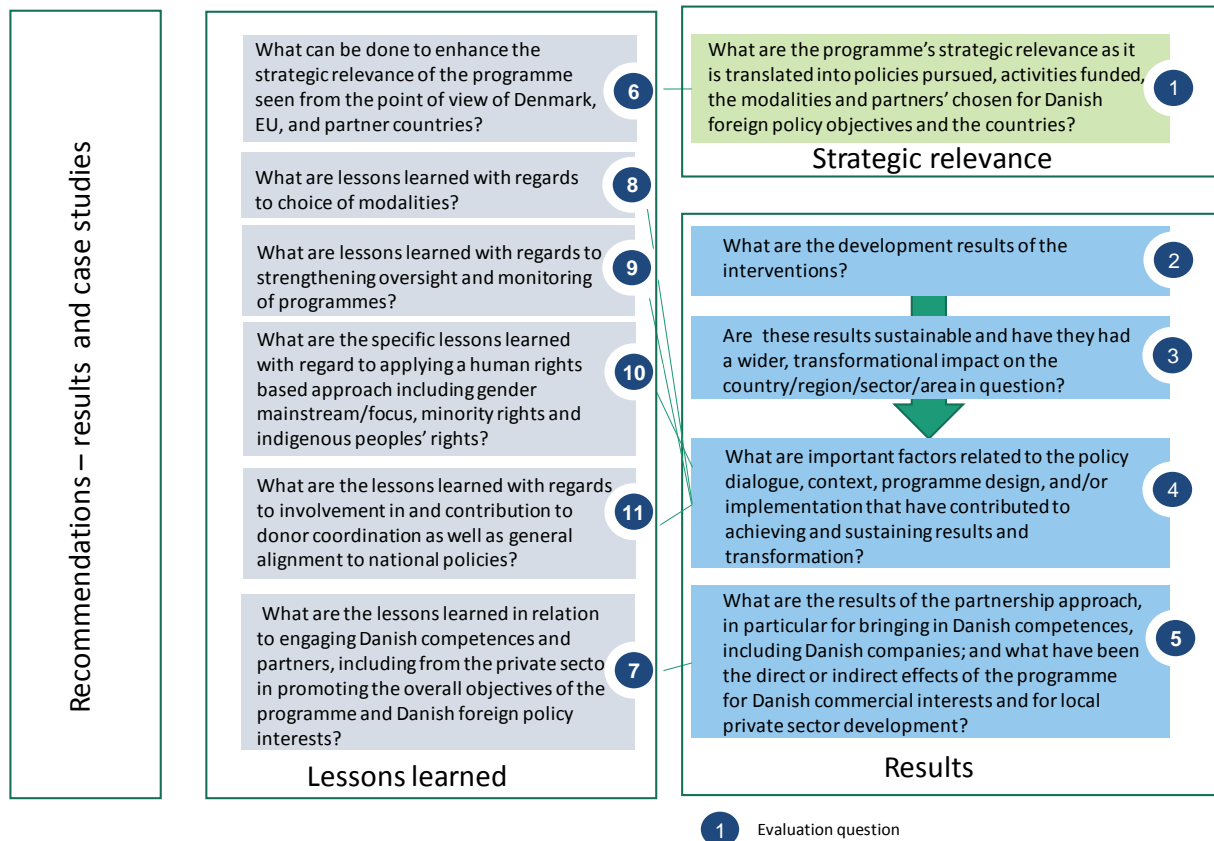


ANNEX C: METHODOLOGY

1. Overall methodology

The purpose and evaluation outcomes are supported by 11 questions organised under three areas as shown in Figure 2.1 below: strategic relevance, results, and lessons learned. The methodology was developed in response to the ToR, and considering the limitations as noted in Box 2.2.

Figure 2.1 Evaluation questions



Box 2.2 Limitations

- **Time scale:** The evaluation was carried out before the end of the strategy period, well before a number of the contributions are complete and, in most cases, before evidence of impacts could be expected.
- **Data availability:** The information assembled by the evaluation office and the office for the neighbourhood (EUN) was comprehensive and thorough and responses to requests for additional information were immediate. There were still various issues faced, such as getting a low number of responses to a secondment survey, and availability of key people at the country level.
- **Complexity:** The evaluation was complex as it covered a disparate and non-homogeneous region and involves both regional and country interventions across 2 broad sectors.
- **Rapid changes:** The political and socio-economic context in the region have changed rapidly, often swinging between extremes, meaning that many assumptions behind the projects and the strategy as a whole have become invalid.
- **Nature of the interventions:** The contributions were designed to work with local processes and be catalytic. As such, the attribution to Danish assistance was often difficult to determine and instead a contribution analysis was needed as recognised by the ToR.

