EVALUATION MANUAL

MINISTRY FOR FOREIGN AFFAIRS

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EVALUATION
MANUAL

PREFACE

Development evaluation is about facts on progress towards development objectives. It is about understanding the reasons behind successful development efforts, and about using the lessons learned for decisions on future partnerships for development. Development evaluation is about accountability for achieving positive results and for using our scarce resources based on evidence. In Finland, we see evaluation as a key element in the broader context of transparency and good governance. We think that development evaluation, working closely with our colleagues in partner countries, is an important contribution to strengthening democratic processes.

This manual replaces the 2007 Evaluation Guidelines of the Ministry for Foreign Affairs. We hope that this updated manual serves a broad range of users both in the demand and supply sides of development evaluation. The primary intended users are the officials who commission and manage evaluations and use their results, as well as the experts who implement evaluations. Furthermore, we believe that the manual provides helpful information for a broader audience with an interest in the quality of the evaluation function and ultimately in the results of Finland's development cooperation and policy. Part I of the manual introduces the general features of development evaluation, and is useful reading for all users of the manual. Part II provides practical guidance to programme evaluations contracted by the Ministry for Foreign Affairs, and is mainly intended for readers who are directly involved in these evaluations. Part III is meant for all readers interested in budget support evaluation.

The OECD/DAC evaluation norms and standards, also used by the EU, remain the foundation of Finland's development evaluation. We have updated the evaluation manual because we want to further develop our practice in a few specific areas. We are introducing an approach developed by the United Nations Evaluation Group (UNEG) to integrate human rights and gender equality in evaluation. As Finland's approach to development is human rights based, evaluations should also take into account how universal human rights norms and principles are reflected in the processes and achievement of the objectives. In addition, we want to ensure that evaluations are oriented towards the use of their results from the start. To achieve this, new concrete tools are taken into use for focused preparation, appropriate methods during implementation, and systematic use and communication of evaluation results.

In preparing the manual, we have consulted our development evaluation community representing both the evaluation commissioners and evaluators. We warmly thank for the valuable expert inputs received, and encourage continuous feedback to **eva-11@formin.fi** on the usefulness of the manual for further improvements.

Anne Sipiläinen
Under-Secretary of State
Development Cooperation and Development Policy
Ministry for Foreign Affairs

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INTRODUCTION TO THE EVALUATION MANUAL

WHY?

The purpose of this manual is to offer, in a condensed form, guidance on how to commission, manage and implement evaluations in Finland's development cooperation. The objective is to ensure the usefulness and quality of evaluations. Quality here refers to the norms and standards of development evaluation set by the OECD/DAC and the EU.

FOR WHOM?

The primary intended users of the manual are the officials who commission and manage evaluations, and apply evaluation results for learning and accountability both in Finland and in partner countries; and the experts who implement evaluations.

Finland's objective is that the officials and experts from partner countries and institutions have an increasingly active role in managing and implementing development evaluations. In practice this means that the partner country officials and experts will assume the responsibility for commissioning and implementing evaluations more and more often when they have the capacity for this.

The manual also provides helpful information for a broader range of stakeholders who have an interest in the quality of the evaluation function and ultimately in the results of Finland's development cooperation and development policy.

WHAT IS NEW?

The purpose of the manual is to strengthen

- the focus on poverty reduction, human-rights based approach, promotion of gender equality, reduction of inequalities and promotion of climate sustainability in Finland's development evaluation by introducing practical tools for including these issues in evaluation practice;
- the inception phase of an evaluation process, including the introduction of an evaluation matrix that links the evaluation criteria with the evaluation questions and corresponding indicators in the inception report;
- the implementation of an evaluation by giving ideas on evaluation methodology;
- the use of evaluation results by systematising the management response practice and follow-up of implementation in all evaluations;
- knowledge of budget support evaluation methodology; and
- the communication of evaluation results.

HOW TO USE THE MANUAL?

This manual is divided into three parts. Part I, "Understanding Development Evaluation - Why, How and What?", focuses on general features of evaluation (e.g. concepts, how and what to evaluate, the role of evaluation in the programme management cycles). This part of the manual introduces the international evaluation norms and standards. But it also takes a step further by discussing the practical implementation of the "theory" in Finnish development evaluation. Part I is useful reading for all users of the manual. Part II, "Managing the Evaluation Process", describes the evaluation process step by step. This part provides practical guidance to programme evaluations contracted by the Ministry for Foreign Affairs (MFA). Part II is mainly intended for readers who are directly involved in these evaluations. Part III, describes the Budget Support Evaluation methodology. It is useful for all readers interested in budget support evaluation.

MANAGEMENT OF DEVELOPMENT EVALUATIONS IN THE MINISTRY FOR FOREIGN AFFAIRS

Evaluation of development cooperation is regulated by MFA's internal norm on development evaluation (http://formin.finland.fi/public/download.aspx?ID=107130&GUID={AC2B9616-73B0-4E94-BE36-A740CB796D9A})

It sets the internal standards and procedures for evaluation. Evaluation of development cooperation is part of the internal control and monitoring system of the MFA. Its purpose is to improve the quality and promote accountability in development cooperation and development policy. It serves both the partner countries and Finland. The MFA is committed to the OECD/DAC principles, criteria and standards for evaluation. Evaluations are divided into two functional entities within the MFA structure.

Centralised evaluation includes comprehensive, strategically important sector, thematic, country programme etc. evaluations. These are the responsibility of the independent, centralised Evaluation Office (EVA-11) that operates under direct supervision of the Under-Secretary of State for development. The Evaluation Office participates in international joint evaluations, develops evaluation procedures and participates in international peer reviews.

The Evaluation Office provides help-desk services within the MFA. It arranges evaluation training to MFA and embassy staff and other stakeholders (e.g. individual consultants, consulting companies, NGOs, other ministries, academia etc.) involved in development evaluation activities. The Evaluation Office commissions meta-evaluations to summarise the quality and results of evaluations. Furthermore, the Evaluation Office participates in capacity development in partner countries to improve national evaluation systems in cooperation with international networks and partners.

Decentralised evaluation is the responsibility of the MFA departments and units that are in charge of the development cooperation projects and programmes in specific countries, regions or international institutions. These evaluations include appraisals, mid-term, final and ex-post evaluations as an integral part of project and programme cycle management. The embassies participate in and facilitate evaluations at country level.

The Evaluation Office prepares an annual work plan comprising the centralised evaluations of the current year and a preliminary plan for the three subsequent years. The Evaluation Office consults MFA units and embassies, and takes into account the proposed subjects for evaluation to the extent permitted by the resources. The purpose of planning is to ensure that the evaluation results are available in a timely manner as basis for decisions on planning, quality development and implementation of development cooperation. The Under-Secretary of State for Development approves the annual work plan of the Evaluation Office. This plan is disseminated to the Development Policy Advisory Board and to the MFA and embassies. The evaluation plan is available on the MFA's external website and on the OECD/DAC website.

The Evaluation Office also compiles a file of planned decentralised evaluations. Therefore the Evaluation Office collects annually information on evaluations carried out during the current year and planned for the next year from the units managing programme evaluations.

PART I

UNDERSTANDING DEVELOPMENT EVALUATION – WHY, HOW AND WHAT?

PART I

UNDERSTANDING DEVELOPMENT EVALUATION – WHY, HOW AND WHAT?

CHAPTER 1: BASIC CONCEPTS

WHAT IS EVALUATION?

This manual uses the OECD/DAC definition of evaluation:

"Evaluation is a systematic and objective assessment of either an on-going or already completed development programme. An evaluation focuses on the programme's design, implementation and its achievements. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors."

The concept of project/programme/development intervention in this manual is derived from the MFA Manual for Bilateral Programmes: *"the term programme is used as an overall term to cover both projects and larger programmes (e.g. consisting of several projects or a great number of different components; or covering a whole sector, like an education sector programme). When the phases and administration of a separate intervention are discussed, the terms project and project cycle management are used."*

WHY IS EVALUATION IMPORTANT?

Development evaluation has three main purposes:

- Learning for improvement of future development policy and programmes. To achieve this there must be systematic feedback and use of lessons learned in planning and implementation processes.

- Accountability for the planning and implementation process, results and impact, including the provision of information to the public for continued commitment.

- Evaluation process is a platform for dialogue amongst stakeholders.

BUILDING ON INTERNATIONAL NORMS AND STANDARDS

Finland's development evaluation is committed to the principles, criteria and standards that have been jointly developed and agreed in the OECD/DAC and the European Union.

http://www.oecd.org/dac/evaluation/dcdndep/45438179.pdf
http://www.oecd.org/dac/evaluation/dcdndep/41612905.pdf
http://ec.europa.eu/europeaid/how/evaluation/index_en.htm

The structure of this manual reflects this general framework that is summarized in table 1. Links to the OECD/DAC and EU norms and standards are provided in the table. The principles give general guidance on how to evaluate and organise the management of evaluation. The standards provide guidance on the evaluation process and product. Application of the standards in Finland's development evaluation is described in the second part of this manual. The criteria provide a basic framework for what issues are evaluated.

TABLE 1: FRAMEWORK FOR DEVELOPMENT EVALUATION: OECD/DAC AND EU NORMS, CRITERIA AND STANDARDS

Principles for evaluation	**Guiding principles: Evaluations are** • impartial and independent INFO • credible INFO • useful INFO • participation of all stakeholders INFO • donor cooperation INFO • programmed INFO • institutional structure for managing evaluation INFO	**How to evaluate?**
Standards for evaluation	**Overarching considerations** • free and open evaluation process INFO • evaluation ethics INFO • partnership approach INFO • coordination and alignment INFO • capacity development INFO • quality control INFO **Purpose, planning and design of an evaluation** • rationale and purpose of the evaluation INFO • specific objectives of the evaluation INFO • evaluation object and scope INFO • evaluability INFO • stakeholders involvement INFO • systematic consideration of joint evaluation INFO • evaluation questions INFO • selection and application of evaluation criteria INFO • selection of approach and methodology INFO • resources INFO • governance and management structures INFO • document defining purpose and expectations INFO	**How to manage an evaluation process?**

Standards for evaluation	**Implementation** • evaluation team INFO • independence of evaluators vis-à-vis stakeholders INFO • consultation and protection of stakeholders INFO • implementation of evaluation within allotted time and budget INFO **Reporting** INFO • clarity and representativeness of summary INFO • context of the development intervention INFO • intervention logic INFO • validity and reliability of information sources INFO • explanation of the methodology used INFO • clarity of analysis INFO • evaluation questions answered, evaluation meeting needs INFO • acknowledgement of changes and limitations of the evaluation INFO • acknowledgement of disagreements within the evaluation team INFO • incorporation of stakeholders comments INFO **Follow-up, use and learning** • timeliness, relevance and learning INFO • systematic response to and follow-up on recommendations INFO • dissemination INFO	**How to manage an evaluation process?**
Criteria for evaluation	Relevance Effectiveness Efficiency Impact Sustainability Coordination, complementarity,coherence	**What to evaluate?**

CHAPTER 2: HOW TO EVALUATE?

EVALUATION PRINCIPLES

Evaluations that are commissioned by the MFA are aligned with the OECD/DAC evaluation principles. They provide guidance on how to evaluate:

- Evaluation is impartial and independent from the policy making, delivery and management of development cooperation.
- Evaluation must be credible, based on the use of high level expertise, reporting on both successes and failures, and ensuring transparency of the evaluation process.
- Usefulness of results must be the starting point when an evaluation is designed, conducted and reported. Only clear, timely and actionable findings, conclusions and recommendations that are fed back to decision-making lead to meaningful evaluation.
- An active role of the partner countries' institutions and stakeholders should be encouraged in an evaluation process by adopting a participatory and partnership approach.
- Opportunities for working jointly with other donors should be actively considered. It is important to ensure complementarity and to avoid overlaps and excessive burdens on partner and donor institutions. In some situations joint evaluations, conducted collaboratively by more than one agency and/or partner country, are the best way to promote harmonisation in evaluations.

Table 2 describes how these principles are made operational in Finnish development evaluations.

TABLE 2: APPLICATION OF THE OECD/DAC PRINCIPLES IN FINLAND'S DEVELOPMENT EVALUATION

Evaluation Principle	MFA application
Impartial and independent	• Evaluations undertaken by external experts who are selected through competitive tendering with transparent criteria • Evaluation Office organised as an operationally independent function under direct supervision of the Under-Secretary of State for development
Credible	• High level, independent professionals selected for evaluation team • Sound and transparent analysis from findings, to conclusions and recommendations covering both successes and failures • Evaluations reports are made publicly available • Professionalization of evaluation management in the MFA through continuous staff training
Useful	• Users of evaluation results consulted during programming of evaluations • Stakeholders have an opportunity to participate throughout the evaluation process • Timelines of evaluations results for decision making ensured through programming of evaluations • Quality standards and writing instructions for evaluation reports guide the contents, including clear and concise language of evaluation reports • Management response system with an obligation to report back on implementation • Evaluation reports are widely disseminated, including presentations and discussions
Participation of all stakeholders	• Consultative process with the partner countries on evaluation timing and ToR preparation, and dissemination of the evaluation results • Partner institutions and stakeholders participate in the evaluations • Finland supports evaluation capacity development for strengthening of national evaluation systems
Donor cooperation	• Joint evaluations undertaken particularly in joint programmes such as sector programmes, budget support etc. • Donors informed and consulted in upcoming programme evaluations • Donors give inputs to the evaluation process through joint meetings, participation in de-briefings and commenting on evaluation results

EVALUATION ETHICS

OECD/DAC DEFINITION

"Evaluators are ordained by professional and ethical guidelines and codes for conduct. These include integrity and honesty. Evaluators are also aware of gender roles, ethnicity, ability, age, sexual orientation, language, and other differences when designing and undertaking evaluations. Commissioners, evaluation managers and evaluators respect human rights and differences in culture, customs, religious beliefs and practices of stakeholder."

Application of evaluation ethics in Finland's development evaluation MFA endorses the OECD evaluation ethical code and emphasises its importance in selection and briefing of evaluators and implementing evaluations. The United Nations Evaluation Group (UNEG) has elaborated on the implementation of the evaluation ethics in the evaluation standards for UN system. The MFA applies the ethical code adopted by UNEG (table 3).

TABLE 3: IMPLEMENTATION OF EVALUATION ETHICS

Dimension	Implementation
Evaluators should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relationships with all stakeholders.	• In line with the UN Universal Declaration of Human Rights and other human rights conventions, evaluators should operate in accordance with international values. • Evaluators should be aware of differences in culture, local customs, religious beliefs and practices, personal interaction and gender roles, disability, age and ethnicity, and be mindful of the potential implications of these differences when planning, carrying out and reporting on evaluations. • Evaluators must ensure the honesty and integrity of the entire evaluation process. Evaluators also have an overriding responsibility to ensure that evaluation activities are independent, impartial and accurate.
Evaluators should ensure that their contacts with individuals are characterized by respect.	• Evaluators should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. • Knowing that evaluation might often negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
Evaluators should protect the anonymity and confidentiality of individual informants.	• Evaluators should provide maximum notice, minimize demands on time, and respect people's right to privacy. • Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. They should also inform participants about the scope and limits of confidentiality. • Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle. • Evaluators have a responsibility to note issues and findings that may not relate directly to the Terms of Reference. They should consult with other relevant oversight entities when there is any doubt about if and how issues, such as evidence of wrongdoing, should be reported.
Evaluators are responsible for their performance and their product(s).	• Evaluators are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations. • Evaluators should be responsible for the completion of the evaluation within a reasonably planned time, acknowledging unprecedented delays resulting from factors beyond the evaluator's control.

