

Evaluation Guide

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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 valuation are to:

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

- **Self-evaluation**, carried out by one or several individuals directly involved in the intervention being evaluated;
- **Internal evaluation**, 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. An expert evaluation may be called for independently of the evaluation Committee, but with the agreement of the Director General;
- **External evaluation** implying recourse to external consultants, 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:

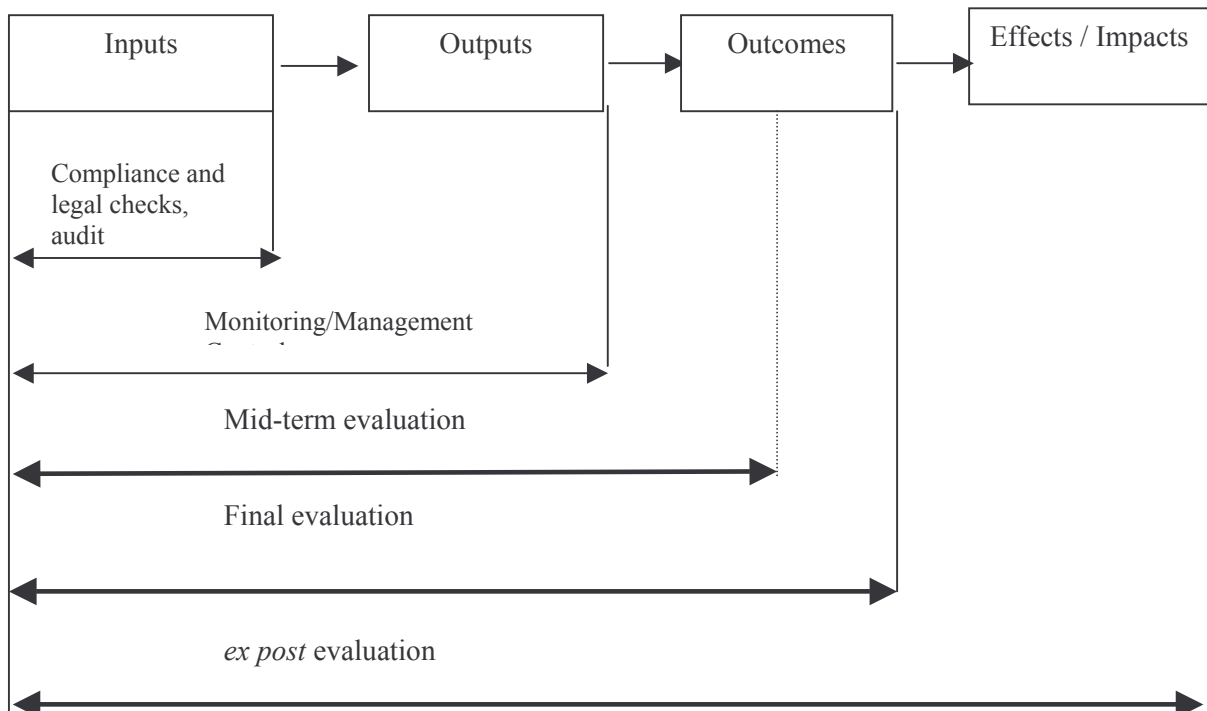
- Evaluations of operations (interventions, projects, programmes);
- Transversal evaluations (by themes or sectors);
- Evaluations of instruments (organisations, operators, inputs);
- Strategic evaluations (interventions carried out in a country or region...).

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.



File 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).

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,
- Solidarity with developing countries.

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 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... and better decision-making

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

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

1- Creation of a Steering Committee (see File 8)

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. It will have overall responsibility for driving the evaluation process.

2- Drawing up the terms of reference (see file 5) 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 10)

A competitive tender will be put in hand with a view to selecting the best bids from outside consultants.

4- Award of the contract and second Steering Committee meeting

The Steering Committee will meet a second time to examine the best bid on the basis of a technical and financial analysis and a comparative table (see Annex 2).

5- First phase of the evaluation and third Steering Committee

On the basis of the terms of reference, the evaluator 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; it will provide the expert with any contacts, access to records and documentation that he might request.

6- Second phase of the evaluation and fourth Steering Committee meeting

After carrying out his mission on the ground, the evaluator will draw up a provisional report. This report will form the basis of a discussion between the evaluator and the Steering Committee at a meeting specifically convened for this purpose. The Steering Committee will satisfy itself that the evaluator has respected the terms of reference.

7- Third phase of the evaluation and submission of the final report (see file 11)

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

8- Use to be made of the evaluation (see File 11)

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 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 5

Establishing the Terms of Reference

This file describes the canvas the Evaluation Office recommends for drawing up the TOR for an evaluation. This canvas follows the methodological process put forward in the Quality Charter (see Annex 14), which may be added to the TOR for it also informs the consultants on how their work will be judged *a posteriori*. This is a full version of TOR to be abbreviated, modified and adapted according to the exercise being undertaken. An evaluation is a project, with its objectives, inputs, indicators, etc.

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.
- Have there been interactions with others projects or policies generating unforeseen consequences?
- Provide the indicators, if there are any, which will allow monitoring and audit.

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?

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?

Principle of Responsibility (extract from the Evaluation Charter^{*})

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).

The persons and institutions involved in the evaluation process should make available appropriate resources and the information required for the conduct of the evaluation. They are jointly responsible for properly implementing the guiding principles set out in the present Charter.

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)
- 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).

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

Participants in the evaluation process will respect the rights, integrity and safety of all affected parties.

^{*} The evaluation Charter for public policies and programmes was adopted by the French Evaluation Society (SFE – Société française d'évaluation) at its general meeting on 28/10/03. 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

They shall not disclose the sources of any information or opinions they collect without the agreement of the persons concerned.

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 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.
- Presentation of the partners' requests in terms of cooperation during the reference period.
- Comparison with the interventions, if any, of other bilateral and multilateral donors, (amounts, contents).

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**

This is a question of evaluating the intervention on the basis of criteria recognized in the field of public policy evaluation in France and in the main international agencies. 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)

Those who participate in evaluation in a professional capacity will apply specific competences relating to the design and conduct of the evaluation, the quality of the commission, method of collecting data and interpreting findings. They should build and update their professional skills consistently.