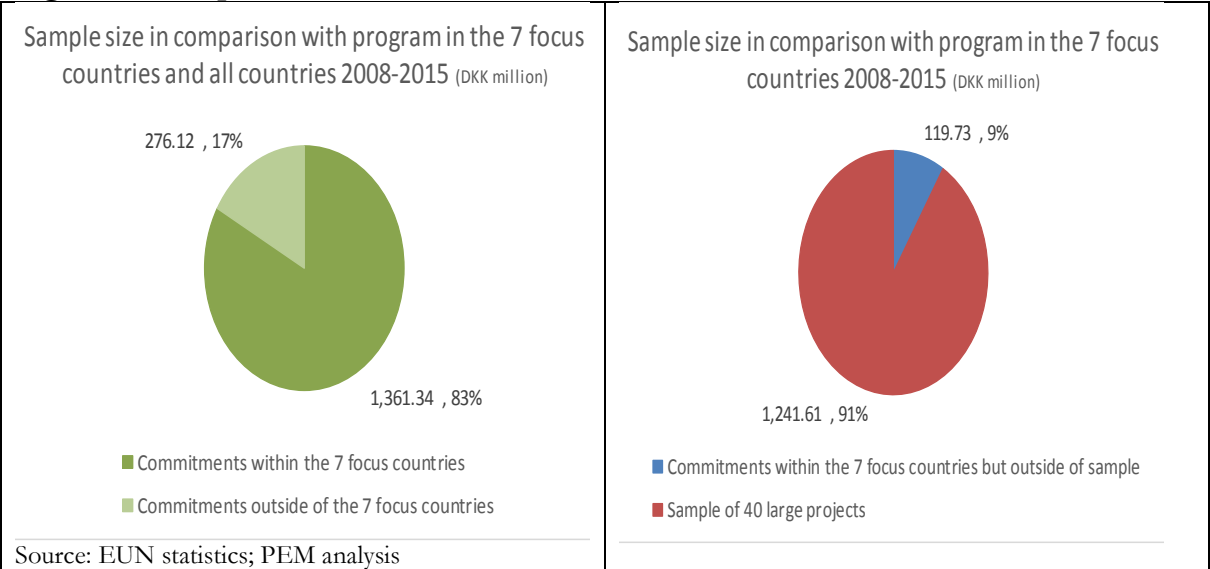
Theory of change: A simplified theory of change was developed for the two main focus areas (human rights and democracy, sustainable and inclusive economic development). The theory of change was formulated to be generic enough to be valid across the range of countries supported, and to provide a basis for developing the evaluation matrix, identifying issues and undertaking the contribution analysis. It was derived principally from the regional strategy document (2013-2017).

Unit of analysis: The analysis was conducted at regional, country and project level depending on the nature of the questions that were addressed. The evaluation matrix for strategic relevance was at country level and synthesised at regional level. At the country level, the package of projects supported was reviewed as a whole. The results were primarily at project level with lessons learnt drawn across the entire portfolio. It was noted that regional projects also included projects that were multi-country rather than strictly defined as being projects that served objectives that were only relevant at the regional level.

Sampling strategy: The sampling strategy focused on 40 projects above DKK 5 million and several smaller projects that were selected as being interventions that were characteristic of the programme. The smaller projects selected revealed unique and significant results and had high strategic relevance e.g. the secondment programme which aimed at supporting wider political development and deepening Danish involvement in the region.

Targeting the seven focus countries meant that some 83% of the entire spending under the regional programme was covered by this evaluation. (See Figure 2.3). Within the chosen focus of the seven countries, the sample of 40 projects accounted for a comprehensive 91% of the expenditure. With the addition of the sample of five smaller projects the size of sample rose further.

Figure 2.3 Sample size



Results recording and evaluation matrix: As a key outcome of the evaluation, the record of results was arranged across the seven sub-themes based on identifying significant change (or absence of change or the presence of counter-productive change). A comprehensive or exhaustive record of results was neither possible nor useful. The most significant results for each of the 40 projects, greater than DKK 5 million, that are either completed or started before 2014 (allowing at least two years of operation) was identified. The results were subject to in-depth

scrutiny and a contribution analysis made based on the evaluation matrix presented in the end of this Annex, and originally in the Inception Report.