INTERGATING HUMAN RIGHTS AND GENDER EQUALITY IN EVALUATION

Finland's development policy puts strong emphasis on promoting human rights and gender equality in all development cooperation. Finland uses the UNEG guidance on integrating human rights and gender equality in evaluations to strengthen the Finnish practice in this field. The UNEG guidance is based on the principles of inclusion, participation and fair power relations.

The necessary steps for integrating human rights and gender equality in evaluation include:

- assessment of evaluability of human rights and gender equality in the intervention;
- stakeholder analysis;
- definition of criteria that specifically address human rights and gender equality;
- framing evaluation questions that specifically address human rights and gender equality
- use of disaggregated indicators;
- selection of an evaluation team with knowledge and commitment to human rights and gender equality;
- use of mixed evaluation methods and stakeholder consultation for addressing human rights and gender equality; and
- addressing human rights and gender equality in reporting, dissemination and management response.

Part II of this manual includes further guidance on how to implement these steps. The full UNEG guidance is available here:
http://uneval.org/papersandpubs/documentdetail.jsp?doc_id=1401

CLIMATE SUSTAINABILITY

It is important that the positive and negative climate impacts of all development cooperation programmes financed by Finland are evaluated. Climate sustainability has been adopted as one of the cross-cutting objectives in Finland's Development Policy Programme.

Climate sustainability means

- climate screening of development cooperation programmes
- climate proofing, that is, programmes' protection against the negative effects of climate change
- promotion of positive climate impacts

The aim of promoting climate sustainability is to ensure that the changing climate and increasing climatic variability do not jeopardise a programme's sustainability and that the risks caused by climate change and the needs of adaptation are integral and appropriate parts of development cooperation.

The promotion of low-carbon development and adaptation to the adverse effects of climate change should be taken into account in the planning and at the implementation and evaluation phases of a development cooperation programme.

Further guidance on evaluation is included e.g. in the EU's Environmental Integration Handbook:
http://ec.europa.eu/europeaid/multimedia/publications/documents/thematic/europeaid-environmental-handbook_en.pdf

EXAMPLE

EXAMPLE: HOW COULD HUMAN RIGHTS AND GENDER EQUALITY BE INTEGRATED IN A BASIC EDUCATION PROGRAMME EVALUATION IN NEPAL?

Equal access to education for all ethnic groups is guaranteed by legislation in Nepal. However, ethnic minorities, like dalits often have limited access to education in hard to reach mountainous areas. Girls particularly are disadvantaged within the marginalized groups of the society. One of the aims of the basic education programme has been to respond to the educational needs of all marginalized groups by enhancing their participation in education.

When evaluating the human rights and gender equality achievements in the basic education programme a limited sample of villages would be selected. The assumption is that medium level human rights and gender equality evaluability is the basis for planning. Disaggregated information on the participation rates of girls in education is only available in project monitoring reports, while specific data on minority groups is lacking. National education statistics give some baseline data on gender, but contain limited data on ethnic minorities. The regional data gives indications on the participation of the dalit children based on the census data on the concentration of the dalit population. Due to the lack of disaggregated data, the evaluation approach would include the dalit interest organization as a stakeholder and source of information on the barriers to education. The evaluation team should also include gender and human rights experts and an education expert as the team leader.

The purpose of the evaluation would be to assess what effects the affirmative action has on enhancing the attendance of girls in general and dalits in particular. It would also analyse the comparative benefits of the actions individually and jointly. Elements that should be taken into account include food support for the poor children, grants for textbooks, educational materials and clothing, support to transport. Awareness raising activities in the communities would also be assessed to determine their effectiveness in changing attitudes and action.

Participatory methods would be used at the village level including individual and group interviews covering head teachers, class teachers, Village Education Committees, Parent Teacher Associations, members of dalit communities, parents and school children (dalit boys and girls and others). Classroom observation can also be used. Other interest groups may be identified during the field visits and interviewed.

Indicators to compare the effectiveness of the actions can be for example: (1) school based statistics on attendance; (2) absenteeism; (3) dropouts; (4) learning achievements; and (5) provision of material support. Regional statistics will be collected to provide comparative data.

Reporting would include an analysis of human rights and gender equality aspects in the basic education programme, identification of barriers to access in education and recommendations on additional mitigating actions, e.g. alternative methods to reach to out and support the dalit communities and parents. The results of this case study evaluation could be used in improving the basic education programme as a whole.

CHAPTER 3: WHAT TO EVALUATE?

EVALUATION CRITERIA

OECD/DAC has defined criteria for evaluation that are also used by EU. Poverty reduction, promotion of gender equality, reduction of inequalities, and promotion of climate sustainability are the objectives of Finnish development policy. The MFA therefore promotes the integration of these objectives in all evaluation criteria. As Finland's approach to development cooperation is human rights-based, evaluations should also take into account how universal human rights norms and principles are reflected in the processes and achievement of the objectives.

Table 4 compiles generic evaluation questions and gives basic guidance on integrating the human rights based approach and cross-cutting objectives in the evaluation criteria as applied by the MFA.

TABLE 4: EVALUATION CRITERIA AND EVALUATION QUESTIONS

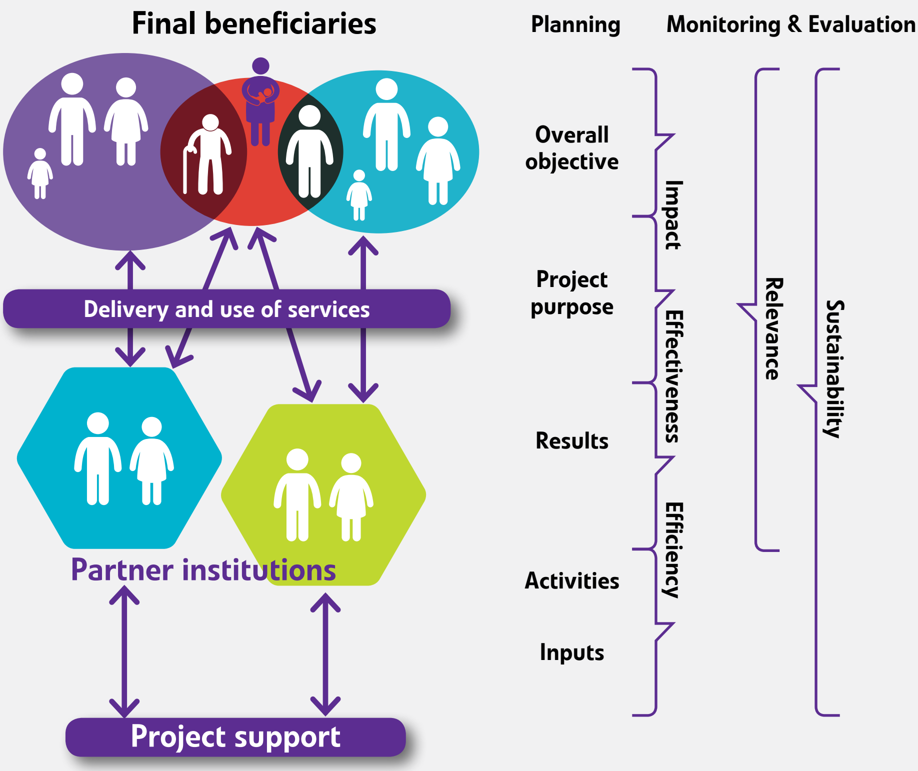
Evaluation Criteria	Generic Evaluation Questions	Integrating Human Rights and Cross-cutting Objectives in the Evaluation Questions
Relevance • focuses on problems and policy priorities	• Are the objectives and achievements of the programme consistent with the problems and priorities of the stakeholders, including all final beneficiaries? • Whose poverty and inequality is the programme focused to reduce? • Whose sustainable development is the programme promoting? • Are the objectives and achievements of the programme consistent with the policies of the partner country? • Are the objectives and achievements of the programme consistent with Finland's development policy? • Are the objectives consistent with poverty reduction objectives?	• Are the commitments of the partner country's national policies and strategies, and of the international and regional conventions on promotion and enjoyment of human rights and gender equality, reduction of inequalities and promotion of climate sustainability integrated into programme design and implementation?
Impact • focuses on evaluating the achievement of wider objectives	• Has progress been made towards achieving the overall objective(s) of the programme? • Did the programme reduce the poverty of all intended final beneficiaries? • Did the programme impact on the lives of the poor women and men through prices, employment, transfers, access, authority, assets or empowerment? • What are the overall impacts of the programme, intended and unintended, long term and short term, positive and negative?	• Are there real and long lasting positive changes in the lives of all intended beneficiaries in terms of human rights and gender equality, reduction of inequalities and promotion of climate sustainability?

Evaluation Criteria	Generic Evaluation Questions	Integrating Human Rights and Cross-cutting Objectives in the Evaluation Questions
Effectiveness • focuses on evaluating the achievement of the programme's immediate objectives	• Has the intervention achieved its purpose or will it do so in the future? • Are the results and the programme purpose making a contribution towards reducing poverty?	• To what extent have the objectives related to promotion, enjoyment and accountability for human rights been achieved during implementation of the programme? • To what extent have gender equality, reduction of inequalities and promotion of climate sustainability been achieved during implementation of the programme?
Efficiency • focuses on value for money, other available resources and sound management	• How well have the activities transformed the available resources into the intended outputs or results, in terms of quantity, quality and time? • Can the costs of the intervention be justified by the achievements? • What is the quality of the management of the programme, including e.g. work planning, monitoring and reporting, resource and personnel management, cooperation and communication? • Have important assumptions been identified? Have risks been appropriately managed?	• Have resources been provided and efficiently used for participation of all stakeholders (rights holders), inclusiveness and other short-term process achievements? • Have resources been provided and efficiently used for long-term investments in enabling environment, capacity development etc. for promotion and enjoyment of human rights by duty bearers and rights holders, for promotion of gender equality, reduction of inequalities and promotion of climate sustainability?

Evaluation Criteria	Generic Evaluation Questions	Integrating Human Rights and Cross-cutting Objectives in the Evaluation Questions
Sustainability • focuses on evaluating the likely continuation of achievements	• Will the benefits produced by the programme be maintained after the termination of external support? • What are the possible factors that enhance or inhibit sustainability, including ownership/commitment, economic/financial, institutional, technical, socio-cultural and environmental sustainability aspects? • Has the phasing out of external support been planned, and will the plan ensure sustainability?	• What is the likelihood that the achievements in human rights and gender equality, reduction of inequalities and promotion of climate sustainability are sustained after the programme is completed?
Aid effectiveness • focuses on evaluating the implementation of Paris Declaration principles	• Has the programme promoted ownership, alignment, harmonisation, management for development results and mutual accountability? • Has the programme promoted coordination and complementarity?	• Has the implementation of Paris Declaration principles contributed to the achievement of the cross-cutting objectives?
Coherence • focuses on evaluating issues beyond development cooperation	• Have contradictions with other policies prevented the implementation and achievement of the development objectives, or are they mutually reinforcing?	• Are other policies consistent with the human rights based approach and cross-cutting objectives and their integration into the programme?

PART I

FIGURE 1: EVALUATION CRITERIA IN RELATION TO THE PROGRAMME OBJECTIVES AND BENEFICIARIES



Programme-specific evaluation questions are designed for every evaluation. The purpose is to answer whether the expectations expressed in the programme's overall objective, purpose and results have been achieved. Figure 1 depicts the evaluation criteria in relation to the objective setting and stakeholder groups of a programme.

CHAPTER 4: EVALUATION IN PROJECT AND PROGRAMME CYCLE MANAGEMENT

EVALUATION AS AN INTEGRAL PART OF THE PROJECT AND PROGRAMME CYCLE MANAGEMENT

A key feature of the project and programme cycle management is that it facilitates continuous learning and evidence-based decision making. Evaluation is a key element in these processes, including systematic formal management responses on implementation of evaluation results. In addition several others processes and elements are needed to make a programme a learning process:

- Continuous planning throughout the phases of the project and programme cycle. Planning takes place in identification, in programme formulation, and in work planning during implementation.

- Establishment of a system that feeds lessons learned into planning when experience is gained. This system consists of continuous monitoring by programme implementers, reviews to address specific issues, and periodic independent evaluations.

- Flexibility through a clear decision making system that approves changes to plans when justified by lessons learned. Programme steering committees, supervisory boards etc. are typical bodies for joint decision making.

The programme document provides the framework for continuous planning, for integrating lessons learned, and for structured decision making. For these purposes the programme document must include a clear hierarchy of objectives (e.g. Logical Framework, results chain, theory of change) and measurable indicators. Establishment of baseline data at the start of implementation is a necessary starting point for assessing progress.

FIGURE 2: EVALUATION IN PROJECT AND PROGRAMME MANAGEMENT CYCLE

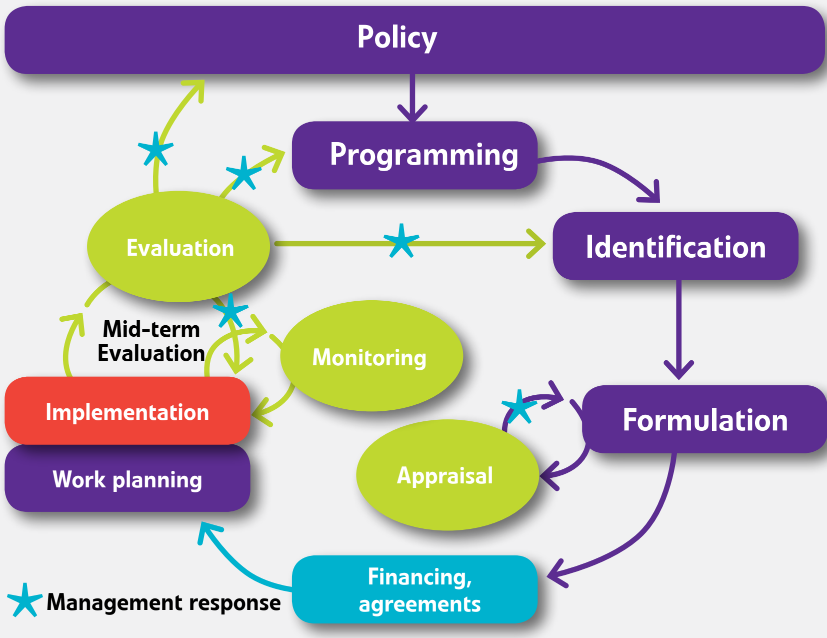


Figure 2 describes how the evaluation function is integrated into the different phases of the management cycle.

HOW DO MONITORING, REVIEWS AND EVALUATIONS SERVE A PROGRAMME?

