

EVALUATION GUIDE 2007

New completed and revised edition

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This Guide is not a manual of evaluation methods. Readers interested in extending their knowledge of the methodology and tools may consult the European Commission website: [EUROPA](#) > [Commission européenne](#) > [EuropeAid](#) > [Evaluation](#) > [Méthodologie](#)
[http://ec.europa.eu/comm/europeaid/evaluation/methodology/index fr.htm](http://ec.europa.eu/comm/europeaid/evaluation/methodology/index_fr.htm)

Foreword

The 2007 Evaluation Guide, like previous editions, presents the main concepts, objectives, methods and tools used by the DgCiD when evaluating the cooperation and development aid projects, programmes, instruments and policies it delivers. It is intended for decision-makers but also and above all for the increasingly numerous operators who carry out evaluations outside the DgCiD Evaluation Office, especially in the Departments and diplomatic posts. Year after year, work and ideas from both the national and international levels enriched the Guide. Some recent issues replace evaluation at the heart of the decision-making process and of modes of managing and allocating French public development aid, of which the 2007 Guide attempts to provide an account.

- **Implementing LOLF:** Since LOLF organises the budget in terms of programmes and policies, it entails an analysis of the performance of the policies carried out as compared to the resources mobilised. The procedures laid down insist more on auditing than on evaluation but, with the benefit of hindsight, the complementary between the two instruments should become clear. Evaluation is concerned with the “why” and “how” of improving performance by focussing analysis on strategies and policies over a time period longer than the budget period and the view point of the partners and beneficiaries of the policy rather than on the policy itself.


- **The reform of the CICID and the increased role of operators:** The reinforcement of the role of the AFD (Agence française de développement – French Development Agency), the key operator in French aid, the creation of new agencies (Cultures-France, Campus-France,..), the decision to increase public aid funding channelled through NGOs and decentralized cooperation, means that it will be necessary, in the framework of objectives and resources contract signed with them, to define with them modalities for evaluating Department funded projects that are close to current DgCiD practice, or else agree on new modalities.

- **The aid effectiveness agenda:** the Paris declaration (March 2005) and the OECD/DAC member countries’ commitments in favour of appropriation, alignment, harmonization, results-based management and mutual responsibility for aid are clear evidence of the need to make aid more effective. The DAC members are thinking about a common framework for evaluating the delivery of the aid effectiveness agenda, with the participation of partner countries. This ought to lead us to revising and enriching the traditional evaluation methods and criteria hitherto in use, with the emphasis on the commitment laid out in the Paris declaration (appropriation, alignment, harmonization, mutual responsibility).

- **Partnership:** Evaluation work is still too focussed on donor interests. The partnership logic recommended by the Paris declaration and illustrated by the new partnership framework documents agreed with the ZSP countries should lead to more allowance being made for the beneficiaries’ view points, or indeed, for responsibility for the conducted evaluation being transferred to them. This is the DgCiD’s objective. To achieve it, more attention will be paid to reinforcing the evaluation skills of countries in the South and to methodological support for the Departments and diplomatic posts. Special thought will be given to working out a decentralized and partnership evaluation methodology for the DCP (Partnership Country Document).

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Chapter I: What is Evaluation?

File 1

Definitions*

1. Evaluating an intervention, a project, a programme*, a policy*

The purpose of retrospective evaluation*, carried out in an explicitly formulated institutional and methodological framework, is to make a judgement, in empirical and normative terms, on the value of an intervention, project*, programme*, a policy.

The objectives of evaluation* are to:

- Check the relevance* and coherence of the initial objective;
- Measure the effectiveness* of the intervention, i.e. how far its objectives are achieved;
- Appraise the use of resources and their fitness for their purposes;
- Examine how long the effect observed lasted.

Evaluation* is one of three types according to the stage of the exercise at which it takes place:

- **Mid-term review***¹ monitors and, if necessary, modifies the direction of the intervention;
- **Final evaluation*** takes place at the end of the intervention, reviews the results and reports the short term consequences;
- **Ex post evaluation*** takes place well after the end of the intervention and bears on its medium and long-term effects (impacts).

Note: certain organisations use the term *ex ante* evaluation* for the feasibility study of a project.

Evaluation is carried out in different ways:

- **Assisted self-evaluation***, carried out by one or several individuals directly involved in the intervention being evaluated, with the support of an external expert;
- **Internal review***, carried out by an agent belonging to the organisation responsible for the evaluation, but not involved in its design or implementation (see file 12 and Annex 3);
- **Expert evaluation*** carried out when the administration wishes to obtain a report and recommendation within a short space of time.
- **External evaluation*** implying recourse to external consultants (from the private sector), so encouraging a neutral and fresh approach. It is often indispensable, given the financial, strategic and operational stakes.

Retrospective evaluations fall into one of four categories according to their nature:

- Evaluations* of operations (interventions, projects*, programmes*);
- Transversal evaluations* (by themes* or sectors);
- Evaluations* of instruments (organisms, operators, inputs);
- Strategic evaluations* (interventions carried out in a country or region...).

* All the terms marked with an asterisk are defined in the glossary of the Development Assistance Committee (OECD), in Annex 10.

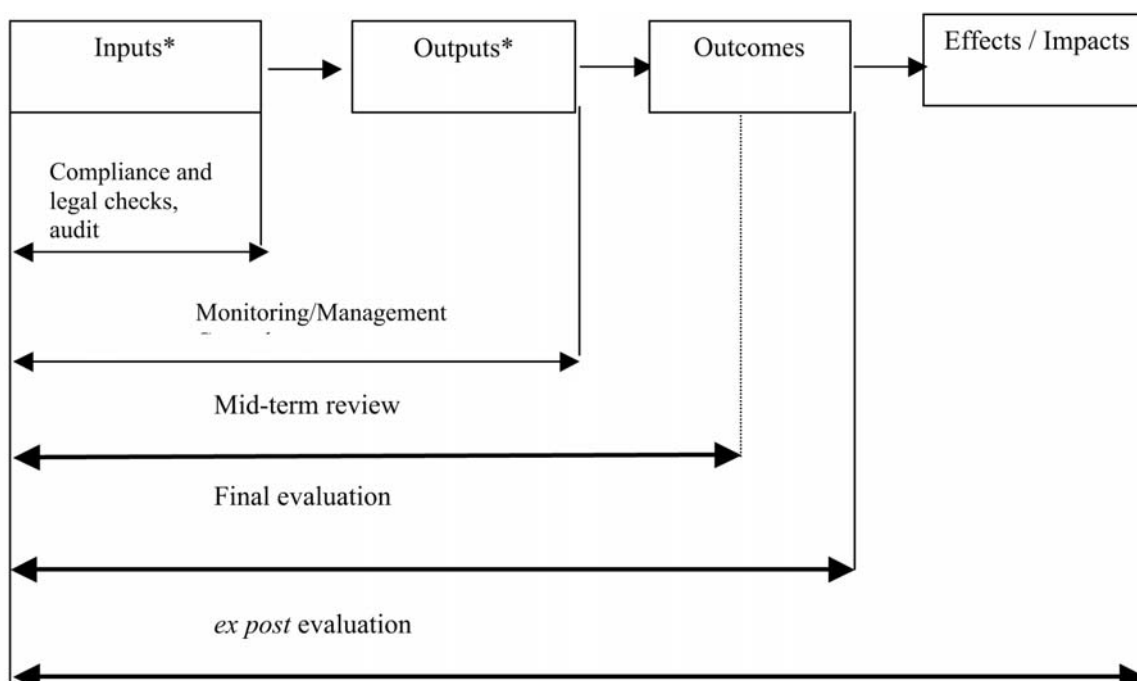
1) The Evaluation Office proposes the term mid-term "review" rather than mid-term "evaluation", which often creates confusion.

2. Some mistakes to be avoided

The evaluation* of public policies is concerned with interventions and not with individuals.

It is frequently confused with inspection, management control and auditing*. Although their objectives* (improving the working of the organisation) are similar, these exercises are carried out in different ways.

- **Auditing** makes sure that the rules and procedures are respected when a project is implemented. It is carried out by specialized and accredited auditors from inside and outside the organisation. Auditing is not concerned with the relevance* or the impact* of the project;
- **Management control and steering** are continuous processes ensuring that activity* is monitored regularly. These are internal processes, based on data input into information systems, and they make it possible to draw reports, activity indicators*, cost analysis and aggregate figures. These tools* can be brought together into a general table so as to facilitate decision-making.
- **Inspection** tracks compliance with financial standards, administrative procedures and political guidelines. It is carried out by internal inspectors and needs to be followed up. Its recommendations* are mandatory and binding.



N.B: Several aid agencies have set structures and procedures for monitoring* and evaluation (M&A). These are responsible both for conducting evaluations* and at the same time, for providing methodological support for the audit monitoring of projects* and programmes*.

Fiche 2

What is the Evaluation* of Public Policies in France?

1. The institutionalisation of the evaluation of public policies in France*

The evaluation* of the intervention of public authorities in France has been growing since the mid-1980s when some ministries set up structures responsible for evaluating their interventions.

Decree No 90-82, dated 22nd January 1990, relative to the evaluation* of public policies enshrined evaluation* in State interventions with a view to “amplifying existing initiatives” and “generalizing the policy of evaluation*” throughout the administration. This decree:

- Requests and requires administrations, local authorities and public sector entities to put their own evaluation* structures in place;
- Sets up an interministerial evaluation* system.

The basis of the system, modified in 1998 (decree No 98-1048, dated 18th November 1998) is the CNE (National Evaluation* Council), which is attached to the Commissariat général du Plan (General Planning Commissariat). In 2004, however, the CGP decided to devote itself exclusively to prospective studies, and, in 2006, the Centre d’analyse stratégique (Centre for Strategic Analysis) was set up and took the place of the CGP. Public policy evaluation* has been left to the sole initiative of ministerial Departments.

For their part, both Houses of Parliament, the National Assembly and the Senate, have set up Evaluation* Committees. Local authorities have also established the system for evaluating their interventions.

2. A double imperative: modernizing the State and democratisation

According to the official texts, the evaluation* of public policies is a response to two imperatives:

- **A technical imperative:** Evaluation* is a tool that makes it possible to improve the effectiveness and productivity of public interventions. It is therefore one of the instruments of the modernization of the State;
- **A political imperative:** Evaluation* is a means for the authorities to account to citizens for their actions, and so helps to strengthen democracy.

The organic law relative to Finance Act (LOLF), dated 1st August 2001, combines these two imperatives. Article 7 stipulates: “the funds allocated in the Finance Act to cover each heading of State expenditure will be brought together under missions entrusted to one or several departments of one or several ministries. A mission is a set of programmes contributing to a public policy. A programme brings together the funds intended for the implementation of an intervention –or a coherent set of interventions- within the same ministry. It will have precise objectives, defined in accordance with the public interest, together with the results expected. It will be subject to evaluation*”. Moreover, the explanatory notes to each programme will be appended to the draft finance bill. These notes will include “the presentation of interventions, with their related costs, their intended objectives, the results obtained and expected in the future. These will be measured by precise indicators, and the reasons for the choice of these indicators will be given”, (Article 51).

Within the LOLF framework, four programmes have been entrusted to the Foreign ministry, two of which in particular involve the DgCiD:

- Cultural and scientific influence (no. 185), carried out with the Ministries of education and Research. It comes under the State’s action abroad mission, which also includes two other Foreign Affairs Ministry programmes: France in Europe and the world (no. 105) and the French abroad and foreigners in France (no. 151)

- Solidarity with developing countries (no. 209) carried out with the Ministry of Finance, Industry and Economic Affairs. It comes under the solidarity with developing countries missions.

The Evaluation Office has two budgets, for programmes 185 and 209 respectively.

*3. The ethics of evaluation**

The national evaluation* Council in its various publications, together with the evaluation* network of the DAC, has drawn up an ethical framework for the evaluation* of public policies. Its recommendations are:

- **A standard system** characterised by the distinction between:
 - One body responsible for steering the evaluation* at the request of the commissioning body;
 - A service provider responsible for carrying out the evaluation* in compliance with its terms of reference.

The evaluating body is made up of individuals concerned with the objective to be evaluated and having various points of view on it. The service provider will, as a general rule, be chosen by competitive tender. The experts taking part -private consultants, members of inspectorates, academics- should have mastered the techniques of evaluation*, respect the ethical principles of evaluation*, be familiar with the area the evaluation* deals with, without being themselves stakeholders in the intervention to be evaluated.

- **A standard set of questions** leading evaluators to examine the worth of a public intervention in terms of its “relevance, coherence, effectiveness, efficiency, impact and sustainability” (see File 5).
- **A standard procedure for the evaluating body:** drawing up the terms of reference, choosing the service provider, monitoring the process, receiving and debating reports, managing the post-evaluation* situation.
- **A standard methodology** for the service provider responsible for carrying out the evaluation*. This will include data gathering and analysis techniques in both quantitative and qualitative fields, such as those used in social sciences.

It will be noted that a French Evaluation Association was set up in 1999 with a view to bring in together the professionals in the fields and structuring its practices (see File 14). It adopted a Charter in 2003 for “*the stakes in the evaluation* of public programmes and policies go beyond their immediate stakeholders and concern all citizens*”.

File 3

Evaluation*: Better Knowledge for Better Decision-Making

1. Better knowledge...

Decision-makers and citizens have limited knowledge of public intervention. From their own particular vantage points, they can never take in the whole range of implications and repercussions of these interventions. They are concerned in the success of public interventions but they find it difficult to get an impartial and objective picture.

In this context, evaluation* has, first of all, an informative function. It increases the amount of knowledge available about an intervention. Thanks to methods borrowed from social sciences, it makes it possible to build up as general and independent a picture as possible.

This informative function is enough, on its own, to make evaluation* useful. It gives agents a clear view of their intervention. It tells them about the stakes involved, the objectives, inputs and results, and, in this way, meets their demands for meaning and intelligibility. This helps to strengthen their motivation. Since the knowledge gained from evaluation* is intended to be shared, it also helps to bring viewpoints closer, strengthen communication and forge a common vision of the intervention being evaluated.

2... A better appreciation of the value of an intervention

Evaluation, by improving the knowledge decision-makers and citizens have about public interventions, enables them to make better judgement as to their value. *Was it worth carrying out these interventions? Were the inputs deployed adapted to their purpose? Were the results expected actually obtained? To what extent? Were there any unintended side effects? What medium or long term effects, in the field or any other, can be expected from these interventions? Are the results worth the money spent? Are the structures or practices generated by the intervention sustainable?*

Evaluation* provides answers to these questions, and so makes it possible to make a value judgement on public interventions and describes them as positive or negative. Based as it is, on methodical and disinterested knowledge of the intervention, this judgement has credibility and an authority that a spontaneous opinion cannot match.

Although decision-makers, who have other factors to take into account when assessing their intervention, do not automatically adopt them, the evaluators' conclusions nonetheless shade light on the terms of the debate on the public intervention under evaluation*.

3... et mieux décider

Finally, evaluation* improves both the knowledge decision-makers have about their intervention and the value judgement they make on it and, in so doing, provides them with actionable information. *Should an intervention be continued, broken off, re-focused or extended?* Evaluation* provides answers to these questions. Evaluation* is knowledge that can be fed into decision-making and, as such, is above all, practical.

File 4

Different Approaches to Evaluation*

1. Managerial evaluation and democratic evaluation**

Two types of evaluations, each with its own function, are sometimes opposed:

- **Managerial evaluation***: improving management;
- **Democratic evaluation***: improving the quality of democratic debate.

These two objectives are not contradictory and may become complementary. In France, evaluation* aspires to be both managerial and democratic.

Managerial evaluation* has the following characteristics:

- The evaluation* approach is integrated into the civil service management process. This is the case, at the DgCiD, of evaluations of Priority Solidarity Fund projects (FSP projects).
- The main purpose is to optimise financial inputs;
- Its necessary conditions are the independence of the evaluator (the service provider) and the objectivity of the method.

Remark:

This version of evaluation* puts the spotlight on the evaluator and runs the risk of transforming his report into a sacred text.

The logic of democratic evaluation* is as follows:

- The object of the evaluation* exercise is above all the transparency of the public intervention and the debate with the actors and users involved in it;
- Evaluation* is defined as a judgement made on the value of the public intervention. The process* is public and the main contribution the experts make lies in their techniques of evaluation*.

Remark:

This version of evaluation* gives an important role both to the evaluating body (the Steering Committee) and to the evaluator. The Evaluation Office at the Foreign Ministry (DgCiD) favours this approach by opening up its Steering Committees (see File 8) to other ministries, civil society and researchers (file 9).

2. Evaluation for civil service departments and evaluation* for decision-makers*

Evaluations* also differ in their target audience. Some evaluations are conducted mainly for civil service departments with a view to helping them improve their performance. This is especially the case for post evaluations*, so enabling lessons to be drawn for subsequent projects. This kind of evaluation* is known as **formative*** evaluation*.

Other evaluations are carried out for the benefit of actors –decision-makers, the media, users– who are not directly involved in the management of the intervention, and their purpose is accountability. These evaluations* make it possible to judge the public intervention and give the authorities in charge a means of deciding whether to continue the intervention, bring it to an end or repeat it. These evaluations* are aid to decision-making and are known as **summative*** evaluations.