They call on recognized methods, particularly those used in 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 arising from the intervention under evaluation. Not all of them will be necessarily used and priorities should be established.

- ◆ **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:
 - Correspondence with the needs and requests of the beneficiaries;

- Compliance with the ministry's general guidelines (partnership framework document, sector strategies, CICID decisions).
- ◆ **Coherence** looks at the relationships between the various aspects of the intervention. The following points may be examined:
- Concordance between the various inputs and tools brought together to achieve the objectives (internal coherence);
 - Concordance with the interventions undertaken by international organisations and multilateral donors, partners' policies (the administration and civil society) and, if appropriate, Non Governmental Organisations (external coherence).
- ◆ **Effectiveness** relates to the realities of the interventions carried out. The following points may be examined:
- How far activities were carried out;
 - 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;
 - 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);
 - 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. 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** 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.

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.).

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. Services to be provided

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 evaluator 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;
- Working hypotheses;
- Organisation of work, chronogram.

The consultants will be selected according to certain rules:

- Those selected will be external, independent experts;
- The preferred procedure will be competitive tender with, in those cases that warrant it, a short list of pre-selected service providers. At least 21 days will be allowed for the preparation of bids;
- If appropriate, the composition of the team of experts (seniors consultants, junior consultants, local consultants) will be laid down;
- As far as possible, joint evaluations with local partners or other donors will be encouraged.

Principle of independence (extract from the Evaluation Charter)

The evaluation will be carried out impartially. Evaluation professionals will inform the other partners of any possible conflict of interest.

The evaluation process will be carried out independently of programme management and decision-making processes. This independence serves to safeguard the public decision-makers' freedom of choice.

4.2. Arrangements for competitive tender

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 following categories may be used (see Files 9 and 10):

- Understanding of the subject 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.

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.

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 pluralism (extract from the Evaluation Charter)

Evaluation implies considering in a balanced manner all the legitimate points of view expressed about the evaluated activity.

This recognition of multiple viewpoints is effected whenever possible by involving the various stakeholders in the evaluation process or by other appropriate means.

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 3). 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)

Presentation 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, together with the arguments and criteria leading to the 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 evaluation.

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. Interim 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.

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 France, 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;
- 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).

The following items must not be omitted:

- Number of copies to be submitted (provisional report and final report);
- The documents used on floppy disk, CD ROMs or electronic form (in Word 6 and Excel 5);
- Two page summary file drawn up by the consultant and e-mailed to the Evaluation Office (see standard file in Annex 6). This summary file will be added to the evaluation stored by the DGCID and put online in the Helios database on "*Diplonet*" (internal internet).

Documentary resources on *Diplonet* (site under construction)

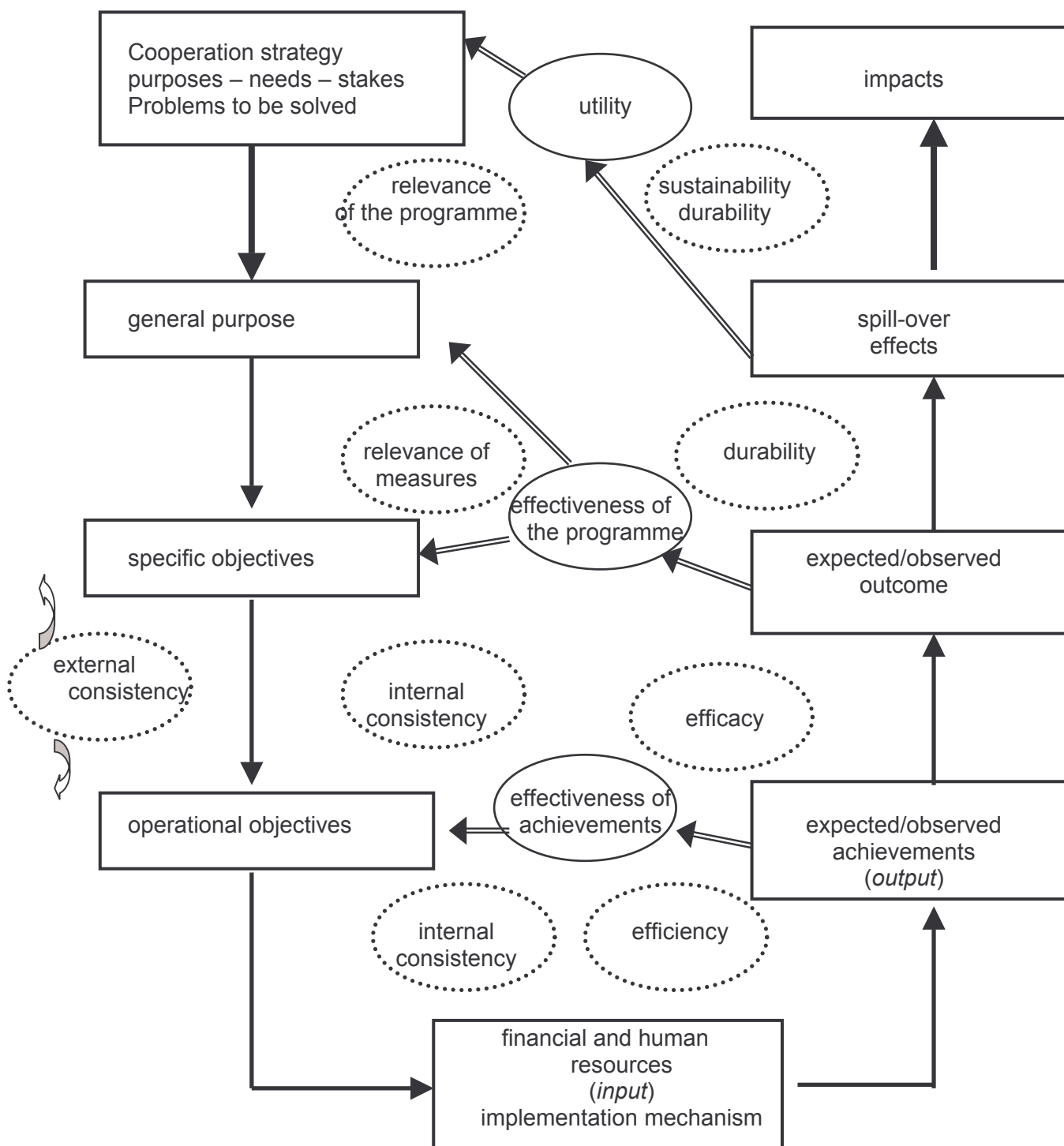
- Evaluation guide
- Terms of reference
- Cost estimate
- Summary file
- Monitoring file for FSP project
- Graph
- Quality Charter

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

File 6

Evaluation cycle (and criteria)

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 7

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)”*.