Monitoring is a continuous process involving collection, analysis, communication and use of data on progress during programme implementation. It produces information that is recorded in progress reports (e.g. every six months, annually). Monitoring is undertaken by the implementing team itself using a system of the partner institution or a system established for the programme during its planning and inception phase. Monitoring information is used by the programme steering committee and

management to follow the progress and intervene early when problems and risks are identified. Systematic monitoring produces valuable data for necessary changes during programme implementation. Furthermore, monitoring data is an important source for evidence-based evaluations.
Reviews are conducted when a need arises to further analyse the information collected through monitoring, address problems faced during implementation, reflect on the implications, and discuss appropriate management action to support effective implementation. Reviwes can be used as a fast-track measure to gain information on a certain aspect of the programme. A review does not necessarily cover comprehensively the whole evaluation agenda (the evaluation criteria and evaluation questions), but may focus on selected issues. In most cases a team of external experts conduct the review but the team may also include representatives of the MFA country team or the partner institutions depending on the focus and the special expertise required. The review issues guide the decisions on team composition.

Evaluations are implemented at pre-defined stages of the project and programme cycle (ex-ante, mid-term, final, ex-post). External experts are recruited as evaluators to ensure the independence and impartiality of the evaluation process. In addition to programme-specific findings, conclusions and recommendations, evaluations also aim at producing broader lessons applicable to other programmes and policy development. Core of evaluation is to analyse the achievement of programme objectives but an evaluation will also address the relevance of these objectives.

Programmes may also apply innovative approaches for assessing progress in implementation by combining elements of monitoring, reviews, evaluation and research. Such approaches include facilitated self-evaluation, formative research, real-time evaluation, action research etc.

TABLE 5: COMPARING MONITORING, REVIEWS AND EVALUATION

Dimension	Monitoring	Review	Evaluation
Timing	continuous	when needed, ad hoc	periodic, pre-defined
Scope	• use of means/inputs • implementation of activities • achievement of objectives • changes in implementation environment • risks • problem solving • documenting positive progress	• focused on specific issues, problems and selected evaluation criteria • in depth analysis of monitoring information • complementary information to monitoring • address acute implementation problems • management action for problem solving	• achievement of objectives • relevance of objectives and implementation strategies • changes in implementation environment • risks • findings (both positive and negative), conclusions, recommendations recommendations • lessons learned (positive and negative)
Those responsible for conducting	• those who manage and implement the programme	• external specialists, possibly together with those who manage the programme	• external, independent experts to provide objectivity
Users of the results	• programme managers and implementers • programme decision making bodies (steering committee, supervisory board etc.) • evaluators	• programme managers and implementers • programme decision making bodies (steering committee, supervisory board etc.) • evaluators	• programme managers and implementers • programme decision making bodies (steering committee, supervisory board etc.) • other programmes • policy makers • general public

EVALUATIONS AT DIFFERENT PHASES OF THE MANAGEMENT CYCLE

Evaluation modalities vary at different phases of the management cycle. An appraisal is conducted before the implementation of the programme starts (ex-ante evaluation, quality at entry evaluation). The appraisal is an overall assessment of the relevance, feasibility and potential sustainability of a programme prior to a decision of funding. Feasibility refers to the potential of the programme to be implemented efficiently, effectively and with impact. An appraisal gives a "second opinion" of the proposed programme document.

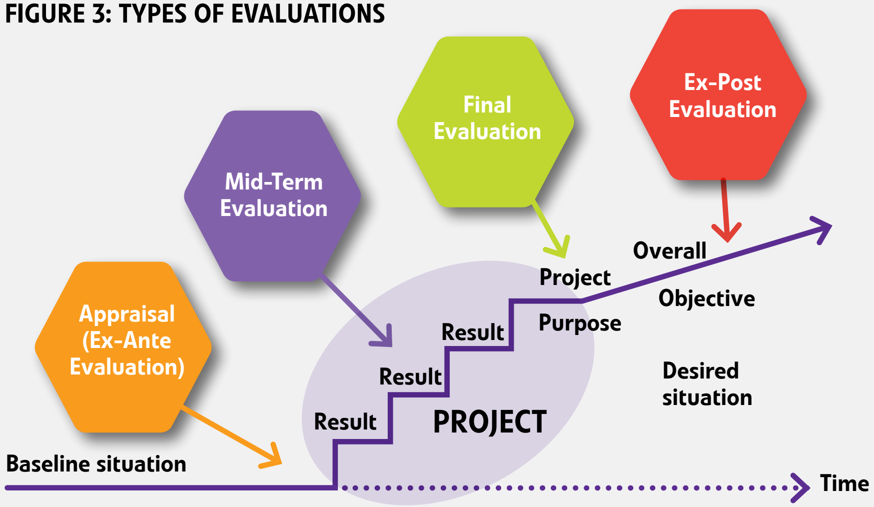
A mid-term evaluation is an evaluation that is performed towards the middle of the implementation of the programme (e.g. after two years of implementation in a 4-year programme). A mid-term evaluation typically focuses on issues that are relevant for good performance in remaining years of implementation. It also often gives recommendations on the continuation of support.

A final evaluation assesses the achievements of the programme in relation to its set objectives at the end of the implementation period. Final evaluations also summarise the lessons learned that may be useful for future programmes or feed into policy development. A final evaluation should be conducted 3-6 months before the end of the programme for the lessons learned to support sustainability of programme results.

An ex-post evaluation refers to an evaluation that is carried out after the programme has been completed. An ex-post evaluation provides evidence on the longer-term impact and sustainability of the programme.

Ex-post evaluations are sometimes referred to as impact evaluations. Since impact is often included as an evaluation criterion also in other evaluations, this manual does not use impact evaluation exclusively when referring to ex-post evaluation.

FIGURE 3: TYPES OF EVALUATIONS



ENSURING EVALUABILITY OF THE PROGRAMME

The basis of evaluation and evaluability is established already during the planning phase of the programme. Programme planning provides a sound basis for evaluation when

- objectives are clearly defined at different levels (overall objectives, programme purpose, results);
- the objectives describe what will change (not what activities will be implemented);
- indicators and target values are defined for all objectives;
- baseline information, including disaggregated data, is available at the outset or has been produced during the inception phases of implementation; and
- a regular, indicator-based monitoring and reporting system is in place producing systematic information of the achievement of the objectives against the set indicators.

FIGURE 4: EVALUABILITY = SOUND PLANNING + BASELINE DATA + SYSTEMATIC MONITORING

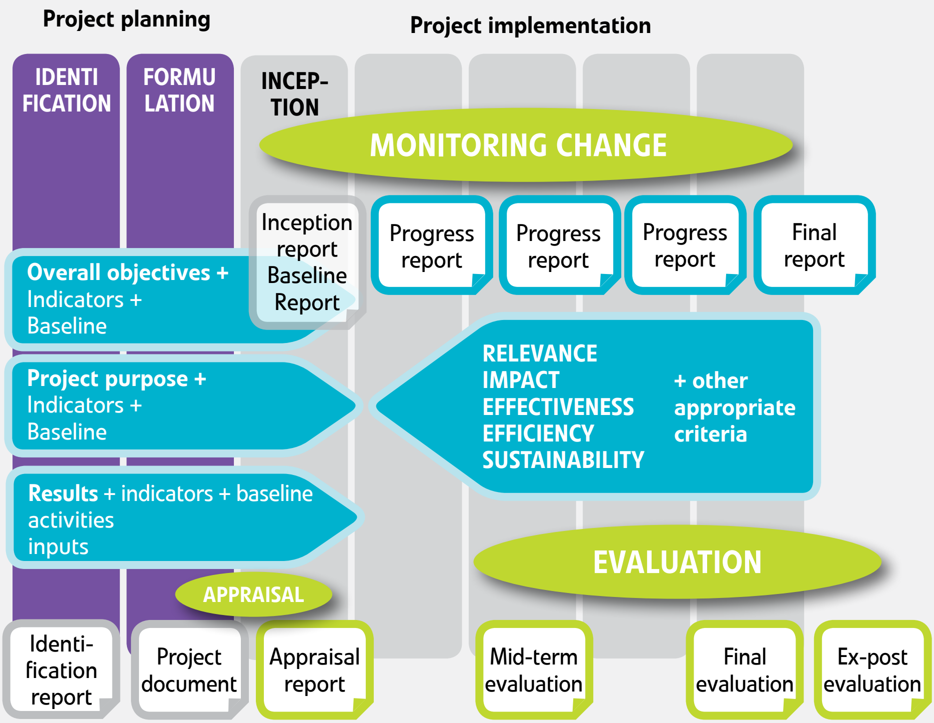
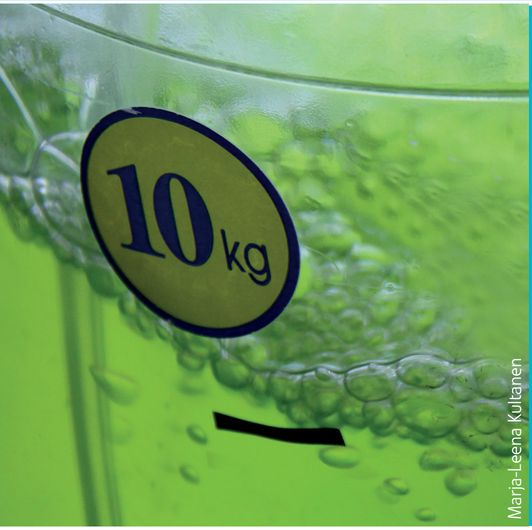


Figure 4 describes the linkages between the phases of the programme, the hierarchy of objectives and the use evaluation criteria in the monitoring and evaluation functions.



PART II
MANAGING THE EVALUATION PROCESS

PART II

MANAGING THE EVALUATION PROCESS

FOR WHOM?

Part II of the manual provides practical guidance to programme evaluations commissioned by the MFA. The MFA encourages an active role of the partner institutions in evaluation. Close cooperation and joint management with partner institutions throughout the process ensure that the needs of all partners are met. Joint management is arranged through the programme's formal management structures (steering committee, supervisory board), and when that is not possible, through ad hoc meetings. One cost-effective way for the ad hoc meetings is to organise them virtually.

REMINDERS OF INTERNATIONAL STANDARDS AND TOOLS

A reminder of the OECD/DAC and EU evaluation quality standards is included in the beginning of each chapter in a box with links to the original standards. Each chapter also includes links to the practical tools in the UNEG guidance on how to integrate human rights and gender equality throughout the evaluation process.

LIFE-OF-PROGRAMME EVALUATION PLANNING

A comprehensive sequence of programme evaluations is presented in figure 3 in Part I of the manual. This includes an appraisal, a mid-term evaluation, a final evaluation and an ex-post evaluation. It is important to think beyond an individual evaluation and establish a clear life-of-programme plan. This is to ensure that evaluations will be conducted in accordance with the OECD/DAC norms and standards for all programmes, even when some eval-

The OECD/DAC quality standards on overarching considerations to be applied during all steps of the evaluation process for high quality of evaluations are:

- free and open evaluation process INFO
- evaluation ethics INFO
- partnership approach INFO
- coordination and alignment INFO
- capacity development INFO
- quality control INFO

uations are replaced by alternative processes (such as a facilitated, participatory planning process to finalise a programme document instead of an independent appraisal, or a review focusing on management arrangements of the programme instead of an external mid-term evaluation).

Another important consideration is to find the appropriate level of rigour for the evaluation. The more rigorous the evaluation, the more time is needed both for its commissioning and implementation. Also, the more rigorous the evaluation is, the more expensive it will be. Part II of the manual presents a fully-fledged, rigorous programme evaluation process. When considering which elements of the process may be conducted with lower level of rigour, no standard answer can be given. The key issues to guide decisions include:

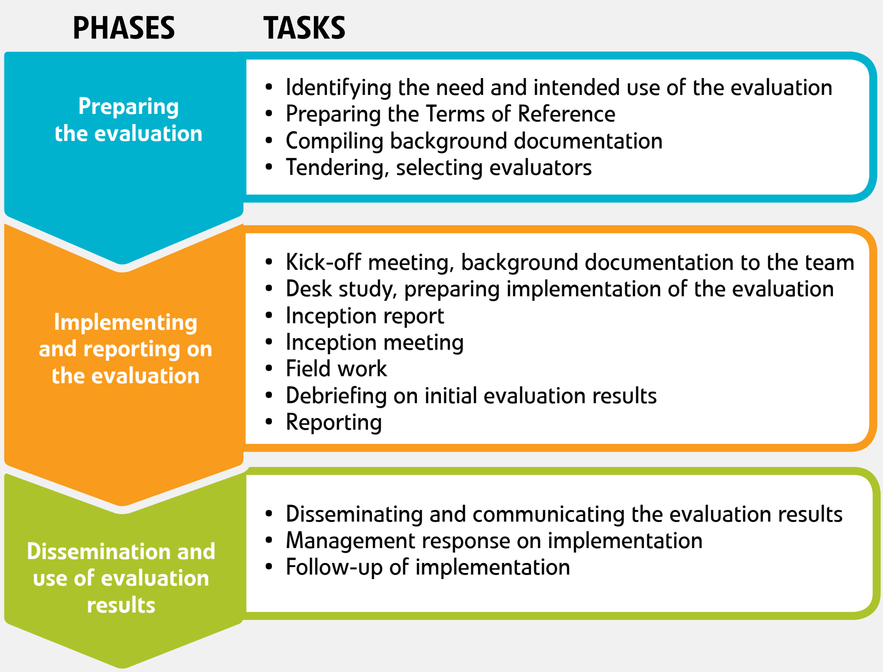
- Clear idea of how the evaluation results will be used, such as what level of information precision is needed for specific decisions to be taken based on the evaluation. This will help to establish priorities that guide the evaluation work.

- Existing information from previous evaluations or other sources, and the quality of this information. This will facilitate focusing the most rigorous efforts in the evaluation on areas where information or validation gaps exist.

PHASES AND TASKS OF A PROGRAMME EVALUATION PROCESS

The evaluation process has been divided into three different phases in this part of the manual: preparation, implementation and reporting, and the use of evaluation results. The purpose is to promote comprehensive planning and management of the entire process from the beginning. The phases also facilitate the understanding of the roles of different stakeholder during the process. While the MFA, in close cooperation with the partner institution, has an active role throughout the evaluation, the second phase - implementation and reporting - is characterised by an active role of the independent evaluation team. Each phase has further been divided into steps and specific tasks that are discussed in the following chapters. Figure 5 summarises the entire evaluation process.

FIGURE 5: PHASES AND TASKS OF A PROGRAMME EVALUATION PROCESS



HOW MUCH TIME FOR AN EVALUATION?

Table 6 illustrates the indicative timeframe for the phases of an evaluation process starting from identifying the need for evaluation and ending with the approval of the evaluation report. The cumulative summary of time required indicates how much time is needed before the evaluation results are available for their intended use. This further reinforces the need for timely planning of evaluation and inclusion of an evaluation plan in the programme document. Indicative duration of different types of evaluations describe how long it takes to implement the phase, not the actual working days for the evaluation management or evaluators. In case of complex evaluations (e.g. regional programmes) more time has to be allocated especially for field work.