Mention is sometimes made of a third category. These evaluations contribute to general knowledge, extrapolate principles from positive results, build theories, make a synthesis of transversal models, lead to academic publications, build strategies and/or policies.

3. Collective evaluation and joint evaluation**

These two types of evaluation*s are very close to each other.

Collective evaluation* is seen as a collective problem solving process* bringing together all the parties involved. For ex., the body responsible in France for evaluating the prevention of natural disasters included a range of members from ministries, local authorities, public agencies or associations...

The evaluations conducted by the former National Evaluation Council were usually collective evaluations.

Joint evaluations: in the field of Official Development Aid and international cooperation, donors make an effort to seek out the participation of representatives of the State and civil society in the aid receiving countries.

The different approaches to evaluation* are not mutually exclusive, even though emphasis may be laid on one or the other of them.

4. Peer review

“Peer review” is an evaluation* mechanism based on the consensus within a group of decision-makers agreeing to have their own policies evaluated by their peers. This type of evaluation* draws its effectiveness from the fact that “**peer pressure**” will be a significant factor in modifying practices.

The OECD/Development Assistance Committee began to use peer review or scrutiny in development aid policy in the 1990s. The DAC equipped itself with the process to ensure monitoring of its members’ efforts in cooperation for development. Each member’s aid policy and efforts are reviewed roughly once every four years, with five or six programmes being dealt with each year. France was reviewed by its peers in 2004, with the next review scheduled for 2008.

Peer review can also be applied to evaluation* mechanisms themselves. One aid agency’s evaluation* unit evaluates another aid agency’s evaluation* system. This is known as a “**meta-evaluation***”. This practice has been growing within multilateral agencies within the framework of the informal MOPAN network. Some bilateral agencies resort more and more often to this type of evaluation*, whose purpose is to change evaluation* practices and define more effective evaluation* norms and standards on the basis of concrete experience. In 2005, the Belgian cooperation evaluation* unit carried out a meta-evaluation* of the DgCiD evaluation office (see Annex 9).

Chapter II: Conducting an External Evaluation

File 5

Standard Procedure for External Evaluation*

1. What is meant by external evaluation?*

Evaluation* is said to be external when the entity wishing to evaluate its intervention calls on outside experts from the civil service, the private sector, the voluntary sector or the academic world. External evaluation* is necessary for:

- It encourages independent, impartial and objective analysis and recommendations;
- It makes available specific skills (economics, medicine, education, audio-visual media, town-planning) that are not always on call within the entity itself.

2. Presentation of a standard procedure

A procedure in 10 stages is proposed:

1- Creation of a Steering Committee (see File 9)

The Steering Committee will be set up by the department responsible for carrying out the evaluation* and will be composed of people concerned in the intervention to be evaluated, whether directly involved¹ or totally exterior to. It will have overall responsibility for driving the evaluation* process.

2- Drawing up the terms of reference (see file 6) and first meeting of the Steering Committee

The terms of reference (the requirements setting out the questions the evaluation is to answer and the methods to be employed) will be proposed by the Department commissioning the evaluation* and, as a general rule, examined and approved by the Steering Committee at its first meeting.

3- Competitive tender from outside experts (see file 11)

A competitive tender will be put in hand with a view to selecting the best bids from outside consultants and in compliance with the rules governing public procurement. The Evaluation* Office recommends that the first steering committee meeting should draw up the short list of consultants to be invited to submit bids.

4- Second Steering Committee meeting

The Steering Committee will meet a second time to examine the bids and express a non-binding opinion on the best bids on the basis of a technical and financial analysis and a comparative table (see Annex 2).

5- Awarding the contract

The Department will draw up the letter awarding the contract which will then be submitted for signature to the person responsible for public contracts and, finally, rubber-stamped by the financial Department. *The consultant cannot begin work until he has been notified that the contract has been awarded to him.*

1) According to cases, the actors (those directly responsible for carrying out the intervention under evaluation) will be asked to attend one or several steering committee's meetings. The Evaluation Office is in favour of their participation, at least in their role as "experts", for evaluation is above all formative.

6- First phase of the evaluation* and third Steering Committee meeting (first meeting with the consultant present)

On the basis of the terms of reference, the consultant chosen will gather and analyse the data necessary for the preliminary report. He will meet the Steering Committee at least once. This meeting will give the evaluator the opportunity to present the first stages in his thinking in an interim document. The Steering Committee, as guarantor of the proper unfolding of the exercise, will validate the methodology and the programme of investigations and missions (sites to visit, interview guides, questionnaires, lists of people to meet); It will provide the expert with any contacts, access to records and documentation that he might request.

7- Mission report (optional)

The evaluator will report on his mission to the SCAC before leaving the country and he may be requested to submit a summary (visits, meetings, etc.) outlining his findings before drawing up the final report.

8 - Third phase of the evaluation* and fourth Steering Committee meeting

After carrying out his mission in the field, the evaluator will draw up a provisional report. The Steering Committee will then meet for the purpose of discussing this report with the evaluator. The Steering Committee will satisfy itself that the evaluator has respected the terms of reference.

9- Submission of the final report (see File 12)

Having made himself familiar with the observations put forward by the members of the Steering Committee, the evaluator will draw up the final version of his report.

10 - Use to be made of the evaluation* (see File 12)

The commissioning entity, together with the departments involved, will make proposals as to the use to be made of the report. A submission meeting may be devoted to the discussion of these proposals. In some cases, the report may be communicated only to the decision-makers. In others, it may be communicated to all the stakeholders. The commissioning entity organizes the distribution of the evaluation* report.

Remark: the number of Steering Committee meetings may vary from 3 to 6 or more, according to the scope of the evaluation*, the difficulties encountered by the evaluators and the methods used to carry out the exercise.

File 6

Establishing the Terms of Reference

This file describes the canvas the Evaluation Office recommends for drawing up the ToR for a retrospective evaluation*.

The length of this file results from the introduction into this document of the guiding principles, including ethical norms, information on the procedure for conducting an evaluation* and of the modalities for controlling the quality of the process* and of the final product.

Once approved by the Steering Committee, the ToR will be used for the competitive tender (consultation with the technical departments).

In their broad outlines, the ToR can be divided into six major sections:

- I) Description of the intervention to be evaluated
- II) Description of the issues and the general procedure
- III) Description of the work required of the evaluator
- IV) Description of the service to be provided
- V) Description of the evaluation* process
- VI) Description of the results to be submitted

Choosing a title

- Look for fairly short and explicit titles.
- Avoid acronyms and project code names.
- State in the title if it is a retrospective evaluation*.
- A sub-title is desirable to provide further information (project No, country, sector, theme, operator).
- State the country, zone and period covered.

1. Description of the intervention to be evaluated

1.1. Presentation of the intervention to be evaluated and its context

- Present the intervention to be evaluated with an account of its history.
- Locate the object to be evaluated within the framework of the international cooperation and bilateral relationship with the partner organisation or country.
- Indicate the main initial objectives of the cooperation programme to be evaluated.
- What are the interests at stake, the *raison d'être* of the project, its main objectives?
- Recapitulate the human, financial, and technical inputs to be used.
- Specify the activities involved, the beneficiaries, the zone and the period to be covered.
- List the various partners and operators involved.
- Provide the indicators, if there are any, that will allow monitoring and audit.

Principle of advisability (extract from the Evaluation Charter¹⁾)

Evaluations should only be decided and designed when they are likely to produce results from the standpoint of the objectives mentioned in the preamble to the present Charter: democratic reporting, efficiency of public spending, organisational learning, as well as the facilitation of future evaluations.

1.2. Justification for the evaluation*

- Was the evaluation* envisaged at the time the operation was launched?
- At what stage in the intervention will the evaluation* take place? (mid-term, final, ex post evaluation*)
- Who has requested the evaluation*?
- What are the motives behind the evaluation*? What are the initial objectives?
- How does the evaluation* fit into the overall objectives of the commissioning entity?
- What are the main questions and initial assumptions regarding the object to be evaluated?
- What use of the evaluation* is intended to be made?

In theory, what happens to the evaluation* after the final report has been submitted is of no direct concern to the evaluation* (and is not mentioned in the terms of reference). The body commissioning the report should for its part look forward to the end of the process so as to foresee the consequences and so anticipate the uses to which the report will be put.

2. Description of the issues and general procedure

2.1. Problematic

- What are the main concerns of the commissioning entity?
- Is this a summative evaluation*, intended to render an account to the decision-makers and/or a formative evaluation*, intended to draw lessons for the operators. What is the main concern?
- What are the questions and expectations of the other stakeholders?
- Is there a priority or hierarchy in the questions?

As a general rule, within the framework of a project evaluation*, the rules for conducting the exercise are already in place (for example, in the presentation report for an FSP project). But it is still useful to give thought to the procedures for conducting an evaluation* jointly with other donors, in partnership (with the country involved) or in a wider prospective (sector evaluation*).

2.2. Evaluation* procedure

- What are the main lines of the evaluation* method chosen? (in particular, field work; the evaluator will go further into this aspect).
- What is the evaluation* schedule? (desired dates for fieldwork and submission of the provisional final report)

1) The evaluation Charter for public policies and programmes was adopted by the French Evaluation Society (SFE – Société française d'évaluation) at its general meeting in 2003 and revised in 2006. It may be consulted on the association website: www.sfe.asso.fr. General principles have also been adopted by other associations throughout the world, including AfrEA, the African Evaluation Association. The French version is available on the website www.afrea.org. The European Evaluation Association is also working on quality standards and ethical principles and standards: www.europeanevaluation.org

- Is this a joint evaluation* (with another donor) or in partnership (with the beneficiary country)?
- Detailed description of the sequence of tasks in the evaluation* process (the evaluator will expand this heading).

The ToR are not a checklist of requirements to be respected *stricto sensu*, but a **canvas** for a study that should anticipate, without fixing them, the modalities of the investigation to be carried out and which will form the basis on which the consultants will formulate technical and methodological proposals.

The indications given by the commissioning body as to the methods of evaluation*, which should be envisaged in the ToR, and the proposals put forward by the consultants can be combined in different proportions and the mixture will not always be the same. In any case, the judgement made on these proposals will focus on the description of the **methods** of investigation, which cannot be reduced to desk research and interviews.

The ToR will be annexed to the contract and are therefore binding. But it should also be possible to re-examine them while the evaluation* is under way.

2.3. Scope of evaluation*

- What are the limits (in time and space, etc.) of the operation to be evaluated?

When evaluating an FSP project*, the scope of the evaluation* corresponds to the perimeter of the project: sector, partner, actors, duration, inputs, etc. In all other cases, the scope of the evaluation* is an essential point. Moreover, even in cases of limited projects*, it is worthwhile to define their scope which may, for example, include the preparation phase, exclude certain activities* or name the actors involved.

3. Description of the work involved in evaluation*

3.1. The facts: general review for a cooperation intervention

Process: start from **observations**, classified and sorted so as to reach general **findings***

- Description of the cooperation intervention in the reference period.
- Presentation of the expectations and requests of the partner(s) in terms of cooperation over the reference period.
- Presentation of the initial objectives of the intervention.
- Presentation of the various actors in the intervention.
- Recapitulation of the context and the major developments and bilateral relations during the period under study.
- Description of the logic of the cooperation intervention and its legal framework.
- Presentation of quantitative and qualitative changes in the inputs used.
- The tools used will be examined.
- Partnership arrangements will be examined.
- Presentation of arrangements for monitoring* and steering the intervention.
- Comparison with the interventions, if any, of other bilateral and multilateral donors, (amounts, contents).

Principle for Respecting the integrity of individuals (extract from the Evaluation Charter)

Participants in the evaluation process respect the rights, integrity and safety of all affected parties. They shall not disclose the sources of any information or opinions they collect without the agreement of the persons concerned.

3.2. The analytical approach: evaluating the cooperation intervention

Process: on the basis of the **findings**, apply the **analytical** criteria, so as to reach **judgements**

On the basis of the evaluation* questions set out in the ToR, the evaluators will draw up criteria for judgement (=working hypotheses and a series of questions and will determine the quantitative and qualitative indicators that will enable them to provide answers.

The intervention will be evaluated on the basis of criteria recognized in the field of public policy evaluation* both in France and by the international community. If the intervention covers projects or several sectors, its more significant aspects, in terms of both finance and impacts, will be dealt with in separate sections.

Principle of Competence (extract from the Evaluation Charter)

Designing evaluations, managing and commissioning them, collecting data and choosing methods, as well as interpreting findings, entail using specific competences.

Those who participate in evaluation in a professional capacity should build and update their professional skills accordingly.

Evaluation implies using recognised methods, particularly those used by the international evaluation community. In using these methods, participants in evaluation should explicitly mention their limitations.

The criteria set out below will be used according to the questions (the evaluation* questions) arising from the intervention under evaluation*. Not all of them will be necessarily used and priorities should be established.

The author of the ToF and the members of the Steering Committee may refer to the evaluation* criteria set out below, as they are usually defined, when drawing up the evaluation* questions specific to the intervention under evaluation*. The criteria serve as a basis for drawing up the ToR; they are not obligatory. Other criteria may be added: the quality of services, partnerships, capacity reinforcement, etc. It, however, should be noted that the criteria are the framework of the analysis. They are not to be left until the end of the intervention.

• **Relevance** examines whether an intervention is justified in the light of the objectives and issues determined at the beginning. The following points may be examined:

- Consistency with the objectives of the country's national policy (CLSP, DSRP, sectorial policies);
- Correspondence with the needs and requests of the beneficiaries
- Compliance with the ministry's general guidelines (partnership framework document, sector strategies, CICID decisions).

• **Internal coherence** looks at the relationships between the various aspects of the intervention. The following points may be examined:

- **Internal coherence:** Concordance between the various inputs and tools brought together to achieve the objectives (internal coherence); it is a question of determining if the project or the programme has been properly designed in the light of the objective to be met and the results to be attained (design, resources envisaged, choice of actors, planning of intervention, relevance of the initial hypotheses);
- **External coherence:** Concordance with partners' policies (centralized and decentralized administrations), the intervention undertaken by international organisations, other donors and regional institutions and, should the case arise, non governmental organisations.
- **Transversal coherence:** coherence between public policies likely to have an impact* on development (trade, finance, migration safety) and development policy.

• **Effectiveness** relates to the realities of the interventions carried out. The following points may be examined:

- Nature and modalities of outcomes;
- Level of achievement of activities
- Proportion of funds spent;
- Were the schedule and chronogram respected?
- Quality of monitoring and of management of unforeseen events;
- Search for any cost overruns and their causes;
- Steering Committee meetings (or other forms of partnership relationships);
- Verification, if necessary, of the application of the clauses (signature of the convention, release of funds, suspensive conditions);

• **Outcome** deals with how far the objectives of the intervention have been achieved, together with any unforeseen consequences, whether positive or negative. The following points may be examined:

- Real and expected results of the intervention;
- Unforeseen results (positive or negative windfall effects);
- Analysis of differences observed.

• **Efficiency** looks at the relationships between costs and benefits. The following points may be examined:

- How the financial, technical, organisational and human inputs were brought together (were they made available in good time and at the lowest cost?);
- Comparison of costs with relevant benchmarks (benchmarking);
- Comparison of results obtained with amounts spent;
- Explanation for any cost overruns or delays observed;
- Analysis of possible means of achieving the same results with fewer input or different tools (example: comparison with equivalent interventions carried out by other donors).

• **Impact** makes a judgement on the repercussions of the intervention in the medium and long terms by looking on its effect on a wider field. The immediate effects of the intervention and its long-term impact will both be measured in a wider perspective. It is necessary to go beyond the observation of facts and explain why the changes noted took place and how far they can be attributed to the intervention being analyzed. The following points may be examined:

- Identification of the categories of the population that benefited -directly and/or indirectly- from the intervention and an estimate of the number of people concerned in each category;
- Description of the impact of the intervention in quantitative terms;
- Description of the impact of the intervention in qualitative terms (negative, positive, expected, unforeseen); establishment or consolidation of a structure or a policy in the beneficiary country, desirable changes in practices, showing French expertise in a good light, visibility of the operation, consciousness raising in target groups, image of cooperation...).

• **Sustainability** (or durability) looks at whether the intervention has generated a structure or practices able to “stay alive” and develop after the intervention has come to an end. The following points may be examined:

- Financial and operational sustainability of the mechanisms;
- How far those in charge of the intervention and/or those in charge of local activities have ensured that the activities have been adopted by institutions;
- Continuation of the cooperation according to changes in the local context (institutional and political stability, economic context, perception of the intervention by the beneficiaries), and of bilateral relations;
- Is it possible to repeat or generalize the operation?

Methods: the evaluators will take care to make a clear presentation of the methods of investigation and analysis used so as to show the procedures followed to collect data, make sure of its quality and validity (triangulation), gradually establish the stages between observations (raw data), findings (sophisticated indicators, ratios), judgements made (based on the expert experience) and the conclusions reached. The evaluators will present a timetable showing the various tasks carried out (questionnaires, surveys, case studies, etc). These items may be included in an annex.

The evaluation* report* will be judged in the light of the elements put forward in the **quality standards** file (see Annex 12).

3.3. Conclusions

Process: on the basis of the **judgements** made, arrive at the **conclusions**

The evaluators will reach clearly formulated conclusions (for each type of action and each actor) and describe the means employed to arrive at these conclusions.