The **evaluation matrix** was divided into two parts:

- Strategic relevance which addressed evaluation questions 1 and 6 – the unit of analysis at country level; and,
- Results and lessons learnt which serves evaluation questions 2-5,7-11 – unit of analysis at project level (annex C2)

An example of the initial testing of the evaluation matrix for three projects was presented in the Inception Report, where the evaluation matrix was applied to see if it delivered the required insight and information.

Results from a chosen sample of five small projects was also identified and analysed, in particular, twinning support and secondments. In terms of results, equal weight was given to identifying instances of success and failure because much can be learnt from both.

Field visit: Field visits took place in Ukraine, Moldova, Albania and Kosovo. Together these countries accounted for 77% of the total country level expenditure (not taking into account the regional projects). The regional projects were also visited in Ukraine and Moldova. It was discussed to change one of the countries for Georgia, as Georgia will feature in the next strategy phase. However, it was found to be better to focus on the countries where there was a Danish representation, and also which accounted for a majority of the spending. Country reports were drafted and submitted based on the table of contents proposed in the Inception Report. The Country Notes presented a brief context of each of the visited countries, and then summarised across the three areas of strategic relevance, including results and lessons learnt¹. The evaluation matrices were updated systematically for all the projects visited.

Short case studies: The cases chosen were found to be relevant based on initial discussions with EUN office. In order to ensure that the cases studies were based on solid evidence, the projects highlighted had already been thoroughly researched and have stood the test of time. The cases chosen illustrated what can be achieved through development cooperation in the region. Also where possible, the team selected the projects that were visited in the field.

Contribution analysis: Through the use of the evaluation matrices, a systematic contribution analysis was applied to all the most significant changes identified (or absence or counter-productive change). The analysis had a simple four step approach:

- Identify and describe significant change
- Identify and analyse the factors and influential mechanisms that gave rise to the change
- Analyse the influence of Danish support
- Identify and discuss alternative explanations for the change

Evaluating effects for Danish commercial interest was completely integrated into the evaluation matrix at the project level and then synthesised across the programme as a whole – as noted in the evaluation team’s initial discussions with EUN and others, the focus in recent years has shifted in emphasis from supporting Danish values to more deliberately supporting Danish interests. Consequently, conclusions about the success or failure of the programme needed to be

¹ The final and revised version of all the Country Notes is included in its entirety in Annex E of this document.

interpreted in this light. The MFA developed an action plan and a set of five principles for economic diplomacy which provided a convenient framework for analysing the contribution of programme towards further Danish commercial and foreign policy interests.

Principle	Actions
1. Integration	The MFA analyses Denmark's economic interests on a routine basis and seeks, with respect for existing principles and rules, to promote the economic interests in foreign, development, investment and trade activities.
2 Sector approach	The MFA focuses the cooperation with other countries on selected sectors. This targets and secures synergy between the Ministry's policy areas and the activities of other Danish actors.
3 Partnership	The MFA collaborates openly and in partnership with all Danish authorities, organisations, knowledge institutions and companies that work internationally for Denmark's economic interests.
4 Cooperation between authorities	The MFA's access to the authorities of other countries and international organisations is activated proactively also for the benefit of Denmark's economic interests
5. Framework conditions	The MFA works continuously for optimal framework conditions in international negotiations under the auspices of e.g. the EU and the WTO. Danish Missions abroad impact on local framework conditions such as industrial relations and green transition for the benefit of Danish companies' market opportunities.

Source: MFA Economic Diplomacy, 2015

Evaluation Matrix Part 1 and 2

Evaluation matrix for strategic relevance and related lessons learnt (evaluation questions 1 and 6) – Part 2

For each of the 7 countries an analysis will be made of the programme's strategic relevance (also one for the regional level?). The analysis is done at country level because the situation of each country is different and the strategic relevance of the strategy is beyond the single project level. A similar analysis will be done for the regional projects. At desk review, these matrices (8 in total) will form the evidence based which can then be checked and verified in the 4 proposed field visit countries. The country level findings will then be synthesised at the programme level. In effect we will have 8 of these (7 +1). This analysis is valid for all the 40 projects not just the completed ones (because the objectives and strategic design of the newly launched projects is also relevant)