TABLE 6: INDICATIVE STEPS AND MILESTONES IN EVALUATION PROCESS

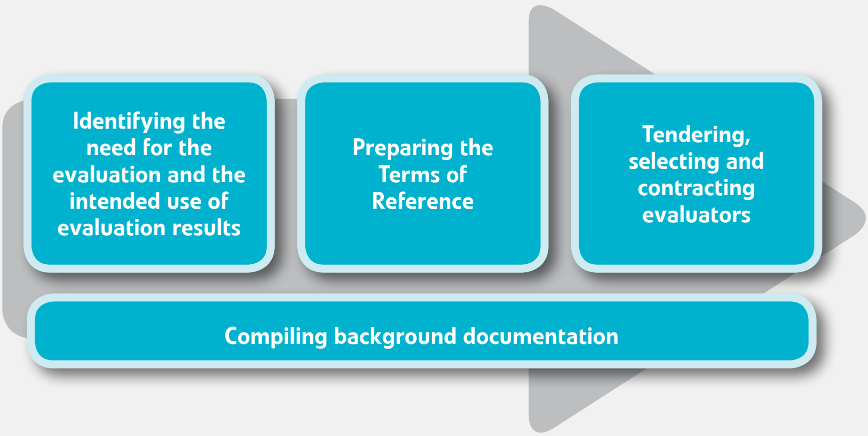
Activity	Time required for Appraisal	Time required for Mid-term evaluation	Time required Final evaluation
• Identification for the evaluation need and preparing the ToR including programme steering committee meetings and other consultative meetings	1 month	3 months	3 months
• Finalising the ToR and collection of relevant background material for evaluation	1 month	1 month	1 month
• Procurement of the evaluation including tendering, selection and contracting	3 months	3 months	3 months
• Inception phase including the desk study, logistical arrangements for the evaluation team and approval of the inception report	1 month	1 month	1 month
• Field mission including data collection, recording of findings, conclusions and recommendations and arranging the debriefing session in the partner country	2–3 weeks	2–4 weeks	4–7 weeks
• Write up of the draft final report	1–2 weeks	2–3 weeks	2–3 weeks
• Comments on the draft report by MFA, partner country institutions, evaluated programme and other relevant stakeholders	2–3 weeks	1 months	1 month
• Finalisation of the report and submission to the MFA	1–2 weeks	2–3 weeks	1 month
• Approval of the report by the MFA	1–2 weeks	2–3 weeks	2–3 weeks
Cumulative summary of the time needed (approximations)	**8–9 months**	**11–12 months**	**12–13 months**
Use of evaluation results – dissemination – management response – implementation and follow-up			

PHASE 1: PREPARING THE EVALUATION

The OECD/DAC quality standards on the preparation of an evaluation include guidance on:

- rationale and purpose of the evaluation INFO
- specific objectives of the evaluation INFO
- evaluation object and scope INFO
- evaluability INFO
- stakeholders involvement INFO
- systematic consideration of joint evaluation INFO
- evaluation questions INFO
- selection and application of evaluation criteria INFO
- selection of approach and methodology INFO
- resources INFO
- governance and management structures INFO
- document defining purpose and expectations INFO

FIGURE 6: STEPS AND TASKS OF PREPARING A PROGRAMME EVALUATION



PART II

IDENTIFYING THE NEED AND INTENDED USE OF THE EVALUATION

In Finland's bilateral development cooperation the MFA units usually initiate programme evaluations (appraisal, mid-term, final or ex-post evaluation). The partner country or a lead donor can also propose an evaluation particularly when joint financing mechanisms are used. The programme steering committee (or a corresponding forum) will agree on commencing the evaluation. Issues to be discussed include:

- Why is the evaluation conducted? For what purpose will the evaluation results be used? Who needs the evaluation? Who will use the results? What do the users see as the most important issues in the evaluation? The programme steering committee agrees on the priority issues and the focus of the evaluation.

- When should the evaluation results be available for use in planning or decision-making? The committee agrees on the timing and schedule of the evaluation.

- What resources (finance, human resources) are needed? What will be the responsibilities of the different partners in managing the evaluation? The committee agrees on resourcing and responsibilities for the evaluation.

- What are the best ways to involve all stakeholders in the evaluation? The committee agrees on approach to consultation and participation for the evaluation.

PREPARATION OF THE TERMS OF REFERENCE (TOR)

The MFA and the partner institution prepare the ToR for the evaluation jointly. Timeliness of the preparation is very important to ensure that evaluation results are available when they are needed for decision making or other use. The programme steering committee is often the appropriate cooperation mechanism particularly for mid-term and final evaluations.

The steering committee will agree on the process of preparing the ToR and who will be responsible for its drafting. Whenever possible this should be an official with previous, in depth knowledge of the programme. The ToR sets the main parameters for the evaluation process and acknowledges the demands of its different phases in relation with the complexity of the programme. A well prepared ToR is a crucial basis for a beneficial and informative evaluation.

ToR templates for appraisal and evaluation are included as Annexes I and II to the manual. A checklist for key issues to be included in the ToR is included in table 7.

UNEG tools for integrating human rights and gender equality dimensions in evaluation preparation include:

An evaluability assessment helps in the analysis of the programme in terms of how well human rights and gender equality are integrated in its design and implementation. Depending on the results, possible approaches are suggested to address evaluability challenges. In cases where evaluability of human rights and gender equality are low, the guidance encourages e.g. to understand the reasons for this, to enhance stakeholder participation, to seek partners and documents that have useful information, to identify supporters and advocates, to analyse also negative effect on particular stakeholders, and to highlight challenges related to human rights and gender equality in the evaluation report.

http://uneval.org/papersandpubs/documentdetail.jsp?doc_id=1401

TABLE 7: TERMS OF REFERENCE FOR AN EVALUATION

Headings of the ToR	Checklist:
Background to the evaluation	• what is the programme to be evaluated, and in what context • what information on the priority evaluation issues is already available through previous evaluations
Rationale, purpose and priority objectives of the evaluation	• why is the evaluation conducted, what will the results be used for • why now, what decision making will the results feed in • who needs the results, who uses them • what are the priority issues of the evaluation
Scope of the evaluation	• what will be excluded from the scope of the evaluation
Issues to be addressed and evaluation questions	• what we want to know, what is the focus of the evaluation • include a manageable number of evaluation questions (max 12 evaluation questions) • integrate human rights and cross-cutting objectives in the evaluation issues and questions • leave room to raise emerging issues during evaluation • include evaluation questions on relevance, impact, effectiveness, efficiency, sustainability, aid effectiveness and coherence
Methodology	• give adequate methodological guidance, both for data collection and analysis, for qualitative and quantitative data that is adequately disaggregated • encourage to use alternative sources of data for baseline, indicators etc. if necessary • leave responsibility for further elaboration of the methodology to the evaluators

Headings of the ToR	Checklist:
The evaluation process and time schedule	• define the main phases of the evaluation • ensure a balance between the time allocated for the evaluation and the issues and questions to be addressed • allocate adequate time to facilitate integration of human rights and cross-cutting objectives in the evaluation • put adequate emphasis on inception phase and desk study before field work • allocate adequate time for field work • leave responsibility for defining the details of the work plan to the evaluators • clearly indicate the requested meetings with the evaluation team and budget (time, money) for them
Reporting	• define what reports are expected, and in what format • require an inception report • include debriefing in the field before the evaluators leave the country • indicate maximum length of the final report text (30–50 pages) • plan for involvement of the evaluation team in disseminating the evaluation results
Quality assurance mechanisms	• request to propose and implement a quality assurance system for the evaluation
Expertise required	• expertise of the team leader and the team • expertise in evaluation • balance in sector/theme/country/regional expertise • expertise in human rights and cross-cutting objectives
Budget	• adequate funding allocated to the evaluation taking into consideration the programme context (e.g. country size and geography, volume and complexity of the programme activities)
Mandate	• "The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organisations. However, it is not authorised to make any commitments on behalf of the Government of Finland ."
Annexes	• Link to evaluation manual • Outline of evaluation report • Checklist for the quality of the evaluation report

UNEG tools for integrating human rights and gender equality dimensions in evaluation design include:

- Identifying evaluation stakeholders and their roles in human rights and gender equality by using a matrix which helps identify who the stakeholders are, what their role in the intervention is, what would be the gains from their involvement in the evaluation, how important it is for them to be part of the evaluation process, at what stage of the evaluation they should be engaged, and the ways and capacities in which stakeholders will participate.
- Integrating into the standard DAC criteria human rights and gender equality aspects.
- Framing the evaluation questions to assess design and planning, implementation and results.
- Formulating human rights and gender equality indicators emphasising that stakeholders should not be treated as a uniform group. Examples of quantitative and qualitative indicators are provided.
- Selecting a strong team is a key step, including both women and men in the evaluation team with commitment to gender equality and human rights, and knowledge and experience in evaluating them. Examples of critical ethical behaviour in practice is provided.

http://uneval.org/papersandpubs/documentdetail.jsp?doc_id=1401

RESOURCE PLANNING FOR EVALUATIONS

Resource planning is a critical issue in evaluation management. Resource planning means planning expert and management inputs (working days) and financial requirements.

The expert inputs need to cover both sectoral expertise and evaluation expertise. Utilising international and local expertise tends to provide complementaries and improve knowledge on local circumstances. Since evaluations are learning processes, it is useful to include junior expertise into the team to learn from senior experts hands-on. Reserving adequate management and administrative working time for the evaluation process is also a prerequisite for high quality.

The financial resources should be adequate to cover all phases of the evaluation process in the sequence that is described in the manual. Very short missions tend to include only hit-and-run interviews. In order to be able to use more sophisticated approaches like focal-group discussions and surveys, more time is needed. One major reason for utilising too limited evaluations is the lack of time. This problem can be avoided by launching the evaluation early enough.

It may be also useful to combine several evaluations under one contract. Several planned evaluations of one programme may be included in one contract, or one contract may e.g. cover several mid-term evaluations of different programmes. This facilitates the mobilisation resources early enough, saves administrative resources, provides the opportunity to use bigger and more diverse evaluation teams etc.

COMPILATION OF BACKGROUND DOCUMENTATION

Availability of relevant background documentation is an important prerequisite for a successful evaluation. Relevant material includes policy and strategy documents, guidelines and documentation of the programme to be evaluated (plans, reports, etc.). A more detailed list of background documents is included in Annex VI to the manual.

Compilation of documentation should start as one of the first tasks when an evaluation is prepared. The documents are needed already during the preparation of the ToR. Availability of a comprehensive set of background documentation to the evaluation team facilitates an efficient start of the evaluation process. During the implementation of the evaluation, the evaluation team itself is responsible for collecting additional documents and information.

When Finland's development cooperation is evaluated, some relevant material may only be available in Finnish. When this is the case, it is necessary to make provision for expertise in Finnish language in the evaluation team.

TENDERING AND SELECTING EVALUATORS

When the MFA is the commissioner of the evaluation, the tendering and selection of evaluators is done according to public procurement standard procedures. General provisions on public procurement are enacted in the Act on Public Contracts (348/2007) and in the Government Decree on Public Procurement (614/2007). The purpose of the Act on Public Contracts is to increase the efficiency of the use of public funds, promote high-quality procurement, and safeguard equal opportunities for companies and other communities in offering goods, services, and construction contracts under competitive bidding for public procurement.

The purpose of transparency throughout the procurement process is to provide information for the tenderers on tendering procedures and on the criteria on which the awarding of contracts is based in each case. All tenderers must be provided with similar information, and all tenderers are given equal opportunities. It must be noted that the eventual contract shall be awarded on the basis of objective criteria which ensure compliance with the principles of transparency, non-discrimination and equal treatment and which guarantee that tenders are assessed in conditions of effective competition. When a procurement decision has been made after a transparent tendering process, the tenderers who did not win the contract have a chance to verify the equality and fairness of acts made by the contracting entities, i.e. the MFA or a Finnish embassy, in each case.

Detailed MFA guidelines on procurement are available here:
http://formin-origin.finland.fi/public/default.aspx?contentid=209147#10

After the procurement decision is taken, a written procurement contract with the service provider is drawn. This procurement contract is a written contract between the tenderer and the MFA. The key terms and conditions of the procurement contract shall be attached to the invitation to tender, or alternatively a draft contract, which is as complete as possible. When this draft contract has been made available during the competition, the terms and conditions cannot be amended in terms of their essential elements from those proposed in the competition.

WHO DOES WHAT? Preparation of the evaluation

Summary of priority tasks and responsibilities in an evaluation that the MFA commissions

Identifying the need for the evaluation and the intended use of the evaluation results

- The MFA country team initiates the evaluation. The team agrees on roles and responsibilities between the members in the MFA and the embassy. One team member is selected to be the evaluation manager.
- The evaluation manager informs all relevant stakeholders of the start the evaluation, ensures that adequate financing for the evaluation is available in the programme budget (or from other sources), and ensures that the programme steering committee discusses and agrees on the evaluation.
- The programme steering committee discusses and agrees on the evaluation, including priority issues, division of responsibilities and the evaluation process. If this is not possible, the partner institutions are consulted in ad hoc meetings.

Preparing the Terms of Reference and resource planning

- The evaluation manager ensures that the Terms of Reference is prepared in close cooperation and as agreed with the partner institutions. In most cases the country team members in the embassy or in the MFA make the first draft of the ToR.
- The Evaluation Office supports in drafting and assessing the quality of the ToR if requested.
- When the ToR is ready, the evaluation manager disseminates it for information to all relevant partners.

Tendering, selecting and contracting evaluations

- When the MFA commissions the evaluation, the MFA standard procedures are used.
- Potential service providers and evaluation teams prepare proposals for the implementation of the evaluation.

Compiling background documentation

- The evaluation manager organises the collection of background documentation.
- The MFA, the embassy, the partner institutions and the institutions providing technical assistance in the programme (e.g. consulting company) make all relevant background material available for the evaluation.

