

What Can Norway Learn from the EU's New Approach to International Partnerships?

**Norwegian Evaluation Association:
Annual Conference**

Drammen, 21-22 September 2023

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Evaluating Development Cooperation: What Can We Learn from the EU?

- Evolution of EU Development Thinking
 - *Team Europe Initiatives, TEIs*
- Quality Assuring Complex Programs
- Opening up the Evaluation Process
- Lessons for Norway (?)

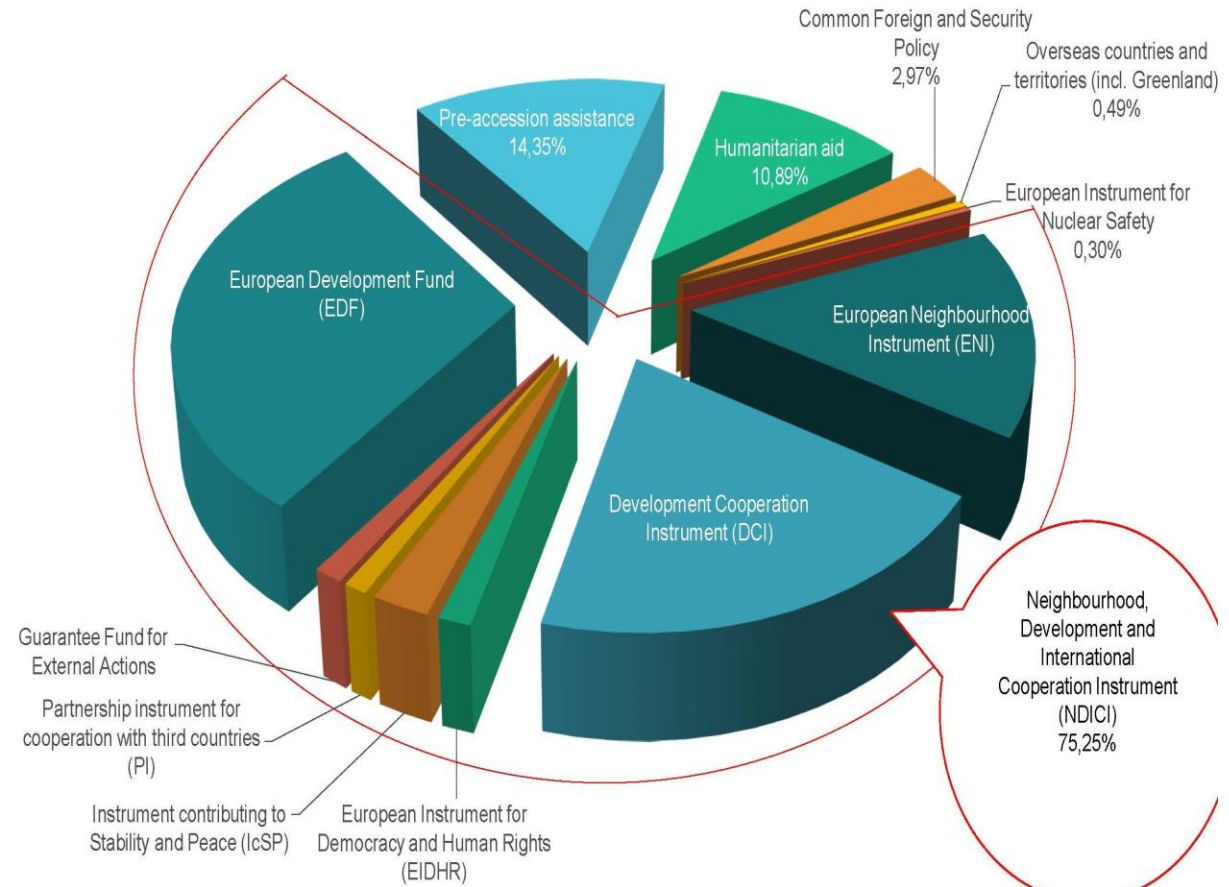
Evolution of EU Development Thinking

- **Pre-2011:** Fragmented system
- **2011 Busan Conference:**
 - *Joint Programming*
 - Elaborate planning ⇒ frustration
- **2019:** Von der Leyen Commission president ⇒ EU *geostrategic actor* – only instrument *Aid*
- **2020:** *Covid* ⇒ *Team Europe*, EU as lead – Team Europe as **Brand**



Team Europe Initiatives, TEIs

- **2021:** Streamlined EU instruments
- **€ 80 billion** program 2021-2027
NDICI: *Neighbourhood, Development and International Cooperation Instrument*
- DirGeneral Int'l Partnerships ⇒ **DG INTPA**
- **“Policy first”** : HR, Gender equality, Rule of Law, Green transition, Digitalisation ...
- **TEIs:** Grants (NDICI + MS €), loans/credits (EIB, EBRD – KfW, ...), inv't guarantees, tech assistance (GIZ, ...) + **Trade**



Programming TEIs as *Transformative Programs*

Team Europe Cluster

NDICI + EU Member State grants + dev't finance institutions (KfW...) + EIB-EBRD
+ Technical assistance (GIZ, ...) + EU CSOs + Foundations + EU private sector
=>TEI approach: **Flexible** - invite partners, allowing use of own instruments

Country ownership,
Inclusiveness



Transparency,
Flexibility

National Cluster

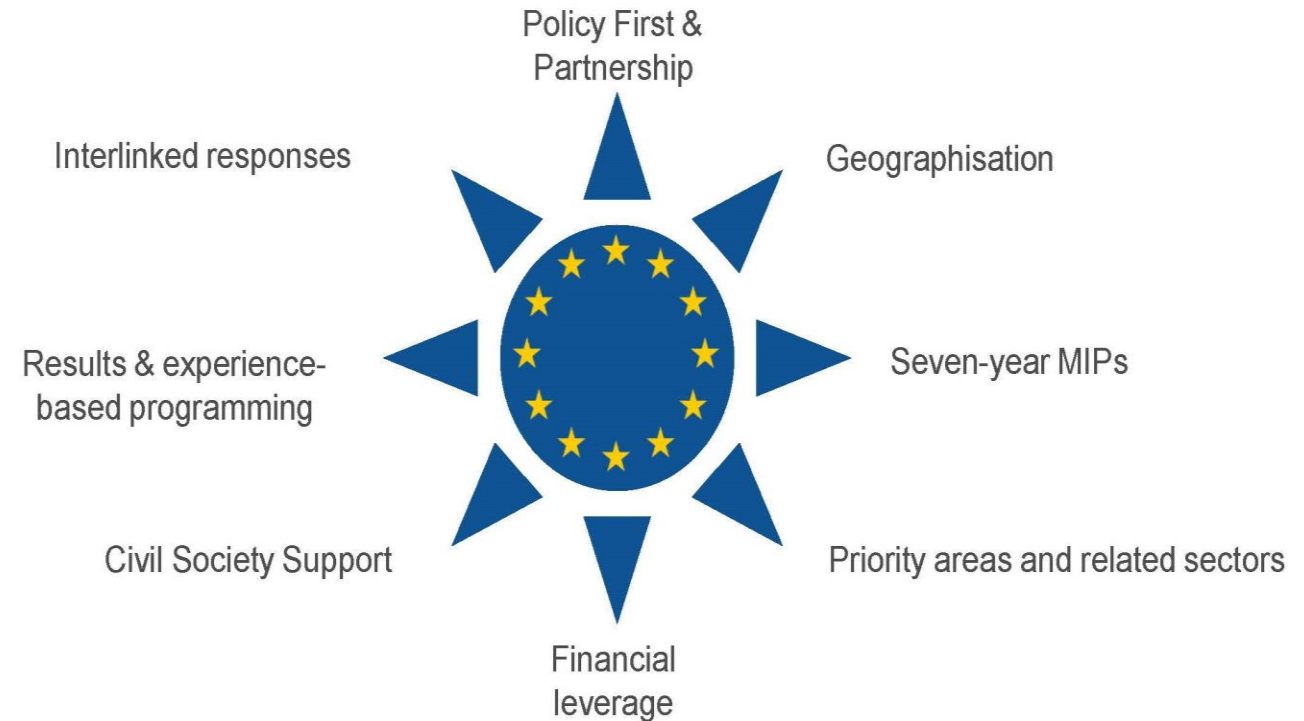
National Governments, Parliaments,
national CSOs (youth, women), local
authorities, traditional authorities,
local private sector.

International Cluster

Like-minded donors (Norway...),
International NGOs, International
Financial Institutions, UN agencies,
Foundations, private sector

TEIs: Complex Programs

- **Devolved program:** Each actor programs, contracts, implements, monitors, QA with own instruments, procedures
- **High-level Results Framework, Joint Intervention Logic:** All new projects with same overarching objectives: Impact, Outcomes
- **Annual Reporting, Evaluations** using agreed indicators + *Stories of Change*



Team Europe Initiatives

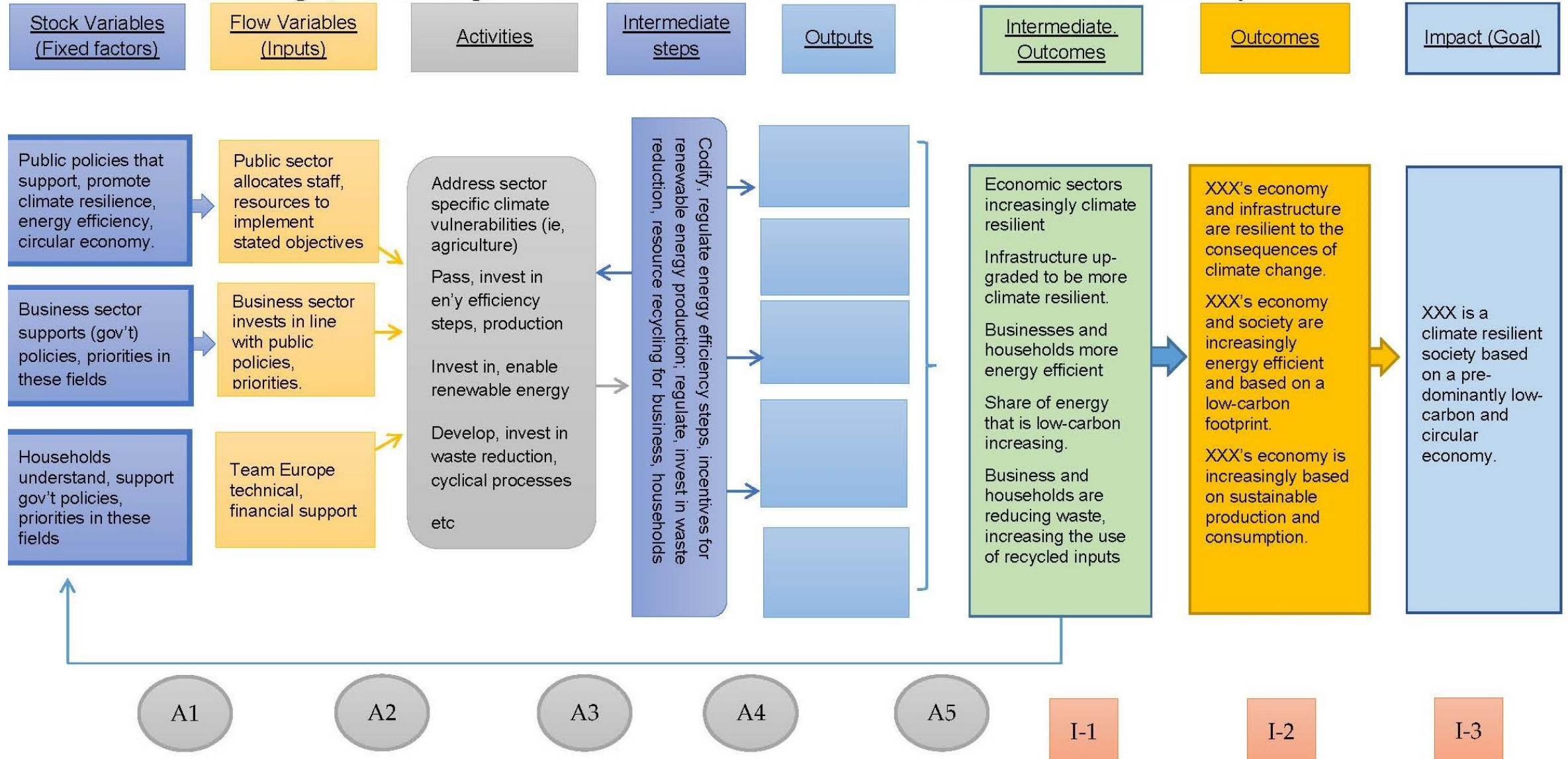
Donor	Climate Resilience		Low-carbon Dev't		Cyclical Economy		Totals	
	Grants	Credits	Grants	Credits	Grants	Credits	Grants	Credits
EU	67.3	0.0	197.5	0.0	50.6	0.0	315.4	0.0
EIB	0.0	0.0	0.0	141.0	0.0	0.0	0.0	141.0
AAA	1.2	0.0	0.7	0.0	2.4	0.0	4.3	0.0
BBB	0.0	0.0	16.1	0.0	0.0	0.0	16.1	0.0
CCC	59.0	68.0	65.5	1025.0	21.7	176.2	146.2	1269.2
DDD	28.5	0.0	29.4	0.0	46.7	0.0	104.6	0.0
EEE	19.9	0.0	11.4	600.0	5.4	0.0	36.7	600.0
FFF	1.2	0.0	0.0	0.0	0.2	0.0	1.4	0.0
GGG	3.0	0.0	15.4	0.0	11.1	0.0	29.5	0.0
HHH	14.7	0.0	0.5	0.0	17.2	0.0	32.4	0.0
JJJ	1.4	0.0	0.0	0.0	0.9	0.0	2.3	0.0
	196.2	68.0	336.5	1766.0	156.2	176.2	688.9	2010.2

Team Europe Initiative: Climate Resilient and Low-Carbon Circular Economy

Impact	<i>XXX is a climate resilient society based on a predominantly low-carbon and circular economy</i>		
Indicators	<ul style="list-style-type: none"> • Status of operational plans to reduce vulnerability to the consequences of climate change. • Share of population whose livelihoods and daily lives are being protected from consequences of climate change due to mitigation measures. • Share of energy produced from renewable energy sources. • Share of total waste that is reused (recycling rates) 		
Pillars	Climate Resilience	Low-Carbon Development	Circular Economy
Outcome	<i>XXX's economy and infrastructure are resilient to the consequences of climate change.</i>	<i>XXX's economy and society are increasingly energy efficient and based on a low-carbon footprint</i>	<i>XXX's economy is increasingly based on sustainable production and consumption</i>
Indicators	<ul style="list-style-type: none"> • Proportion of the population, disaggregated by sex and age, that is knowledgeable about flood and storm prevention and disaster risk reduction (SDG 13.3.1) 	<ul style="list-style-type: none"> • Energy consumption saved out of the total national energy consumption (XXX National Energy Efficiency Programme). 	<ul style="list-style-type: none"> • Number of waste streams with recycling/ resource recovery programs in place with TE support: packaging waste – plastics in particular re: recent Nairobi agreement – biowaste, e-waste, metals
	<ul style="list-style-type: none"> • Share of provinces with climate change and/or disaster risk reduction strategies under implementation with Team Europe support 	<ul style="list-style-type: none"> • GERF/SDG 7.2.1 Renewable energy share in the total final energy consumption 	<ul style="list-style-type: none"> • Number of industries that have been assisted by TE in making their products easier to decompose for recycling at end of product lifecycle
	<ul style="list-style-type: none"> • Status of coordination of Min of Natural Resources and Env't and XXX Env't Administration with subnational governments in environmental permitting and enforcement functions 	<ul style="list-style-type: none"> • Share of electricity generated from renewable sources (solar and wind) in total electricity generation capacity (draft Power Development Plan PDP-8). 	<ul style="list-style-type: none"> • SDG 12.5.1 National recycling rate, tons of materials recycled
		<ul style="list-style-type: none"> • Electricity generation capacity from sustainable biomass and other renewable energy (including waste to energy and geothermal energy) in MW 	<ul style="list-style-type: none"> • Areas of costal and marine protected areas as % of total natural area / Share (%) of national territory under forest cover (SDG1 15.2.2.)

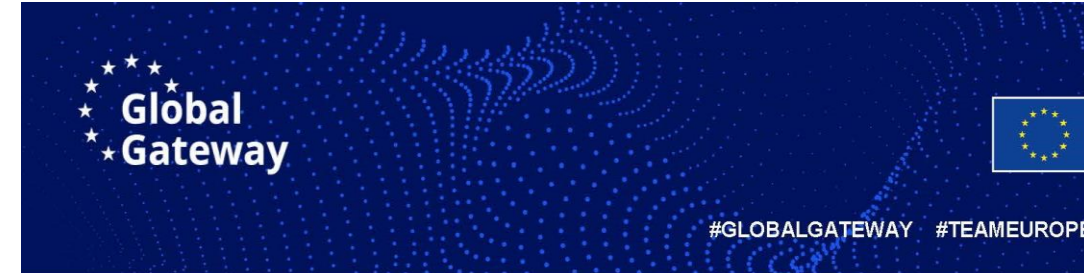
Intermediate Outcomes	<i>Economic sectors increasingly climate resilient.</i> <i>Infrastructure upgraded to be more climate resilient.</i>	<i>Businesses and households more energy efficient.</i> <i>Share of energy that is low carbon increasing.</i>	<i>Business and households waste, increasing the use of recycled inputs.</i>
Indicators	<ul style="list-style-type: none"> • Ha of agricultural land classified as climate exposed that have been climate protected. 	<ul style="list-style-type: none"> • Number of businesses that have reduced energy consumption per unit of output by 10% or more 	<ul style="list-style-type: none"> • Number of businesses that invested in new production facilities that reduced input use of bulk inputs by at least 10%
	<ul style="list-style-type: none"> • Km of national highways classified as climate exposed that have been climate protected 	<ul style="list-style-type: none"> • Number of households that have reduced their energy consumption by 10% or more during at least six months 	<ul style="list-style-type: none"> • Number of businesses that have increased the share of recycled inputs by at least 10%
	<ul style="list-style-type: none"> • # economic sectors/activities considered climate exposed that have taken measures to become climate resilient 	<ul style="list-style-type: none"> • Value of new investments in renewable energy production 	<ul style="list-style-type: none"> • Number of households that have reduced waste by at least 10% over most recent 6 months
Core fields	<ul style="list-style-type: none"> • Support to make infrastructure, livelihoods, investments and production – i.e. agriculture – climate proof. • Provide investments and technical cooperation to anticipate, prevent and manage the risk of disaster. • Use big data and modelling systems to predict disasters. 	<ul style="list-style-type: none"> • Introduce smart grids, renewable energy storage, green skills development. • Interconnect power systems with neighbouring countries. • Support urban planning: focus on lower emissions; transform transport towards green, smart and affordable mobility. • Unlock private/ green investments to enable private sector to contribute to/ take lead on low-carbon transition. 	<ul style="list-style-type: none"> • Facilitate trade and investment in environmental technologies, remanufactured goods and repaired goods. • Support the private sector to develop and promote circular economy business models and practices. • Where possible use nature-based systems.
Core activities	<p>Team Europe will:</p> <ul style="list-style-type: none"> • Strengthen capacity of national/ local public, private actors anticipate, prevent manage climate change consequences. • Strengthen capacity of national, local authorities to plan, design and implement steps that will “climate proof” XXX’s development. 	<p>Team Europe will:</p> <ul style="list-style-type: none"> • Improve energy efficiency in economic activities and societal development. • Increase the production of and access to renewable energy. • Support the development of green skills to cater to the energy transition. 	<p>Team Europe will:</p> <ul style="list-style-type: none"> • Support steps that will increase the efficient use of resources in production. • Promote sustainable waste management and pollution prevention. • Reduce pressure on the environment including by supporting biodiversity and forest management.

Intervention Logic, Team Europe Initiative, Climate Resilient and Low-Carbon Circular Economy



Quality Assuring TEIs

- **Monitoring, Reporting and Evaluating (MORE) Framework:** Aggregate/report results ⇒ Donors, national stakeholders
- **Joint Intervention Logic:** Testable assumptions ⇒ verify TEI consequences
- **Global Europe Results Framework (GERF):** Standardised limited indicator universe
- **TEI:** Few GERF indicators each Outcome
- **Working Groups,** HQ & Delegations, by pillar/Outcome ⇒ flexibility & agility with consistency



Team Europe Initiatives (TEI)

Monitoring, Reporting and
Evaluation (MORE) Framework

FINAL – November 2022

Qualitative Indicators

- **Stories of Change:** Explain difference TEI made, value-added of *Team Europe*, lessons learned
- **MORE Template:** Nothing on structure, validity, reliability of info ⇒ “just stories”
- **OECD 2023 Toolkit *Impact by Design*:** ToC approaches ⇒ little on qualitative data
- **Scanteam:** Develop *compound* Stories, ex:
 - *Most Significant Change* - beneficiary perspective
 - *Appreciate Inquiry* - implementing partner
 - *Outcome Mapping* - delivery processes



Rethinking the EU Evaluation Process

Standard EU Evaluation

- Reconstruct *ToC*, design Eval matrix: Questions (EQs), Judgement Criteria (JCs), Indicators ⇒ inception report
- Document review ⇒ report
- Fieldwork ⇒ Fill in matrix ⇒ draft report with Findings, Conclusions
- Finalise report, Recommendations based on Findings, Conclusions
- At each step: Reference Group, HQ & Delegation comments

Mid-term Evaluation, EU Emergency Trust Fund, Addressing Root Causes of Irregular Migration, Displaced Persons in Africa 2015-19

250 projects in 26 countries - Total budget € 5 billion (Norway: NOK 200 mill)

1,100 documents + 260 interviewees

EQ-1: To what extent do EUTF's objectives and strategy address the situation of the target populations and the priorities of the target geographic areas regarding the flows of refugees, asylum seekers, IDPs and irregular migrants?

JC-1.1	The EUTF's strategic approaches are evidence-based and evolve in response to changes in context, needs and lessons learned.
I-1.1.1	Evidence that credible analyses of causes of irregular migrations and forced displacement form the basis for EUTF strategic approaches.

Project indicator info

- T05 EUTF-SA-CM-01-01: The project is relevant, it meets the needs of the territory and has been able to adapt to new situations (IDP, cholera) but the choice of municipalities and the targeting methodology mean that it currently affects few IDPs (in some cases they left again) and that the households taken care of for undernutrition are little associated with other activities.
- **ETHIOPIA**
 - In background sections of programme/project descriptions generally reference is made to root causes of irregular migration and forced displacement and how these are addressed by the programme/project (Action fiches).

Evaluation matrix: 120 pages, 1700+ indicator “factoids”, 450 footnotes

Evaluating the Angola Program

Angola Country Program 2008-2020

- €400 million, 20 main + 100 NGO projects
- **MPLA** in power since 1975, Petroleum economy ⇒ massive corruption
- **Implementation issues:** Low GoA commitment, limited capacity & skills
- **2017:** New (MPLA) President: address corruption, decentralise admin/ power, new econ policy since petroleum sector in crisis



EXTERNAL ASSISTANCE MANAGEMENT REPORT (EAMR)

PERIOD: 01-01-19 - 31-12-19

ANGOLA

Rethinking EU Evaluation Process

Scanteam Proposal:

- Theory of Change 2008-2020 largely not valid looking ahead ⇒ Structure evaluation in *phases*, each with own methodology note
- Each phase with identifiable budget share
- Each phase with own report, short, focused on phase issues
- Final report compilation of component reports
- **One** set of comments to each report



EUROPEAN COMMISSION

Directorate-General for Development and Cooperation — EuropeAid

EU Development Policy - Evaluation

FRAWEMORK CONTRACT COM 15

EuropeAid/137211/DH/SER/Multi

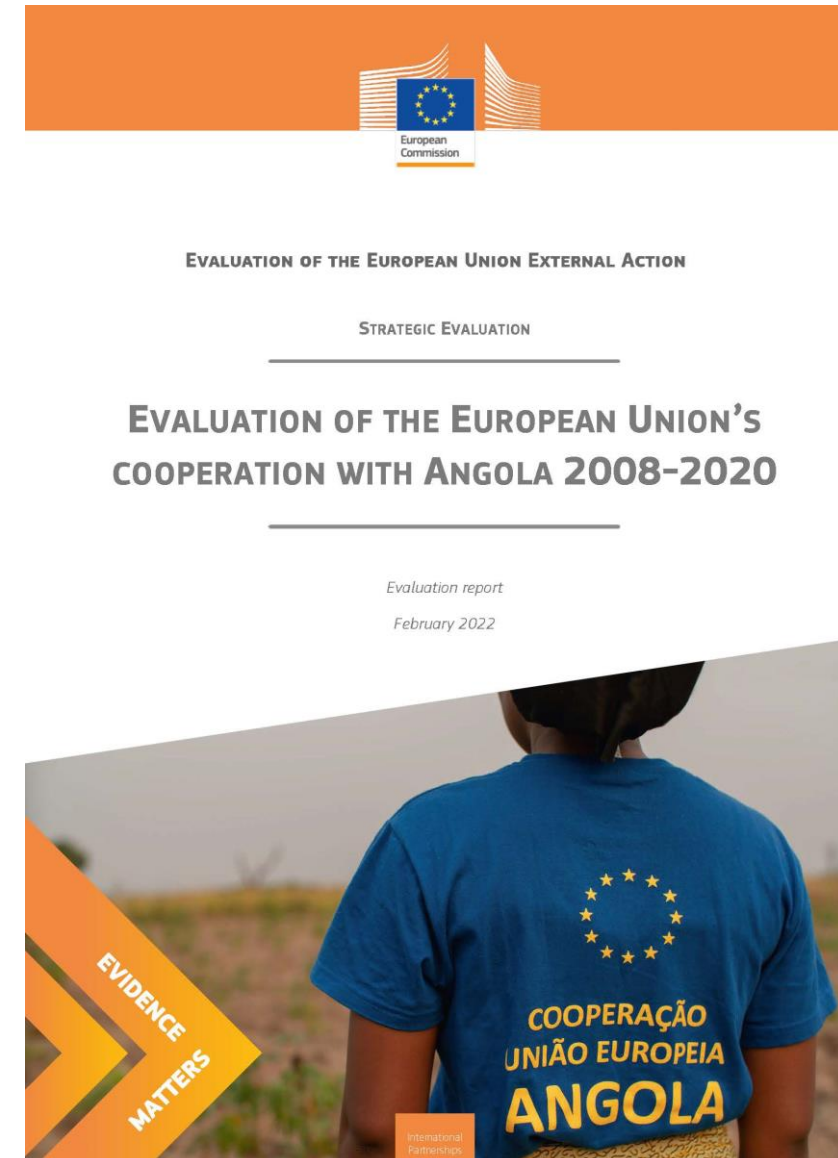
**Evaluation of the European Union's cooperation
with Angola 2008 - 2020**

TERMS OF REFERENCE

Revised Evaluation Process

Process and Report :

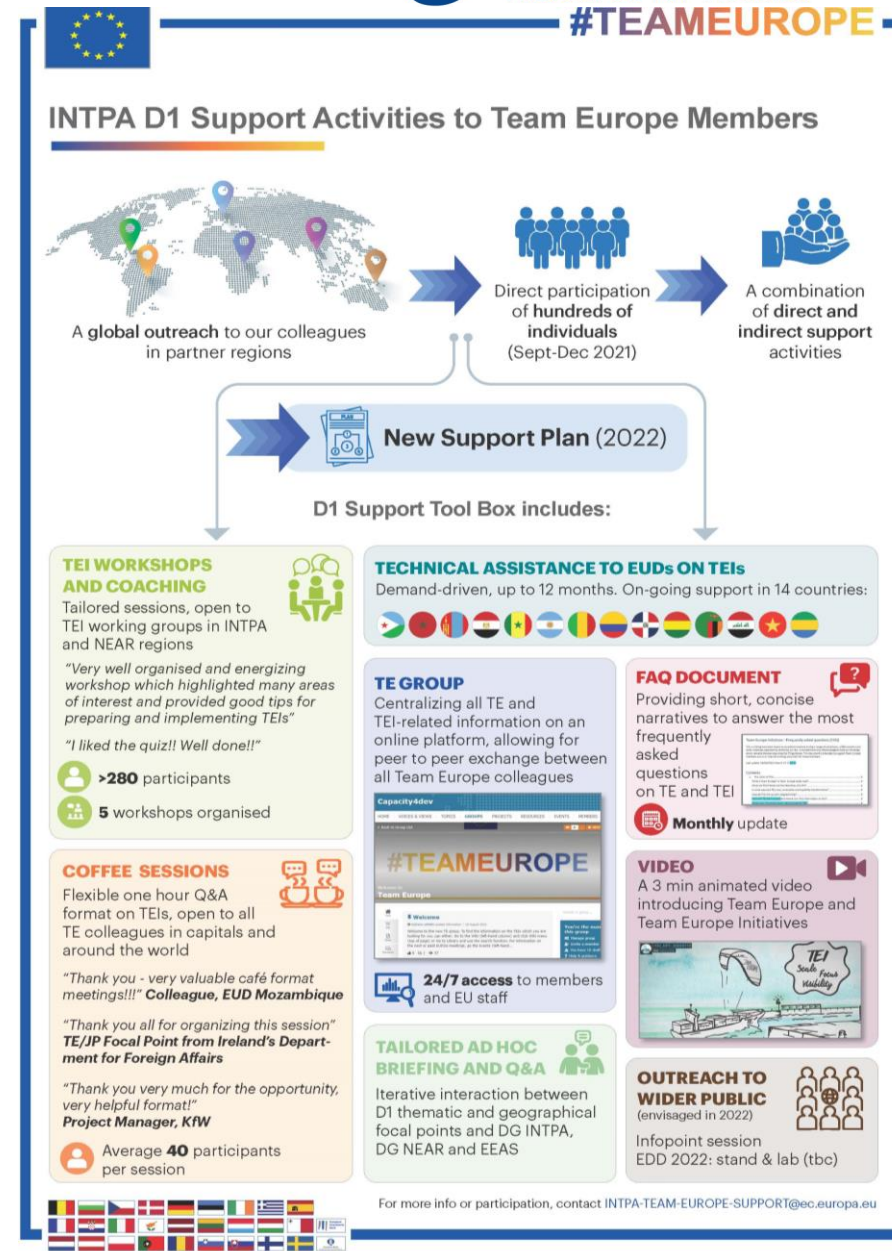
- *Inception report*: Initial methodology
- *Mapping study*: 15 main projects ⇒ 5-6 pp summaries: Objectives, budgets, results
- **Field 1**: Mapping study basis for Accountability: document, validate Findings, Conclusions
- **Field 2**: Interviews: civil servants, business, NGOs, academics ⇒ Recommendations *not* dependent on Accountability exercise
- Each report submitted: discussed on own terms, *then* compiled, finalized.



Summing Up I

Team Europe Initiatives – over 160 globally

- Broad programs, new financing universe: agreeing joint objectives, success criteria
- Member States with increased role ⇒ stronger commitment
- Devolved program: flexibility, spread management responsibility, costs
- **Argentina:** Focus private investment & trade, technology transfer, green transition ⇒ national gov't in driver's seat – private sector, local municipalities, universities key actors – minimal grants



Summing Up II

EU Reforming in Fast-changing World

- **Results frameworks, Joint Intervention Logic** for *programs* – projects solve how to contribute to high-level objectives
- **Public, private lenders & investors:** participate in programming with own success criteria but aligned with overarching objectives
- **Quality Assurance:** Apply ToC, Eval Matrix for Accountability – more open for forward-looking Recommendations
- Scope for **qualitative indicators**, assessments – though need to address *credibility* of Stories of change



Lessons for Norway (?)

- ✓ ***Nansen (Ukraine) program:*** Own program will be complex; link to EU?
- ✓ ***Norwegian portfolio approach:*** Beyond own grants; with multilateral funding?
- ✓ ***Qualitative evaluation dimensions:*** Greater scope, more innovation
- ✓ ***Norway and the Global Re-think:***
 - ✓ Global Public Investments report 2023
 - ✓ Global Solidarity report 2023
 - ✓ New Food security fund with USAID – announced this week