Country					
Projects name	Dates	Amount (Dkk)	Partner type	Modality	Focus
<i>The projects carried out which vary between 9 and 2 per country (out of the sample of 40)</i>					
Project 1					
Project 2 etc.					
<p>EQ 1 What are the programme's strategic relevance as it is translated into policies pursued, activities funded, the modalities and partners' chosen for Danish foreign policy objectives and the countries?</p> <p>Rationale for the evaluation question</p> <p>The focus is more on the implementation of the strategy than the relevance of the strategy itself. This is implied in the language of the evaluation question and confirmed at initial meetings. But some comment on the strategy will be necessary - On one hand we have to look at the quality and completeness of the Danish NP Strategy. On the other hand, we need to propose how it would (ex-ante theory of change or hypothesis) work and then how it actually worked (realisation), what worked and what not? Were the policies supported, the activities funded and modalities and partners chosen the right ones to implement the strategy? Is the strategy still serving the Danish foreign policy objectives? We need to determine whether the opportunities and entry points were taken advantage of? To what extent were the projects strategic and beyond just traditional standalone projects that had a wider effect (here we have to distinguish here perhaps between the strategic design and then if it actually had results (EQ 2).</p> <p>There are 5 topics under which a number of judgement criteria and indicators have been defined. The 5 topics are:</p> <ul style="list-style-type: none"> • Strategic relevance of the DNP to countries' policies and needs • The relevance of partnerships • The relevance of modalities • The relevance of M&E systems • The relevance to Danish policies and interests 					
Judgement criteria	Indicators	Methods	Data / Sources	Notes	
1 Strategic relevance of the DNP to countries' policies and needs					

<p>1.1. Did the Danish NP strategy maintain its relevance to the policies and needs of the countries? <i>[The focus is upon 'maintaining', means whether it was initially relevant and then has maintained this relevance given any possible changes in the priorities, needs and policies of the countries in the main areas of intervention]</i></p>	<p>1.1.1 The Danish NP Strategy matches with the main priorities and targets set in the country policies and strategies 1.1.2. Matching with the countries' interest groups' priorities: <i>[VET/Labour Market needs; Agri value chain; Human Rights Defenders; CSOs and associations; Ombudsman Inst-s]</i></p>	<p>1.1.1 Studying sources. Discussion / confirmation with the main partners 1.1.2. Studying sources. Discussions with civil society, trade unions', chambers', media, HR defenders (as possible and accessible)</p>	<p>1.1.1 The current strategies, reports: 1.1.2. Any Treaty-based bodies / Convention bodies reports / alternative reports / opinions / EU-country annual cooperation reports / Business and Good Governance Indicators</p>	<p>The focus is on the main country strategies, policies action plans, as possible to find – costed or budgeted action plans in the main areas of Danish NP Strategy per the main domains of Human Rights and Sustainable Economic Development Further, the focus is on survey information that may be comparable with EU annual /CoE thematic reports. (CoE CPT, Vénice Commission, OSCE/ODIHR, OHCHR, etc.) (WB, Corruption index,...)</p>
<p>1.2. Were the country policies/ strategies that were supported were stable, consistent and feasible? <i>The questions 2-8 relate to the feasibility of programme-level and project-level interventions: whether policy, legal (as applicable) and institutional (including partnerships) environment and budgetary planning were in place to support the priorities and targets of Danish NP.</i></p>	<p>1.2.1. The country policies and strategies are identifiable in the main priority areas of Danish NP Strategy and engagement 1.2.2. The policies pursued continue currently and bring signs of being updated 1.2.3. The policies were supported with institutional or associative capacity 1.2.4. The polices have clear breakdown of targets / set of results through action plans – preferably with budgetary framework or sources of funding indicated in the action plans.</p>	<p>1.2.1 – 1.2.4. Studying sources. Discussion / confirmation with the main partners 1.2.1. – 1.2.4. Screening any EU pre-accession or association studies, Institutional Reform Plans (used for Association Agreements and Accession / Pre-Access. Programmes) 1.2.1. – 1.2.4. Screening available evaluations of DNP and projects 1.2.1. –1. 2.4. Screening available Twinning projects' reports</p>	<p>For 1.2.1. -1. 2.4. - Country Policies and Strategies - EU-Country annual cooperation reports - Institutional Reform Plans (<i>Usually – available at EU Delegations and National Coordinators</i>) - Evaluation Report of DNP 2011 and those for projects - Any Twinning reports in the target countries</p>	<p>This part of analysis will be subject to availability of information and relevant respondents. Some information can be retrieved from the 2011 Evaluation report, some from other evaluations. Note for Indicator 2.2. Institutional capacity – any constituencies officially in charge of a policy/strategy coordination and implementation. Associative capacity – civil society or business society representatives' associations or groups, often – unofficially leading a policy or a process. <i>Here, we look at the partners, who implement policies, not the DNP projects. However, major part of response may still come from partners implementing DNP projects.</i></p>
2 THE RELEVANCE OF PARTNERSHIPS:				
<p>2.1. Were the partners the ones capable of bringing change?</p>	<p>2.1.1. Did they represent the relevant continuum of beneficiaries / reflecting voicing by the groups of beneficiaries? 2.1.2. Do they provide for sufficient platform for discussions and learning between beneficiaries? 2.1.3. Are they able to capitalize on the DNP assistance currently and in future?</p>	<p>2.1.1. Identifying the beneficiary continuum / discussions: assessment of representativeness 2.1.2. Detecting any process of documenting experience, lessons and sharing (web, trainings) 2.1.3. In-built learning systems. Physical, financial and know-how</p>	<p>2.1.1. Projects' documents / field phase respondents 2.1.2. Field phase discussions / web-sites of Partners (<i>if any</i>) 2.1.3. Field phase discussion with Partners and beneficiaries</p>	<p>The two main issues: 1. Whether the representative continuum is caught through Partners, who may then spread the benefits of assistance to others. 2. Whether has been actually spreading any benefits (both Danish and other assistance or own projects) or catalyse through platforms, networks and initiatives and have had sufficient capacity to do that at the time of elaborating on the last DNP Strategy or later on.</p>