- What conclusions can be deduced from the judgements?
- Do the conclusions provide a clear answer to the question posed in the TOR?
- What were the strengths and weaknesses of the project?
- What are the causes of the gaps between achievements and expectations?

Stress will be laid on the strong and weak points of the intervention

3.4. Recommendations

On the basis of the results of the intervention and an analysis of the context of the intervention being evaluated, the experts will make recommendations. These proposals must be realistic. The recommendations must contribute to improving the performance of cooperation.

- Which conclusion(s) lead to which recommendation(s)?
- How can the advantages (or strengths) of the project be consolidated?
- How far can the difficulties (or weaknesses) of the project be solved?
- How can the recommendations be ranked in order of importance?
- How can the recommendations be ranked in a timetable for the future?
- Which recommendations are strategic and which are operational?
- What more general lessons can be learnt?

Insofar as this is possible, the evaluators will allocate each recommendation to the various protagonists (technical departments, partners, operators, the ministry, etc.). They will propose a timetable (short term, medium term, long term) and suggest indicators for monitoring the recommendations.

3.5. Learning lessons

On the basis for the conclusions and recommendations, the evaluators will draw more general lessons that may be extended to other interventions (sectorial, operational, technical, institutional or strategic options, etc.).

The evaluators should make a distinction between recommendations arising from the intervention under evaluation* addressed to the actors in the project and corresponding to the evaluative questions and, on the other hand, other recommendations flowing from the investigation. These other recommendations might, for example, concern the instruments, the financial arrangements or the expertise and the operational departments have no power to take decisions in these matters.

3.6. Establishing a synthesis

- What are the objectives of the evaluation*?
- What are the different questions arising from the problematic of the evaluation* that the evaluators attempted to answer?
- What were the conclusions with regard to each question?
- What recommendations arise from each conclusion?

N.B. The synthesis (3 to 10 pages) is different from the summary, which follows a standard format and is restricted to two pages.

4. *Special conditions for competitive tender*

4.1. Description of the expert report expected

The desired profile for the experts and the special knowledge and experience required of them will be specified. It will be made clear that real skills are expected in public policy evaluation*. Career résumés will have to be supplied.

In his proposal, the consultant will be asked to explain the methodology he intends to use with respect to the context, activities, problematics, actors, timescale and inputs:

- Data gathering and processing techniques: documentary research, consultation of files and records, direct observations, statistical surveys, questionnaires, opinions from experts and officials, case studies;

- Techniques of analysis (logical framework*, study of changes, participatory methods, systemic approach, etc.);
- Working hypotheses;
- Organisation of work (allocation of tasks), chronogram.

The consultants will be selected according to certain rules:

- Those selected will be external, independent experts;
- Competitive tender will be the preferred procedure. It is mandatory when the remuneration is in excess of 4,000 EUR. It is obviously not necessary in the case of consultants from the civil service, who will receive only travel costs and their daily expenses.
- State the qualifications required, the skills to be mobilized, the knowledge expected;
- If appropriate, the composition of the team of experts (seniors consultants, junior consultants, local consultants) will be laid down;
- As far as possible, joint evaluation*s with local partners or other donors will be encouraged.

Principle of distance (extract from the Evaluation Charter)

Evaluation is carried out impartially. Evaluation professionals inform their other partners of any possible conflict of interests.

The evaluation process is carried out independently of programme management and decision-making processes. This independence contributes to safeguarding the public decision-makers' freedom of choice.

4.2. Choice of service provider

The TOR will set out the arrangements (possible dates, establishment of an *ad-hoc* commission) and the criteria to be applied for the selection of the service providers.

The evaluation* Office recommends a two stage selection (cf. files 10 and 11). In the first stage, the commissioning entity will request expressions of interest from as many potential candidates as possible. These expressions of interest will take the form of letters of understanding, CVs and ad-hoc references. In the second stage, a short list of candidates will submit proposals on the basis of the ToR.

From now on, the new public procurement code allows electronic submission.

The Evaluation Office may, on request, and on behalf of other Departments, distribute a notification for the calls for tender. About two weeks should be allowed for the first stage, and three weeks (21 days) for the second stage.*

The following categories may be used for making a selection on the basis of the ToR (see Annex 2):

- Understanding of the subject, quality of the written text and general presentation of the proposal;
- Methodology proposed for the process of investigation and analysis;
- References of the consultancy, knowledge (cooperation tools, ODA, geographical area), skills (evaluation*) and the expert qualification in the sector;
- Chronogram and general organisation;
- Estimated cost.

The TOR must allow the consultants to put forward their proposal in the most favourable conditions, while respecting free, open and unbiased competition. The commissioning entity owes it to itself to be as clear as possible as regards its expectations, the conditions of implementation, the cost (number of experts, number of working days, duration of the mission) and the schedule to be respected.

In cases of electronic submissions, there is no need for the cost estimate to be signed. It will include the firms' name but signature may be left until the contract is drawn up, after the consultant has been selected.

The total number of working days envisaged for carrying out the evaluation** may be stated, or possibly the amount of funding allocated for the exercise. It will be for the consultant to indicate the number of working days he proposes.

In the case of a team of evaluators, the consultant's proposal should clearly state the respective skills of each team member. These should cover all the qualifications expected and the allocation of working days, functions, and tasks.

5. The evaluation* process

5.1. The Steering Committee

It is desirable to set up a body responsible for preparing, launching, monitoring and validating the work to be done. This body, which may be given a local counterpart in the form of a local monitoring committee, will be adapted according to circumstances. It enables all the actors to confront their viewpoints and also opens the process to other, outside participants not directly involved in the project.

Principle of pluralism (extract from the Evaluation Charter)

The practice and processes of evaluation are influenced by three different rationales, i.e. public management, democracy and the scientific debate.

Evaluation entails acknowledging all the interests at stake and admitting the legitimate points of view expressed about the programme or policy evaluated, in their largest diversity and in a balanced manner, whether these views belong to actors directly involved, to experts or any other stakeholders.

The following aspects should be made clear:

- Role: the evaluation* exercise makes it possible to confront ideas and opinions, especially within a Steering Committee made up of both inside and outside participants;
- Number of meetings: the Committee will decide, in order, on the terms of reference, the choice of the consultant and the various reports;
- Composition: a dozen people as a general rule. The Committee may be chaired by a personality from outside the subject under evaluation*.

Principle of responsibility (extract from the Evaluation Charter)

At the beginning of an evaluation, decisions as to the allocation of responsibilities between the different actors involved should be made in such a way that clear responsibility is assigned for each function in the evaluation (definition of the brief, management process, research and analysis, formulating findings and recommendations, dissemination of findings).

Persons and institutions involved in the evaluation process should make available appropriate resources and the information required to carry out the evaluation.

They are jointly responsible for properly implementing the guiding principles set out in the present Charter.

5.2. Steps in the evaluation* process

The TOR will require the evaluators to set out the successive steps in the evaluation* process. There are usually three phases: desk research and interviews, fieldwork and writing the report. The consultant will draw up a chronogram showing in detail how the various steps in the exercise are to be carried out. The total duration of the process will be expressed in consultant working days. In addition to fees or salaries, the cost estimate should also include travel expenses (transport, per diem), and miscellaneous expenses (see Annex 1). The commissioning department will estimate these expenses and compare the amount with the estimate submitted by the evaluators.

It is desirable that the commissioning entity, when placing the contract, should already have an idea as to how the evaluation* is to be submitted, how feedback is to be organised, and how to make the best use of the exercise.

6. Deliverables (Evaluation* Report)

Principle of transparency (extract from the Evaluation Charter)

Presentations of evaluation findings should be accompanied by a clear description of the object of the evaluation, its purpose, its intended audience, the questions asked, the methods used and their limitations, and the arguments and criteria which led to these findings.

The findings of evaluations should be made public. Decisions ought to be taken at the beginning of an evaluation on how the findings will be disseminated. The integrity of findings should be respected, irrespective of the format and methods of dissemination.

The TOR should include details concerning the nature and form of the reports expected. The items below may be borne in mind when establishing TOR.

6.1. Preliminary report

If necessary, the evaluators will be requested to submit a preliminary report. It will include:

- Items relating to the achievements of the intervention under evaluation*, the framework and context of the cooperation intervention and figures. The interim report will show the results of a first exploration of the documentation and present the interviews carried out;
- definition of methodology;
- a programme of visits;
- an updated provisional schedule.

6.2. Mission recapitulation note

The experts will have had a debriefing meeting with French cooperation officials after their mission in the field. They will also send a factual “mission-completed” note to the commissioning entity. This note describes the “atmosphere” of the mission. It will list the places they visited and the people they met.

6.3. Provisional report

The provisional report reflects the consultancy work as a whole. It will be analysed by the commissioning entity and commented on by the Steering Committee.

The following statement will preface the report: *“this report is an internal document drawn up at the request of the Ministry of Foreign Affairs. The analysis and comments are the sole responsibility of the authors and do not constitute an official position. This report is for limited circulation and is for official use only”.*

Once validated, this provisional report will become the final evaluation* report.

6.4. Final report

The evaluators having taken account of any remarks made by the Steering Committee and complied with any requests for additions, modifications or clarifications from the commissioning entity, will, sometimes after it has been sent back several times, submit the final report as stipulated in the graph.

Le rapport final doit être remis sous forme papier (indiquer le nombre d'exemplaires) et transmis par voie électronique (en fichier Word).

Every final evaluation* report will include the following items:

- Table of content;
- List of acronyms;
- Map;
- Summary: 2 to 3 pages for project and programme evaluation*, 10 pages for sector and area evaluation*. This summary will include:
 - a short recapitulation of the objectives pursued by French cooperation, the context and the stakes involved in the intervention;
 - amounts and breakdown of the various costs incurred (by instrument and sector) in case of country evaluation*);
 - description of the main stages in the intervention;
 - summary of results obtained, the impact of interventions, the benefits for France and the beneficiary country;
 - recapitulation of judgements on the intervention measured by the criteria laid down in the technical requirements and the main causes of any gaps that may be noted between the expected results and actual performance;
 - recapitulation of the main recommendations;
- a presentation of the intervention under evaluation*

The commissioning entity is well acquainted with the intervention under evaluation* but the report is to be a permanent document and will be circulated. It is therefore necessary to have information on the project. This information may be supplied in the form of a recapitulative file in the appendix.

- Methodological recapitulation: choices made, techniques used and steps in the work of evaluation*;
- Analysis: this will be organised on the basis of the data collected analysis and observations made. Analysis will be carried out according to the usual criteria used in the field of public policy evaluation*;
- Conclusions: these must be clearly set out (for each type of intervention and type of actions);
- Operational recommendations.

The annexes may include, in this order:

- Terms of reference;
- List of persons interviewed;
- Report on field work;
- Data collection instruments (questionnaires, interview formats);
- Further general and statistical data useful for a better understanding;
- Glossary of technical terms;
- Presentation of consultants;
- Outline of methods used;
- List of Steering Committee members and dates of meetings;
- Bibliography (including websites).

Les principes de la charte de l'évaluation* qui sont rappelés dans ce document s'appliquent tant aux commanditaires qu'aux consultants. Ils rencontrent certainement des limites et des difficultés d'application. Le bureau de l'évaluation souhaite recueillir les observations des uns et des autres.

Useful Addenda

- It would be useful if each candidate were asked to present a *one page summary of its proposal* (exclusively the methodological part) so as to facilitate analysis by the members of the Steering Committee (by e-mail). This document will be annexed to the final report.

Documents to be provided with ToR (cf. annexes):

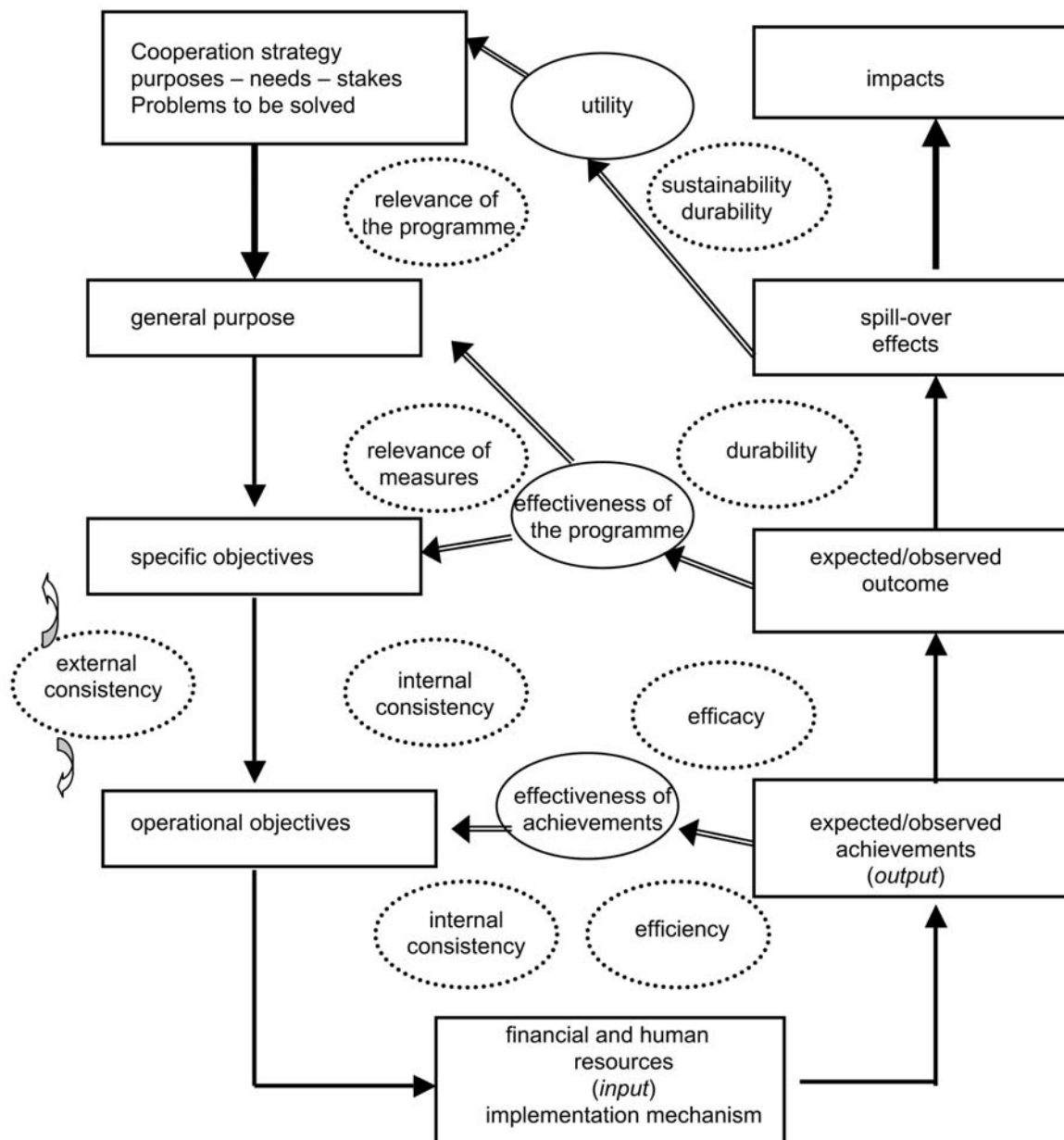
- Cost estimate
- Summary file
- Quality standard file

N. B. These documents can be sent on Word files on request addressed to the Evaluation Office (evaluation.dgcid@diplomatie.gouv.fr)

File 7

The logical framework of the evaluation*

Evaluation* criteria are appraisal tools that produce comparative analyses between two levels of implementation of a project, a programme or a policy. Indicators take measurements on the same level (e.g., general objective and effects).



File 8

Designing Reference Indicators for Evaluation*

1. What is an indicator?

An indicator is the measure of an objective to be reached, an input used, an effect obtained, an aspect of quality or a variable in the context. An indicator produces synthesized, quantitative information enabling judgements to be made on the various aspects of a project, a programme or a development strategy. It allows both synchronic and diachronic comparisons.

Every aid agency, every organism that intervenes and every development intervention* generates indicators. A battery of indicators accompanies every new policy. For example, the objectives of the development Millennium has eight indicators, the main one being “to reduce by half the proportion of people going hungry on less than a dollar a day by 2015 (as compared to 1990)”. There are 21 associated indicators*.

The new organic law relating to Finance Acts (LOLF), which comes into force for the Finance Act 2006 stipulates the creation, for each ministry, of an annual performance project including the presentation of interventions, the associated costs, the objectives, the results obtained and expected in the years to come measured by specific indicators.

Every human activity can be illustrated by one or several indicators, but each activity requires several indicators*. Each indicator should be accompanied by a commentary, which often remains implicit (for example, GDP/head) and is sometimes forgotten. For example, can you remember the list of sub-indicators for the human development index? (answer at the foot of the page¹).

There are indicators behind every human activity, but each activity calls for several indicators. Each indicator should be accompanied by a commentary, which often remains implicit (ex., GDP/head).

2. Nature of project indicators

Drawing up a logical framework for a project implies determining general and specific objectives and requires the creation of indicators capable of showing whether or not these objectives have been reached.

The projects arising from the Priority Solidarity Fund (FSP), drawn up according to the logical framework, lead to three major categories of indicator*, some of which are set out in Annex 5.

1. Environmental, context or pre-project indicators

Context (or situation) indicators reflect the general constraints of cooperation (for ex., GDP gross rate, number of physicians per head, ratio of official aid to the investment budget) and provide information on the pre-project situation (epidemiological data, proportion of girls in schools, number of listeners, readers, etc.).