PHASE 2: IMPLEMENTING AND REPORTING ON THE EVALUATION

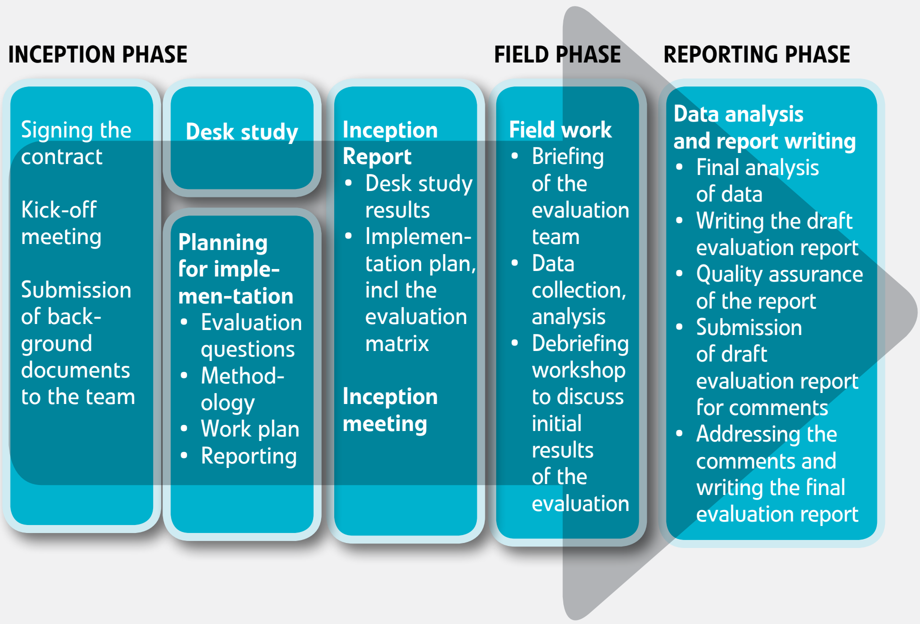
The OECD/DAC quality standards on implementing an evaluation include guidance on:

- evaluation team INFO
- independence of evaluators vis-à-vis stakeholders INFO
- consultation and protection of stakeholders INFO
- implementation of evaluation within allotted time and budget INFO

The OECD/DAC and EU quality standards on evaluation reporting include guidance on:

- clarity and representativeness of summary INFO
- context of the development intervention INFO
- intervention logic INFO
- validity and reliability of information sources INFO
- explanation of the methodology used INFO
- clarity of analysis INFO
- evaluation questions answered, meeting needs INFO
- acknowledgement of changes and limitations of the evaluation INFO
- acknowledgement of disagreements within the evaluation team INFO
- incorporation of stakeholders comments INFO

FIGURE 7: STEPS AND TASKS OF IMPLEMENTING A PROGRAMME EVALUATION



INCEPTION PHASE

A contract is signed between the selected service provider (e.g. consulting company) and commissioner on the evaluation.

When the MFA is the commissioner of the evaluation, the inception phase covers following steps. **A kick-off meeting** is arranged by the evaluation manager for the evaluation team. Its purpose is to facilitate the preparation of the evaluation during the inception phase. The kick-off meeting can be face-to-face or a virtual. The sector advisers and the adviser of the cross-cutting objectives are invited to contribute. Participation of the embassy and the partner institution can be facilitated by organising a virtual meeting.

Typical issues on the kick-off meeting agenda include

- logistical and administrative issues to facilitate smooth implementation of the evaluation (communication, schedules, roles and responsibilities, contract, invoicing, reporting, approval of reports, dissemination and communication of evaluation results etc.); and
- substance-related discussions on the evaluation based on the ToR and the evaluation proposal.

A comprehensive set of relevant background documents is given to the evaluators latest during the kick-off meeting. Review of the documents will be undertaken as a **desk study** before the field phase. Relevant MFA officials and other stakeholders in Finland may be interviewed at this stage.

The evaluation team prepares an **inception report** ensuring a shared understanding on key issues between the evaluation team, the MFA and the partner institutions. The inception report consists of two parts

- Initial findings and conclusions of the desk study; and
- Further elaboration of the methodology, evaluation questions, work and reporting plan
- detailed evaluation questions based on the ToR;
- further elaboration of the methodology (data collection, data analysis) to be applied and justification for choosing it;
- a detailed work and travel plan and a clear division of labour (i.e. who is doing what);
- a list of major meetings, interviews and the major outcomes;
- reporting plans, including the first outline of the final report; and

- any other issues to facilitate the evaluation process, including required inputs from the MFA, embassy and the partner institutions.

It is recommended that the evaluation team structures the evaluation during the inception phase by preparing an **evaluation matrix** and including it in the inception report. In the matrix the evaluation criteria, the evaluation questions from the ToR, indicators for each criteria and methodology and/or source of data are linked. A format for the evaluation matrix is presented in Table 8.

TABLE 8: EVALUATION MATRIX FORMAT

Criteria	Evaluation question related to each criterion in the ToR	Detailing the ToR evaluation questions, if necessary	Indicators for the questions for each criterion	Source of data and/ or methods for collecting data
Relevance				
Impact				
Effectiveness				
Efficiency				
Sustainability				
Aid effectiveness				
Coherence				

The purpose of structuring the evaluation into a matrix is to make sure in advance that all relevant issues will be covered in the field phase securing the full coverage of the ToR requirements. This is also a quality assurance mechanism for the evaluation process. Main instruments and tools for the methodology are designed during the inception phase (e.g. check-lists or semi-structured interview questions, possible questionnaires for surveys etc.).

The inception phase is an investment in systematic preparation of the evaluation guided by the needs of the users of the evaluation results.

Hence, it is necessary to allocate sufficient time for this phase. Depending on the size and contents of the programme it estimated that 7-10 working days should be allocated for the inception phase.

The inception report is submitted to the MFA. A virtual **inception meeting** with the evaluation team, MFA, embassy and partner institution can be organized to discuss the desk study results, proposed approach including methodology, work plan and reporting plans. The sector advisers and the adviser of the cross-cutting objectives are invited to contribute. The MFA unit commissioning the evaluation approves the report before launching the field mission to the partner country.

An outline for inception report is in Annex III to the manual.

FIELD PHASE

BRIEFING OF THE EVALUATION TEAM

The evaluation team shall have a briefing meeting at the beginning of the field phase with the embassy of Finland and the partner institution. The Finnish embassy and the partner institution will further clarify the expectations concerning the evaluation based on the ToR and the Inception Report. They will provide country-specific information, additional relevant documentation, give valuable contact information concerning stakeholders, relevant persons and perhaps sites to be visited. Awareness of the specific cultural features in the country are also emphasised when informing on the code of conduct. A common understanding is to be achieved concerning the roles of the evaluation team, the embassy and the partner institution in the evaluation. Initial programme for meetings, interviews and site visits will be agreed on, as well as the date for the debriefing workshop and arrangements.

The embassy will support the evaluation team in identification of relevant stakeholders, but the evaluation team is responsible for the practical arrangements of meetings, logistics etc. The embassy representative may also attend any meetings organised with high or senior level officials in the partner institution to introduce officially the evaluation team. The embassy will prepare a Letter of Introduction to describe the purpose of the evaluation and to facilitate the evaluation team when they approach the partner organisations. The embassy will inform the team on specific features of the country's situation in human rights and gender issues etc. Cultural sensitivity is underlined particularly in religious, customs and cultural matters. The embassy also supports the evaluation team during the field phase and responds to situations that may occur during the process by giving further advice.

DATA COLLECTION

The evaluation team collects more documents during the field phase (e.g. government and donor reports, policy documents, statistics, studies, budgetary information etc.) that complement the findings of the desk study that was undertaken before the field mission.

Availability of baseline data is a key factor to successful evaluation particularly when impact of a programme is evaluated. The baseline data is usually collected when the programme is planned or during the inception phase of the programme. In many cases, however, systematic baseline data has not been collected. It is then the task of the evaluator to assess the baseline situation afterwards using secondary data, e.g. national statistics, institutional records, programme reports and studies, interviews of key informants, and participatory methods.

The main methods for data collection have been identified and instruments designed during the inception phase. These will be further elaborated by the evaluation team during the field phase, and new methods may even be identified if changes have occurred in the policy environment affecting the programme context. Qualitative and quantitative methods are to be used by the team. Special emphasis should be put on disaggregating data so that it allows for an analysis of possibly marginalised and disadvantaged groups.

Examples (not an exhaustive list) of quantitative and qualitative methods and sources of information are presented in Table 9.

TABLE 9: EXAMPLES OF METHODS AND SOURCES OF INFORMATION

	Specification of the method	Sources of data
Quantitative data	• Statistics	• Official statistics (national, regional, district), statistical data and survey reports by international organisations • Data from local NGOs and international organisations particularly in regard of children, women, persons with disability, minorities, indigenous people etc.
	• Programme specific documentation	• Monitoring reports
	• Structured Surveys	• Questionnaires distributed electronically, by mail or by hand
	• Structured observation	• Site visits when development activities are systematically observed using structured formats and or check-lists
	• Testing	• Aptitude, achievement and behavioural tests of the target groups for the developed activity
	• Physical measurements	• Measurement for development impacts (e.g. weight and height of children)
Quantitative data	• Interviews (structured, semi-structured or unstructured)	• With the national level partner and main stakeholders (ministries, donors, main partners)
	• Thematic roundtable discussions with stakeholders and focus group discussions	• National level interest groups (e.g. teachers' unions, representative organisations of persons with disabilities, gender, ethnic minorities etc.)

	Specification of the method	Sources of data
Quantitative data	• Visits to programme sites	• Interviews with programme beneficiaries and target groups • Observation of programme activities • Focus group discussions on specific topics (e.g. gender. vulnerable groups etc.) • Interviews with community organisations and representative organisations in programme area • Audio- or video-recording and photography
	• Case studies	• Selected cases in the programme to be analysed in-depth
	• Workshops	• Stakeholders workshops at national and/or programme site level to discuss the issues
	• Content analysis of available qualitative material	• Documents, visual material (photographs, videos), newspaper articles, materials produced by children (drawings, write-ups etc.)

Participatory approach is a leading principle in using qualitative methods. In some cases quantitative data can also be obtained through participatory method. Beneficiaries will have a right to participate meaningfully in the discussions on the successes, issues and challenges on the programme implementation. They can provide valuable information on the lessons learned and ideas on improved programme scope and implementation.

Appropriate instruments and tools are designed for selected methods. The main instruments should be pre-tested before using them in practice (e.g. questionnaires). The main principle in their design is to identify the key topics/issues to be covered. Semi-structured interviews are recommended to be used instead of unstructured, because in free-floating interviews there is a risk that relevant topics are left out or forgotten. Open questions and/or check-lists are prepared to help the interviewer to make sure that all relevant topics and issues are covered. Focus group meetings and roundtable discussions should also be well planned and structured, e.g. by using agendas for the meetings and check-lists of questions for the evaluators.

During the data collection phase the evaluation team is responsible for reporting to the embassy and the partner institution regularly on the progress of the mission as agreed in the beginning of the mission.

UNEG tools on integrating human rights and gender equality in the implementation of evaluations include:

- Selecting appropriate evaluation methodology, including mixed-methods, stakeholder participation, inclusion of the most vulnerable, adequate resources, adequate sample, data disaggregation, triangulation, taking advantage of existing data sets and validation of findings.
- Collecting and analysing data to address human rights and gender equality, when using desk review, focus groups, interviews and surveys.
- Preparing the evaluation report, and alternative forms of reporting, ensuring the coverage of human rights and gender equality information in the report, describing stakeholder participation, including in the report recommendations on human rights and gender equality, describing challenges and lessons. Alternative means of reporting may be necessary to reach illiterate groups, people who do not speak official languages etc.

http://uneval.org/papersandpubs/documentdetail.jsp?doc_id=1401

DATA ANALYSIS

Using mixed methods (quantitative and qualitative) in data collection enhances the reliability and validity of the analysis by identifying themes and comments that help to clarify and illuminate some of the qualitative data. The logically sound analysis starts from findings, leading to conclusions and recommendations for the future. Conclusions are substantiated by findings and analysis. Recommendations and any lessons follow logically from the conclusions. Any assumptions underlying the analysis are made explicit. The evaluation report presents findings, conclusions, recommendations and lessons separately and with a clear logical distinction between them.

A precondition for the credibility and usefulness of the evaluation is reliable and valid methodology in data collection and analysis. Reliability means that the data gives a real and correct picture of the evaluated programme and validity means that relevant issues are covered in the data collection (e.g. right questions asked).

The data analysis should compare data from different sources and cross-validate the information sources and critically assesses the reliability and validity of the data. This is called triangulation. Single opinions should not be taken at face value for the basis of conclusions. Sometimes it is also worthwhile to interview the key officials for the second time at the ministry or other partner organisation after the site visits and stakeholder meetings (e.g. NGOs) to get additional, clarifying information that might explain reasons for contradictions in certain findings.

A prerequisite for analysing qualitative data is that it is collected systematically. It is best used for obtaining in-depth understanding of experiences of participants, difficulties faced during implementation, unexpected impacts etc. While collecting data, it is essential to make good notes and keep good records. Write ups from interviews and focus groups meetings should be made and constant comparisons of impressions and findings done as the work progresses. The evaluation team should meet regularly to compare notes and make adjustments. Short summary reports can be helpful after each major interview and focus group.

Interpreting qualitative data correctly is crucially important in drawing the conclusions in the evaluation. Steps to be undertaken can be summarised as follows:

- Develop categories for the data (e.g. recurrent themes)
- Develop a Coding scheme
- Check for reliability
- Analyse the data by bringing order to the data
- Interpret the data by looking for meaning and significance in the data
- Share and review information early and often with key informants
- Write the report by describing major themes, highlighting interesting perspectives and staying focused

Analysis of quantitative data uses statistics that can be divided into two large categories:

- Descriptive statistics which (in its narrowest definition) is typically used to analyse census or non-random sample data by summarising data collected from a sample of qualitative or quantitative variable.
- Inferential statistics is typically used to analyse random sample data by predicting a range of population values for a quantitative or qualitative variable.

Quantitative analysis can be used to answer questions related to percentage for distribution, rating the usefulness and relevance of the programme, variability in the data, the relationship between quantifiable elements of the programme and statistical significance of results.

All evaluations must be evidence-based and must explicitly consider limitations affecting the analysis. Data analysis is always based on interpretation of the material drawn from various sources that might have unreliable elements (e.g. national statistics may have limitations, samples are not representative etc.). Therefore, it is also important to make note of these factors in the evaluation and express clearly in the report what the limitations in the study have been.

When designing methodology specifically for impact evaluations the issues of attribution, contribution and counterfactual are at the centre of attention. Hence, it is important to define these concepts including their demands on methodology.

Attribution refers to the extent to which observed development effects can be attributed to the evaluated intervention itself or, instead, should be attributed to other factors. It requires a process of identifying multiple determining factors and availability of good quality data also from other relevant interventions.

Contribution analysis aims to demonstrate whether or not the evaluated intervention is one of the causes of an observed change. It may also rank the evaluated intervention among the various causes explaining the observed change.

Counterfactual is a comparison between what has actually happened because of an intervention and what would have happened in the absence of an intervention. Construction of counterfactual is important because it is not possible to observe outcome variables (income, living standard proxies, health proxies, women's empowerment, etc.) for those participating had they not participated.

Before and after-measurements of both the programme group and a comparison group are very challenging. In addition, baseline studies in most cases are either non-existent or insufficient to establish a reliable counterfactual. Missing baseline information can be compensated by relying on data collected from other sources, including from other development programmes and/or good quality national data sets (such as national household surveys, population censuses and demographic health surveys), by recall methods etc.

FIELD ANALYSIS AND DEBRIEFING ON THE EVALUATION RESULTS

The evaluation team must allocate sufficient time to analyse and discuss the initial findings, conclusions and recommendations of the evaluation during the field mission. The outcome of the process is the first summary presentation of findings, conclusions and recommendations in the debriefing workshop. During this process the evaluation matrix with criteria, evaluation questions and indicators is used as the checklist that all criteria (relevance, impact, effectiveness, efficiency, sustainability, aid effectiveness and coherence) are covered when answering the evaluation questions.

The evaluation team presents the initial findings, conclusions and recommendations to the embassy, partner institution and other stakeholders in the debriefing workshop at the end of the field phase. The purpose is to get feedback on the validity and accuracy of the initial results. The debriefing gives an opportunity for stakeholders to confirm, correct, complete or challenge the information that the team has collected. However, the team decides on what information is used in finalising the evaluation report. Adequate time, at least half a day, should be reserved for the debriefing workshop to facilitate in depth discussions on the initial evaluation results.