		capacity development planned by the partners		
2.2 Have the Partners had sufficient ownership over the DNP Strategy, national policies and interventions?	2.2.1. Have they been involved in any consultations over the DNP Strategy, national strategies? 2.2.2. Do they have own agenda within those strategies? 2.2.3. Whether this agenda is consulted with the beneficiary groups and amended continuously?	2.2.1. Fact-finding through Danida / Partners 2.2.2. – 2.2.3. Detecting in-house strategies of the Partners and discussions whether those were elaborated inclusively	2.2.1. Inception discussions 2.2.2. – 2.2.3. Projects' documents and field mission discussions	The main question to bear in mind: whether Partners realise the whole thing and feel any ownership or they are framed within own 'limited' scope of project / operations.
2.3 Were the Partners selected in a way to provide for in-built exit strategies?	2.3.1. Did the Partners' capacities meet the challenges of the DNP Strategy and the interventions? 2.3.2. Did the Partners have clear agenda for forthcoming phases and any exit strategies? 2.3.3. Have they had any resourcing / fund-raising policies in place?	2.3.1. Detecting any human resources, financial, physical gaps to implement the interventions 2.3.2. – 2.3.3. Detecting and discussing Partners' own plans and strategies	2.3.1. Projects' reports and field discussions. Hints by Danida PMs. 2.3.2. Projects' reports, field discussions, Partners' web-sites.	<i>Some overlap with the indicator 3.3. above.</i> This partially focuses on pre-conditions for sustainability. One of the principles of good Strategy-making is the set of criteria for selecting relevant Partners and, then, this becomes a very important aspect for choice or Strategic guidance for choice further in the project cycle.
3 THE RELEVANCE OF MODALITIES:				
3.1 Did the selected modalities allow smooth implementation, efficient management and outreach?	3.1.1 Were the modalities clear and perceivable for the implementing partners and beneficiaries? 3.1.2. Did they imply clear leveraging of know-how, skills and resources to implementing partners and beneficiaries 3.1.3 Any feedback mechanisms provided through modalities?	3.1.1. Detecting any gaps in knowledge on and understanding of modalities with the Partners 3.1.2. – 3.1.3. Discussion with Partners and 'operators' of modalities on clarity of communication, transfer of knowledge, feedback collection	3.1.1-3.1.3. Field discussions with the 'Modality Operators' / Partners and beneficiaries. Some hint by Danida PMs (already some information from kick-off meetings). Projects' reports and evaluation reports.	The main respondents are implementing partners (executing agencies) and beneficiaries. The focus is on their clear understanding of the modality they operated in: whether it was clear how they could receive assistance and whether they were supported with any consultancy and supplementary actions (awareness, trainings, and feedback and inquiry mechanisms). In this respect, saying modality, we focus on the 'channelling agent' whether that is a PMU, a Delegated Partner, a specific pool fund, or DANIDA/Embassies themselves.
3.2. Did the modalities provide for efficient resource management	3.2.1 The costs for operating an 'intermediate' unit does not exceed 7.5 % administrative costs ²	3.2.1. Screening the budgets of 'operators': PMUs, delegated partnerships, NGOs further granting grants.	Projects' documentation. Danida information.	This implies Danida in-house approach and philosophy for cooperation, on which we will still learn during the Inception meetings.
3.3. Did the modalities provide for flexibility and risk management?	3.3.1 Did the modalities / modality operators have in-built systems for oversight and monitoring?	3.3.1. – 3.3.2. Discussions with each modality operator on the	3.3.1. – 3.3.2. Delegation and Partnership Agreements,	The question mainly regards whether the implementing agent of the modality has been also in a position to make any oversight and follow-up,