2. Input (means and resources) and output (activity) indicators

These indicators provide information on the availability, allocation or consumption of human, organisational and financial inputs and measure the production of services (for ex., resources or spending committed, number of seminars, rate of participation, number of books distributed) and reflect the intermediate results that may be attributed to the intervention as compared to its declared objectives (for ex., number of persons trained, number of books distributed in schools).

1) In addition to GDP/head, it is also necessary to take into account life expectancy, school attendance and literacy rates and standard of living.

3. Final results or performance indicators

Performance indicators are directly linked to the evaluation* criteria, in particular:

- **Effectiveness indicators** compare what has been achieved and what was expected. They should be given a target value corresponding to the objective. They may be accompanied by quality indicators (process or client satisfaction indicators).
- **Efficiency indicators** compare results to standard costs: (for ex., cost per person trained, total cost of microcredit operations compared to number of beneficiaries having moved permanently above the poverty threshold).
- **Impact indicators** estimate the effect of the cooperation intervention. These may be general effects or those that concern only the beneficiaries, (for ex., access to the courts, number of twinning operations).

The measure of an indicator may be directly quantitative or result from a qualitative ranking. It may be an absolute number or a ratio.

Indicators may be presented in the form of a table and brought together to form composite indicators, a weighted total of several simple or derived indicators (for ex., the human development index) or generic indicators intended to compare several interventions of different types within the same programme or the same sector.

3. What are the characteristics of a good indicator?

The indicators* suggested should be SMART (*Specific, Measurable, Achievable, Relevant and Time-bound*) and, as a general rule, should have the following characteristics:

- **Relevant:** an indicator should be a real reflection of what it is supposed to measure and have a direct relationship it throws light on.
- **Synthetic and selective:** an indicator should relate to an aspect that is sufficiently substantial or brings together the issues at stake in the cooperation intervention.
- **Clear and easy to interpret.**
- **Precise.** It must be possible to determine the figures in a precise and verifiable way.
- **Reliable.** The data must be comparable over time and regularly brought up to date.
- **Available** at a cost compatible with the benefits expected from its use.
- **Useful.** The purpose of indicators is to support the steering process and /or decision-making.
- **Legitimate** (partners and the users of the indicator see it as precise, reliable and relevant)
- **Accountable,** in the case of result indicators (is the person in charge accountable for the results measured?)

Impact and result indicators are the most difficult to define and the most expensive to quantify.

Note: The project should also state which entity is responsible for collecting the data needed to generate the indicators and how frequently.

File 9

The Steering Committee¹

*1. Rallying round the evaluation**

The Steering Committee is made up of persons likely to shed some light on the cooperation intervention to be evaluated. It is desirable that these persons should express a variety of viewpoints on the intervention.

The Steering Committee is a working party whose role is to think and make proposals. It contributes to carrying out the evaluation*, validating the reports and disseminating the results.

2. Membership

Those invited to sit on the Steering Committee will come from the various Directorates at the Foreign Ministry, from other ministerial departments, from institutions outside the civil service, (for ex., research institutes), from civil society or the private sector. Members unable to attend a meeting will submit their views in writing.

Important: When setting up the Steering Committee, special care will be taken in choosing the Chairman. It is preferable to choose a Chairman who is not directly involved in the subject to be evaluated. He will play the role of moderator within the committee. He will come from outside the subject to be evaluated. He will play the role of moderator within the Committee. He will help the evaluation* through its successive stages and contribute to the submission phase.

3. What does the Steering Committee do?

The Steering Committee will meet from three to six times, at the important stages of the evaluation*.

- Establishment of TOR (see File 5);
- Choice of consultant (see File 9);
- Monitoring and validation of the evaluator's work (preliminary report, mission plan and mission report);
- Examination, discussion and validation of the provisional report (see File 11).

*1) The title of the "evaluating body" is not fixed. It may be a monitoring group, a study commission, a consultation body or **ad hoc** meetings.*

File 10

Profile and Choice of Consultants

Warning: Public competitive tender is the rule when choosing consultants. The Evaluation Office can help.

1. Profile of consultants

General rule: call on an outside view that is independent and not involved in the operation under evaluation*.

The profile expected of the consultants will be defined when the TOR of the evaluation* are drawn up. This document will state the nature and composition desired for the team of consultants (skills and experience, senior or junior status, use of a local consultant...). In all cases the evaluators will possess analytical, methodological and technical skills in the relevant fields together with a capacity for synthesis and writing skills. They will provide references in the field of the evaluation* of public policies and international cooperation. They will be capable of making independent judgements on interventions while carrying on a dialogue with the actors of the intervention being evaluated in conditions of mutual trust.

Generally speaking, partners in the evaluation* must see the evaluators as credible, experienced and accessible. Some types of evaluations warrant cross-disciplinary analysis and need to be carried out by a team of evaluators.

2. Choice of consultants and content of proposals

The competitive tender process may take the form of a consultation restricted to a short list of pre-selected consultants or of a call for bids (see file 11). A comparative analysis, (if necessary, on the basis of a comparative table, see Annex 2) will then be made of the consultants' technical and financial proposals so as to select a bid.

The proposals made by consultants or firms will contain the following elements:

A) Technical proposal:

- Analysis of the TOR showing the consultants' understanding of the subject to be evaluated;
- Proposed analytical and investigative methodology showing how the consultants intend to proceed;
- Presentation and references of the consulting firm;
- Career résumés of consultants containing the following items:
 - Academic training and technical skills;
 - Knowledge of the systems, mechanisms and instruments of cooperation interventions;
 - Skills in the field of public policy evaluation*;
 - Knowledge of the country and region of the intervention and, if appropriate, of the local language;
- Chronogram.

B) Financial proposal:

- Estimated cost (see Annex 1).

3. Finding outside consultants

The Evaluation Office can help technical departments and SCACs to find consultants in public policy evaluation*. It keeps a regularly updated in-house file enabling it to inform consultants of any call for proposals. The procedure, carried out by e-mail, follows the steps set out below:

- On receipt of notice of a tender from a department, the Evaluation Office (see Box below) sends a brief notification under undisclosed recipient to all the consultants on the list;
- Those consultants who may be interested address their career resumes, references and letter of introduction to the commissioning Department within ten to fifteen days;
- The department can then select the consultants who are to receive the TOR. The short list must contain at least three consultants with a maximum of five or six. They will have three weeks to respond. They may enter their bids electronically, but care must be taken to avoid 'overweight' documents;
- The department will not omit to inform the other candidates that they have not been selected. If necessary, the evaluation office may be brought into the various stages of the bidding process, from candidate selection to the award of the contract.

MESSAGE [UNDISCLOSED RECIPIENT]

Please find below a message from [person in charge of the file] (office of DgCiD or SCAC) sent under undisclosed recipient to the firms and consultants on the Evaluation Office's list, without prior selection.

« The Foreign Ministry wishes to carry out a final evaluation* of FSP project No. [name of project or intervention to be evaluated] [State the date for the evaluation* to be carried out].

This project has X components [brief description of work to be done].

X consultants are to be called on to carry out this evaluation* [state the number, the nature and length of the exercise, field work and the dates envisaged].

The consultants must have skills in public policy evaluation* together with qualifications and references [mention the sectors, geographical zones and knowledge expected, for ex., cooperation instruments, ODA, multilateral organisations, and, if appropriate, foreign languages].

Should you wish to bid for this contract, you would so inform the [DgCiD or SCAC] office by e-mail at the following address:

GivenName.FamilyName@diplomatie.gouv.fr

before ... [date: leave about a fortnight and state the deadline time on the final day], enclosing career résumés (maximum 6 pages each).

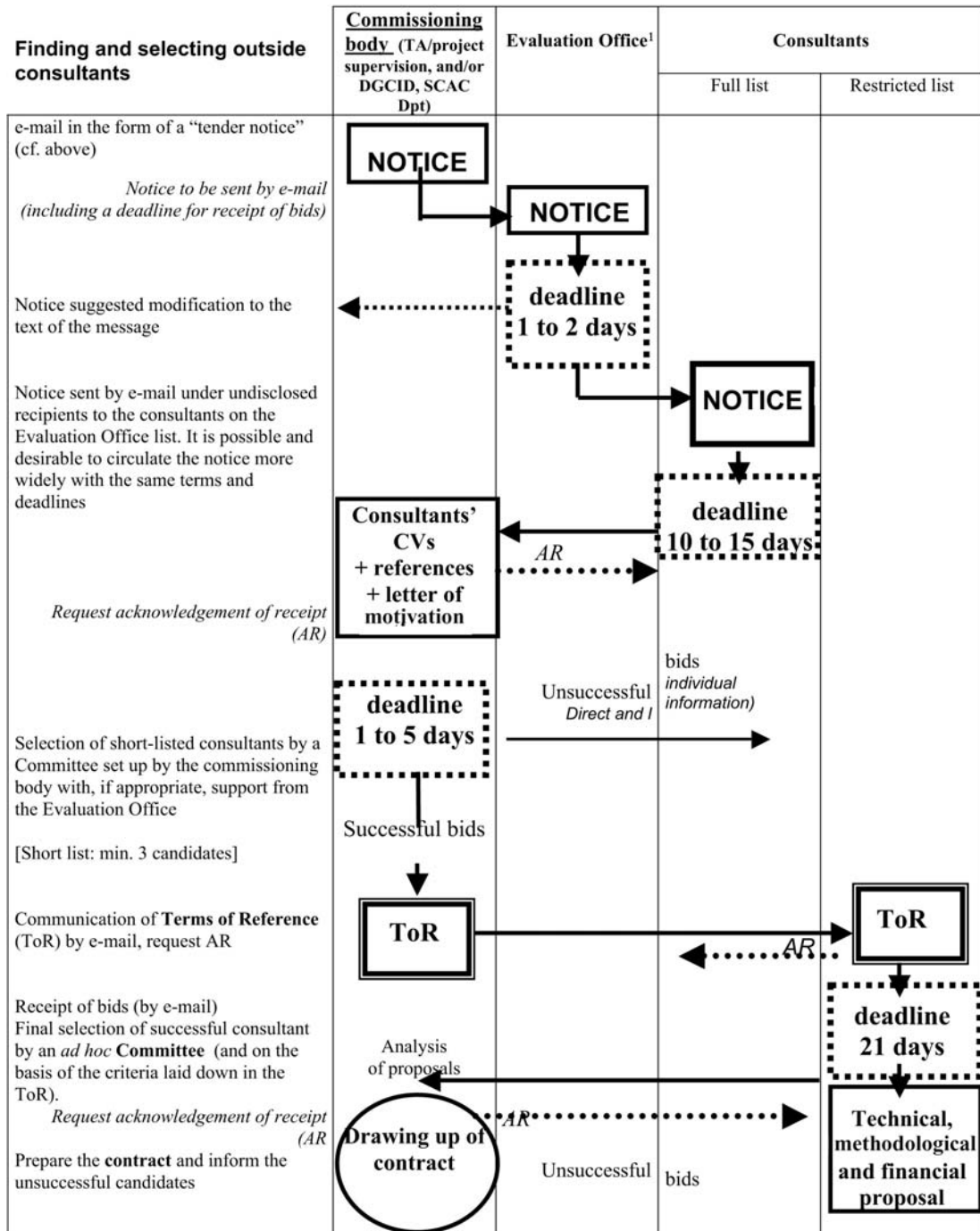
The TOR will be communicated to the short list after pre-selection. »

Sincerely

Evaluation Office

(Please do not reply to sender, except to correct the address or withdraw from the list.)

The bids will be examined on the basis of the criteria set out in the call for proposals and/or ToR. The criteria may be weighted but it is not necessary to inform the candidates of this either before or after. The selection procedure will be as wide as possible (publicity) while guaranteeing fair and unbiased competition in accordance with the code of public procurement.



1) evaluation.dgcid@diplomatie.gouv.fr

File 11

Competitive Tender

The information in this file mainly concerns services provided by private sector consultants, within the framework of service procurement contracts. This is a specific and restricted application of the public procurement code. The most recent update of the public procurement code is decree no. 2006-975 dated 1st August 2006.

1. Calling in a consultant

There will be no competitive tender when the consultant is from the public service, which only entails the payment of travel expenses on a daily basis. This is not a reason for not examining several candidates.

It will be noted that a public service consultant, who will have to devote a certain amount of time to the job in addition to the length of the mission *stricto sensu*, may, under certain circumstances, receive financial remuneration as an “outside contributor”. This remuneration implies that the department using his services has funds under the appropriate heading in its budget.

2. Public procurement code

The public procurement code applies to all the contracts awarded by DgCiD departments. The spirit of the Code (competitive tender)¹ is what applies in the case of contracts placed and carried out by diplomatic posts abroad, otherwise the procedure of the country involved will apply. The information given here only applies to consultants from outside public administration (the civil service, local government or hospitals). The public contracts subject to this code respect the principles of free access to public contracts, equal treatment for candidates and transparency in procedure.

Information on public contracts can be found on the internet at the following address:
http://www.minefi.gouv.fr/themes/marches_publics/index.htm.

3. Types of procedures

Competitive tender is the procedure by which the commissioning body awards contracts without negotiations, on the basis of objective criteria previously made known to bidders. The tender is said to be **open** (OT) when any economic agent may bid, in which case the public purchaser must communicate the terms of reference to any candidate who requests them. The tender is said to be **restricted** (RT) when only those authorized after selection may bid. The choice between these two forms of tender is at discretion of the public purchaser.

In fact, given the amounts involved in evaluation* exercises (between 4,000 and 135,000 € Tax excluded) and the type of activity expected, the **appropriate procedure** is recommended². It is based on the procedures formally laid out in the code (OT and RT). This is the only schema for competitive tender that will be dealt with in this file.

1) Circular, 3rd May 1988

2) The other procedures laid down in the code (*negotiated procedure, competitive dialogue, competition, etc.*) are not presented here, for they are not applicable to consultancy missions.

4. Deadlines specified

- Open tender

Public tender notice will be published. The deadline for receiving bids cannot be less than 52 days from the date of dispatch of the tender notice. The deadline will be cut to 45 days in cases where the notice is dispatched electronically. The tender commission will open the envelopes containing the bids and make a record of the contents. The envelope will not be opened in public and the candidates will not be present. There can be no negotiations with candidates. The tender commission will select the economically most advantageous bid.

- Restricted tender

Public tender notice will be published. The minimum deadline for receiving bids in response to the tender notice will be 37 days from the date of dispatch of the notice or 30 days if it is dispatched electronically. An information pack will be sent simultaneously to all the candidates selected, including the terms of reference, final date and time for submissions and the references of the tender notice published. The deadline for bids cannot be less than 40 days from the date of dispatch of the information pack. The envelopes will not be opened in public and the candidates will not be present. The unsuccessful candidates will be informed. There can be no negotiations with candidates. The tender commission will select the economically most advantageous bid.

- Appropriate procedure

When the estimated value is below the 135,000 € excluding tax threshold, service contract may be awarded according to an “appropriate procedure” whose mechanism will be fixed at the discretion of the public purchaser. No precise deadline is fixed by the public procurement code in such cases. The public purchaser should, however, arrange for candidates to have reasonable time to make submissions both regarding their candidacy and their bids. This means about 20 days between the date of dispatch for publication and the deadline for receiving candidacies.

5. Publicity

The public purchaser (commissioning body) may decide that the contract will be awarded without prior publicity or competitive tender, if the circumstances justify it or if the estimated value is lower than 4,000 € excluding tax (Art. 28). Apart from these exceptions, there must be **prior publicity** for contracts of a value equal or higher to 4,000 € excluding tax (art. 35).

There must be prior publicity for any contract equal or higher to 4,000 € excluding tax

- Estimated cost between 4,000 and 90,000 euros excluding tax

In such cases, the public purchaser has full discretion in the choice of appropriate means of publicity according to the characteristics of the contract. The code mentions appropriate publicity, i.e., publicity intended to stimulate competition for the contract so as to be able to select the best bid.

- Estimated cost between 90,000 and 135,000 euros excluding tax

The public purchaser is obliged to publish a public tender notice either in the official public procurement journal (BOAMP) or a legal notices journal (JAL). The legal notices journal selected must have a national circulation.

- Estimated cost above 135,000 euros excluding tax

For service contracts of a value superior to 135,000 € excluding tax, the public purchaser is obliged to publish a public tender notice both in the official public procurement journal (BOAMP) and in the Official Journal of the European Union.

And formal competition is put in place with general documents (CCAG) and specific documents (CCAP - CCTP).

6. Instructions relating to the Official Public Procurement Journal (BOAMP)

- The public purchaser, within the framework of a search for an external consultant will, prior to any publication in the BOAMP, prepare precise and detailed ToR, an estimated budget and a provisional schedule.
- The BOAMP is obliged to publish public tender notices as received, within 6 days of having received them. Notices will be sent to the BOAMP by electronic means.
- The public purchaser will maintain a special register for tender notices. Confidentiality will be respected throughout the process. The identity and number of candidates will not be divulged out. The notices published will be followed, at the end of the year, by a notice of award which will also be published in the BOAMP.