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.

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 the production of *ex ante* indicators (context indicators), *in itinere* and final indicators (input and activity indicators) and *ex post* indicators (performance indicators). Some examples of indicators used by operational departments are listed in the Annex (see Annex 7).

Indicators fall into three major categories:

1. Environmental or context indicators

Context (or situation) indicators reflect the general constraints of cooperation (for ex., GDP gross rate, number of beds 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).

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?

As a general rule, the indicators selected should be:

- **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 8

The Steering Committee

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. 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).

File 9

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 10). 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:
 - 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 résumés 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.

File 10

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.

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) is what applies in the case of contracts placed and carried out by stations abroad. The information given here only applies to consultants from outside public administration (the civil service, local government or hospitals).

Information on the public procurement code can be found on *Diplonet* (follow the link Administration générale > Affaires financières); it is possible to go directly to the site: <http://www.journal-officiel.gouv.fr> to get the latest information and access the BOAMP.

3. Publicity

3.1. Awards according to the appropriate procedure

Estimated cost below 15,000 euros (excl. tax)

For small contracts, the principle of competitive tender with at least three bids should be respected. Bids will be requested and no decision made until the estimates have been received. The department will draw up TOR. At least two weeks will be allowed between sending the consultant the TOF and submission of the technical and financial proposals.

The Evaluation Office knows consultants and firms specializing in public policy evaluation. It may support departments in their search.

Estimated cost between 15,000 and 90,000 euros (excl. tax)

In this case, the procedure should be made public. This may be done in two ways at the same time. Either a notice of public tender in the Official Public Procurement Journal (BOAMP) and/or a legal notices Journal (JAL), since the printed media are safer from a legal point of view; or, in addition, a posting on the ministry’s website “PREAVIM” (a space for public procurement, is now being opened). It is indispensable to make sure that the information conveyed to candidates in the different media is absolutely identical.

The PRM (official responsible for contracts) organises the tender and the bidding process in accordance with the procedure described on *Diplonet*.

Contracts (commissions) worth less than 90,000 euros (excl. tax) follow the relevant procedure and are not subject to the formal procedures of the code.

3.2. Public contracts

For service contracts between 90,000 and 150,000 euros excluding tax, it is mandatory to publish a public tender notice in the BOAMP.

For service contract above 150,000 euros excl. tax, notice must be published both in the BOAMP and in the Official Journal of the European Communities.

In these cases, the procurement office makes arrangements for the competitive tender and formal competition is put in place with general documents (CCAG) and specific documents (CCAP – CCTP).

4. Practical recommendations

- The Evaluation Office can help operational departments at every stage of the preparation and implementation of a retrospective evaluation.
- The new public procurement code allows correspondence with candidates (notice of tender or submission), proposals by electronic means. Should the candidates so request, the purchaser may also provide all the documents relating to the procedure 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. 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.
- It is advisable, in view of publication dates, to place tender notices as early as possible.
- On average, six to eleven days will elapse between a notice being dispatched 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 make their technical and financial proposals.
- The public purchaser must communicate the terms of reference to all the candidates that request them. Here again, there must be equal treatment for all candidates.
- In cases of tenders aimed at external consultants, the public purchaser must, prior to publication in the BOAMP, prepare precise and detailed terms of reference, a budget estimate and a schedule.
- The sector department, in its note to the financial controller, will include the information showing the regularity of the procedure (date of tender, number of candidates, selection criteria, candidate selected, amount of bids).

File 11

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 validation criteria to be applied by the Steering Committee are (see File 6):

- 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)

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. The Steering Committee may draft a note setting out its observations on the evaluation. The departments and stations 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...).

3. Following-up recommendations

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.

File 12

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 stations or in central departments are encouraged to carry out an **internal evaluation** of the intervention they either conduct or monitor in administrative and financial terms.

Although internal evaluation 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 evaluation 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 stations;
- The DGCID uses forms to monitor activities relating to the spread of the French language and French culture abroad (events, language courses...).

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 evaluation. The monitoring – evaluation file (see Annex 4) is recommended so as to harmonize the mid-term monitoring missions for FSP projects, so making available updated information on Helios.

File 13

“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 outset. 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.

File 14

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:

- **Ministry of Foreign Affairs – General Directorate of international cooperation and development: Evaluation Office (see File 17)**

The Evaluation Office is part of the strategic, input and evaluation department and is responsible for implementing a programme of retrospective evaluation. External and independent consultants carry out these evaluations. The Evaluation Office offers its methodological support to the DGCID department and stations. 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 – Treasury Directorate: 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 evaluations 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.

- **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 15

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. Twice a year it brings together evaluation officials from the member countries.

<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. It brings together the 24 members of the DAC, including the European Union. 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 10) 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 Operation Evaluation Department (OED) carries out evaluations. 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.

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

3. 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.

3. Evaluation at the AIF

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 AIF (*Agence Internationale de la Francophonie*) also intends to lay more stress on achieving the results expected from its interventions, and this means adopting a certain number of indicators.

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

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

File 16

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 evaluations (Niger, Chad) have sometimes been carried out within the framework of French cooperation. This practice will become more widespread.

2. Joint evaluation

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 evaluations 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...). 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.

File 17

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

2.1 Carrying out a programme of evaluation

The Evaluation Office works according to a programme drawn up in cooperation with the stations 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. Another agent in the Evaluation Office will be designated as the second team member.