² A mere threshold acceptable for EU, Switzerland (6%), Norway (6-7%), WBG, ADB and other Development Partners for delegation through PMUs, mixed funds, Implementing Partners, such as UN Family organisations, International NGOs and NGO Associations, EIB, EBRD, KfW, etc

	3.3.2. If, yes: did this allow for adapting approaches and responding flexibly to the risks?	reporting and oversight, observations, risks incurred, actions taken	disbursement, reporting and oversight procedures.	commission any M&E or be informed by M&E conducted by the Partners themselves, and whether that served for any adaptation measures.
4 M&E SYSTEMS:				
4.1. Has the DNP been supported by any in-built M&E system?	4.1.1. Is there any 'results framework' or 'system of indicators' for any baselines / studies for consecutive strategies? 4.1.2. How the M&E guidelines were applied? 4.1.3. How regularly any M&E has been conducted for projects and programmes? 4.1.4. Is there in-house learning and developing systems	4.1.1 DNP Strategies, Management frameworks, Danida web-site, any past evaluations 4.1.2. – 4.1.4. Discussion with Danida Officers and PMs, notably – the 'Methodology' and Evaluation Units.	4.1.1. – 4.1.4. The DNP Strategies 2008-2012 and 2013-2017. Inception discussions with Danida. Kick-off meeting notes by Eric and Jeannie. Evaluation Report 2011.	The focus is on whether there has been an 'In-built' M&E, learning, knowledgebase and sharing system to support consecutive Strategies.
5 DANISH VALUE ADDED / BENEFITS:				
5.1 Does the strategy still serve Danish foreign policy?	5.1.1. <i>Does it serve to bringing in Danish and EU good governance principles and experience</i> 5.1.2 Does it serve to trade / investments' policy? 5.1.3. Does it serve to bringing in Danish values and know-how?	Analysis over / detecting the following: 5.1.1 Fact-finding on introduction of Danish and EU good governance principles: in Human Rights; Rule of Law; inclusive growth policies; Social and Labour Rights; Environmental management 5.1.2. Fact-finding on introduction of transparent and socially responsible businesses; specific technologies and increased productivity 5.1.3. Equal opportunities and access to services; public voicing; people to people contacts and development (Denmark, EU with the country)	5.1.1. Documented calls by interest groups (Partners, Associations, NGOs, policy and political groups) for updating country policies. Any factual updates of country policies, strategies, action plans, legislation. 5.1.2. Projects' reports, including any green certifications. Inception discussions with Danida PMs. Discussions with Ambassadors. 5.1.3 Documented developments towards Denmark (EU) – country exchange, associations, joint initiatives.	For assessing the relevance, the focus is on retrospective learning whether the DNP Strategies incorporated enough elaborate measures and support mechanisms to boost such changes and Danish Foreign policy at large.

<p>5.2. Were the priorities and targets of Danish NP Strategies (past and present) complementary to those of the EU, Norwegian assistance</p>	<p>5.2.1. Any complementarity in clusters: e.g. EU - Agricultural infrastructure; DK – value chain technologies; EU – Democratic elections; DK – strengthening NGOs to follow-up on Electoral Code and elections.</p>	<p>5.2.1. - Discussion with Partners / beneficiaries on other assistance by the EU others. - Detecting relevant information in the projects' documents - Screening EU portfolio in the countries</p>	<p>5.2.1. - Projects' documents - EU Delegations' web-sites - Web-sites of other Development partners - Respondents, Partners and beneficiaries in the field mission</p>	<p>I would not suggest to try looking at whether there are 'overlaps', as even in the same village two Development Partners may be engaged in rather different things.</p>
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Evaluation matrix – results and lessons learned – EQ 2-5, 7-11 (Part 2)

Desk phase analysis for all projects that are complete or have started during or before 2014, the following will be completed. Out of the main sample of 40 projects, this will amount to 30 projects above DKK 5 million, of which 14 are completed and have project completion reports, in addition to the completed projects a further 11 (started before 2014) were carried under the 2nd strategy phase (2008-2012) and five under the 3rd strategy phase (2013-2017). We are also evaluating some 5 smaller projects (below DKK 5m) including twinning and secondment.

country	# projects				Started before 2014	Full Desk review	Light desk review *	Full desk HR/D project #	Full Desk SEIG
	2008-2012	2013-2015+	total	complete					
Regional	4	3	7	2	2	4	3	#1,2,3,4	
Albania	2	1	3	1	1	2	1	#9	#8
Belarus	3	1	4	2	1	3	1	#11	#12,13
BiH	1	1	2	1	1	1	1		#15
Georgia	3	1	4	2	1	3	1	#17,18	#19
Kosovo	5	1	6	2	3	5	1		#21-25
Moldova	4	1	5	1	3	4	1	#27,30	#28,29
Ukraine	5	4	9	3	2	5	4	#32,33,36	#34,35
Small projects under Dkk 5m						5	0		
total	27	13	40	14	14	32	13	13 total	14 total

A **Project**

Project	•		
Country		Project#	
Dates	• .	Partner	• .
Amount	• .	Type	• .
Modality	• .	Focus	• .

B Objectives and results

The methodology at desk phase will be review the project documentation (particularly the project document, the progress reporting and the PCR if there is one) and based on this to identify the results and isolate the evidence of those results. Where found relevant, EUN staff and/or project implementation staff based in Denmark will be contacted to comment by phone/email or respond to queries raised.

For those projects selected for field visit the findings below will be confirmed through i) interview with project partners (executing and implementing), ii) interviews with beneficiaries and other stakeholders; iii) physical visit and verification where relevant

Engagement Objectives (EQ2)	Results – description of change and evidence [source]
State the objective from the project document	For each objective Identify any results that have arisen; for each result outline: <ul style="list-style-type: none"> • A description of the change that has happened • Provide evidence of that change • Put source of evidence in brackets <p>State if an objective has not (yet) led to the results expected</p>
As above for each further objective	As above

Additional Objectives (EQ5)	Results – description of change and evidence [source]
Danish commercial interests	

Local private sector	
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C Analysis of most significant results

Select the most significant results from table B and for each the following analysis is made

Result	<i>Summarise the selected result that is considered highly significant from section B</i>
Impact and significance of the change (transition and transformational effect) (EQ 3)	
Prospects for sustainability (EQ3)	
Explanatory factors for the change (EQ4)	
Influence of Danish support	
Alternative explanations	

D Analysis of most significant non-results

Select the most significant non-results from table B and for each the following analysis is made

Result	<i>Summarise the selected result that is considered highly significant from section B</i>
Impact and significance of the change (transition and transformational effect) (EQ3)	Or lack of change
Prospects for sustainability (EQ3)	
Explanatory factors for the change (eq4)	Or lack of change
Influence of Danish support	
Alternative explanations	

E Summary of issues and lessons learnt at project level

Issue/ lessons learnt	Analysis and evidence
Choice of modalities? (EQ 8)	
Strengthening oversight and monitoring of programmes (EQ 9)	

Applying a human rights-based approach including gender mainstream/focus, minority rights and indigenous peoples' rights (EQ 10)	
Involvement in and contribution to donor coordination as well as general alignment to national policies (EQ 11)	(indicate here also the learning on joint programming)
Engaging Danish competences and partners, including from the private sector (EQ 7a)	
promoting the overall objectives of the programme and Danish foreign policy interests (EQ7b)	

F Follow-up

Follow-up on the results/ significant change for field / interview	
Further information	<ul style="list-style-type: none"> • Interviews with partners and beneficiaries
Hypothesis to be tested in the field	<ul style="list-style-type: none"> • Continued availability of budgets • Evidence of a mind-set change on engagement of civil society and the HRBA • Value of the Danish monitoring efforts