BOAMP website: <http://www.journal-officiel.gouv.fr>

*7. Practical recommendations**

- Service providers responding to a tender must be provided with precise information on the criteria for selecting bids (cf. file 6 ToR § 4.2).
- The Evaluation Office is available to help operational department with every stage of the preparation and implementation* of an evaluation*.
- The Evaluation Office can make an electronic tender procedure available to departments and SCACs (cf. file 10).
- The Evaluation Office strongly recommends the “appropriate procedure”, with restricted tender. After a first call for bids, a short list of at least three firms of consultants will be selected to receive the terms of reference.
- On average, 6 to 11 days will elapse between a notice being dispatch to the BOAMP and its publication, to which will be added two weeks for the candidates to make themselves known and at least a further two to three weeks for consultancies to submit their technical and financial proposals.
- The new public procurement code allows electronic correspondence with candidates (submission of expression of interest or bids). Should the candidates so request, the purchaser may also provide all the documents relating to the procedure by electronic means.
- The use of e-mail is to be encouraged. It cuts deadlines and will be the rule by 2010. Both parties are recommended to request acknowledgement of receipt.
- It is advisable in view of publication dates, to place a tender notice as early as possible.
- The most common deadlines, and the ones service providers are currently familiar with, are about ten days for expression of interest and then, in the second stage, 21 days for the methodological and financial proposal.
- The operational department, in its note to the financial controller, would include the information showing the regularity of the procedure (date of tender, number of candidates, selection criteria, candidate selected, amount of bids).

File 12

Validation, Submission and Follow-up

1. Validation by the Steering Committee: from the provisional report to the final report

The provisional report will be debated by the Steering Committee. The Committee's remarks and comments may, if necessary, be communicated to the evaluator in writing. These remarks will be taken into account by the evaluator when they concern errors of fact. After this stage, the report will be considered as having been validated by the Steering Committee, which, from then on, will be its guarantor in relation to the commissioning department within the administration.

The final meeting of the Steering Committee will make the transition between the evaluation* properly speaking and the use the administration will make of it. The essential business of this meeting is the validation of the evaluation* by the Steering Committee.

The last Steering Committee meeting will be devoted to the validation of the evaluation*

The validation criteria to be applied by the Steering Committee are (see File 9):

- Quality of the evaluation* process (relation between the evaluators and the Steering Committee, the operators, the partners)
- Quality of the methodology (relevance, validity)
- Quality of the analysis (results and evaluation*)
- Quality of recommendations (nature, actors, timetable)
- Quality of presentation of report (clarity, illustration)

The Administration will make use of the evaluation* according to its own procedures and priorities. These will be adapted to each evaluation*, principally on the occasion of the submission meeting.

2. Submission and follow-up

- The conclusions and recommendations of the evaluation* will be made known to all the partners at what is known as the submission meeting. There will be a debate on the direction taken by the cooperation intervention under evaluation*. The Director general may chair this meeting. This debate may be carried forward beyond the submission meeting in working parties belonging to the operating departments.
- In all cases, the commissioning department will communicate the conclusions and recommendations to the decision-makers and officials concerned, together with any observation made by the Steering Committee. The departments and diplomatic posts involved are also requested to make their reactions to the conclusions and recommendations known in writing. The conclusions and recommendations can then serve as a basis for a decision to continue, generalize, interrupt or re-direct the cooperation intervention under evaluation*. The lessons learned from evaluation* will be taken into account when new projects are examined (FSP), or sector and geographical strategies defined (Strategy Direction Committee, country-strategy document, programming...).
- The Evaluation Office will contact again the operational departments after several months with a view to finding up how far the recommendations have been put into practice. The information collected will figure in the report of the Evaluation Office.

Chapter III: The specific case of internal evaluation

File 13

In Which Cases Is Internal Evaluation* Appropriate?

*1. Reasons for internal evaluation**

It is preferable to call in external consultants for evaluation* for the reasons set out in files 1 and 4.

However, it is not always possible to carry out an external evaluation* of all the cooperation interventions funded by the DgCiD. In practice, external consultants are mainly used for fairly substantial evaluation* exercises. As a result and to ensure that the DgCiD activities are more fully monitored, agents in diplomatic posts or in central departments are encouraged to carry out an **internal review** of the intervention they either conduct or monitor in administrative and financial terms.

Although internal review* cannot claim the same result as external evaluation*, it is nonetheless a useful complement. It allows the greatest number possible of agents to assimilate the practice and culture of evaluation*. Internal review* concerns everyone and comes to be taken as a normal stage, like design and implementation, in the lifestyle of an intervention. In these ways, it contributes to rationalizing working methods and modernizing the working of the administration.

*2. Carrying out internal evaluation**

Standard internal evaluation* forms are usually used. This simplifies the work and makes it easier to process the results.

- The General Inspectorate at the Foreign Ministry uses forms for its annual assessment of the overall cooperation effort put in place by the diplomatic posts;
- The DgCiD uses forms to monitor activities relating to the spread of the French language and French culture abroad (events, language courses...);
- Within the LOLF framework, indicators and checklists are being put in place, and mechanisms for follow-up and evaluation* are gradually taking concrete form.

Replying to an internal evaluation* questionnaire supposes data gathering and analysis. The agent in charge of the exercise may:

- Consult the documents drawn up before the intervention under evaluation* was put in place so as to identify and take account of the initial objectives (project file, contracts, conventions);
- Refer to the accounting documents making it possible the funding of the intervention to be evaluated (provisional budget, balance sheet...);
- Use the relevant reviews and reports;
- Compare French cooperation interventions with others in both qualitative and quantitative terms;
- Examine the assessments of the intervention made by officials and beneficiaries in the partner country.

In addition, FSP projects are subject to mid-term review*. The monitoring - evaluation* file (see Annex 3) is recommended so as to harmonize the mid-term monitoring missions* for FSP projects.

File 14

“Monitoring - Evaluation*”

The activities involved in **monitoring** a project, a programme, and a policy will be distinguished from those concerning retrospective **evaluation***. The people in charge of interventions carry out monitoring in-house, on a continuous basis. However, monitoring, evaluation* and retrospective evaluation* call on the same techniques and are mutually beneficial. As a result, many guides, methods and agencies in international cooperation mention monitoring evaluation* (M&E). The logic in monitoring-evaluation* is the same as in the LOLF.

1. Set-up a monitoring system

The monitoring system - methods, inputs, responsibility and periodicity - will be designed from the inception of the evaluation*. It will include a battery of quantitative implementation indicators.

2. A monitoring system extending beyond the project

Arrangements for monitoring and oversight cannot be limited to the simple collection of statistics concerning the project by people appointed for the purpose. The following aspects should be taken into account:

- Data external to the project (social, political, economic environment);
- Bringing all the parties concerned in the monitoring process;
- Collecting qualitative data also;
- Paying sufficient attention to the method of collection for this has an impact on the quality of the data.

3. The monitoring system also contributes to project implementation

1. Objective and extent of monitoring system

The nature of the monitoring system depends on its objectives, its estimated costs and the difficulties envisaged.

2. Questions, data needed and indicators

Designing the logical framework will lead to matching the objectives with the performance indicators. The indicators chosen will be relevant, both to the general objective and to specific objectives.

3. Organizing data collection

Every data collection system has a cost (in budgetary terms and also in terms of time and know-how). So priorities have to be set. It must also be remembered that different actors have different needs. Some data are immediately useful for monitoring; others will be necessary in the later, retrospective evaluation* phase.

4. Capacity building

In theory, projects should always include a local capacity building dimension. This concern should be taken into account in the monitoring activities, where the participation of local officials can contribute to sharing more decision-making.

Chapter IV: Evaluation in the international context

File 15

French Arrangement for Evaluating International Cooperation and ODA

1. Evaluation* in public bodies

With the reform of arrangements for international cooperation and development implemented as from 1st January 1999, three evaluation* departments can be clearly identified (their respective internet sites will be found in Annex 7):

- **Ministry of Foreign Affairs - General Directorate of International Cooperation and Development: Evaluation Office (see File 18)**

The Evaluation Office, which is part of the Resources and Network Department, is responsible for implementing a programme of retrospective evaluation*. External and independent consultants carry out these evaluation*s. The Evaluation Office offers its methodological support to the DgCiD department and diplomatic posts. The Evaluation Office is also a member of the review committee for FSP projects. It publishes an annual review of retrospective evaluation*, including action taken.

- **Ministry for the Economy, Finance and Industry - General Directorate of the Treasury and Economic Policy (DGTPE): Development Evaluation Unit**

The “Development Evaluation Unit” in the Treasury Directorate depends on the head of the international affairs department. It is responsible for evaluation* across the whole range of development interventions* of the Ministry for the Economy, Finance and Industry. These projects are funded from the “Reserve for Emerging Economies”, the FASEP (Fund for Private Sector Studies and Support) and from contributions and donations to international financial institutions.

The evaluation*s are carried out by private consultants selected by competitive tender or else by inspectors from the *Inspection générale des Finances* or from the *Conseil général des Mines*.

- **French Development Agency: mission for evaluation* and capitalisation**

The “Mission for evaluation* and capitalisation” depends on the Strategy Directorate in the French Development Agency (AFD). Its evaluation* programme mainly concerns projects, but now includes an increasing number of sector and thematic evaluations. AFD staff carries out most evaluations in-house, but outside consultants are being more and more frequently called in.

The Mission for evaluation* is represented on the Operations Committee, responsible for the programme of new projects. An Evaluation Committee, chaired by the Agency Deputy Director General, examines the findings of each evaluation*. In addition, an annual review of retrospective evaluations is put before the supervisory board of the AFD.

- **CICID:** With the creation of the interministerial Committee, a working party on the evaluation* of international cooperation and development aid was set up (Article 5 of the decree of 1st February 1998). It was responsible for producing an annual report and carrying out interministerial evaluations. In fact, it functioned for two years, and then disappeared. But the relationships between the evaluation* Departments of the Finance and Economic Ministries, the FAD and the Foreign Ministry have continued and developed.

- **Others:** The evaluation* departments in the technical ministries may, if need be, be associated with the evaluation* exercises carried out by the various entities mentioned above.

2. Evaluation in the non-governmental system*

A few years ago, **French organisations devoted to international solidarity** set up a joint mechanism in the form of an association, with the support of the authorities: the Fund for General and Cross Sector Studies and Evaluation (F3E).

Local authorities, especially their various coordination and support bodies (Centre national de la *Fonction publique territoriale* - National Centre of Local Government), have launched evaluation* exercises and set up evaluation* procedure in the field of international cooperation.

The **Fondation de France** has set up a programme to support external and participatory evaluation*. It has now been transformed into a Fund for participatory consultancy, with a view to helping African NGOs, associations, community groups and local authorities in developing countries to gain access to quality consultancy.

The **French Evaluation Association (SFE)** was created in 1999 along the same lines as similar national and European associations (United States, Canada, United Kingdom...). These associations bring together private and public evaluators, researchers and practitioners, academics and service providers.

In 1999, the **High Council for International Cooperation (HCCI)** was set up, along side public institutions, to represent organisations from civil society and put its remarks and advice at the service of the reform of French international cooperation. The HCCI has started a certain amount of evaluation* work, in the belief that “cooperation policies should be systematically evaluated and re-adjusted in consequence” (note to the Prime Minister, April 2000).

File 16

Arrangements in Multilateral Bodies

1. Evaluation in the EU*

The European Commission has a department in charge of carrying out retrospective evaluations of Europe's international cooperation and development aid policy (EDF, ALA-MED, PHARE, TACIS, etc.). The European Commission's evaluation* department submits an annual report to the Council of Ministers and the Parliament. Once a year it brings together evaluation* officials from the member countries. Its mandate includes the power of self-referral, and, in this respect, it has undertaken an evaluation* of the 3Cs: coherence, coordination, complementarity.

<http://europe.eu.int/comm/europeaid/evaluation/index.htm>

2. Evaluation in the Development Assistance Committee (OECD)*

The evaluation* network (formerly a working party) for development aid at the Development Assistance Committee (DAC) meets twice a year at OECD headquarters in Paris. This network is called **EVALUNET**. It brings together the 24 members of the DAC, including the European Union. The French delegation is recruited from the Finance and Economy Ministry and the Foreign Ministry. Inter-governmental institutions (UNDP, IMF, World Bank and regional banks) have observer status and take an active part in meetings.

http://www.oecd.org/departement/0,2688,en_2649_34435_1_1_1_1_1,00.htm

2.1 Evaluation criteria*

This entity has made possible exchanges between aid agencies on the theory and practice of evaluation*. One essential result has been the establishment of methodological principles and rules, which are now widely shared throughout the international community of evaluators in the development field. The six criteria (relevance, coherence, effectiveness, efficiency, sustainability and impact) are now to be found in every evaluation guide.

2.2 Workshops

The main aid agencies meet on a voluntary basis in workshops (joint evaluations, evaluation* of global budgetary aid, quality of evaluation*). Informal arrangements can also bring together several DAC evaluation departments on a joint evaluation*, a given country or a specific theme.

2.3. Establishment of statistics on ODA and peer-review mechanism

The OECD centralizes statistics on the ODA of the 24 DAC member countries. The OECD, unlike the World Bank, which only includes operations figuring in the beneficiary country's balance of payments, incorporates technical assistance donations in its figures. The OECD also organizes peer-review. French development policy was reviewed by Italy and Norway on March 14, 2000 and by Canada and the Netherlands on May 26, 2004.

2.4. Others

With a view to encouraging joint exercises, etc. a glossary (see Annex 8) has been drawn up. A database containing evaluation* reports may be consulted on the web. There is also a regularly updated matrix on evaluation* programmes.

3. Evaluation at the World Bank*

The culture of evaluation* and audit permeates the World Bank's activities. The institution has long experience of evaluating its projects, programmes and policies either in the shape of self-evaluation* by operating officers or independent evaluation* by specialized units.

The Independent Evaluation Group (IEG) carries out evaluations, previously known as the Operation Evaluation Department (OED). This is a 120 strong independent unit reporting to the executive director. The lessons learned are introduced into the preparation and implementation of new projects. The OED also evaluates the policies and processes of the World Bank.

The World Bank Institute runs training and capacity building programmes in the field of evaluation*. It also has a team responsible for evaluating its own activities.

The IMF also has the Independent Evaluation Office (IEO) and the regional development banks also have evaluation departments.

<http://www.worldbank.org/oed>

4. Evaluation in UN organizations*

The Evaluation Office of the United Nations Development Programme (UNDP) has begun a review of the effectiveness of development, management, apprenticeship and performance on the basis of its evaluation* experience.

The UNDP has noticed that even efficient and well-managed projects lose their meaning unless they lead to a perceptible improvement in the development situation. It has therefore become more concerned with the results and how it can contribute to improving them. With this in mind, it has drawn up a result-based guide to monitoring and evaluation*:

<http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook/french/index.htm>

Other UN agencies also have evaluation* departments. UNICEF has a guide to good practice at (<http://www.unicef.org/french/evaluation/index.htm>) or the IFAD, the International Fund for Agricultural Development (<http://ifad.org/evaluation/index.htm>), which has also drawn up a guide to monitoring and evaluation*.

UNEG, the United Nations Evaluation Group, was established in 1984 as a forum for discussion of evaluation*, under the title "inter-agency working party on evaluation*". <http://www.uneval.org/UNEG>

5. Evaluation at the OIF (Organisation internationale de la francophonie)*

The Programming and Evaluation Directorate is following a two-year programme focussing on five major subject areas that contribute to sustainable development and preserve cultural diversity. The OIF also intends to lay more stress on achieving the results expected from its interventions, and this means adopting a certain number of indicators*.

The OIF subjects its most important cooperation programmes, and those that seem problematical, to external evaluation* of its programmes*.

<http://www.francophonie.org/ressources/evaluations.cfm>

File 17

Co-evaluations: Partnership, Joint, Parallel and Mutual Evaluations

Evaluations may be carried out, in various combinations, by several actors in international cooperation (donors, partner States, delegated operators, representatives of civil society).

*1. Partnership evaluation**

Partnership evaluation* includes the local partner (the beneficiary). It is highly recommended by international bodies, in particular the DAC at the OECD. Several bilateral aid agencies also promote it. In the field of development cooperation, partnership evaluation* reinforces local and national skills and ensures the sustainability of operations.

The partner country is sometimes included in the evaluation* (evaluation* of French cooperation as a whole with a given country over a given period). An ad-hoc procedure will be adopted for each country according to local conditions and the partners' expectations. In addition, local monitoring committees, possibly including civil society are sometimes set up in some countries.

Moreover, country evaluation*s (Niger, Chad) have sometimes been carried out within the framework of French cooperation. This practice will become more widespread.

*2. Joint evaluation*¹*

Jointly funded projects and programmes may lead to joint evaluation* by the donors. In practice, each party has its own timetable and aid-funding mechanisms, which means that it is often difficult to fit together their imperatives and procedures, and this fact has to be reckoned with. Joint evaluation*s are required in the case of multilateral organisms enjoying financial and technical support from several donors. Evaluation* of this kind is not very frequent (for example, United Nations Capital Development Fund - UNCDF, UNAIDS, WFP, UNDP...). The evaluation* of bilateral or multilateral projects is always bilateral or multilateral.

In this way, AFD and the Finance Ministry carried out evaluations of French cooperation with Vietnam, Laos or Egypt. Other evaluations may be carried out jointly with associations or local authorities...