REPORTING PHASE AND ENSURING QUALITY OF THE REPORT

OUTLINE OF THE EVALUATION REPORT

The outline for an evaluation report is presented in Annex IV. It is intended to be used as a basis for developing a table of contents for a specific evaluation. It is recommended that based on this general outline, the evaluators propose a report outline e.g. in their inception report.

TABLE 10: MAIN COMPONENTS OF AN EVALUATION REPORT

Component	Contents
Executive summary	• providing an overview of the report, highlighting the main findings, conclusions, recommendations (summarised in table format) and any overall lessons.
Introduction	• explaining the evaluation's rationale, purpose and objectives, scope and main evaluation questions.
Context	• description of the broader environment and its influence on the performance of the programme.
Programme being evaluated	• including objectives, implementation strategies, resources for implementation. Introduction of the stakeholders and their roles, including both final beneficiaries and involved institutions.
Findings	• empirical data, facts, evidence relevant to the indicators of the evaluation questions. The report provides an assessment of overall progress in the implementation, and presents findings by evaluation criteria.
Conclusions	• the evaluators' assessment of the performance of the programme based on the findings in relation to the set evaluation criteria. Conclusions help understand why progress has been made, or why not.

Component	Contents

Recommendations	• proposed improvements, changes, action to remedy problems in performance or to capitalise on strengths. Recommendations are based on the findings and conclusions. There should be a clear indication of
	  • to whom is the recommendation directed (MFA, embassy, partner institutions, consultant providing support services, etc.),
	  • who is responsible for implementing the recommendation, and
	  • when the recommendation should be implemented (immediate implementation, medium to long-term development)

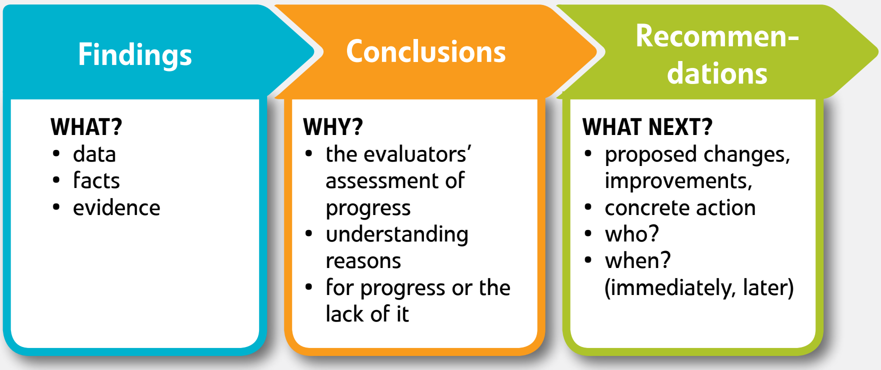
Lessons learned	• any general conclusions that are likely to have the potential for wider application and use

Annexes	• the ToR
	• description of the evaluation methodology used
	• limitations of the study
	• lists of information sources e.g. people interviewed, documents reviewed, etc.
	• quality assurance statement produced by the quality assurance mechanism used
	• 1–2 page evaluation brief for communicating the evaluation results, including
	  • the key message of the evaluation,
	  • who has benefitted and what are the most important positive results,
	  • any unexpected impacts,
	  • key recommendations and lessons learned.

The ToR defines the expected maximum length of the evaluation report. As a rule of thumb the report should be between 30-50 text pages maximum (plus Annexes).

Clear analysis that links findings, conclusions and recommendations is the basis for using the evaluation for a management response on implementing its results. Findings must flow logically from the analysis of the data, showing a clear line of evidence to support the conclusions. Conclusions are

FIGURE 8: FINDINGS, CONCLUSIONS AND RECOMMENDATION IN AN EVALUATION REPORT



substantiated by findings and analysis. Recommendations and any lessons learned follow logically from the conclusions. The linkage between findings, conclusions and recommendations is presented in Figure 8.

PREPARING HIGH QUALITY DRAFT AND FINAL EVALUATION REPORTS

The evaluation team writes the final evaluation report after the field mission. The evaluators complete the analysis of all data collected during the evaluation activities. Relevant feedback received from the partner institutions and stakeholders in the debriefing workshop will be accommodated in the report. The outcome of this process will be the draft evaluation report. The quality of the draft evaluation report is assessed according to the quality assurance mechanism adopted for the evaluation. It will then be submitted to the MFA (as the commissioner of the evaluation) for official comments. The MFA sends the report to the embassy for receiving comments from the partner institutions and the embassy itself. If programme implementation has been supported by a consulting company and technical assistance staff, they will also give feedback on the report. Other stakeholders and beneficiaries may also be invited to give their comments particularly when the programme has been implemented jointly.

The quality of the evaluation report is assessed against

- the ToR and the evaluation questions;
- the reporting system agreed with the evaluation team during the inception phase; and
- the quality checklist for evaluation reports presented in table 11 and annexed to the ToR.

The OECD/DAC and EU standards are the basis for a high quality evaluation report. Table 11 includes a checklist for the quality of the evaluation report.

TABLE 11: QUALITY OF EVALUATION REPORT

Evaluation report contents	Report quality checklist:
Executive summary	• contains a clear and representative executive summary of the report • summarises the main findings, conclusions, recommendations in a summary table • presents overall lessons learned **NOTE:** The executive summary is the part of the evaluation report that will be read most often. That is why its high quality is very important!
Context	• describes the context of the development programme • assesses the influence of the context on programme performance

Evaluation report contents	Report quality checklist:
Intervention logic	• describes and assesses the intervention logic (e.g. in the form of a logical framework) or theory • describes and assesses the underlying assumptions and factors affecting the success of the programme • takes into account the evolution of the programme
Sources of information	• describes the sources of information (documents, interviews, other) used so that the adequacy of the information can be assessed, • explains the selection of case studies or any samples, • cross-validates the information sources • critically assesses the validity and reliability of the data
Methodology	• annexed to the report explains and justifies the evaluation methodology and its application, including techniques used for data collection and analysis • explains limitations and shortcomings, risks and potential biases associated with the evaluation method
Analysis	• presents clear analysis covering findings, conclusions, recommendations and lessons separately and with a clear logical distinction between them. • makes explicit the assumptions that underlie the analysis.
Answers to ToR evaluation questions	• answers all the questions detailed in the TOR for the evaluation • covers the requested period of time, and the target groups and socio-geographical areas linked to the programme • if not, justifications are given
Limitations	• explains any limitations in process, methodology or data, and discusses validity and reliability • indicates any obstruction of a free and open evaluation process which may have influenced the findings • explains any discrepancies between the planned and actual implementation and products of the evaluation
Differences of opinion	• acknowledges unresolved differences of opinion within the evaluation team
Stakeholders comments	• reflects stakeholders' comments on the report and acknowledges any substantive disagreements

The comments on the draft evaluation report should focus on correcting factual mistakes and misunderstandings by the evaluation team, but not on the interpretations and conclusions of the team based on evidence.

The draft report with the received comments will be discussed in the steering committee meeting or an ad hoc meeting organised for this purpose. The comments are compiled by the MFA.

MFA sends the compiled written comments to the evaluator. After receiving the official comments in writing the evaluation team leader produces the final evaluation report. Addressing the comments may require re-analysing parts of the data and revising related chapters of the final evaluation report. The report is then submitted to MFA for formal approval. Dissemination of the evaluation results will then follow.

WHO DOES WHAT

WHO DOES WHAT?
Implementation of the evaluation

Summary of priority tasks and responsibilities in an evaluation that the MFA commissions

Signing the contract
- The evaluation manager prepares the contract, and organises the signing by the MFA and the selected service provider.

Kick-off meeting
- The evaluation manager arranges the kick-off meeting to discuss administrative and logistical issues and substance issues of the evaluation.

Desk study, preparing the implementation of the evaluation, inception report
- The evaluation team conducts the desk study and prepares the inception report according to the ToR and as agreed in the kick-off meeting.
- The evaluation manager helps organise pre-field mission interviews, if necessary.

Inception meeting
- The evaluation manager disseminates the inception report to all relevant stakeholders allowing adequate time for its analysis, and then organises the inception meeting.
- The MFA unit formally approves the inception report after it has been finalised.

WHO DOES WHAT

Field work and analysis

- The embassy and the partner institution brief the evaluation team at the beginning of the field work. The embassy and the partner institutions agree on the debriefing at the end of the field work.
- The embassy prepares a letter of introduction for the evaluation team and introduces the evaluation team in meetings with high or senior level officials in the partner institutions.
- The embassy facilitates the work of the evaluation team by providing necessary contact information.
- The partner institutions support and assist the evaluation team with practical arrangements i.e. identifying and contacting the field institutions for the site-visits.
- The evaluation team organises the logistics, meetings etc. for the field work.
- The technical assistance staff facilitate the team's work during the field phase.
- The embassy, the partner institutions and the technical assistance staff ensure open access to information, including interviews and documents, to the evaluation team.
- The evaluation team implements the evaluation according to the ToR and the inception report. The team prepares the written summary of the findings, conclusions and recommendations during the field mission.

Debriefing on initial evaluation results

- As agreed during the briefing of the evaluation team, a debriefing workshop is organised before the evaluation team leaves the country.
- If a separate debriefing in the MFA is included based on the ToR or the Inception report, the evaluation manager organises the meeting.

Ensuring high quality of the evaluation report

- The evaluation team completes data analysis and produces the draft report according to the guidelines provided for reporting, and submits the draft report to the MFA, including a quality assurance statement.
- The evaluation manager disseminates the draft report to the embassy, the partner institutions, the institution providing technical assistance and other relevant stakeholders for comments on factual mistakes or misunderstandings in the report.
- The Evaluation Office supports in assessing the quality of the evaluation report if requested.
- The evaluation team finalises the report after receiving the comments and submits the final evaluation report to the MFA.
- MFA approves the final report.

PHASE 3: USE OF EVALUATION RESULTS

The OECD/DAC and EU quality standards on evaluation include guidance on:

Follow-up, use and learning

- timeliness, relevance and learning INFO
- systematic response to and follow-up on recommendations INFO
- dissemination INFO

DISSEMINATION AND COMMUNICATION OF EVALUATION RESULTS

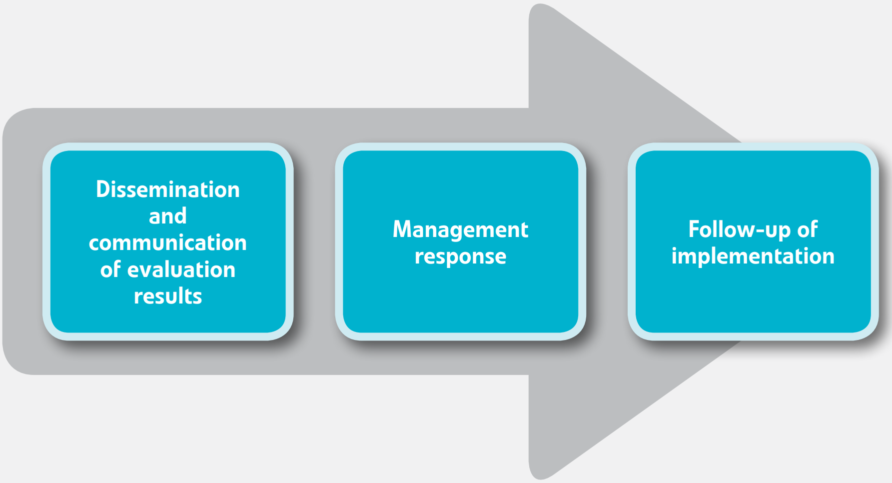
The OECD/DAC standards emphasise that evaluation results should be presented in an accessible format and should be systematically distributed internally and externally to facilitate follow-up actions and ensure transparency. Additional interested parties in the wider development community should be identified and targeted to maximise the use of relevant findings. Systematic dissemination, storage and management of the evaluation report must be ensured to provide easy access to all interested partners, to reach target audiences, and to maximise the learning benefits of the evaluation.

Dissemination of evaluation results is more than just physically distributing the evaluation reports. The evaluation reports commissioned by the MFA country departments are archived in the MFA and distributed to the partner institutions and other stakeholders in the partner countries. The MFA Evaluation Office compiles annually information of completed programme evaluations.

There are some critical success factors to keep in mind for communicating evaluation results:

- Using simple terms and clear language.
- Framing key communication messages from the start of the drafting of the evaluation report.
- Being honest. Sharing only positive results equals not being transparent and credible.
- Being prepared. Enough time must be reserved to prepare a communication plan for the evaluation results.

FIGURE 9: STEPS IN DISSEMINATION AND MANAGEMENT RESPONSE



The evaluation manager summarises the evaluation results for communication purposes by using the template for communication (see Annex V). The evaluation brief that is prepared and annexed by the evaluation team to the evaluation report can be used as a basis. Answers to the questions in the template are given in clear Finnish and sent to the unit for development communications within 14 days from the acceptance of the final evaluation report.

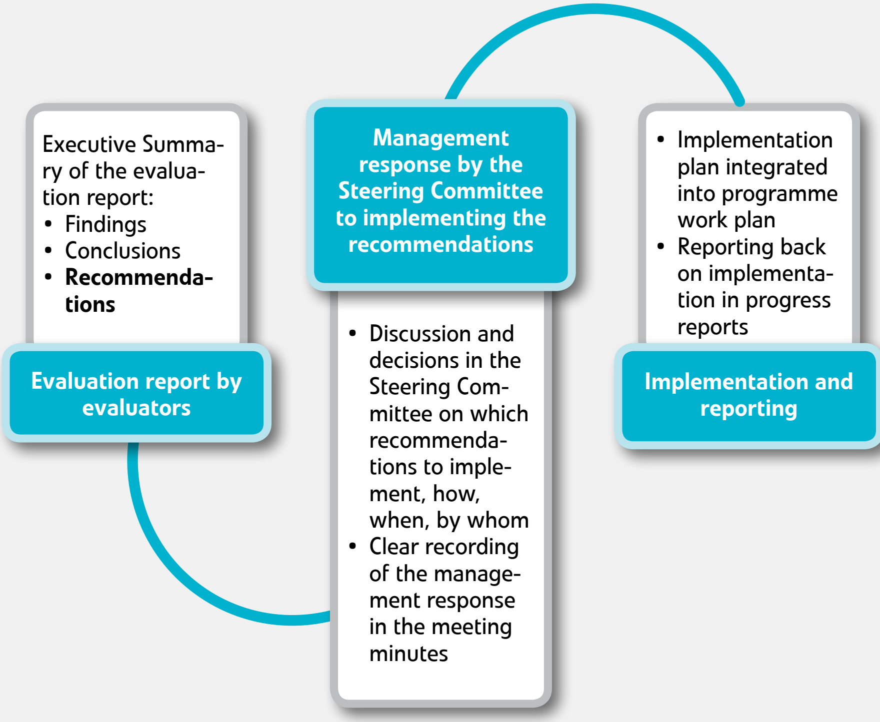
The units responsible for the evaluations and embassies are encouraged to organise dissemination seminars, including video or internet conferencing to reach a broad range of stakeholders. The Evaluation Office can support in organising dissemination.