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 stations in conducting evaluation by providing them with advice on evaluation methods, establishing terms of reference, choosing a consultant, the validity and solidity of arrangements for retrospective evaluation.
- **FSP Review Committee:** The Office takes part in the Committee meetings reviewing the project funded by the FSP, which is the Foreign Ministry's instrument for Official Development Aid. 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.
- **Reviewing indicators:** The Evaluation Office takes part in the work involved in setting up LOLF, in management review and in establishing the Helios database.
- **Training in evaluation:** The Office's agents are called upon when the Human Resources Department organises training sessions.
- **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 will 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 the “aid evaluation network” of the Development Assistance Committee of the Organisation for Economic Cooperation and Development and contributes to the evaluation of general budget aid initiated by the Department for International Development in Great Britain as well as to evaluation in the FAO.
- **Internationally,** the Office maintains relations with other evaluation bodies: *Agence internationale de la francophonie* (International Agency for the Francophony), African Evaluation Association, etc.

2.2.3 With our partners

The programme of evaluations included under the Evaluation Office's FAC No 20002700 has been the subject of a meta-evaluation (see Annex 11).

A project calling on the resources of the FSP was approved in May 2005, with a view to contributing to capacity building among the partners in the South (see Annex 12).

***Diplonet*: Procedure heading (under construction)**

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 → Strategy, input and evaluation → Strategy, communication and evaluation → Evaluation

- Evaluation Guide
- Estimated cost – standard form
- FSP project monitoring (or mid-term evaluation) form
- Evaluation report summary form
- Chart

¹ Structure whose purpose is to help NGOs conduct evaluations.

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): On submission of invoices	
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:				
Locals:				
Management expenses:			(in %)	
Documentation, copies:				
Secretary, communications:				
Others:				
Sub – Total (tax excl.):				

TOTAL AMOUNT:

Additional Comments:

, dated:

Signature:

(With stamp of the company)

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>

Annex 3 Presentation of an Internal Project Evaluation

IDENTIFICATION OF PROJECT

PROJECT NAME	
<i>Project No:</i>	
<i>Author of the evaluation file:</i>	
<i>Date of file:</i>	
Country/countries concerned:	Project initiator:
Departments and contacts at DGCID:	Duration: Beginning: _____ End: _____
Operator(s):	Local beneficiary institution(s):
Operational objectives:	Total cost: - For Foreign Ministry: _____ -for its partners: _____
Description of activities carried out since beginning of the project	

EVALUATION

You will assess the value of the project according to the criteria usually used in the field of public policy evaluation: relevance, coherence, effectiveness, outcome, efficiency, impact.

RELEVANCE

Characterises a project that meets the expectations of all or some of the actors involved

To which of the department's defined priorities does the project correspond?	
Which other interventions are you implementing within the framework of this priority?	
Which long-term development on the part of the partner(s) does the project favour?	
Are other actors in cooperation involved in the same sector? If so, which?	
Is there any coordination with these interventions? In which way(s)?	

COHERENCE

Characterizes a project whose inputs fit the objectives and are mutually compatible

Would other inputs, in quality and quantity, have been better fitted to achieve the objective? If so, which?	
How and by whom are the different aspects of the project steered and coordinated? Does this coordination ensure satisfactory coherence between the various interventions?	
Are the expectations of the two Parties in harmony?	
Has the partnership been satisfactory throughout the various phases of the project?	

EFFECTIVENESS

Characterises a project that finds expression in real activities.

Which stage has the project reached? Have the interventions scheduled been carried out? Which interventions, if any, have been cancelled or modified? For which reasons?	
Is the project on schedule? If not, what is/are the reason(s) for the delay?	
Have the funds been entirely spent according to plan? If not, why not?	

OUTCOME

Characterises a project, which produces the expected effects

Expected results	Effective results	Analysis of discrepancies
Recapitulate how the expected results were formulated: - <u>In qualitative terms</u> : creation or consolidation of a structure, showing French consultancy in a positive light, with a view to bidding for multilateral, especially EU tenders, modifying an existing status, law or practice, capacity building.... ⇒.... - <u>In quantitative terms</u> (e.g., number of people trained, satisfaction rates in the project target group...) ⇒....	Provide a <u>qualitative</u> analysis of the results obtained so far: ⇒.... Provide a <u>quantitative</u> analysis of the results obtained so far (mention the significant figures enabling the results of the project to be measured). ⇒....	Compare the interim results with the effective results. Analyse any discrepancies (shortcomings on the part of the French operator or the local partner, lack of relevance of the project, lack of motivation or resources, problem of coherence...). If the discrepancies are not significant, suggest corrective action. If they are significant, redefine the project, its action plan and its input. ⇒....
State whether the project has had unforeseen effects and whether they are positive or negative. Analyse them.		

EFFICIENCY

Characterises a project whose effects justify the expenditure incurred

Do the sums effectively disbursed by the <u>Foreign Ministry</u> correspond to the estimated budget? Explain the reason(s) for any underspend or overspend.	
Have the other contributors honoured their financial commitments? If not, why not?	
Does any revenue generated by the project (for ex., school fees...) correspond to forecasts?	
Do the results obtained justify the sums disbursed by the Foreign Ministry? Wherever possible, give financial ratios (for ex., ratio of number of people trained to total expenditure so as to obtain an average training cost).	

SUSTAINABILITY

Characterizes a project that generates activities or a structure capable of survival and development

Did the activities generated by the project come to an end with it or are they still being carried on? If they are still being carried on, state in which form, in which framework and with what inputs?	
Is the Station undertaking any interventions to accompany the project as it winds down? Which? And how are these interventions funded?	

IMPACT

Characterizes a project that, beyond its expected effects, has an influence in other fields or at another level.

Is the project likely, beyond its immediate effects, to have repercussions in other fields or on another level?	
What image do the partners have of the project?	
Does the project enjoy good public visibility? What communication strategy has the Station developed to make the project known, and through it, optimise perception of our country's intervention?	

RECOMMENDATIONS

On the basis of the evaluation of this project and your analysis of the local situation in the sector concerned, state which interventions should be given priority. What should the objectives be, with which inputs and which instruments of cooperation?	
Any other remarks	

Any document produced in the country of residence (newspaper articles, brochures presenting an institution, mail...) of a nature to illustrate or substantiate the assessments made in this file may be included.

To be filled in by the "team leader" monitoring the project at the sector directorate

FOLLOW-UP TO RECOMMENDATIONS

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Annex 4
Priority Solidarity Projects (FSP) Monitoring File
(or mid-term monitoring evaluation) Standard Form

Country:	Title:
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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 (€)	Commitm ents. (€)	% (E/A)	Disburse ment (€)	% (D/E)
1					
2					
3					
4					

<i>Logical Framework Reminder</i>	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 chronogram, activity report...):

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

Conditionalities (reminder of suspensive conditionalities 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 5 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)	
--	--

MAIN OBSERVATIONS Use the following criteria: coherence, relevance, effectiveness, efficiency, impact, sustainability.	<u>STRONG POINTS</u>
	<u>WEAK POINTS</u>

LESSONS LEARNED (from the results of the evaluation and beyond the activity assessed)	
--	--

RECOMMENDATIONS (Make distinctions according to priorities, stakeholders and the timetable proposed)	
--	--

CONSEQUENCES OBSERVED (Implementation of the recommendations)	
--	--

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

Annex 6

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 but 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 its 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 technique 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 increasing the opening up its Steering Committees (see File 8) to other ministries, civil society and researchers.

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

Evaluations also differ in their target audience. Some evaluations are conducted mainly with a view to helping civil service departments improve their performance. This is especially true of interim evaluations, for ex., the mid-term evaluation of FSP projects. This kind of evaluation is called 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.

3. Collective evaluation and joint evaluation

These two types of evaluations 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...

Evaluations conducted by the National Evaluation Council are 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 if one of them may be more emphasized than the other.

Annex 7: Examples of indicators

Input Indicators	DCT	DCCF	DATC	DCSUR
<p>Health</p> <ul style="list-style-type: none"> ▪ Number of HIV/STD workshops organised ▪ Number of condoms distributed ▪ Number of publicity campaigns carried out 	<p>Health</p> <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 <p>Environment</p> <ul style="list-style-type: none"> ▪ Increase in rate of coverage in basic services in target zone ▪ Increase in collection rate of household waste 	<p>Libraries/Resource centres</p> <ul style="list-style-type: none"> ▪ Number of documents consulted <i>in situ</i> ▪ Number of loans ▪ Number of events <p>Training</p> <ul style="list-style-type: none"> ▪ Number of courses (in trainee hours) 	<p>Audiovisual:</p> <ul style="list-style-type: none"> ▪ Number of viewers ▪ Number of events 	<p>Generic indicators:</p> <ul style="list-style-type: none"> ▪ Number of doctoral students ▪ Number of scientific workshop held ▪ Number of researchers exchanged
<p>Output Indicators</p>	<p>Health</p> <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 <p>Environment</p> <ul style="list-style-type: none"> ▪ Increase in rate of coverage in basic services in target zone ▪ Increase in collection rate of household waste 	<p>Libraries</p> <ul style="list-style-type: none"> ▪ Number of registered users <p>Training</p> <ul style="list-style-type: none"> ▪ Number of trainees validating their courses or obtaining qualifications <p>Publication</p> <ul style="list-style-type: none"> ▪ Number of books published or co-published by the project <p>French courses</p> <ul style="list-style-type: none"> ▪ Number of people obtaining a qualification 	<p>Audiovisual:</p> <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 	<p>Generic indicators</p> <ul style="list-style-type: none"> ▪ Number of dissertations and theses completed ▪ Number of joint publications ▪ Creation of post-doctoral programmes
<p>Effectiveness Indicators</p>	<p>Health</p> <ul style="list-style-type: none"> ▪ Number of people reached by publicity campaigns/ target ▪ Number of jointly financed prevention campaigns 	<p>Generic Indicator</p> <ul style="list-style-type: none"> ▪ Respect of chronogram ▪ Project implementation rate <p>Libraries</p> <ul style="list-style-type: none"> ▪ Number of loans per reader ▪ Numbers of readers borrowing more than x books per year 	<p>Generic Indicator</p> <p>Target public / Total public</p>	<p>Water management</p> <ul style="list-style-type: none"> ▪ Number of water management associations involved in structure generating interventions

<p>Efficiency Indicators</p>	<p>Health:</p> <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 	<p>Libraries</p> <ul style="list-style-type: none"> ▪ Book cost per reader <p>French Course</p> <ul style="list-style-type: none"> ▪ Net cost of courses per person ▪ Number of people gaining qualifications / total cost of persons 	<p>Generic Indicator</p> <p>Cost of event per person</p>	<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
<p>Impact Indicators</p>	<p>Health</p> <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 	<p>Support for educational policies</p> <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 <p>French courses</p> <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 	<p>Audiovisual</p> <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 <p>Art</p> <ul style="list-style-type: none"> ▪ Increase in number of local works of art 	

Annex 8

List of Evaluation Reports Published

COLLECTION "EVALUATIONS" (couleur moutarde, puis orange)

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 - Evaluation de la phase pilote (1986-1988)	1989
4	L'aide française à l'Ile Maurice (1979-1989)	1990
5	Les centres culturels français en Afrique - Evaluation de l'action des CCF dans les pays du Champ	1991
6	L'école nationale supérieure des industries agro-alimentaires du Cameroun (ENSIAAC) - Dix ans de coopération en matière de formation technique supérieure	1991
7	Les coopératives d'anciens combattants de Guinée-Bissau - Evaluation 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) - Evaluation de l'aide française à la mise en place et au développement du programme SYDONIA	1992
10	Le comité interafricain d'études hydrauliques (CIEH) - Evaluation de l'aide publique française (1981-1990)	1992
11	La politique des bourses - Evaluation de l'aide publique française (1979-1988)	1993
12	La reconversion des agents de la fonction publique en Guinée - Evaluation de l'aide française (1986-1992)	1993
13	L'association française des volontaires du progrès (AFVP) - Evaluation d'actions financées sur crédits FAC entre 1980 et 1990	1993
14	L'appui dans les secteurs du plan et des statistiques - Evaluation de la politique française (1975-1990)	1993
15	L'appui aux formations dans le secteur BTP - Evaluation de la politique française (1984-1992)	1993
16	L'appui au système éducatif tchadien - Evaluation du projet (1983-1992)	1993
17	Les opérations villages-centres au Congo : Mindouli et Lékana - Evaluation de l'aide française (1982-1992)	1994
18	L'appui dans le domaine du livre et de l'écrit - Evaluation de l'aide publique française (1980-1992)	1994
19	Les administrations mauritaniennes des finances et du plan - Evaluation de l'aide française (1979-1991)	1994
20	Les réseaux de développement - Evaluation de leur utilisation par le ministère de la Coopération (1982-1992)	1994
21	La politique du ministère en faveur de la coopération décentralisée - Evaluation de la coopération française (1982-1992)	1994
22	La politique des crédits déconcentrés d'intervention - Evaluation de la politique française (1988-1993)	1994
23	L'appui à la télévision en Afrique subsaharienne - Evaluation de l'aide française (1975-1991)	1994

24	L'appui au développement urbain et à la gestion locale au Bénin et à Madagascar - Evaluation de l'aide française (1982-1994)	1995
25	La navigation aérienne et les activités aéroportuaires en Afrique subsaharienne et dans l'Océan indien - Evaluation de l'aide française (1975-1992)	1995
26	Le volontariat français dans les pays en développement - Evaluation 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	Evaluation du projet d'appui à la décentralisation et au développement urbain au Sénégal - Evaluation 1992-1995	1996
29	Conséquences de la suspension de la coopération - Evaluation à partir des cas du Togo, du Zaïre et d'Haïti	1996
30	La dimension "environnement" dans les politiques et les projets du ministère de la Coopération - Evaluation de la politique française (1972-1995)	1996
31	Réseau d'appui documentaire agricole "AGRIDOC"	1997
32	Les projets de quartiers et formulation d'éléments de réflexion pour l'élaboration d'une stratégie	1997
33	La coopération documentaire - Evaluation rétrospective des orientations et des activités de 1985 à 1995. Etudes de cas : Madagascar, Mali, Niger	1997
34	Etude de synthèse d'évaluations de l'action des ONG (4 études de cas)	1997
35	Evaluation rétrospective des programmes d'appui aux administrations financières et économiques (PAAFIE) - Cas du Bénin, du Cameroun et de la Côte d'Ivoire - Synthèse	1998
36	Evaluation de la mobilisation de l'expertise externe en développement du ministère de la Coopération.	1998
37	Evaluation du programme mobilisateur "Femmes et développement"	1998
h.c.	Evaluations. Résumés et suivi des recommandations	1998
38	Evaluation rétrospective des FAC d'intérêt général (91, 93, 95) consacrés à l'appui à la politique sectorielle en éducation formation - Rapport final	1998
39	L'évaluation de la politique française d'aide dans le secteur minier	1998
40	Evaluation de l'aide française dans le secteur hospitalier - Afrique subsaharienne et Madagascar (1987-1996)	1999
41	Evaluation de la politique française d'aide dans le secteur Jeunesse et Sports - Evaluation de la politique française de Coopération dans les pays de l'ancien champ (1980-1997)	1999
42	Evaluation du programme CAMPUS - Coopération avec l'Afrique et Madagascar pour la promotion universitaire et scientifique (1986-1998)	2000
43	Evaluation avec les partenaires multilatéraux - Cofinancements du ministère de la Coopération (1990-1997)	2000
44	Evaluation de la coopération française dans le secteur santé au Cambodge	2000
45	Evaluation des systèmes financiers décentralisés (SFD) - Synthèse	2000
46	Evaluation du projet ARCHES - Appui aux enseignement sur la contextualisation et l'harmonisation des enseignements secondaires	2000
47	Projet Santé Abidjan - Evaluation des formations sanitaires urbaines à base communautaire, FSU-Com (1993-1999)	2000
48	Evaluation du F3E - Fonds pour la promotion des études préalables, des études transversales et des évaluations	2001
49	Evaluation des actions de l'aide française dans le secteur agricole et l'environnement à Madagascar	2001

50	Evaluation du programme développement local et migration au Mali et au Sénégal (1990-1997)	2001
51	Evaluation des programmes de lutte contre le VIH/SIDA (1987-1997) - [2 volumes] I rapport principal - II Annexes	2001
52	Evaluation des programmes prioritaires Palestine et Viêt-nam	2001
53	Evaluation de la formation des personnels de santé en Afrique subsaharienne et à Madagascar de 1987 à 1998	2001
54	Etudier en français en Europe centrale et orientale Evaluation des filières universitaires francophones	2001
55	Evaluation d'actions de coopération franco-marocaines pour la recherche scientifique. Programmes d'actions intégrées (PAI)	2001
56	Evaluation du pôle régional de recherche appliquée au développement des savanes d'Afrique centrale (Prasac) du Coraf (1998-2001)	2001
57	Evaluation de la coopération télévisuelle en Afrique subsaharienne (1995-2000)	2001
58	Rapprocher les jeunes du Sud et du Nord – Evaluation de « Ville.Vie.Vacances-Solidarité internationale » et de « Jeunesse-Solidarité internationale »	2002
58	Evaluation de l'aide française dans le secteur pharmaceutique – Afrique subsaharienne et Madagascar (1994-2001)	2002
59	Evaluation de l'aide française dans le secteur pharmaceutique – Afrique subsaharienne et Madagascar (1994-2001)	2003
60	Culture et langue française en Amérique centrale - Evaluation rétrospective de la coopération menée par la France entre 1996 et 2001, dans les domaines culturel et linguistique et éducatif avec le Costa Rica, le Guatemala, le Honduras, le Nicaragua, le Panama et le Salvador	2003
61	Fonds social de développement – Evaluation du dispositif de crédits déconcentrés (1996-2001)	2003
62	Festival international des francophonies en Limousin - Evaluation	2003
63	Évaluation de la coopération française dans le secteur de la santé au Gabon (1990-2001)	2003
64	Appui à la professionnalisation des opérateurs culturels du continent africain	2003
65	Evaluation de la coopération décentralisée franco-malienne	2003
66	Les appuis de la France et de la commission européenne aux écoles africaines de statistiques – Evaluation rétrospective (1994-2002)	2003
67	Soutenir le cinéma des pays du Sud – Evaluation rétrospective de la coopération française dans la ZSP (1991-2001)	2003
68	La coopération scientifique et universitaires franco-sud-africaine – Evaluation rétrospective 1994-2002	2004
69	Evaluation du secteur forestier tropical humide (en cours d'édition)	2004
70	Programmes de recherche bilatéraux en Europe – Evaluation rétrospective des Programmes d'Actions Intégrées (PAI) avec les pays de l'Union européenne et la Norvège (1990-2000)	2004
71	L'appui de la France aux associations pour la recherche en Finlande, Norvège et Suède	2004
72	Appui à la coopération non gouvernementale française au Cambodge – Évaluation de la politique française (1993-2003)	2004
73	Enseignement technique et de la formation professionnelle – Évaluation de la coopération (1989-2000) Afrique subsaharienne, Océan Indien, Caraïbes	2004
74	Convention d'objectifs avec Cités Unies France – Evaluation de la convention d'objectifs (2000-2003)	2004
75	L'appui de la France aux éducations au développement	2004

76	Amélioration des conditions de vie des réfugiés palestiniens – Évaluation d'un projet FSP mobilisateur de partenariat bi-multilatéral avec l'UNWRA	2004
77	Programmes d'appui aux actions non gouvernementales en Bolivie – Evaluation (1994-2003) des POD (petites opérations de développement) et des co-financements	2004
78	Actions d'appui à la mise en place de SAMU - Evaluation rétrospective de la politique française (1993-2002)	2005
79	L'appui à la réforme des systèmes hospitaliers dans les pays de la ZSP	2005
80	Méta-évaluation du programme des évaluations 2000-2004 de la ZSP	2005
81	La politique des bourses – évaluation concernant les bourses attribuées par le MAE aux étudiants étrangers (1998-2004)	2005

en cours de réalisation ou de publication

	Formation en développement social	2004
	Programme d'action intégrée (PAI) recherche formation en Tunisie	2004
EE	Programme de recherche avancée avec la Chine	2004
	Projet FSP inter-États d'appui au développement de l'anesthésie-réanimation et médecine d'urgence dans l'Océan indien	2005
	Programme de développement municipal (PDM) – évaluation conjointe avec l'ACDI	2005
	Opérations post-crise	2005
	Contrat désendettement développement (C2D) au Mozambique – évaluation conjointe avec le Minefi et l'AfD	
	Fonds fiduciaires auprès de la Banque mondiale (évaluation conjointe avec le Minefi)	
	Actions de la France dans le développement durable	
	Appui de la coopération française à l'Organisation de la mise en valeur du fleuve Sénégal – évaluation partenariale et conjointe avec l'AfD	
EE	Coopération franco-indienne en sciences sociales et humaines	
	Programme de coopération scientifique Ecos Nord et Sud	
	Programme concerné ONG au Maroc	

Diffusion restreinte

COLLECTION "RAPPORTS D'EVALUATION" (couleur grise)

1	L'aide Française à l'Ile Maurice (1979-1989)	1990
2	L'aide Française au Zaïre (1979-1989)	1992
3	L'aide Française au Gabon (1979-1989)	1992
4	L'aide Française au Burundi (1980-1990)	1993
5	L'aide Française au Togo (1980-1990)	1993

6	L'aide Française au Cap-Vert (1976-1991)	1994
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
9	L'aide Française en Guinée (1979-1992)	1995
10	L'appui à la Conférence permanente des chambres consulaires franco-africaines	1995
11	L'aide Française à la Mauritanie (1980-1994)	1966
12	L'Aide Française au Sénégal (1984-1993)	1966
13	L'aide Française aux Petites Antilles (1984-1994)	1997
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 - Evaluation-pays 1989-1998	1999
17	L'aide française à la Côte d'Ivoire - Evaluation de la politique française (1980-1997)	2000
18	L'aide française au Cameroun - Evaluation 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	Evaluation 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 - Evaluation de la politique française (1989-1999)	2001
22	L'aide française au Laos – Evaluation de la politique française (1988-2000)	2001
23	L'aide française au Vanuatu – Evaluation de la politique française (1996-2000)	2002
24	L'aide française au Niger – Evaluation de la politique française (1990-2001)	2002
25	L'aide française à la Guinée - Evaluation de la politique française (1992-2001)	2003
26	La coopération française avec la Bulgarie - Evaluation de la politique française (1991-2001)	2003
27	La coopération française avec le Tchad – Evaluation (1992-2003)	2004
	La coopération française avec l'Égypte (en cours d'édition)	2005
	L'aide française au Sénégal (en cours de réalisation)	
	L'aide française à la Guinée équatoriale (en cours de réalisation)	
	L'aide française à l'Afghanistan (en cours de réalisation)	
	La coopération de la France et de la Commission européenne avec le Mali (en cours de réalisation)	

COLLECTION ex-DGRCST (couleur verte)

1	Evaluation du réseau culturel en Europe	1995
2	Evaluation de la politique de coopération dans le domaine des télécommunications au Maghreb	1996
3	Evaluation de la politique de coopération régionale en Amérique latine	1996

4	Evaluation de l'impact sur l'enseignement du Français de la diffusion de programmes audiovisuels éducatifs	1996
5	Evaluation de la coopération policière	1997
6	Evaluation de la politique des bourses accordées aux étrangers en France	1997
7	Evaluation de la coopération linguistique	1997
8	Evaluation de la politique de subvention aux associations de la DGRCSST	1998

Non publié

E	Evaluation de l'appui à l'Institut des Hautes Etudes pour le Développement (IHED) de Bogota (Colombie) – (diffusion interne)	2001
	Evaluation 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

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OCDE - PUMA, note de synthèse n° 5, Service de la gestion publique, mai 1998

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L'évaluation des politiques publiques

Jean-Luc Boeuf, La Documentation Française, 2001, 80 p.

Sites internet

- **European Commission:** <http://europa.eu.int/comm/europeaid/evaluation/index.htm>
- **Base de données : inventaire des rapports d'évaluation des pays membres du CAD (y compris des organismes partenaires)** <http://www.oecd.org/dac/Evaluation/index.htm>
- **OECD (administrative cooperation) :** www.oecd.org//puma/pac/programmeval.htm
- **Operations Evaluation Department (World Bank) :** www.worldbank.org/html/oed/
- **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
- Since 2003, a specific portal is dedicated to French public policies evaluation:
<http://www.evaluation.gouv.fr>

Annex 10 DAC GLOSSARY IN OECD
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(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>
Efficiences	<i>Efficiency</i>
Enseignements tirés	<i>Lessons learned</i>
Etat des lieux	<i>Base-line study</i>
Évaluabilité	<i>Evaluability</i>
Évaluation	<i>Evaluation</i>

Evaluation conjointe (partenariale)	<i>Joint evaluation</i>
Evaluation ex ante	<i>Ex-ante evaluation</i>
Evaluation ex post	<i>Ex-post evaluation</i>
Evaluation externe	<i>External evaluation</i>
Evaluation groupée	<i>Cluster evaluation</i>
Evaluation formative (endoformative)	<i>Formative evaluation</i>
Evaluation indépendante	<i>Independent evaluation</i>
Evaluation interne	<i>Internal evaluation</i>
Evaluation à mi-parcours	<i>Mid-term evaluation</i>
Evaluation participative	<i>Participatory evaluation</i>
Evaluation de processus	<i>Process evaluation</i>
Evaluation de programme	<i>Program evaluation</i>
Evaluation de programme national / Evaluation-pays	<i>Country program evaluation</i>
Evaluation de programme sectoriel	<i>Sector program evaluation</i>
Evaluation de projet	<i>Project evaluation</i>
Evaluation récapitulative	<i>Summative evaluation</i>
Evaluation 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 measurment</i>
Meta 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 11 META-EVALUATION: SUMMATIVE FILE

Written by: Laure Valette (intern)	Date : 7/02/2005	File name: meta-evaluation summative file
Department / organism: Evaluation office DgCiD	email: cid.evaluation@diplomatie.gouv.fr	

REPORT TITLE	META-EVALUATION OF 2000/2004 EVALUATION PROGRAMME FOR ZSP (PRIORITY SOLIDARITY ZONE) - EVALUATION OF 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 The evaluation programme was relevant in that it satisfied a demand for evaluation. 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. 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. 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> <p>WEAK POINTS 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. 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. The quality of analysis and of the evaluation reports was uneven. 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. 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 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 12
FSP PROJECT “Partnership in evaluation”
SUMMATIVE FILE

• Country / Project:	INITIATOR
• Project Name:	Support for partnership in evaluation of public policy in the ZSP** ²
• 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”³.

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 policies⁴.

² Zone de solidarité prioritaire (ZSP) – Priority Solidarity Zone

³ UN Millenium Summit, September 2000

⁴ Stiglitz, J. E. 1994. « *Withered Socialism* », Massachusetts : The MIT Press.

Annex 13 French Evaluation Society (SFE) Charter

 : evaluation.sfe@wanadoo.fr
www.asso.sfe.fr

Charte de l'évaluation des politiques publiques et des programmes publics

adoptée par l'assemblée générale de la SFE le 28 octobre 2003

● Préambule

La présente charte exprime les valeurs partagées par les membres de la Société Française de l'Évaluation (SFÉ). Elle marque une étape dans la réflexion de la SFÉ et devra être confrontée aux pratiques de ses membres en vue d'être complétée ultérieurement. Les utilisateurs de la charte pourront décliner ce texte de référence dans des documents adaptés à leurs besoins spécifiques, notamment dans le domaine des normes de qualité.

● Attendus

L'évaluation cherche à fonder des jugements sur la valeur des actions publiques.

Elle vise à donner plus de cohérence à l'action publique, à améliorer son efficacité et à mobiliser tous ses acteurs.

L'évaluation contribue à la prise de décision publique ; elle concourt à moderniser la gestion de l'administration et des services publics et à rendre plus efficace la dépense publique ; elle contribue simultanément au développement de la responsabilité et des pratiques de compte rendu interne ou externe, ainsi qu'à l'apprentissage organisationnel.

En cela, l'évaluation participe au débat démocratique à tous les niveaux de gouvernement.

Les enjeux de l'évaluation des politiques et programmes publics dépassent ceux de ses protagonistes directs et concernent l'ensemble des citoyens ; ces évaluations engagent l'intérêt général ; c'est pourquoi elle sont régies par quelques principes spécifiques :

Principes de référence

● Principe de pluralité

L'évaluation prend en compte de façon équilibrée les différents points de vue légitimes qui ont été exprimés sur l'action évaluée.

Cette prise en compte de la pluralité des points de vue se traduit -chaque fois que possible- par l'association des différentes parties prenantes au processus d'évaluation, ou par tout autre moyen approprié

● Principe de distanciation

L'évaluation est conduite de façon impartiale. Les personnes participant à l'évaluation à titre professionnel informent les autres partenaires de tout conflit d'intérêt éventuel.

Le processus d'évaluation est conduit de façon autonome par rapport aux processus de gestion et de décision. Cette autonomie préserve la liberté de choix des décideurs publics.

● Principe de compétence

Les personnes participant au processus d'évaluation à titre professionnel mettent en œuvre des compétences spécifiques en matière de conception et de conduite de l'évaluation, de qualité de la commande, de méthodes de collecte de données et d'interprétation des résultats. Elles ont le souci d'améliorer et de mettre à jour leurs compétences.

Elles s'appuient sur des méthodes reconnues, notamment celles en usage dans la communauté internationale de l'évaluation. Elles utilisent ces méthodes en explicitant leurs limites.

● Principe de respect des personnes

Les participants au processus d'évaluation respectent les droits, l'intégrité et la sécurité de toutes les parties concernées.

Ils s'interdisent de révéler l'origine nominative des informations ou opinions recueillies, sauf accord des personnes concernées.

● Principe de transparence

La présentation des résultats d'une évaluation s'accompagne d'un exposé clair de son objet, de ses finalités, de ses destinataires, des questions posées, des méthodes employées et de leurs limites, ainsi que des arguments et critères qui conduisent à ces résultats.

La diffusion publique des résultats d'une évaluation est souhaitable. Les règles de diffusion des résultats sont établies dès le départ. L'intégrité des résultats doit être respectée, quels que soient les modalités ou les supports de diffusion retenus.

● Principe de responsabilité

La répartition des rôles entre les différents acteurs de l'évaluation est établie dès le départ de façon à ce que toutes les fonctions de celle-ci soient bien prises en charge (définition du mandat, pilotage du processus, enquêtes et analyses, formulation du jugement et des recommandations, diffusion des résultats).

Les personnes et institutions impliquées dans le processus d'évaluation mobilisent les moyens appropriés et fournissent les informations nécessaires à la conduite de l'évaluation.

Elles sont conjointement responsables de la bonne application des principes énoncés dans cette charte.

Annex 14

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: *Judgements* → *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?

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- The Quality Charter may also be used by the commissioning body when drawing up the terms of reference

Annex 15

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.