3. Parallel or mutual evaluations

Parallel or mutual evaluations allow two actors in cooperation to evaluate their intervention in a parallel or mutual fashion. A parallel evaluation* carried out by two donors on a project in the same sector allows them to confront their experiences. In mutual evaluation*, each organism commissions consultants to evaluate a project or programme run by the other, whenever possible by team work. The exercise encourages exchanges in the field of methodology, the development of innovative approaches, impartiality and transparency.

Peer-review, which can be assimilated to evaluation*, is carried out within the DAC at the OECD (a pair of countries evaluate the overall development aid performance of a third country) and has shown itself to be particularly beneficial.

1) Cf. *Guidelines for managing joint evaluations (DAC/OECD document)*

Chapter V: The Evaluation Office

File 18

The Evaluation Office

1. Introducing the team

The Evaluation Office brings together various skills. Its purpose is to evaluate all the interventions carried out by the DgCiD. Evaluations are allocated to agents according to their skills and workload. Agents, however, avoid cases in which they may have a personal interest by reason of their previous activities.

2. The work of the Evaluation Office

The Evaluation Office intervenes in three fields: (1) the conduct of its annual programme of evaluation*, (2) methodological support for other departments, (3) contributing to developing an evaluation* culture in its partners. Some of these items are new issues for the Evaluation Office.

2.1 Carrying out a programme of evaluation*

The Evaluation Office works according to a programme drawn up in cooperation with the diplomatic posts and departments. This programme, decided on by the **Evaluation Committee**, chaired by the Director General for International Cooperation and Development, is the framework for the work of the Office. Each evaluation* is entrusted to one of the agents in the Office and will be conducted in close collaboration with the Chairman of the Steering Committee.

2.2 Developing a culture of evaluation*

2.2.1 Within the Foreign Ministry

The Evaluation Office in internal DgCiD work aims at spreading the culture and practice of evaluation*.

- **Methodological support:** The Evaluation Office may assist departments and diplomatic posts in conducting evaluation* by providing them with advice on evaluation* methods, establishing terms of reference, choosing a consultant, the validity of reports.
- **Associations:** specific support from the Evaluation Office is contemplated (cf. 2.3.2) with the implementation of the Secretary general circular (no. 1103 dated 16/12/05) relating to conducting external evaluation*s for associations in receipt of subsidies worth more than 300,000 euros.
- **FSP Review Committee:** The Office takes part in the Committee meetings reviewing the project funded by the FSP The purpose is twofold: assimilating the recommendations of previous evaluations and ensuring that arrangements for monitoring and evaluation* are put in place for each project.
- **Thinking on indicators, quality control, the DCP, etc:** the Evaluation Office takes part in various *ad hoc* working parties.
- **Training in evaluation*:** The Office contributes to the training sessions organised by the Training Department (Human resources Directorate)
- **Dissemination of evaluations:** It is essential to disseminate evaluations if the recommendations made by the evaluators are to be taken into account. In time, the Office intends to contribute to build up a database including summaries of all the evaluation* reports produced in the DgCiD.

To facilitate communication, the Evaluation Office has an electronic mail-box (evaluation.dgcid@diplomatie.gouv.fr) and publishes a regularly updated account of its evaluations on *Diplonet*.

2.2.2 Outside the Foreign Ministry

The Evaluation Office is also involved in work going on outside the Foreign Ministry. This work is aimed at encouraging development and convergence in the practice and culture of evaluation* both nationally and internationally:

- **In France:** the Office takes part in the work of the French Evaluation Association (SFE - *Société française d'évaluation*), and contributes to the Steering Committees in F3E¹ evaluations (Fund for General and Cross-Sector Studies and Evaluations).
- **In Europe:** The Office takes part in meetings with European Union evaluation* officials, in the evaluation* project for the 3Cs (coordination, complementary, coherence in EU development aid) and in a joint evaluation* of Community and French cooperation in Mali.
- **In the OECD:** The Office is a member of EVALUNET of the Development Assistance Committee of the Organisation for Economic Cooperation and Development and contributes to various other exercises carried out within this body, for example, the evaluation* on total budget aid initiated by the Dfid (Department for International Development in Great Britain).
- **Internationally,** the Office maintains relations with other evaluation* bodies: *Organisation internationale de la francophonie* (International Organisation for the Francophony), African Evaluation Association, etc. In 2006, the municipal development programme was evaluated jointly with Canada (ACDI).

2.2.3 With our partners

Several “attractive” programmes have been approved and implemented over the last few years with a view to supporting the development of evaluation* skills among our partners in the South. The programme of evaluations* in FAC project No 20002700 was reviewed within the framework of the 2005 meta-evaluation* (see Annex 9).

2.3 Adapting to new issues

2.3.1. Evaluation* and the LOLF

The administration, within the framework of the LOLF, is employed in setting up competitive monitoring indicators. For want of experience, neither the mechanisms and issues surrounding these indicators, nor the role and independence Parliament claims for himself can be known.

There is the same type of split between the budget and evaluation* in the United States. But performance is measured for one budget intervention in five each year on a rotating basis. And the legislative branch has equipped itself with significant resources, enabling thorough going evaluation*. The European Commission and Switzerland have also reinforced their evaluation* systems in the wake of the equivalent of the LOLF being put in place. In Switzerland, each programme has its evaluation* budget attached.

In reality, the LOLF and evaluation* ought to be put in place in a complementary manner:

- Only evaluation* makes it possible to say “why” and “how” performance can be improved;
- Evaluation* is also a “distancing” element, in comparison with management reports.
- The raw material the LOLF provides should feed into and indeed encourage evaluation*.

1) Structure whose purpose is to help NGOs conduct evaluations.

So, it ought to be possible to combine the LOLF, intended in the first place for Parliament's budgetary decisions, with a more reflexive and strategic aspect, based on evaluation* and aimed at policy designers. Evaluation* in the LOLF would thus have three functions: as a third party decision-making tool for those in charge of programmes in addition to the monitoring data they share with the budget; as an analysis focusing on strategy over a longer political cycle; as an evaluation* targeted on the partners and beneficiaries of public intervention whereas the LOLF and its inspections are focussed on the public intervention in itself.

2.3.2. Reform of the CICID and the increased role for operators

The increasing role of operators in implementing cooperation and development aid interventions raises the question of evaluating these interventions. In the framework of the reform of the CICID, it has been made clear that the function of orientation, steering and evaluation* remain the responsibility of the State.

The significant role entrusted to the AFD in its capacity as "pivotal operator" is a first field of application. The CICID decision dated 20th July 2004 states that "the ADF determines the AFD's strategic orientations, authorizes new operations and has them evaluated." The AFD evaluates its own projects. The objective of the DgCiD is to guarantee that these evaluations comply with the usual practices standards for the projects financed from the Department's funds. The DgCiD Evaluation Office is often involved in carrying out these evaluations and, likewise, it involves the AFD in steering the evaluations it carries out itself (countries, themes, sectors, instruments) for the purpose of developing a shared evaluation* culture.

The new operators "Cultures-France" and "Campus-France" have objective and resources contracts including evaluation* mechanisms involving the Evaluation Office together with the relevant Departments. The same is true of associations receiving subsidies in excess of 300,000 euros: the NGO international intervention support Mission (MAAIONG) has set up a procedure providing for a steering committee involving other divisions in the Department, including the Evaluation Office, as well as the Mission itself and the relevant NGO. The same should be true for the delegation for local government intervention abroad as far as decententralized cooperation is concerned. In this context, the Evaluation Office ought to be able to play a role of supervision, orientation, and, if necessary methodological support.

2.3.3. The aid efficiency agenda

The Paris Declaration, adopted in March 2005, contains more than fifty partnership commitments in the fields of appropriation, alignment, harmonization, result-based management and shared responsibility. The Declaration emphasizes the monitoring of these commitments, stating that the signatories will also examine independent evaluation* processes, so as to improve understanding of how increasing aid efficiency contributes to reaching the development goals.

Most of the work has hitherto been devoted to monitoring implementation. Evaluation*, which attempts to understand causes, supposes a deeper analysis, but carried out less frequently. Evaluation* uses the data employed in monitoring, but also has to collect other data, both in terms of quantity and, above all, quality. The members of the DAC Evalunet are contemplating working together on a shared framework for evaluating aid efficiency at the level of one country, with the entire cooperation of the partner country. The Evaluation Office is taking a very active part in this work.

2.3.4. Partnership in evaluation* and shared responsibility

One thread running through the Millenium Development Goals is a concern to set up a worldwide partnership "*intended to accelerate the achievement, in the developing countries, of steady economic growth and sustained development*" especially "*within the framework of integrated development and the strategic documents relating to poverty reduction*".

Setting up partnership is now recommended by all the aid agencies. Partnership takes place at the level of strategy and sector programmes as well as at the level of operations, projects and interventions. From now on, partnership is also to apply to the evaluation* of policies, programmes and projects.

The Evaluation Office, pragmatically and on a case by case basis, continues to promote **joint evaluations** with certain countries in the Priority Solidarity Zone (ZSP), especially within the framework of country evaluations and evaluations of Priority Solidarity Fund (FSP) projects. More often than not, these evaluations are carried out jointly and in partnership with the beneficiaries of French aid and the above mentioned projects.

Within the framework of the new strategic orientations of French cooperation in each country, framework partnership documents are now drawn up for a period of several years (usually five years). Implementing these documents implies a new evaluation* process (at mid-term and the end of the period), intended to readjust and adapt the orientation of French aid according to the priorities and strategic development orientations of the country, in particular in relation to the DSRP; these evaluations will be carried out in partnership.

A specific project (the “Parteva” attractive project, approved in May 2005, cf. Annex 10) has been underway for the past two years with a view to strengthening partnership in the evaluation* process so as to improve the efficiency of projects and cooperation interventions. This partnership is to start at the preparation stage of policies and cooperation intervention (ex ante evaluation*) and will continue until they come to an end (mid-term, final and retrospective evaluation*).

At the end of the project, the partners from the South, involved in its implementation will be in a position to initiate, carry out or participate in evaluation*, or conduct their own evaluations of public policies in their respective countries. Officials in the partner countries will thus be in a better position to correct the effects of asymmetrical information, which results from the fact that not all the public servants have access to the same complete information, a state of affairs which leads to imperfect optimisation in the allocation of resources and so, contributes to the failure of public policies.

Diplonet :

With a view to facilitating communication, the Evaluation Office has an electronic mail box (evaluation.dgcid@diplomatie.gouv.fr) and posts a regularly updated record of evaluations* on Diplonet.

The Evaluation Office makes some methodological documents available to users of Diplonet (the intranet of the Foreign Ministry). These documents can be consulted by following the path below (column on left of screen):

Coop. Cultural intervention í Strategy, input and evaluation* → Strategy, communication and evaluation* → Evaluation*

The Evaluation Office has recently opened a forum for internal use on Diplonet, the Foreign Ministry internet. The forum is open to the Departments of the Foreign Ministry and to bodies belonging to the cooperation and cultural affairs networks. The purpose is to exchange information and answer the practical questions raised by the users of evaluations and the commissioning bodies.

File 19

The decision-makers' mini-guide to evaluation*

The evaluation* exercise is a **project** with its objectives, its inputs, its modalities of implementation and its results. Evaluation* can therefore be evaluated, both ex ante (evaluability) and ex post (meta-evaluation*). The same criteria apply.

Utility

Evaluation* is necessary, but not always useful. It is an instrument for understanding and valuing interventions and policies so that judgements on them can be made. Evaluation* is part of the public process, but it should not be undertaken systematically, without previous thought. Evaluation* has to demonstrate its utility with regard to accountability and the lessons to be learnt:

- **Accountability:** determine the expectations of those in charge: What results? What justifications? In what form? In what timeframe?
- **Learning:** Check how far those in charge are involved, for they need to feel concerned if they are to learn any lessons.

Relevance*

Evaluation* should be conducted according to objectives relating to several actors and incorporated into a timetable. Relevance will therefore be appreciated with regard to the expectations of beneficiaries, the objectives of ODA, the timescale of cooperation interventions and the aims of French policy.

Evaluation* is not to be applied in a systematic and unreflecting fashion: **not everything can be evaluated**, while remaining within reasonable bounds in terms of time, inputs and objectives.

Coherence

Evaluation* differs from other modes of monitoring and control (completion report, accounting audit, inspection) and finds its coherence in **problematics that can be broken down into sets of questions** according to an inquiry using appropriate methods corresponding to recognized **principles** (pluralism, distance, skill, respect, transparency, responsibility).

Effectiveness*

The quality of the conclusions and recommendations ensures the effectiveness of the evaluation*. The results of an evaluation* depend on its design (scope, problematics identified and ranked in order of priority, type of consultancy), on its implementation (appropriate methods of investigation, sufficient duration, relations with partners...) and on the report submission stage (operational recommendations, validation, follow-up...). This process is also an element in the final result.

Efficiency*

Evaluation* should **produce the greatest possible impact at the lowest cost.** Evaluation* has a cost (beyond the consultancy called in). The duration, the number of consultants, the scope of the questions must match the perceived priorities so as to guaranty the maximum efficiency.

Annexes

Annex 1

Estimated Cost Standard Form

Name of the company :

Study Title:

Costs upon proof of payment:

International Flights (number): <i>On submission of your air fares</i>	
Per Diem (unit / number): <i>On submission of certificate of residence delivered par the Embassy</i>	
Travels on the field (plane, car hire): <i>On submission of invoices</i>	
Other expenses (vaccines, visas...): <i>On submission of invoices</i>	
Miscellaneous and unforeseen expenses: <i>On submission of invoices</i>	
Others:	
Sub-Total (all taxes included):	

Lump costs:

Salaries/Fees:	Staff	Number of days	Amount per day	Total
Seniors:				
Juniors:				
Local:				
Management expenses: (in %:)				
Documentation, copies:				
Secretary, communications:				
Others:				
Sub - Total (tax excl.):				

TOTAL AMOUNT:

Additional Comments:

, dated:
Signature:

(With stamp of the company)

.B. The signature of this for mis not required for the consultation phase

Annex 2

Comparative Table for Selecting Consultants

Deadline for submission of the proposals:

General Understanding and Problematic Presentation	Proposal 1	Proposal 2	Proposal 3
Overview			
Scope of the study (general context)			
Objectives			
Problematics			
Other elements			
Methodological framework	Proposal 1	Proposal 2	Proposal 3
Methodology proposed for achieving the evaluation*			
Reports (including synthesis and summary form)			
Chronogram			

Skills, qualifications	Proposal 1	Proposal 2	Proposal 3
Identity and profiles of consultants			
Skills relative to the cooperation sector evaluated			
Knowledge of the French International Cooperation mechanisms			
Knowledge of the country and language skills			
Skills relating to evaluation* of the public policies			
References			

Price of services provided	Proposal 1	Proposal 2	Proposal 3
Consultants (days/experts and total)			
Other fixed expenses			
Other expenses upon proof of payment			
Field missions			
TOTAL (all taxes incl. or taxes excl.)			
PRICE OF SERVICES (EURO)	<i>Total on proof of payment: Total of fixed costs:</i>	<i>Total on proof of payment: Total of fixed costs:</i>	<i>Total on proof of payment: Total of fixed costs:</i>

Annex 3

Priority Solidarity Projects (FSP) Monitoring File (or mid-term monitoring evaluation*) Standard Form

Country :	Title :	
Project No :	Amount (€) :	DGCID Dpt:
Beneficiary (s) :		
Project Manager :		
Other donators :		
Project Summary :		

Status on [mm/yyyy] :

Key Dates	Dates (mm/yyyy)
Project Committee	
Financ. Convnt.	
NAPA reception	
Opening (DMA date)	
Steering Committee	
Initial Closure	
Modified Closure	

Components	ODA (€)	Commitments. (€)	% (E/A)	Disbursement (€)	% (D/E)
1					
2					
3					
4					

Logical Framework Reminder	Verifiable Indicator(s)	Observed Results
Main Objective		
Component 1		
Component 2		
Component 3		

Procedures for achieving the project and planned partner (strengths and weaknesses, and difficulties encountered) :

Technical Assistance (or Operators) :

Steering Committee Meetings (attendants, follow-up of the chronogramme, activity report...) :

Other donors (status of commitments and payments, national party, others) :

Conditionnalities (reminder of suspensive conditionnalities and indications on how they apply) :

Evaluations (date, person responsible and results of **monitoring missions** for interim or final evaluations, planned, achieved):

Additional Observations :

Person Responsible (name and e-mail address) :

Author (if different) :

Updated on :

File name and path:

Annex 4

Summative Evaluation Report File - Standard Form

Author:	Date:	File Name:
Department / Organism:	E-mail:	
REPORT TITLE (each volume should have its title) (Specify the reference period)		
AUTHOR(S) Physical Person(s)		
PROVIDERS Organism issuing the report (state acronyms in full)		
COUNTRY OR REGION (area concerned by the study)		
SECTOR or THEME Priority + Secondary Sector(s)		
COMMISSIONING DEPARTMENT (the Department which commissioned the study and contributed to its financing)		
REPORT DELIVERY DATE (provisional or final version)		
NUMBER OF COPIES (Is consultation possible on Diplonet?)		
CONFIDENTIALITY (general public or under prior agreement)		
PAGE NUMBERING (number of pages and annexes numbered and with a page number)		
DESCRIPTION OF THE PROJECT State the objectives, inputs and main activities planned) (Indicate the assumptions and the evaluation inquiry specified in the terms of reference or the requirements)		
TYPE OF EXPERTISE (technical / general, internal / external, interim / final)		
EVALUATION METHOD (dates of missions in the field)		

<p>MAIN OBSERVATIONS Use the following criteria: coherence, relevance, effectiveness, efficiency, impact, sustainability</p>	<p>STRONG POINTS</p>
	<p>WEAK POINTS</p>
<p>LESSONS LEARNED (from the results of the evaluation and beyond the activity assessed)</p>	
<p>RECOMMENDATIONS (Make distinctions according to priorities, stakeholders and the timetable proposed)</p>	
<p>CONSEQUENCES OBSERVED (Implementation of the recommendations)</p>	

To be transferred by e-mail to: evaluation.dgcid@diplomatie.gouv.fr

Annex 5

Examples of indicators

	DCT	DCCF	DATC	DCSUR
Input Indicators	Health <ul style="list-style-type: none"> • Number of HIV/STD workshops organised • Number of condoms distributed • Number of publicity campaigns carried out 	Libraries/ Resource centres <ul style="list-style-type: none"> • Number of documents consulted in situ • Number of loans • Number of events Training <ul style="list-style-type: none"> • Number of courses (in trainee hours) 	Audiovisual <ul style="list-style-type: none"> • Number of viewers • Number of events 	Generic indicators <ul style="list-style-type: none"> • Number of doctoral students • Number of scientific workshop held • Number of researchers exchanged
Output Indicators	Health <ul style="list-style-type: none"> • % of infants between 12 and 23 months vaccinated • ratio of days with medicines in stock • % of people aware of ways of preventing STDs Environment <ul style="list-style-type: none"> • Increase in rate of coverage in basic services in target zone • Increase in collection rate of household waste 	Libraries <ul style="list-style-type: none"> • Number of registered users Training <ul style="list-style-type: none"> • Number of trainees validating their courses or obtaining qualifications • Quality of service provided Publication <ul style="list-style-type: none"> • Number of books published or co-published by the project French courses <ul style="list-style-type: none"> • Number of people obtaining a qualification 	Audiovisual <ul style="list-style-type: none"> • Increase in number of operations carried out jointly by the beneficiary and neighbouring countries • Increase in circulation of works distributed both nationally and internationally 	Generic indicators <ul style="list-style-type: none"> • Number of dissertations and theses completed • Number of joint publications • Creation of post-doctoral programmes
Effectiveness Indicators	Health <ul style="list-style-type: none"> • Number of people reached by publicity campaigns/ target • Number of jointly financed prevention campaigns • Quality of care 	Generic indicators <ul style="list-style-type: none"> • Respect of chronogram • Project implementation rate Libraries <ul style="list-style-type: none"> • Number of loans per reader • Numbers of readers borrowing more than x books per year 	Generic indicators <ul style="list-style-type: none"> • Target public / Total public 	Water management <ul style="list-style-type: none"> • Number of water management associations involved in structure generating interventions

	DCT	DCCF	DATC	DCSUR
Efficiency Indicators	Health <ul style="list-style-type: none"> • Cost per person vaccinated within the programme /cost in similar programmes conducted by other countries for the same beneficiary or in a similar country • Total cost of administering the drug / cost in other programmes 	Libraries <ul style="list-style-type: none"> • Book cost per reader French Course <ul style="list-style-type: none"> • Net cost of courses per person • Number of people gaining qualifications / total cost of persons 	Generic Indicator <ul style="list-style-type: none"> • Cost of event per person 	<ul style="list-style-type: none"> • Cost of access to basic service for one extra person • Total cost per person of access to a basic service
Impact Indicators	Health <ul style="list-style-type: none"> • % of health care staff capable of correctly evaluating and treating children diseases • % of people aware of means of preventing STDs • Rate of use of contraceptives • Number of caesareans/ number of births • Number of HIV infected 15 month old infants 	Support for educational policies <ul style="list-style-type: none"> • Rise in number of children in school thanks to the project • Number of students from beneficiary country received in OECD countries thanks to the project French courses <ul style="list-style-type: none"> • Number of people using French two years after gaining a qualification • Number of people studying in French after gaining a qualification 	Audiovisual <ul style="list-style-type: none"> • Increase in foreign private cultural investment in the country • Increase in international funding raised for local cinema production by the Ministry involved Art <ul style="list-style-type: none"> • Increase in number of local works of art 	

Annex 6

List of Evaluation Reports Published

Series "EVALUATIONS"

1	La coopération française et les entreprises en Afrique subsaharienne	1989
2	L'aide française au Burkina Faso	1989
3	Le programme des volontaires européens de développement - Évaluation de la phase pilote (1986-1988)	1989
4	L'aide française à l'île Maurice (1979-1989)	1990
5	Les centres culturels français en Afrique - Évaluation de l'action des CCF dans les pays du Champ	1991
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7	Les coopératives d'anciens combattants de Guinée-Bissau - Évaluation de l'aide publique française	1992
8	Faune sauvage africaine. Bilan 1980-1990 - Recommandations et stratégie des actions de la coopération française	1992
9	Le système douanier automatisé (SYDONIA) - Évaluation de l'aide française à la mise en place et au développement du programme SYDONIA	1992
10	Le comité interafricain d'études hydrauliques (CIEH) - Évaluation de l'aide publique française (1981-1990)	1992
11	La politique des bourses - Évaluation de l'aide publique française (1979-1988)	1993
12	La reconversion des agents de la fonction publique en Guinée - Évaluation de l'aide française (1986-1992)	1993
13	L'association française des volontaires du progrès (AFVP) - Évaluation d'actions financées sur crédits FAC entre 1980 et 1990	1993
14	L'appui dans les secteurs du plan et des statistiques - Évaluation de la politique française (1975-1990)	1993
15	L'appui aux formations dans le secteur BTP - Évaluation de la politique française (1984-1992)	1993
16	L'appui au système éducatif tchadien - Évaluation du projet (1983-1992)	1993
17	Les opérations villages-centres au Congo : Mindouli et Lékana - Évaluation de l'aide française (1982-1992)	1994
18	L'appui dans le domaine du livre et de l'écrit - Évaluation de l'aide publique française (1980-1992)	1994
19	Les administrations mauritaniennes des finances et du plan - Évaluation de l'aide française (1979-1991)	1994
20	Les réseaux de développement - Évaluation de leur utilisation par le ministère de la Coopération (1982-1992)	1994
21	La politique du ministère en faveur de la coopération décentralisée - Évaluation de la coopération française (1982-1992)	1994
22	La politique des crédits déconcentrés d'intervention - Évaluation de la politique française (1988-1993)	1994
23	L'appui à la télévision en Afrique subsaharienne - Évaluation de l'aide française (1975-1991)	1994
24	L'appui au développement urbain et à la gestion locale au Bénin et à Madagascar - Évaluation de l'aide française (1982-1994)	1995

25	La navigation aérienne et les activités aéroportuaires en Afrique subsaharienne et dans l’Océan indien - Évaluation de l’aide française (1975-1992)	1995
26	Le volontariat français dans les pays en développement - Évaluation 1988- 1994	1995
27	Processus de privatisation en santé animale - A partir des études de cas : Burkina Faso, Guinée, Niger et République Centrafricaine	1996
28	Évaluation du projet d’appui à la décentralisation et au développement urbain au Sénégal - Évaluation 1992-1995	1996
29	Conséquences de la suspension de la coopération - Évaluation à partir des cas du Togo, du Zaïre et d’Haïti	1996
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51	Évaluation des programmes de lutte contre le VIH/SIDA (1987-1997) - [2 volumes] I rapport principal - II Annexes	2001

52	Évaluation des programmes prioritaires Palestine et Viêt-nam	2001
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56	Évaluation du pôle régional de recherche appliquée au développement des savanes d'Afrique centrale (Prasac) du Coraf (1998-2001)	2001
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86	Programme franco-chinois de recherche avancée (PRA) - Évaluation rétrospective (1993-2003) EE	2005
87	Actions de formation dans le domaine du développement social - 1997-2003 - Évaluation rétrospective des projets FSP et d'un programme inter-États dans la ZSP	2005
88	Évaluation du contrat de désendettement et de développement (C2D) Mozambique	2006
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90	Programme de recherche urbaine pour le développement (PRUD) - Évaluation finale du projet mobilisateur FSP n° 2000-120 (2001-2004)	2006
Forthcoming		
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	Année culturelle France-Brésil	2007
	Coopération culturelle, artistique et audiovisuelle en Taïwan	2007
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7	L'aide Française au Mali (1980-1992)	1994
8	L'aide Française à travers son évaluation dans 6 pays durant la période 1980-1990	1994
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14	L'aide Française au Bénin (1985-1995)	1997
15	L'aide Française au Togo - Retour sur l'évaluation-pays 1980-1990	1998
16	L'aide française au Burkina Faso - Évaluation-pays 1989-1998	1999
17	L'aide française à la Côte d'Ivoire - Évaluation de la politique française (1980-1997)	2000
18	L'aide française au Cameroun - Évaluation de la politique française (1987-1997)	2000
19	L'aide française au Cap-Vert (1991-1999) - Retour sur l'évaluation-pays (1975-1991)	2001
20	Évaluation de l'aide française à Djibouti - Bilan global (1989-1998) - Le secteur de la santé (1987-1997)	2001
21	L'aide française au Viêt-nam - Évaluation de la politique française (1989-1999)	2001
22	L'aide française au Laos - Évaluation de la politique française (1988-2000)	2001
23	L'aide française au Vanuatu -Évaluation de la politique française (1996-2000)	2002
24	L'aide française au Niger - Évaluation de la politique française (1990-2001)	2002
25	L'aide française à la Guinée - Évaluation de la politique française (1992-2001)	2003
26	La coopération française avec la Bulgarie - Évaluation de la politique française (1991-2001)	2003
27	La coopération française avec le Tchad - Évaluation (1992-2003)	2004
28	Évaluation de la coopération française avec l'Égypte (1993-2003)	2005
29	L'assistance humanitaire de la coopération de la France avec l'Afghanistan	2006
30	La coopération de la France avec le Sénégal - Évaluation rétrospective et stratégique (1994-2003)	2006
31	La coopération de la France avec la Guinée équatoriale - Évaluation rétrospective du pays dans son contexte régional (1995-2004)	2006
32	La coopération de la France et de la Commission européenne avec le Mali La coopération de la France avec le Maroc (en cours de réalisation) La coopération de la France avec le Cameroun La coopération de la France avec le Brésil	2006

Series ex-DGRCST

1	Évaluation du réseau culturel en Europe	1995
2	Évaluation de la politique de coopération dans le domaine des télécommunications au Maghreb	1996
3	Évaluation de la politique de coopération régionale en Amérique latine	1996
4	Évaluation de l'impact sur l'enseignement du Français de la diffusion de programmes audiovisuels éducatifs	1996
5	Évaluation de la coopération policière	1997
6	Évaluation de la politique des bourses accordées aux étrangers en France	1997
7	Évaluation de la coopération linguistique	1997
8	Évaluation de la politique de subvention aux associations de la DGRCST	1998

Non published

EE	Évaluation de l'appui à l'Institut des Hautes Etudes pour le Développement (IHED) de Bogota (Colombie) - (diffusion interne)	2001
	Évaluation de la coopération administrative internationale (évaluation conjointe avec le Minefi réalisée dans le cadre du CICID)	2002
	Coopération avec la Chine dans le domaine de la santé	2002
	Aménagement du territoire en Uruguay	2003
EE	Missions Stendhal (programme d'aide aux écrivains français)	2003
	Soutien à Europa Cinéma	2003
EE	Coopération universitaire au Liban	2004
EE	Programme spécial de formation des cadres palestiniens	2005

N. B. Many FSP projects are the subject of a final evaluation report. These reports are not published. The Evaluation Office tries to collect all reports, preferably in electronic form. For the moment, these documents are not held on a data base but are available to the Departments and the SCACs. Please transmit them to evaluation.dgcid@diplomatie.gouv.fr

Annex 7

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- **Agence française de développement:** <http://www.afd.fr/jahia/Jahia/pid/18>
- **European Commission:** <http://europa.eu.int/comm/europeaid/evaluation/index.htm>
- **European Union evaluation methods (evaluation guides, methodological bases, tools, etc.):** http://ec.europa.eu/comm/europeaid/evaluation/methodology/index_fr.htm
- **Inventory of EU reports (European Commission and member countries):** http://ec.europa.eu/comm/europeaid/evaluation/intro_pages/european_inventory.htm
- **Database: inventory of evaluation reports of DAC members countries (including partner organisms):** <http://www.oecd.org/dac/Evaluation/index.htm>
- **OECD (administrative cooperation):** www.oecd.org/puma/pac/programmeval.htm
- **Independent Evaluation Group (World Bank):** www.worldbank.org/html/ieg/
- **World Bank Institute (WBI):** www.worldbank.org/wbi/evalunit.htm
- **Société Française de l'Evaluation (SFE):** www.sfe.asso.fr
- **European Evaluation Society (EES):** www.europeanevaluation.org
- **F3E (ONG):** <http://f3e.asso.fr/>
- Since 2003, there has been a portal for the evaluation of public policies (France) <http://www.evaluation.gouv.fr> (site abandoned since 2004)

Annex 8

DAC glossary in OECD

(document produced on the basis of work conducted by the work group concerned by the evaluation in the Development Assistance Committee (OECD) with the support of the C3E Research Dept. This trilingual version can be downloaded from the DAC website :

http://www.oecd.org/findDocument/0,2350,en_2649_34435_1_119678_1_1_1,00.html

<http://www.oecd.org/dataoecd/29/21/2754804.pdf>)

Action de développement	<i>Development intervention</i>
Activité	<i>Activity</i>
Analyse des risques	<i>Risk analysis</i>
Appréciation préalable	<i>Appraisal</i>
Assurance qualité	<i>Quality assurance</i>
Attribution (Imputation)	<i>Attribution</i>
Audit (Contrôle)	<i>Audit</i>
Auto-évaluation	<i>Self-evaluation</i>
Bénéficiaires	<i>Beneficiaries</i>
But	<i>Purpose</i>
Cadre logique	<i>Logical Framework</i>
Chaîne des résultats	<i>Results framework</i>
Conclusions	<i>Conclusions</i>
Constatations	<i>Finding</i>
Economie	<i>Economy</i>
Effet	<i>Effect</i>
Efficacité (succès, réussite)	<i>Effectiveness</i>
Efficienc	<i>Efficiency</i>
Enseignements tirés	<i>Lessons learned</i>
État des lieux	<i>Base-line study</i>
Evaluabilité	<i>Evaluability</i>
Évaluation	<i>Evaluation</i>
Évaluation conjointe (partenariale)	<i>Joint evaluation</i>
Évaluation ex ante	<i>Ex-ante evaluation</i>
Évaluation ex post	<i>Ex-post evaluation</i>
Évaluation externe	<i>External evaluation</i>
Évaluation groupée	<i>Cluster evaluation</i>

Évaluation formative (endoformative)	<i>Formative evaluation</i>
Évaluation indépendante	<i>Independent evaluation</i>
Évaluation interne	<i>Internal evaluation</i>
Évaluation à mi-parcours	<i>Mid-term evaluation</i>
Évaluation participative	<i>Participatory evaluation</i>
Évaluation de processus	<i>Process evaluation</i>
Évaluation de programme	<i>Program evaluation</i>
Évaluation de programme national / Évaluation-pays	<i>Country program evaluation</i>
Évaluation de programme sectoriel	<i>Sector program evaluation</i>
Évaluation de projet	<i>Project evaluation</i>
Évaluation récapitulative	<i>Summative evaluation</i>
Évaluation thématique	<i>Thematic evaluation</i>
Examen	<i>Review</i>
Extrant (produit)	<i>Outputs</i>
Fiabilité	<i>Reliability</i>
Finalité	<i>Goal</i>
Gestion axée sur les résultats	<i>Results-Based Management</i>
Groupe cible (population cible)	<i>Target group</i>
Hypothèses	<i>Assumptions</i>
Impacts	<i>Impacts</i>
Indicateur	<i>Indicator</i>
Indicateur de performance	<i>Performance indicator</i>
Mesure des performances	<i>Performance measurement</i>
Méta-évaluation	<i>Meta-evaluation</i>
Modèle des résultats (Cadre de résultats)	<i>Results framework</i>
Objectif de développement	<i>Development objective</i>
Objectif du programme ou du projet	<i>Project or program objective</i>
Outils d'analyse	<i>Analytical tools</i>
Outils pour la collecte de données	<i>Data collection tools</i>
Partenaires	<i>Partners</i>
Parties prenantes (Protagonistes)	<i>Stakeholders</i>
Performance	<i>Performance</i>
Pertinence	<i>Relevance</i>
Publics concernés (Publics atteints)	<i>Reach</i>

Réalisation (Effet direct)	<i>Outcome</i>
Responsabilité de rendre compte (Redevabilité)	<i>Accountability</i>
Ressources (Moyens, intrants)	<i>Inputs</i>
Recommandations	<i>Recommendations</i>
Référence (Etalon)	<i>Benchmark</i>
Résultats	<i>Results</i>
Rétroaction	<i>Feedback</i>
Scénario en absence d'intervention (Situation contrefactuelle)	<i>Counterfactual</i>
Suivi	<i>Monitoring</i>
Suivi des performances	<i>Performance monitoring</i>
Triangulation	<i>Triangulation</i>
Validité	<i>Validity</i>
Viabilité (Pérennité, durabilité)	<i>Sustainability</i>

Annex 9

Meta-evaluation: summative file

Written by: Laure Valette (intern)		Date: 7/02/2005	File name: meta-evaluation summative file
Department / organism: Evaluation office DgCiD		E-mail: cid.evaluation@diplomatie.gouv.fr	
REPORT TITLE	META-EVALUATION OF 2000/2004 EVALUATION PROGRAMME FOR ZSP (PRIORITY SOLIDARITY ZONE) - NEDARITY POF PROJECT FAC N°2000-27		
AUTHOR(S)	Dominique de Crombrughe, Cécilia de Decker, Laure Valette		
SERVICE PROVIDER	Carried out by the Special Evaluation of Development Cooperation department (Service public belge des Affaires étrangères, du Commerce extérieur et de la Coopération au développement).		
COUNTRY AND REGION	ZSP - Priority Solidarity Zone		
SECTOR or THEME	Management		
COMMISSIONING DEPARTMENT	Evaluation office DgCiD		
REPORT SUBMISSION DATE	25 th January 2005		
NUMBER OF COPIES submitted	Submitted as electronic file		
CONFIDENTIALITY	General public		
PAGINATION	69 pages including 10 pages of annexes + Summary translated into English		
PROJECT DESCRIPTION (recapitulation of objectives, inputs and main activities) (mention the initial assumptions and the set of questions laid down in the terms of reference or specifications)	<p>The evaluation office's ZSP programme is funded by a public interest FAC project approved in July 2000. This project, with a budget of around 1.5 million euros provided for about thirty evaluations over a three-year period. The programme was extended until 2005.</p> <p>The objectives of this meta-evaluation are:</p> <ul style="list-style-type: none"> - To examine how far the principles of evaluation were respected in the programme, - To examine how far the evaluation contributed to learning lessons and whether the recommendations made in the evaluations contributed to improving the geographical and sectorial strategies of the DgCiD. <p>The purpose of the evaluation is to make recommendations with a view to improving evaluations within the DgCiD and providing guidelines for future programmes.</p>		
TYPE OF CONSULTANCY	External and final meta-evaluation		
MÉTHOD OF EVALUATION	After an analysis of the context in which the programming was carried out (based on desk research and interviews done in Paris) and the study of its institutional and strategic positioning, a set of benchmarks was drawn up relating to the function of the evaluation office. In the second phase, an analysis of the evaluation carried out was made on the basis of an in-depth study of six cases representative of the programme. These cases were selected thanks to a survey of commissioning bodies; Steering Committee members and users intended to determine their level of satisfaction in terms of quality and utility. Interviews with people who had followed the evaluation process were carried out in Paris in October 2004.		

<p>MAIN FINDINGS Use the criteria: coherence, relevance, effectiveness, efficiency, impact, sustainability.</p>	<p>STRONG POINTS</p> <p>The evaluation programme was relevant in that it satisfied a demand for evaluation.</p> <p>The internal coherence of the programme came from its flexibility. The implementation of the programme took account of changes in the context. Evaluations that were no longer relevant were not carried out. Joint evaluations with MINEFI (Ministry of Economics and Finance) and AFD and also with other donors such as the European Commission ensured the external coherence of the programme. Partnership with a beneficiary country, especially in the case of country evaluation, where a local committee monitored the evaluation, reinforced the external coherence of the programming.</p> <p>The evaluation office was effective to the extent that the processes for implementing the programme were on the whole well established (drawing up terms of reference, setting up the Steering Committee, selecting consultants, monitoring the evaluation, submission of reports). The evaluation often contained good baseline studies and are useful for the induction phase when agents take up their posts.</p> <p>The implementation of the programme of evaluation was efficient. There were delays, but they were not necessarily significant, and were not specifically due to the evaluation office.</p> <hr/> <p>WEAK POINTS</p> <p>The programme of evaluation was not intelligible as a whole -it appears as a catalogue of evaluations to be carried out. The strategic direction laid down for international cooperation and development were only partly reflected in the programme.</p> <p>The evaluators pointed out that the terms of reference were sometimes ambitious, especially for the country evaluations. Consultants met with serious difficulties in obtaining access to records and written documents and this could have a negative effect on the quality of the evaluations.</p> <p>The quality of analysis and of the evaluation reports was uneven.</p> <p>The implementation of the programme of evaluations was efficient. However, the budget allocated to evaluation was very tight and, as a result, the number of days the consultants were allowed was restricted in relation to the analysis demanded by the terms of reference.</p> <p>The impact of evaluation was also uneven. It was closely linked with the context in which the evaluation report was submitted, specially the concordance of the evaluation with the political decision-making cycle.</p>
<p>RECOMMENDATIONS (if possible distinguish recommendations according to priorities, the stake holders involved and the timetable proposed)</p>	<p>Recommendations for the Evaluation Office</p> <p>The consultation process put in place for the evaluation programme and the organisational schema of the evaluation office should be retained.</p> <ul style="list-style-type: none"> - In the perspective of a new division of labour in the cooperation sector, a joint consultation should be organised with the AFD when the evaluation programme is drawn up. An alternative would be a more proactive consultation on strategic priorities. - The intelligibility of the evaluation programme needs improving. - Preparatory desk research should be improved. - It would be desirable to increase the evaluation budget, make the methodology more explicit and insist on the quality of the analysis, even if this means restricting the scope of evaluation. - It is necessary to make sure that the submission of reports should take place systematically in France, and, if possible, on the ground, with the interested parties. <p>Recommendations for the DgCiD</p> <ul style="list-style-type: none"> - Within the framework of the reforms now underway (including the LOLF), it would be desirable to examine an institutional repositioning for the Evaluation Office. - In the perspective of certain activities being transferred to the AFD, more strategic programming corresponding to the Foreign Ministry's new specific role in cooperation would be desirable. - Strengthening the evaluation office's human resources ought to make it possible to avoid programming delays.

Annex 10

FSP project “partnership in evaluation” summative file

• Country / Project:	INITIATOR
• Project Name:	Support for partnership in evaluation of public policy in the ZSP* ¹
• Sector:	572
• Amount:	2 800 000 €
• Duration:	42 months
• Beneficiary:	ZSP countries
- Project No:	2004-39
- Date of project Committee:	12 April 2005
- Reference Department:	CID/SME/SQM/EVA

What runs through the Millennium development objectives is a concern to set up a world partnership “intended to accelerate strong economic growth and sustainable development in the developing countries”, especially “within the framework of integrated development and the strategic poverty reduction document”².

All the aid agencies now recommend putting partnerships in place. Partnership works both at the level of strategy and sectorial programmes and at the operational level of projects and interventions. Partnership should also apply to the evaluation of policies programmes and projects.

The World Bank, the UNDP, and several bilateral aid agencies, especially from English speaking and Scandinavian countries have carried out training and support interventions in “Monitoring and Evaluation (M&E)”. The Foreign Ministry has contributed to promoting joint evaluation with some countries in the ZSP in a pragmatic way, on a case-by-case basis.

The purpose of the present FSP project is to reinforce partnership in the evaluation process so as to improve the effectiveness of cooperation projects and programmes. This partnership should come into play at the preparatory stage of cooperation policies and interventions (ex ante evaluation) and carry on until they come to their conclusion (mid-term, final and retrospective evaluations).

The project can be broken down into three major components: (1) carrying out joint evaluations, (2) capacity building among partners from the South by means of training courses in interventions, (3) capitalizing the lessons learned from FSP interventions by setting up an operational memory.

The purpose of training and support in the field of public policy evaluation is to build capacities among the partners. The target public is individuals, teams and institutions both in the public sector (civil service departments, researchers and academics) and in the private sector (consultancies, consultants and associations).

After the project, the partners from the South involved in its implementation will be in position to initiate, conduct, take part in and proceed to public policy evaluations in their own country.

In this way, officials in the partner countries will be in a better position to correct the effect of asymmetrical information: asymmetrical information result from the fact that not all public servants have access to the same exhaustive information. This means that resource allocation is less than optimal, and this contributes to the failure of public policies³.

1) Zone de solidarité prioritaire (ZSP) - Priority Solidarity Zone

2) UN Millenium Summit, September 2000

3) Stiglitz, J. E. 1994. « Withered Socialism », Massachusetts : The MIT Press.

Annex 11

French Evaluation Society (SFE) Charter

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www.asso.sfe.fr

Evaluation Charter for public policies and programmes

adopted by SFE's General Assembly, 20 October 2003, revised in 2006

• **Preamble**

Evaluation is about constructing and collecting knowledge about public policies, especially with regard to their outcomes. Evaluation is designed so as to enable citizens to value public programmes and policies and at the same time to help decision makers enhancing their effectiveness, their pertinence, their consistency, efficiency and impacts.

Therefore, by allowing more rational decision-making, evaluation contributes to modernising government and delivering better public services, while promoting more efficient expenditure. Evaluation also fosters accountability, internal and external, and facilitates organisational learning. Better public management and a more open democratic debate about policies are the twin goals of implementing evaluation at all levels of government.

Hence, the stakeholders of evaluation not only comprise actors directly involved in a particular policy. Because citizens in general are always concerned, public welfare and general interest are at stake in any individual evaluation practice. Because evaluation is always about general interest, it should be practiced within a special institutional framework and along specific principles.

SFE Members abide by the principles of the Charter for Evaluation. They are committed to their implementation, while taking into account necessary adaptation according to particular contexts. They promote the Charter in their professional practice and beyond, disseminating it among stakeholders and institutions, including the general public.

Guiding principles for evaluation in France

• **Principle of Pluralism**

The practice and processes of evaluation are influenced by three different rationales, i.e. public management, democracy and the scientific debate.

Evaluation entails acknowledging all the interests at stake and admitting the legitimate points of view expressed about the programme or policy evaluated, in their largest diversity and in a balanced manner, whether these views belong to actors directly involved, to experts or any other stakeholders.

Wherever possible, the admission of the diversity of points of view entails the involvement of the various stakeholders in the evaluation process, directly or by other appropriate means.

• **Principle of distance**

Evaluation is carried out impartially. Evaluation professionals inform their other partners of any possible conflict of interests.

The evaluation process is carried out independently of programme management and decision-making processes. This independence contributes to safeguarding the public decision-makers' freedom of choice.

• **Principle of Competence**

Designing evaluations, managing and commissioning them, collecting data and choosing methods, as well as interpreting findings, entail using specific competences.

Those who participate in evaluation in a professional capacity should build and update their professional skills accordingly.

Evaluation implies using recognised methods, particularly those used by the international evaluation community. In using these methods, participants in evaluation should explicitly mention their limitations.

- **Principle for Respecting the integrity of individuals**

Participants in the evaluation process respect the rights, integrity and safety of all affected parties. They shall not disclose the sources of any information or opinions they collect without the agreement of the persons concerned.

- **Principle of Transparency**

Presentations of evaluation findings should be accompanied by a clear description of the object of the evaluation, its purpose, its intended audience, the questions asked, the methods used and their limitations, and the arguments and criteria which led to these findings.

The findings of evaluations should be made public. Decisions ought to be taken at the beginning of an evaluation on how the findings will be disseminated. The integrity of findings should be respected, irrespective of the format and methods of dissemination.

- **Principle of Advisability**

Evaluations should only be decided and designed when they are likely to produce results from the standpoint of the objectives mentioned in the preamble to the present Charter: democratic reporting, efficiency of public spending, organisational learning, as well as the facilitation of future evaluations.

- **Responsibility**

At the beginning of an evaluation, decisions as to the allocation of responsibilities between the different actors involved should be made in such a way that clear responsibility is assigned for each function in the evaluation (definition of the brief, management process, research and analysis, formulating findings and recommendations, dissemination of findings).

Persons and institutions involved in the evaluation process should make available appropriate resources and the information required to carry out the evaluation.

They are jointly responsible for properly implementing the guiding principles set out in the present Charter.

Annex 12

Standards for quality evaluation (DAC¹)

Critical analysis of an evaluation report

Relevant standards	Observations of commissioning body	Responses of service provider
1. Justification, purpose and objectives of the evaluation		
The report will state why and for whom the evaluation was carried out, and for what reason at this particular time. The purpose of the evaluation corresponds to the learning and accountability function. The objectives determine what the evaluation is supposed to achieve.		
2. Scope of the evaluation		
The scope of the evaluation will be clearly defined -questions dealt with, funding, period, type of intervention, geographical coverage, target groups...). The evaluation report will describe and analyse the logic of the intervention and distinguish the observations at each level -inputs, activities, results, impacts. The DAC criteria will be applied. Any of these criteria not applied will be mentioned as will any other criteria that may be introduced. The evaluative questions will be clearly set out.		
3. Context		
The report will describe the strategic context within which the intervention is set, in particular the guidance documents provided by the donor and the partner, with their respective objectives and strategies. The institutional and socio-political context will be presented so as to enable the influence of the intervention to be appreciated. The measures taken for the implementation of the intervention will be set out.		
4. Evaluation methods		
The report will describe the methods, techniques and procedures used in the collection and processing of data and the implementation of the evaluation, and will demonstrate their value and reliability. Choices will be justified and constraints will be mentioned. The various stakeholders will be involved in the evaluation process. The report will indicate how the protagonists were selected and the mechanisms of their participation. Sample selection methods will be presented and justified.		

1) Extract from a document drawn up by a DAC (Development Assistance Committee, OECD) network on evaluation working party.

Relevant standards	Observations of commissioning body	Responses of service provider
5. Sources of information		
The report will describe the sources of information used and guarantee their validity by cross-checking data and applying various methods. Persons interviewed and documents consulted will be listed in the report, with due respect for confidentiality.		
6. Indépendance		
The report will state how far the evaluators are independent. Any conflicts of interest will be examined in an open and impartial manner. The team of evaluators, recruited in a balanced way (gender and local consultants) and calling on experts with various qualifications was in a position to work freely and without hindrance, and had access to all useful information.		
7. Ethics of the evaluation		
The evaluation process takes account of the opinions, practices and customs of all the stakeholders. Their rights and well-being will be protected. Anonymity and confidentiality will be respected. Team members must be able to dissent from certain appreciations or recommendations. Diverging views will be presented.		
8. Quality assurance		
The various stakeholders will have the opportunity to give their views and comments on the observations, conclusions and recommendations. While respecting the evaluators' independence, quality will be checked throughout the evaluation process.		
9. Relevance of evaluation results		
Observations, conclusions, recommendations and lessons learnt* will be relevant to the object under evaluation. Any difference between the arrangements planned and those implemented will be explained. The evaluation will be carried out within the initial time and budget.		
10. Exhaustiveness		
The evaluation report will deal with all the questions raised. It will include a synthesis. The analysis will be logically structured, on the basis of data and information presented and interpreted. The basic hypotheses will be laid out, and the recommendations and lessons learnt* will flow logically from them.		

Annex 13

Quality Charter of the Evaluation Office

Aide memoir for drawing up a project evaluation report

PART 1. Objectives of the evaluation (justifications*)

- What are the initial objectives of the evaluation that has been commissioned? For what purpose was the evaluation commissioned? How does the evaluation fit into the commissioning body's general objectives?
- What, for the commissioning body, are the implicit objectives of the evaluation?

PART 2. Definition of the object of the evaluation (presentation of the intervention to be evaluated)

- What is the context of the cooperation?
- What are the interests at stake, the *raison d'être* of the project, its main objectives?
- Have there been interactions with other projects or policies that may have led to unforeseen consequences?

PART 3. Problematic of the evaluation

- What are the main questions in the terms of reference?
- Are there any priorities or rankings in the questions?

PART 4. Evaluation procedure

- Which evaluation method has been chosen?
- What is the schedule (give dates), with a precise description of the order in which the different tasks in the evaluation procedure are to be carried out?
- Do all the parties involved share the objectives?

PART 5. The facts.

Description of the process: *(Observations ► Findings)*

- Give an account of the observations arising from the desk research, field studies, interviews and questionnaires (origin, nature and validity of data, difficulties in data collection)
- What findings can be deduced from the observations? (What trends, what ratios, areas of uncertainty?)

PART 6. Analysis

Description of the process: *Findings ► Analysis ► Judgements*

- Was the analysis based on the data collected and the observations made?
- Was the analysis carried out according to the DAC criteria usually used in the field of the evaluation of public policies: relevance, coherence, effectiveness, efficiency, impact, sustainability?
- What personal judgments did the experts form on the basis of the findings?

PART 7. Conclusions:

Description of the process: *Jugements* ►► *Conclusions*

- What conclusions can be deduced from the judgments? Do the conclusions provide clear answers to the questions in the terms of reference?
- What were the strong and weak points of the project?
- What were the causes of any discrepancies with the outcome expected?

PART 8. Recommendations

- How can the advantages or strong points of the project be consolidated?
- How can the difficulties or weak points of the project be solved?
- Which conclusion(s) lead to which recommendation(s)? What is the hierarchy of the recommendations in terms of their importance? What is the hierarchy of the recommendations in terms of a timetable for implementation?
- Which recommendations are strategic and which are operational?
- What more general lesson can be learnt?

PART 9. Synthesis

- What is the problematic of the evaluation?
- What are the various questions arising from the problematic that the evaluation has attempted to answer?
- What conclusions flow from each question?
- What recommendation flow from each conclusion?