MANAGEMENT RESPONSE AND FOLLOW-UP OF IMPLEMENTATION

The OECD/DAC standards require that recommendations are systematically responded to, and action taken by the body targeted in each recommendation. This includes a formal management response and follow-up. Annex VII to the manual includes a tool to be used by the steering committee for agreeing on the management response based on the evaluation recommendations.

All agreed follow-up actions are tracked to ensure accountability for their implementation. The internal norm of the MFA on development evaluation stipulates that the results of programme evaluations are discussed in the programme steering committee (or similar decision making body). The decisions on the implementation of the evaluation results (the management response) are clearly recorded for monitoring. Implementation will be reported regularly as an integral part of programmes' progress reporting.

FIGURE 10: MANAGEMENT RESPONSE ON EVALUATION RECOMMENDATIONS



UNEG tools on integrating human rights and gender equality in disseminating the evaluation results include:

› Disseminating the evaluation and preparing the management response providing barrier free access to evaluation products, identifying the direct and indirect users of the evaluation, developing good practices and lessons learned.

http://uneval.org/papersandpubs/documentdetail.jsp?doc_id=1401

WHO DOES WHAT

WHO DOES WHAT?
Use of evaluation results

Summary of priority tasks and responsibilities in an evaluation that the MFA commissions

Dissemination of evaluation results

- The evaluation manager distributes the draft report to the embassy, the partner institutions, the institution providing technical assistance and other relevant stakeholders. In addition, dissemination seminars or wider dissemination through video or internet conferencing may be organised.
- The evaluation manager archives the evaluation report in the MFA archiving system where the evaluation reports are accessible.
- The evaluation manager summarises the evaluation results in Finnish using the template for communicating evaluation results (see Annex V, and sends it to the unit for development communications within 14 days from the acceptance of the final evaluation report.

Management response, Follow-up of implementation

- The programme steering committee discusses the evaluation results, and the decisions on implementing the evaluation recommendations are recorded
- The implementing institutions report regularly on the implementation in progress reports

PART III
EVALUATION OF BUDGET SUPPORT

PART III

EVALUATION OF BUDGET SUPPORT

Finland participates in joint evaluations of budget support and joins the management group of the evaluation whenever possible.

Budget support evaluations aim at "assessing to what extent and under which circumstances budget support has successfully enhanced the policies, strategies and spending actions of the partner government so as to achieve sustainable national and/or sector level development outcomes and a positive impact on poverty reduction and economic growth".

Finland applies a budget support evaluation methodology that has been developed under the auspices of the OECD/DAC Network on Development Evaluation. The key features of the methodology are the Comprehensive Evaluation Framework (CEF), and a three step approach to evaluation.

The Comprehensive Evaluation Framework describes the sequence of effects that is expected as a result of a budget support programme. The five levels of effects include:

- budget support inputs, including transfer of funds based on conditionality, policy dialogue and capacity building activities,
- improvement in the relationship between external assistance and the national budget and policy processes (direct outputs),
- improved public policies, public sector institutions, public spending and public service delivery (induced outputs),

- positive responses by beneficiaries – service users and economic actors – to government policy management and service delivery (outcomes), and

- sustainable and inclusive growth and poverty reduction (impact).

This sequence of effects of budget support is always strongly dependent on the context features and external factors of the operating environment. The Comprehensive evaluation Framework for budget support evaluations is depicted in Figure 11.

The budget support evaluation process proceeds in three phases:

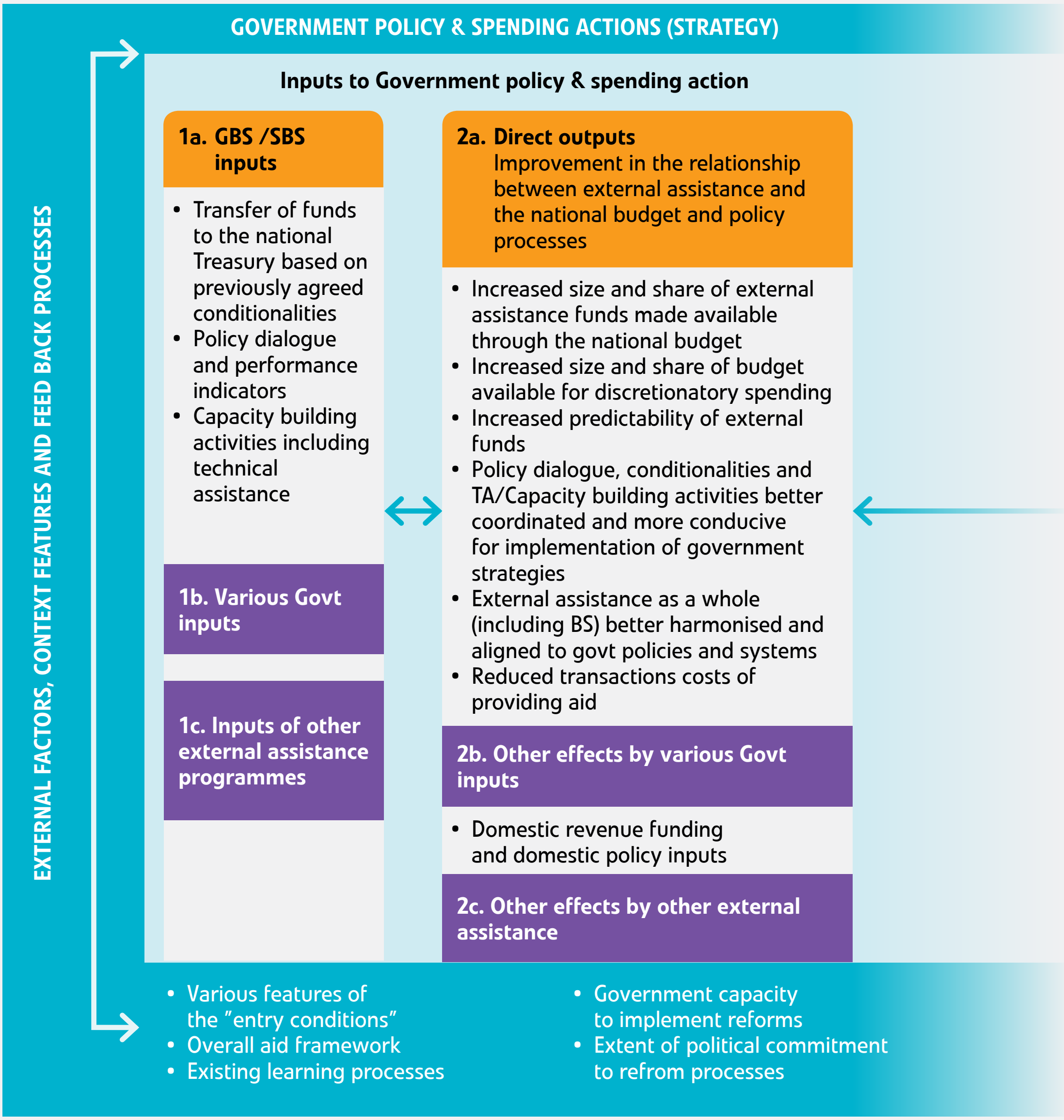
- The first step analyses the causal relationship between budget support inputs, i.e. funds, policy dialogue, capacity development support, and improvements on how external assistance relates to government budget and policy processes, and subsequently better policies, institutions, spending and service delivery.

- The second step is policy impact evaluation. It traces back from the impacts and outcomes to the improved policies, institutions, public spending and service delivery but also to the contextual features. It identifies the determining factors of poverty reduction and economic growth.

- The final step in the process is a comparison. The contributions of budget support to policies, institutions and service delivery are compared to the influence of these on poverty reduction and economic growth. Conclusions on budget support can be made based on this chain of influence.

The budget support evaluation methodology is available here:
http://www.oecd.org/dac/evaluation/dcdndep/Methodological%20approach%20BS%20evaluations%20Sept%202012%20_with%20cover%20Thi.pdf

FIGURE 11: COMPREHENSIVE EVALUATION FRAMEWORK FOR BUDGET SUPPORT EVALUATION



GOVERNMENT POLICY & SPENDING ACTIONS (STRATEGY)

3. Induced outputs
Improved public policies, public sector institutions, public spending and public service delivery

- Improved macroeconomic and budget management (such as fiscal, monetary, trade and economic growth policies)
- Increased quantity and quality of goods and services provided by the public sector
- Strengthened PFM and procurement systems (transparency, fiscal discipline, oversight, allocative and operational efficiency)
- Improved public policy formulation and execution processes
- Strengthened public sector institutions
- Strengthened links between the govt and oversights bodies in terms of policy formulation and approval, financial and non-financial accountability and budget scrutiny
- Other improvements in governance issues (e.g. Decentralisation, rule of law, human rights)

4. Outcomes
Positive responses by beneficiaries – service users and economic actors – to Government policy management and service delivery

- Increased use of goods and services provided by the public sector and enhanced resulting benefits
- Increased business confidence and private sector investment and production
- Improved competitiveness of the economy
- Improvement confidence of the population in the performance of the govt, particularly as regards governance, PFM and service delivery

5. Impact
Sustainable and inclusive growth & poverty reduction

- Enhanced sustainable and inclusive economic growth
- Reductions in income-poverty & non-income poverty
- Empowerment and social inclusion of poor people and disadvantaged groups (including women)
- Other issues as defined in the specific partnership framework and priorities (e.g. Improvements in democracy, human rights, environment protection)

- Capacity of public sector
- Nature of demand for Govt services
- Strengths of domestic accountability
- Global economic development
- Foreign capital infow
- Responses to changing incentives tools

ANNEX I:

TERMS OF REFERENCE FOR AN APPRAISAL

This format is a tool to support the drafting of the Terms of Reference for an independent appraisal of a programme document. It is important to start every appraisal process by clearly defining the priority issues to be appraised. The format provides a comprehensive checklist of elements that may be relevant in an appraisal. It is a menu from which the appropriate issues corresponding to priorities are selected.

BACKGROUND TO THE APPRAISAL

PROGRAMME CONTEXT (POLICY, COUNTRY, REGIONAL, GLOBAL, THEMATIC CONTEXT)

Describe the broader context of the programme that will be appraised. Include development policies and commitments of the partner country, incl. on human rights and cross-cutting objectives, global development objectives and commitments that are relevant for the evaluation, Finland's development policy, relevant sector, thematic and geographic priorities, including the cross-cutting objectives, and linkages to other relevant partners and interventions.

DESCRIPTION OF THE PROGRAMME TO BE APPRAISED

Briefly describe the programme that will be appraised. Include the programme objectives, implementation strategies, resources for implementation (i.e. summarise the intervention logic). Include issues related to the promotion of human rights and gender equality, reduction of inequalities and promotion of climate sustainability. Describe the stakeholders and their roles in programme planning and implementation, including both final beneficiaries and involved institutions.

Explain the phases of the programme planning (how the programme was initiated, the identification and formulation process), and expected next phases.

LESSONS LEARNED FROM PREVIOUS COOPERATION

Describe what is already known based on previous cooperation in the sector or with similar interventions. What value does the appraisal add?

RATIONALE, PURPOSE AND OBJECTIVES OF THE APPRAISAL

Define the rationale and purpose, including why the appraisal is undertaken, why at this particular point of time and for whom. Explain the use of the results: Who will use the results of the appraisal? In what decision making situation will the results be used?

Set priority objectives and clarify what issues, analysis and recommendations the appraisal will focus on. Describe **2–3 priority issues** of the appraisal.

SCOPE OF THE APPRAISAL

Define, as relevant, what stakeholder groups will be involved, what geographical area does the appraisal cover and what connections to other supporting sectors and themes does the appraisal address.

The most important thing is to clearly define what is excluded from the appraisal, and explain the reasons why.

ISSUES TO BE ADDRESSED AND APPRAISALQUESTION

Recommendations of the MFA Quality Assurance Group shall be taken into account when defining the specific issues to be addressed and the appraisal questions.

The priority appraisal questions are presented by criteria. **A maximum of 12 appraisal question may be included**. If some criteria are left out, explain the reasons for this. Other criteria may also be added if relevant for the appraisal. While the appraisal questions indicate the priority issues under each criteria, the appraisal team should not limit the appraisal to these questions only.

Relevance refers to the extent to which the objectives of the programme are consistent with beneficiaries' requirements, country priorities, global priorities and partners' and Finland's policies. This includes an appraisal of how the promotion of human rights and gender equality, reduction of inequalities and promotion of climate sustainability as defined by international and regional conventions, national policies and strategies have been integrated into programme design.

- [formulate priority appraisal questions]
-

Feasibility refers to how successfully the programme objectives can be achieved if the programme is implemented as described in the programme document. Appraisal of feasibility includes:

Adequacy of background analysis, including analysis of problems as well as existing strengths and resources, stakeholder analysis covering both institutional stakeholders and final beneficiaries and their capacities. The adequacy of analysis related to promotion of human rights and gender equality, reduction of inequalities and promotion of climate sustainability must be included.

- [formulate priority appraisal questions]

Analysis of the programme logic (Logical Framework, results chain, theory of change etc) in terms of potential impact, effectiveness and efficiency of the programme and the proposed management and administrative arrangements. The analysis must include an appraisal of integration of human rights and gender equality promotion, reduction of inequalities and promotion of climate sustainability.

- [formulate priority appraisal questions]

Aid effectiveness refers to the how the programme is designed to implement the commitments to promote ownership, alignment, harmonisation, management for development results and mutual accountability. Analysis is done on coordination and complementarity with other partners.

- [formulate priority appraisal questions]

Sustainability refers to the likely continuation of programme achievements when external support comes to an end. This includes an analysis on the likely continuation of achievements in promotion of human rights and gender equality, reduction of inequalities and climate sustainability.

- [formulate priority appraisal questions]

Coherence refers to issued beyond development cooperation focusing on contradictions or mutual reinforcement with other policies to achieve the development objectives.

- [formulate priority appraisal questions]

Possible additional appraisal questions

METHODOLOGY

The detailed appraisal methodology will be left to the evaluators to propose, but general guidelines can be included in the ToR on data collection and analysis. Indicate that it is expected that multiple methods are used, both quantitative and qualitative. Validation of results must be done through multiple sources. The section on methodology may include indications on materials to be analysed during the desk study phase, the data collection tools that will be used, and guidance on how data analysis will be conducted and recorded, ensuring that all data is disaggregated by gender, age group and other relevant categories.

THE APPRAISAL PROCESS AND TIME SCHEDULE

Describe the appraisal process outlining its phases, their sequencing and approximate duration, and where the work will be done e.g. kick-off meeting, inception and desk study phase ,inception meeting, interviews and possible field missions, including presentation of results in the field, reporting and presentation of the appraisal results. Key milestones in the process should be described, but a detailed work plan will be left to the evaluators to propose.

A follow-up work option may be included to support the integration of results in the finalization of the programme document after decisions on the recommendations have been taken by the competent authorities.

REPORTING

The reports and outputs produced in each phase of the appraisal are specified in this section.The appraisal team may be requested to submit the following deliverables:

- Inception report
- Presentation on the field findings
- Draft final report
- Final report
- Presentation on the appraisal findings

Each deliverable is subjected to specific approval. The appraisal team is able to move to the next phase only after receiving a written statement of acceptance by the MFA. The reporting schedule is included in the contract.

QUALITY ASSURANCE

Include a request to the tenderer to propose and implement a quality assurance system for the appraisal. The proposal must specify the quality assurance process, methodology and tools.

EXPERTISE REQUIRED

The composition or the size of the team is not predetermined but it is expected to contain both international and national experts. One person shall be nominated as the Team Leader. The appraisal team shall ensure solid experience and knowledge in the following fields:

- Programme appraisals, evaluations and planning in the relevant sector: Project cycle management (PCM), Logical Framework Approach (LFA) and Results Based Management (RBM), and their application in programme design, appraisal, monitoring and evaluation (M&E);

- Relevant sectors in developing countries, preferably in [specific region or country];
- Other experience and knowledge relevant to the appraisal;
- Integrating cross cutting objectives in project planning, appraisal, implementation, monitoring and evaluation: Promotion of human rights and gender equality, reduction of inequalities, climate sustainability.
- Quality assurance in accordance to the quality assurance approach proposed in the tender.

Consider including a Junior Expert in the team.

BUDGET

The total available budget for this evaluation is [x] euro, excluding VAT, which cannot be exceeded.

MANDATE

The appraisal team is entitled and expected to discuss matters relevant to this appraisal with pertinent persons and organizations. However, it is not authorized to make any commitments on the behalf of the Government of Finland.

ANNEXES:

1. Link to the MFA evaluation manual
2. Outline of the appraisal report
3. Evaluation report quality checklist (OECD/DAC and EU standards)

ANNEX II:

TERMS OF REFERENCE FOR AN EVALUATION

This format is a tool to support the drafting of the Terms of Reference for an evaluation. It is important start every evaluation process by clearly defining what are the priority issues to be evaluated. The format provides a comprehensive checklist of elements that may be relevant in an evaluation. This is a menu from which the appropriate issues corresponding to priorities are selected.

BACKGROUND TO THE EVALUATION

PROGRAMME CONTEXT (POLICY, COUNTRY, REGIONAL, GLOBAL, THEMATIC CONTEXT)

Describe the broader context of the programme that will be evaluated. Include development objectives of the partner country, incl. human rights and cross-cutting objectives, global development objectives and commitments that are relevant for the evaluation, Finland's development policy, relevant sector, thematic and geographic priorities, including the cross-cutting objectives, and linkages to other relevant partners and interventions.

DESCRIPTION OF THE PROGRAMME TO BE EVALUATED

Briefly describe the programme that will be evaluated. Include the programme objectives, implementation strategies, resources for implementation (i.e. summarise the intervention logic). Include issues related to the promotion of human rights and gender equality, reduction of inequalities and promotion of climate sustainability. Describe the stakeholders and their roles, including both final beneficiaries and involved institutions.

RESULTS OF PREVIOUS EVALUATIONS

Describe what is already known through previous evaluations. What value will this evaluation add?

RATIONALE, PURPOSE AND OBJECTIVES OF THE EVALUATION

Define the rationale and purpose, including why is the evaluation undertaken, why at this particular point of time, and for whom. Explain the use of the results: Who will use the results of the evaluation? In what decision making situation will the results be used? How will the results be used for learning and/or accountability functions?

Set priority objectives of the evaluation clarify what issues, analysis and recommendations the evaluation will focus on. Describe **2–3 priority issues** of the evaluation.

SCOPE OF THE EVALUATION

Define what time span the evaluation covers, what stakeholder groups will be involved, what geographical area does the evaluation cover, wWhat connections to other supporting sectors and themes does the evaluation address.

The most important thing is to clearly define what is excluded from the evaluation, and explain the reasons why.

ISSUES TO BE ADDRESSED AND EVALUATION QUESTIONS

The priority evaluation questions are presented by criteria. **A maximum of 12 evaluation question may be included**. If some criteria are left out, explain the reasons for this. Other criteria may also be added if relevant for the evaluation. While the evaluation questions indicate the priority issues under each criteria, the evaluation team should not limit the evaluation to these questions only.

Relevance refers to the extent to which the objectives of the programme are consistent with beneficiaries' requirements, country priorities, global priorities and partners' and Finland's policies. This includes an evaluation of how the promotion of human rights and gender equality, reduction of inequalities and promotion of climate sustainability as defined by international and regional conventions, national policies and strategies

have been integrated into programme design and implementation.
[formulate priority evaluation questions]

Impact describes how the programme has succeeded in contributing to its wider, overall objective, i.e. impact for its final beneficiaries, including promotion of human rights and gender equality, reduction of inequalities and promotion of climate sustainability. The evaluation of impact covers intended and unintended, short- and long-term, positive and negative impacts. The evaluation will be made using the related indicators.

- [formulate priority evaluation questions]

Effectiveness describes if the results have furthered the achievement of the programme purpose (i.e. the immediate objective), or are expected to do so in the future. Evaluation of promotion of human rights and gender equality, reduction of inequalities and promotion of climate sustainability is integrated in the analysis. The evaluation will be made using the related indicators.

- [formulate priority evaluation questions]

Efficiency is defined by how well the various activities have transformed the available resources into the intended results in terms of quantity, quality and timeliness. Use of resources to promote human rights and gender equality, reduction of inequalities and promotion of climate sustainability is integrated in the analysis. Comparison should be made against what was planned. Furthermore, the management and administrative arrangements are analysed.

- [formulate priority evaluation questions]

Aid effectiveness (Effectiveness of aid management and delivery) refers to how the programme has implemented the commitments to promote ownership, alignment, harmonisation, management for development results and mutual accountability.

- [formulate priority evaluation questions]

Sustainability refers to the likely continuation of programme achievements when external support comes to an end. This includes an analysis on the likely continuation of achievements in human rights and gender equality, reduction of inequalities and climate sustainability. Evaluation of phasing out plans is part of this sustainability analysis.

- [formulate priority evaluation questions]

Coherence refers to issued beyond development cooperation focusing on contradictions or mutual reinforcement with other policies to achieve the development objectives.

- [formulate priority evaluation questions]

Possible additional evaluation questions

METHODOLOGY

The detailed evaluation methodology will be left to the evaluators to propose, but general guidelines can be included in the ToR on data collection and analysis. Indicate that it is expected that multiple methods are used, both quantitative and qualitative. Validation of results must be done through multiple sources. The section on methodology may include indications on materials to be analysed during the desk study phase, the data collection tools that will be used, how data analysis will be conducted and recorded, ensuring that all data is disaggregated by gender, age group and other relevant categories.

THE EVALUATION PROCESS AND TIME SCHEDULE

Describe the evaluation process outlining its phases, their sequencing and approximate duration, and where the work will be done e.g. kick-off meeting, inception and desk study phase, inception meeting, interviews and field missions, including presentation of results in the field, reporting and presentation of the evaluation results. Key milestones in the process should be described, but a detailed work plan will be left to the evaluators to propose.

A follow-up work option may be included for the team leader to support the integration of results in work planning based on a management decision on the recommendations.

REPORTING

The reports and outputs produced in each phase of the evaluation are specified in this section. The evaluation team may be requested to submit the following deliverables:

- Inception report
- Presentation on the field findings
- Draft final report
- Final report
- Presentation on the evaluation findings

Each deliverable is subjected to specific approval. The evaluation team is able to move to the next phase only after receiving a written statement of acceptance by the MFA. The reporting schedule is included in the contract.

QUALITY ASSURANCE

Include a request to the tenderer to propose and implement a quality assurance system for the evaluation. The proposal must specify the quality assurance process, methodology and tools.

EXPERTISE REQUIRED

The composition or the size of the team is not predetermined but it is expected to contain both international and national experts. One person shall be nominated as the Team Leader. The evaluation team shall ensure solid experience and knowledge in the following fields:

- Programme evaluations and planning in the relevant sector.
- Relevant sectors in developing countries, preferably in specific region or country;
- Other experience and knowledge relevant to the evaluation.
- Integrating cross cutting objectives in project planning, implementation, monitoring and evaluation: Promotion of human rights and gender equality, reduction of inequalities, climate sustainability.
- Quality assurance of evaluation in accordance to the quality assurance approach proposed in the tender.

Consider including a Junior Expert in the team.

BUDGET

The total available budget for this evaluation is [x] euro, excluding VAT, which cannot be exceeded.

MANDATE

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organizations. However, it is not authorized to make any commitments on the behalf of the Government of Finland.

ANNEXES:

- Link to the MFA evaluation manual
- Outline of the Evaluation Report
- Evaluation report quality checklist (OECD/DAC and EU standards)

ANNEX III:

OUTLINE OF AN INCEPTION REPORT

The main components of an inception report are outlined below.

INITIAL FINDINGS AND CONSLUSIONS OF THE DESK STUDY

Relevance
Impact
Effectiveness
Efficiency
Sustainability
etc.

PLAN FOR THE IMPLEMENTATION OF THE EVALUATION

Detailed evaluation questions based on the ToR

Elaboration of the methodology

- data collection
- data analysis

Detailed work and travel plan and division of labour within the team

- a list of major meetings and interviews with the major outcomes

Reporting plans, including the first outline of the final report; and

Any other issues to facilitate the evaluation process.

Evaluation matrix

Criteria	Evaluation question related to each criterion in the ToR	Detailing the ToR evaluation questions, if necessary	Indicators for the questions for each criterion	Source of data and/or methods for collecting data
Relevance				
Impact				
Effectiveness				
Efficiency				
Sustainability				
Aid effectiveness				
Coherence				

ANNEX IV:

OUTLINE OF AN EVALUATION REPORT

The quality criteria of an evaluation report have been defined by the OECD/DAC and the EU (see table 11 of the manual). The main components of an evaluation report are outlined below. The outline is not compulsory, but intended as a guideline in defining the appropriate table of contents for a specific evaluation. It is recommended that based on this general outline, the evaluators propose a report outline e.g. in their Inception Report.

EXECUTIVE SUMMARY

- Providing an overview of the report, highlighting the main findings, conclusions, recommendations and any overall lessons.
- Includes a summary table presenting main findings, conclusions and recommendations and their logical links.

FINDINGS	CONCLUSIONS	RECOMMENDATIONS
[Evaluation criteria / issue from ToR e.g. Relevance]		
[Evaluation criteria / issue from ToR e.g. Impact]		
[Evaluation criteria / issue from ToR e.g. Effectiveness]		
[Evaluation criteria / issue from ToR e.g. Efficiency]		
[Evaluation criteria / issue from ToR e.g. Sustainability]		
[Evaluation criteria / issue from ToR e.g. etc]		

INTRODUCTION

- Evaluation's rationale, purpose and objectives, scope and main evaluation questions

DESCRIPTION OF THE CONTEXT AND THE EVALUATED PROJECT/PROGRAMME

- Description of the broader context and its influence on the performance of the project/programme.
- Introduction of the intervention being evaluated: objectives including the cross-cutting objectives, implementation strategies, resources for implementation.
- Introduction of the stakeholders and their roles, including both final beneficiaries and involved institutions

KEY FINDINGS

- Empirical data, facts, evidence relevant to the indicators of the evaluation questions.
- Overall progress in the implementation.
- Findings by evaluation criteria / issue (e.g.
  - Relevance
  - Impact
  - Effectiveness
  - Efficiency
  - Sustainability
  - etc.

CONCLUSIONS

- The evaluators' assessment of the performance of the project/programme based on the findings in relation to the set evaluation criteria, performance standards or policy issues (e.g.
  - Relevance
  - Impact
  - Effectiveness
  - Efficiency
  - Sustainability
  - etc.

RECOMMENDATIONS

- Proposed improvements, changes, action to remedy problems in performance or to capitalise on strengths. Recommendations are based on the findings and conclusions. There should be a clear indication of
  - to whom is the recommendation directed (MFA, partner institutions, consultant providing support services, etc.)
  - who is responsible for implementing the recommendation, and
  - when the recommendation should be implemented..

NOTE: Findings, conclusions and recommendations are summarized in a table in the Executive Summary of the evaluation report.

LESSONS LEARNED

- Are there any general conclusions that are likely to have the potential for wider application and use?

ANNEXES

- the ToR
- description of the evaluation methodology used
- limitations of the study
- lists of information sources e.g. people interviewed, documents reviewed, etc.
- quality assurance statement produced by the quality assurance mechanism used
- 1–2 page evaluation brief for communicating the evaluation results, including
  - the key message of the evaluation,
  - who has benefitted and what are the most important positive results,
  - any unexpected impacts,
  - key recommendations and lessons learned.

ANNEX V:

EVALUOINNIN VIESTINTÄLOMAKE

Lomake täytetään AHA-KYT järjestelmässä ja lähetetään osoitteeseen **kehitys.verkot@formin.fi** viimeistään 14 päivää evaluoinnin valmistumisesta. Liitä mukaan viisi kuvaa kentältä (leveys 800 px) kuvateksteineen (kuka/mikä kuvassa on, missä ja milloin se on otettu, kuka kuvan otti).

- Mikä on evaluoinnin ydinviesti?
- Mitkä ovat hankkeen tärkeimmät tulokset?
- Ketkä ovat hyötyneet hankkeesta?
- Oliko hankkeella odottamattomia vaikutuksia tai ilmenikö hankkeen aikana yllättäviä seikkoja?
- Mitä opimme hankkeesta?
- Mitä suosituksia evaluoija antaa?
- Miten tästä eteenpäin?

ANNEX VI:

BACKGROUND DOCUMENTATION FOR AN EVALUATION

DOCUMENTS DEFINING THE EVALUATION ASSIGNMENT

- Terms of Reference
- Instructions to Tenderers
- Consultancy contract

GENERAL POLICY DOCUMENTS AND GUIDELINES (MFA AND PARTNER INSTITUTION)

- Development policy
- Sector and thematic guidelines
- Country or region specific policies
- Relevant project management and evaluation guidelines

DOCUMENTS OF PHASES OF THE PROGRAMME CYCLE

Programming: Mandate for country consultations, Agreed minutes of country consultations, Country programme / strategy
Identification: ToR, Identification report, Project concept note
Formulation: ToR, Project document
Appraisal: ToR, Appraisal report
Financing decision: Hanke-esitys, laaturyhmäasiakirjat ml lausunnot
Implementation: Inception report, Baseline reports, Work plans and budgets, Progress reports, Final report, Special reports, Training materials produced by the programme
Evaluation: ToRs, Mid-Term Review and Evaluation Reports, Final evaluation report, Ex-post Evaluation Report

ANNEX VII:

Management response on evaluation recommendations to be prepared for the programme Steering Committee meeting

Recommendations of the evaluation	Management response	
	Immediate implementation	**Development activities**
Recommendation	• activity to be implemented • by whom? • by when? • reporting in progress report by when?	• activity to be implemented • by whom? • by when? • reporting in progress report by when?
Recommendation	• activity to be implemented • by whom? • by when? • reporting in progress report by when?	...
Recommendation	...	...

DEVELOPMENT EVALUATION

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MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND