

Sida Documents in a Poverty Perspective

**A review of how poverty is addressed in
Sida's country strategy papers,
assessment memoranda
and evaluations**

**Lennart Peck
Charlotta Widmark**

**Secretariat for Policy and
Socio-Economic Analysis**

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Sida Studies in Evaluation 00/2

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Sida Studies in Evaluation is a series concerned with conceptual and methodological issues in the evaluation of development cooperation. It is published by Sida's Department for Evaluation and Internal Audit. Reports may be ordered from:

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The views and interpretations expressed in this report are the author's and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

Sida Studies in Evaluation 00/2
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Registration No.: Policy 1999-004729
Date of Final Report: February, 2000
Printed in Stockholm, Sweden 2000
ISSN 1402-215X

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Table of contents

Executive summary	1
1 Introduction	4
1.1 Purpose of the study	4
1.2 Delimitations	4
1.3 Methodology	5
1.3.1 <i>The definition of “poverty”</i>	5
1.3.2 <i>Selection of documents</i>	7
1.3.3 <i>Follow-up of the 1997 study</i>	7
1.3.4 <i>New base line</i>	8
1.3.5 <i>Implementation of the assignment</i>	9
2 Analysis of documents	10
2.1 Country strategy papers	10
2.1.1 <i>Country analyses</i>	10
2.1.2 <i>Results analyses</i>	12
2.1.3 <i>Country strategies</i>	13
2.2 Assessment memoranda	17
2.3 Evaluations	19
2.3.1 <i>The evaluation objects</i>	19
2.3.2 <i>Terms of Reference</i>	20
2.3.3 <i>Evaluation reports</i>	21
3 Assessment of Documents	26
3.1 Change since 1997	26
3.2 Policy requirements	26
3.3 Utility	28
3.4 Accuracy	30
3.5 Feasibility	31
4 Main observations and conclusions	34
 Appendix 1: Terms of Reference	36
Appendix 2: List of Country Strategy Papers	41
Appendix 3: List of Evaluations	42
Appendix 4: List of Assessment memoranda	45
Appendix 5: Questionnaire for the follow-up of poverty reduction	46

Executive summary

Sida's *Action Programme to Promote Sustainable Livelihoods for the Poor and to Combat Poverty*¹ states that every strategy document and project proposal should explain how the activities proposed are designed to reduce poverty, and that evaluations always should consider impact on poverty. In 1997 a review of how the poverty reduction objective was addressed in country strategy papers and evaluations was carried out². The present study has three main aims:

- To follow-up recent progress in terms of how poverty reduction is being addressed, using the 1997 study as a base line;
- To develop new assessment criteria for the follow-up of changes in the quality of Sida's documents where poverty reduction is concerned;
- To make a new baseline study using these criteria.

Methodology

The same methodology was used in the follow-up study as in the 1997 study. In order to make as similar judgements as possible, some reports and assessments made by the previous authors were studied. However, a certain element of subjectivity cannot be avoided. Therefore the two reviews cannot be fully comparable.

The new baseline has retained some of the questions of the old one, thus permitting comparisons over a longer period of time. These questions, mainly dealing with the *extensiveness* of poverty discussions, have primarily been complemented with questions on *what* information the documents actually provide.

A major problem for this study has been the absence of an established definition of poverty. We have chosen to depart from Swedish Government Report *The Rights of the Poor* (1996/97:169) which talks of three dimensions of poverty: security, capacity (economic and human) and opportunities. In the assessment we have considered both explicit and implicit references to poverty, i.e. reference to one or several of the above dimensions even though the word "poverty" is not used.

The review has covered:

- All (30) evaluations in Sida's evaluation series of 1999³;
- All (3x10) country strategy papers (country analysis, results analysis and country strategy) produced during 1998 and 1999;
- All (14) assessment memoranda submitted to the project during 1999.

¹ Introduced in 1997, henceforth referred to as "the Action Programme".

² Tobisson, E. and de Vylder, S., Poverty Reduction and Gender Equality: An Assessment of Sida's Country Reports and Evaluations in 1995–96, Sida Studies in Evaluation 97/2.

³ Excluding those of the Department for Eastern and Central Europe.

The report is divided into two main chapters. Chapter two provides an analysis of the different documents with respect to how they address poverty. Chapter three *assesses* the documents against various criteria.

Analysis

The *country analyses* generally address the issue of poverty quite well. All of the ten documents reviewed have some discussion, six of them more elaborate or extensive discussion. Almost all of the documents discuss, in one way or another, causes and effects of poverty, identify groups or categories of poor people and provide basic poverty indicators. The country analyses of Kenya, Namibia and Zimbabwe provide good examples of how poverty may be addressed in country analyses.

The *results analyses* are weaker and there has only been a small improvement since 1997. The focus is usually on output and immediate effects, not on overriding objectives such as poverty reduction. The documents have not made use of the Action Programme's four impact levels (direct impact, inclusive impact, indirect impact through policies and institutions and other indirect impact) and there is very little discussion of *why* – or why not – there has been an impact on poverty reduction.

The *country strategy reports* were also found quite weak and only slightly better than 1997. The background chapter is usually based on the country analysis and discusses poverty. However, there is a lack of strategic discussion in relation to poverty, e.g. the mechanisms that are supposed to lead to poverty reduction, strategic options and position in relation to national and international poverty reduction strategies.

In the analysis of *assessment memoranda* we focus on how poverty is addressed in relation to the stakeholder and target group discussion, problem analysis, objectives, and risk analysis. Poverty is addressed primarily in relation to objectives or expected impact. Hardly any document discusses poverty in connection with the risk analysis or considers the possible negative effects on poverty of any proposed project.

Evaluations and ToR generally pay little attention to the issue of poverty. Nine out of thirty ToR mention poverty, but usually very briefly, implicitly and giving little guidance on the dimensions of poverty that should be analysed. The evaluation *reports* are generally somewhat better and there appears to have been a small improvement since the previous study. Approximately one-third of the reports had at least some discussion of poverty, one-third mentioned poverty briefly and the remaining third did not mention poverty at all. The new baseline tries to capture what is actually said in the evaluation. The most common approach is to discuss the evaluation object's relevance to the overall Swedish poverty reduction objective or to the local poverty context. Four reports discussed direct effects on poverty while only two discussed indirect effects.

As a broad definition of poverty has been adopted, it is also of interest to note *what dimensions* of poverty are actually discussed in the documents. Usually it is capacity, either human (such as health and literacy) or economic (such as incomes and assets). The documents rarely address the security or opportunity dimensions. Furthermore, the dimensions of poverty are not always discussed *in terms of* poverty. When the word poverty appears it is often used in a traditional “narrow” sense. Hence, there is a difference between the poverty definition of the Ministry for Foreign Affairs and how the word is used in practice, including by the Ministry.

Assessment

Chapter three *assesses* the documents, i.e. tries to determine their merits in relation to some different criteria.

Change since 1997: Has there been any change since the last study was carried out? There are signs of improvement, particularly in respect of the country analyses. One explanation may be that these deal with poverty as such rather than poverty reduction as is the case with the results analyses.

Policies: Do the documents comply with Sida policies? On the whole, the documents do not come up to the ambitions expressed in the Action Programme. However, Sida policies are vague in a number of respects, for example in the definition of poverty and how poverty should be treated. The studies on the treatment of gender equality and the environment came to similar conclusions as this study. There appears to be a general tendency to focus on output and immediate effects rather than the overall objectives of development co-operation.

Utility: Are the documents and the way in which they address poverty useful to Sida? The country analyses generally provide useful information on poverty, serving as input for the country strategy. The utility of the results analyses in this respect appears much lower. Evaluations sometimes mention poverty and poverty reduction but seldom sufficiently to contribute to *learning* or improved *accountability* in relation to poverty.

Accuracy: Is the information given on poverty accurate and reliable? This is impossible to determine with the information available. However, a tendency to make *assumptions* regarding poverty, without explaining the actual links between an intervention and poverty reduction may be noted. Another problem is that poverty is not conceptualised and discussions therefore may become ambiguous and difficult to interpret. Finally, even though poverty is mentioned, there is rarely a systematic analysis based on firm data which leads to conclusions and recommendations regarding poverty.

Feasibility: How good are the documents in relation to what may be considered feasible? Poverty reduction can be assessed with Sida's usual evaluation criteria as any other objective. However, there are also various problems from an evaluation perspective. Poverty reduction is an overall objective found at the top of the LFA matrix and the causal chains leading up to it are often long and complex, making impact difficult to assess. Also the multi-dimensional nature of poverty complicates the analysis. Analysis of poverty impact requires adequate competence and time. Still, in most evaluations it would have been possible to further develop the analysis.

Main observations and conclusions

The final chapter discusses some main observations and conclusions. It stresses the need to

- make assumed and implicit linkages to poverty reduction more explicit;
- address poverty in various different ways;
- define information needs with regard to poverty;
- treat poverty systematically throughout the different documents;
- make efforts at both policy and “grass root” levels;
- make priorities and establish a focus;
- define and concretise “poverty”

1 Introduction

The emphasis of Swedish development co-operation has shifted over the years but the overall objective has always been “*to improve the quality of life of poor peoples*”.⁴ Sida’s *Action Programme to Promote Sustainable Livelihoods for the Poor and to Combat Poverty*⁵ states that every strategy document and project proposal should explain how the activities proposed are designed to reduce poverty, and that evaluations should always consider impact on poverty.

In 1997, a study was made of how poverty⁶ was addressed in Sida’s evaluations and country strategy documents (country analyses, results analyses and country strategies). It reviewed documents produced during 1995–1996, i.e. before the adoption of the Action Programme, and came to the conclusion that, by and large, scant attention was paid to poverty in the documents.

Has the adoption of the Action Programme led to an improvement in how poverty is addressed?
How can Sida follow up and measure changes in this respect?

1.1 Purpose of the study

The aim of this report is threefold:

- to assess and describe how poverty reduction has been discussed, analysed and presented in recent country strategy documents and evaluations, in comparison with the assessments made by the baseline study for the period 1995–1996;
- to present proposals for new assessment criteria on how Sida best can follow up and measure changes in the quality of Sida’s analyses, assessments and evaluations where poverty reduction is concerned;
- to make a new baseline study of the same documents, plus a sample of assessment memoranda for the same time period, applying the new methodology.

The study can thus be seen both as a follow-up of the implementation of the Action Programme and as an effort to develop methods and promote learning in this area. By establishing a new baseline, follow-ups in the future should be facilitated. The results will be incorporated into Sida’s Poverty Project, established in 1999.

The ToR for the assignment is attached in Annex 1.

1.2 Delimitations

This is an evaluation of a set of *documents*, not of any projects or programmes. The frequent absence of information on poverty in the documents may be interpreted as a sign that field activities are not poverty oriented, but we are not in a position to comment on this with the information available.

⁴ Swedish Parliament, 1962.

⁵ Introduced in 1997, henceforth referred to as “the Action Programme”.

⁶ And gender equality.

Furthermore, the study does not attempt to determine *why* documents address or do not address poverty. A lack of attention to poverty may be due to limited capacity or expertise, organisational constraints, policy contradictions and a number of other factors. However, in order to identify these it would have been necessary to study the country strategy and evaluation *processes*. As the underlying causes of the present treatment of poverty has not been analysed, the report does not include any detailed recommendations. Nonetheless, the final chapter includes some broader suggestions on how poverty reduction may be better addressed.

1.3 Methodology

1.3.1 The definition of “poverty”

Everybody has a general understanding of the meaning of “poverty” and this is quite sufficient in most situations; it is not necessary to enter into semantics to work with poor people. However, for policy formulation, evaluation or for a follow-up of how “poverty” is addressed, there must be no doubt what words stand for.

Neither the Action Programme nor the informal Guidelines for its application⁷ offer any definition of poverty. The Swedish Government document *The Rights of the Poor*⁸ states that poverty is best defined by the poor themselves and lists what poor people sometimes mention as part of their poverty. This may give a better understanding of poverty but it is an obvious “circle-definition” as it presupposes that the poor are known in the first place.

Recognising that poverty is “multi-dimensional”, it has become common to talk in terms of “dimensions of poverty”. IBRD mentions *economic opportunities, capabilities, empowerment* and *security*⁹. DAC, in the process of preparing a conceptual framework for the analysis of poverty, has talked about *enhanced human and social capital, empowerment* and *vulnerability and insecurity*. The Swedish government document points at three dimensions: *security, capabilities* and *opportunity*¹⁰. Again, this is useful to capture the nature of poverty but it does not *delimit* the poverty concept as such. At what levels of security, capacity and opportunity should one talk about poverty? Are we talking about “the poor or “the poorest”? Are we talking about poverty in absolute or relative terms and if so, relative to what? How many “dimensions” of poverty must a person be affected by in order to be classified as “poor”? We would obviously not consider a person poor just because he is in poor health or to call a millionaire poor just for being socially excluded. Is poverty only about living standards or should aid

⁷ Guidelines for the Application of Sida’s Poverty Programme. Please, note that this document does not have official status.

⁸ The Rights of the Poor – our Common Responsibility, Combating Poverty in Sweden’s Development Co-operation, Government Report 1996/97:169.

⁹ IBRD, Building Poverty Reduction Strategies in Developing Countries, 1999

¹⁰ “Security – against unforeseen events such as sickness, accidents, natural disasters, unemployment, injustice, violence within and outside the family, and economic and political crises, as well as security in old age – is a fundamental human need. Security can be achieved, inter alia, through traditional social networks, social security systems and benefits and social, political and economic rights guaranteed under international conventions and national laws. People can improve their capacity by developing their own resources in the form of income, assets, savings, health, knowledge and skills. Their opportunities for taking control of their lives are often determined by social conditions, for example as regards civil liberties and human rights, participation in decision-making processes, and economic policy” (The Rights of the Poor, p.11.)

dependency be seen as an aspect of national vulnerability and debt be recognised as a sign of national poverty. At least in the country strategy documents this may seem reasonable.

There is an international tendency to move from a traditional “narrow” definition of poverty, focusing on income and assets, to a broader one based on the dimensions mentioned above. The benefits of a narrow versus a broad definition of poverty may be subject to discussion. With too narrow a definition, essential features of the poverty concept are lost. With too wide a definition of poverty, the word tends to lose its meaning.

Are we talking about people’s income, possibility to participate in democracy, risk of being affected by pollution, a combination of several things or what? With the wider definition it is always important to specify what dimension of poverty is referred to.

In our review, quite a number of documents discuss (*some* dimension of) poverty: e.g. people’s lack of education, financial means or access to justice. However, no documents discuss (*all* dimensions of) poverty.

The choice of definition also has implications for the analysis of causes and effects in relation to poverty. With a more narrow definition of poverty it can be said, for example, that illiteracy is one of the *causes* of poverty and that the poor are malnourished as an *effect* of their poverty. With a wider definition all of this *is* “poverty”. One will end up with a discussion, not of the causes and effects of poverty, but of how different “dimensions of poverty” are interrelated.

One strength of the wider definition is that it captures the complexity of poverty by recognising that people can be poor in different ways. It corresponds better to how poor people themselves describe poverty. A certain degree of vagueness may also be seen as an advantage as it makes it possible to adapt the concept to specific contexts.

Despite the lack of a generally accepted definition of poverty, it has been necessary to adopt some operative definition for this study, as a broad or a narrow definition of poverty would give different results.

In accordance with the ToR our point of departure has been the Government Document *The Rights of the Poor* and the dimensions mentioned there. However, like DAC and IBRD, we have considered it useful to make a distinction between human and social capacity (health, knowledge etc.) on the one hand and economic capacity (income, assets etc.) on the other. Hence, we will actually be talking about *security*, *economic capacity*, *human and social capacity*, and *opportunity* and of poverty when people lack any of these things.¹¹

A distinction must be made between *explicit* and *implicit* references to poverty. We will say that poverty has been implicitly mentioned if the documents talk about the different dimensions of poverty without explicitly using the word “poverty”. Both explicit and implicit references have been considered in the analysis.

It should be recalled that discussing poverty is not the same as discussing poverty *reduction*. Poverty refers to a *situation* while poverty reduction refers to the *change* that may occur as a result of development co-operation. The Action Programme recognises that poverty reduction can be achieved both

¹¹ For the follow-up of the 1997 study we have tried to come as close as possible to the interpretation of poverty made by the other authors which went beyond incomes and assets but did not fully include the security and opportunity dimensions.

directly and indirectly and it has defined four impact levels: direct impact, inclusive impact¹², impact through policies and institutions, and other indirect impact. By recognising four dimensions of poverty and four impact levels, poverty reduction can refer to a number of different things. For example, the evaluated micro-finance project in Bolivia (99/30) included the poor and strengthened their economic capability. The project to increase access to justice in Nicaragua (99/9) was largely an institutional programme of support to improve the security of the rural poor etc. Some interventions relate to several dimensions of poverty and several impact levels. A few examples are given below.

	Security	Economic Capability	Hum/Soc Capability	Opportunity
Direct Influence		Basic services Nicaragua		
Inclusive impact		Micro finance, Bolivia		
Policies & institutions	Justice, Nicaragua		Nutrition Tan/Zim	Diakonia, El Salvador
Indirect impact		Swedish Programme aid		

1.3.2 Selection of documents

According to the ToR, 10 sets of country strategy documents, 25 evaluations and 10 assessment memoranda should be reviewed. This is too little for sophisticated sampling based, for example, on sectors, countries or Sida departments. Instead, we have chosen to analyse all of the documents for a particular period of time, as recent as possible, in order to capture recent change. In a dialogue with Sida, it was decided that a review should be made all of the country strategy documents of 1998 and 1999 (10) and all of the evaluations¹³ (30) and all assessment memoranda¹⁴ of 1999 (14).

1.3.3 Follow-up of the 1997 study

For the follow-up of the 1997 study, a prime concern has been to make the assessments as comparable as possible. Therefore, we have used the very same method as that used by the consultants in 1997, including the same questionnaires. Consequently, we have also faced the same problems as in 1997. The authors then observed that the subjective element in an exercise of this kind was considerable, that other consultants probably would have come to somewhat different results, and that assessments could appear too generous to some and too critical to others. In order to make as similar judgements as possible, some reports and the assessments made by the previous authors were studied. Contacts were also taken with the authors of the 1997 study. However, the reader should be

¹² Meaning that the poor are included in the target group.

¹³ Except support to Eastern and Central Europe for which there is no official poverty reduction objective.

¹⁴ Refers to the final versions of the assessment memoranda which have been reviewed by the project committee.

aware of the fact that there is still an element of subjectivity and that the two reviews therefore cannot be fully comparable.

Another question is whether the two samples of documents are comparable. The number of evaluations is somewhat smaller this time. It is enough, we believe, to represent a reasonable cross-section of evaluations undertaken by Sida. However, it is not large enough to make a breakdown of results at department level as was done in the 1997 study.

One observation is that in the new sample there is a high prevalence of evaluations of projects/programmes with an indirect effect on poverty reduction. Poverty must be dealt with differently in these evaluations than in evaluations of projects with a direct or inclusive impact on the poor. Hence, changes in the way poverty is addressed may partly be due to the fact that the subjects of the evaluations this time are somewhat different.

1.3.4 New base line

The following has been the prime considerations for the establishment of a new baseline:

- *Recent developments of policies and methods:* the Action Programme and the development of methods that has taken place since 1997 has made it possible, and necessary, to supplement the old baseline with new questions.
- *Continuity:* Even if the former study needs to be supplemented it still provides a valuable baseline. In order to enable comparisons over a longer period of time, some of the old questions have been included.
- *Replicability:* In order for this study to function as a baseline, it must be replicable by other people in the future. The difficulties of following up the 1997 study shows the importance of clear criteria for analysis and assessment in order to minimise subjectivity.
- *Room for qualitative assessments and discussion:* Apart from hard data, there should be room for a “softer” qualitative discussion, particularly as policies, methods and definitions change constantly.
- *Simplicity:* Even though the issue of poverty is complex, the assessment must be kept relatively simple to be manageable. It is not important to cover every single aspect but to find the key issues.

The review is divided into two parts: *analysis* and *assessment*. The analysis tries to determine and describe *how* the various documents address poverty, without making any value judgements. The assessment then discusses whether they are actually “good” or “bad” from various perspectives.

The questions of the old baseline primarily tried to determine whether or not there were any poverty discussions, and if so, how extensive these were. Most of these questions are still valid and have been incorporated into the new baseline. Our ambition has been to supplement them with questions on *what* information the documents actually provide. For example do country analyses identify poor groups, provide poverty indicators etc? Do evaluations assess relevance in respect of the local poverty situation, fulfilment of poverty reduction objectives etc?¹⁵

For the assessment memoranda, the way poverty is addressed will obviously vary with the nature of the project. We have therefore focused on the aspects which, according to LFA, must be considered

¹⁵ One problem here is that often very little is said in the first place. These types of questions will probably generate more interesting answers in the future when the question of poverty – hopefully – will be better addressed.

for *all* projects (target group analysis, problem analysis, objectives and risk analysis) and have looked at how poverty has been considered in relation to this.

The questions are further explained in the report. They can also be found in Appendix 5.

To assess the documents, i.e. to determine their value or merits, requires an idea of what the documents *should* contain. We assume that they should have improved since the last study, be in line with Sida policies, useful and accurate. Documents must also be assessed with consideration to what has been possible to achieve. Hence, the following assessment criteria are used¹⁶:

- *Change over time*: Has the quality of the documents improved since the 1997 study?
- *Sida policies*: Do the documents comply with Sida policies for addressing poverty?
- *Utility*: Does the way poverty is addressed correspond to Sida's needs?
- *Accuracy*: Do the documents present correct and reliable information?
- *Feasibility*: How good are the documents in relation to what is feasible to achieve?

The results of the analysis is discussed in relation to each one of these criteria.

1.3.5 Implementation of the assignment

The study was carried out by Boman & Peck Konsult AB with Lennart Peck (economist), Charlotta Widmark (social anthropologist) and Karin Dahlström (economist) as consultants. An inception paper was presented to Sida in November 1999 outlining the methodology to be used. Following a discussion with Sida some minor revisions were made. A draft report was presented in January 2000 and was discussed in several forums at Sida. The comments received on the draft report have been taken into consideration in the presentation of this final report.

We would like to extend our thanks to everyone who has assisted us in carrying out this study, providing the necessary documentation, participating in discussions and sharing their knowledge and ideas.

¹⁶ The last three are criteria developed by the American Evaluation Association to assess the quality of evaluations. Our intention has in no way been to make a comprehensive assessment with the aid of these criteria but rather to use them as a point of departure for a general discussion.

2 Analysis of documents

In the following sections we present the questions and results of the review. As the follow-up of the 1997 study and the new baseline study partly overlap, the results from the two are presented together, document by document. This also permits the reader to compare the questions of the old and the new baseline.

2.1 Country strategy papers

The *country strategy* is the key document in which the poverty reduction objective is concretised for each country. The *country analysis* and the *results analysis* serve as inputs to the strategy. Ten sets of country strategy papers have been reviewed.

2.1.1 Country analyses

The country analysis is primarily a descriptive document that should contain relevant information on the country in question.¹⁷ The 1997 study asked to what degree, on a scale of five, the country analyses analysed poverty. It arrived at an average of 2.8. Our review shows a considerable improvement compared to the 1997 study. The average is now found to be 3.9. All the country analyses reviewed contain at least some discussion on poverty.¹⁸

Table 1 – Follow-up and new baseline "To what extent does the country analysis analyse poverty?"	Freq. 1999	%	Freq. 1997	%
1 = Not explicitly mentioned	0	0%	0	0%
2 = Briefly touched upon (e.g. possible side-effects)	0	0%	4	40%
3 = Some discussion (e.g. indirect effects)	4	40%	4	40%
4 = A more elaborate discussion	3	30%	2	20%
5 = Extensive discussion	3	30%	0	0%
<i>Average</i>	3,9		2,8	
<i>Total population</i>	10		10	

¹⁷ An indicative layout for the country analysis presented in Sida at Work includes a chapter on poverty containing "Analysis of social and economic division and of issues relating to the distribution of income etc, for example regional differences, ethnic and socio-cultural conditions." (p.35)

¹⁸ To qualify for a score of 2 it is sufficient that poverty is mentioned in one or two sentences. A 3 means that there has been a discussion on some aspect of poverty. To receive a 4 the document should include a fairly detailed discussion of various aspects of poverty. To qualify for a 5 the document should present an excellent and extensive discussion.

In the old baseline, the highest score (5) was referred to as thorough and satisfactory discussion. For the new baseline, we have chosen to change this to "extensive" discussion, as we believe it is necessary to have profound knowledge of each country to be able to assess a discussion as "thorough and satisfactory". Furthermore, we have been hesitant to include a value judgement such as "satisfactory" as opinions may differ on what is to be considered satisfactory. Instead we discuss this issue in the assessment chapter.

The discussions on poverty are often integrated in the documents, in addition to a more concentrated discussion of poverty in a section often called “social development”, “poverty situation” or the like. All of the documents contain quantitative and qualitative data on poverty to a varying degree. Table 2 shows what the country analyses actually discuss.¹⁹

Table 2 – New baseline What information is provided in the country analyses? (Several alternatives possible)	Freq. 1999	%
Identification of “the poor”		
a) In general terms	10	100%
b) Particular groups or categories (e.g. men/women, rural/urban, ethnic groups etc.)	9	90%
Indications of poverty situation		
a) Basic poverty indicators (e.g. incomes, illiteracy, health and mortality)	10	100%
b) Information on poverty/indicators for particular categories (as indicated above)	5	50%
c) Views of the poor on their poverty	1	10%
d) The civil and political rights of the poor	5	50%
Analysis of poverty		
a) The causes of poverty	9	90%
b) The effects of poverty	8	80%
Information on action (or lack of action) to reduce poverty		
a) By government	8	80%
b) By civil society	3	30%
c) By other donors	2	20%
d) By the poor themselves	2	20%
Sector policies in relation to poverty	3	30%
<i>Total population</i>	<i>10</i>	

Nine out of ten of the country analyses identify “the poor”, both in general terms and in terms of particular groups or categories. All of the country analyses present some kind of basic poverty indicators but only five out of ten have poverty indicators for particular groups or categories. In some cases (e.g. South Africa and Zimbabwe) the authors have had access to special studies on the national poverty situation. The addressing of poverty in these cases was also better than average.

Causes and effects of poverty are analysed in most documents. Some discuss the so-called “poverty circles”²⁰ but few provide a comprehensive analysis in this respect. Information on the actions taken by government to reduce poverty is indicated in eight out of ten documents and sector policies in relation to poverty in three documents.

Examples of “good practice” can be found, for example in the country analysis of Namibia. It is a document with a clear focus on poverty and poverty reduction, making reference to the Action Programme’s four impact levels. The country analysis of Zimbabwe is based on a human rights

¹⁹ Please note that this table only indicates whether or not the document provides some information in a specific area. For example, if only one single cause of poverty has been mentioned it has been enough to qualify for a mark even though no real analysis has been made of the various causes of poverty.

²⁰ For example poor economic conditions may lead to poor education which in turn forces the person to take a low-income job. This is sometimes referred to as the “poverty trap” or a “poverty circle”.

perspective and, while discussing economic, social and cultural, as well as civil and political rights, it systematically also goes through the various dimensions of poverty. The country analysis of Kenya is unusually comprehensive in respect of poverty. It includes data on the poverty situation, including poverty statistics disaggregated by groups or categories of people. The gender dimension of poverty is recognised. The document explains how poor people are particularly vulnerable and also briefly mentions what they are doing to improve their situation. It also mentions causal relations within different areas and sectors and, for example, discusses sustainable land use in relation to people's access to incomes.

The *dimensions* of poverty discussed are primarily economic capability and human and social capability.

Table 3 – New baseline What dimensions of poverty are discussed in the country analyses? (Several alternatives possible)	Freq. 1999	%
Security	3	30%
Economic capability	10	100%
Human and social capability	10	100%
Opportunity	6	60%
<i>Total population</i>	10	

These are our own interpretations of the dimensions discussed in the documents. There is hardly any direct reference made to them. Discussions on poverty are often implicit and found in connection with, for example, the economy, literacy and health, and not necessarily under a poverty heading. As indicated above, the Zimbabwe document discusses the various poverty dimensions in terms of rights.

Discussions under the *heading* “poverty” often include economic as well as social indicators. However, the fact that poverty is discussed as an issue together with, for example, health, education and democracy indicates that the authors have had a more narrow definition in mind than that used by us.

2.1.2 Results analyses

The results analysis describes and analyses the achievements of past Swedish development cooperation with the country in question. Our review of these documents shows a certain improvement. However, the focus is still on output and immediate effects. There is little discussion of the impact of Swedish development cooperation on poverty reduction.

Table 4 – Follow-up and new baseline “Do the reports analyse the extent to which Swedish aid has contributed to the fulfilment of goals related to poverty reduction?”	Freq. 1999	%	Freq. 1997	%
1 = Not explicitly mentioned	1	10%	3	27%
2 = Briefly touched upon (e.g. possible side-effects)	2	20%	5	46%
3 = Some discussion (e.g. indirect effects)	4	40%	1	9%
4 = A more elaborate discussion	2	20%	1	9%
5 = Extensive discussion	1	10%	1	9%
<i>Average</i>	3,0		2,3	
<i>Total population</i>	10		11	

The 1997 study included a question on actual goal fulfilment related to poverty alleviation. This question has been omitted due to the lack of information in the documents. Still, the lack of information on poverty may be significant in itself.

Six of ten reports present some results on poverty reduction at country or sector level and just as many at project or programme level. Results are not explicitly presented in relation to the four levels of the Action Programme in any of the reports, but in the result analysis report of Namibia the interventions are classified according to the four levels.

Four out of ten reports indicate some factors which *explain* good or poor results. This indicates a slight improvement compared to the study of 1997 which mentioned that, of the reports which contained a discussion of whether the results were “good” or “bad”, hardly any took the analysis further to a discussion of the *reasons* for poor or good goal fulfilment. There is rarely any information on the results of certain strategies or channels for poverty reduction.

Table 5 – New baseline What information is provided by the results analysis? (Several alternatives possible)	Freq. 1999	%
Presentation of results regarding poverty reduction		
a) At country or sector level	6	60%
b) At project or programme level	6	60%
c) In relation to the four levels of the Action Programme (explicitly)	0	0%
d) Other	0	0%
Analysis of results regarding poverty reduction		
a) Factors explaining good or poor results	4	40%
b) Results by the use of particular channels	2	20%
c) Results by the use of particular strategies	1	10%
<i>Total population</i>	<i>10</i>	

In relation to the dimensions of poverty discussed, economic capability and human and social capability are discussed in six out of ten reports, and opportunity and security only in three reports. In three of the documents poverty is mentioned explicitly but in such general terms that it is impossible to determine what dimensions of poverty are referred to.

Table 6 – New baseline What dimensions of poverty are discussed in results analyses? (Several alternatives possible)	Freq. 1999	%
Security	3	30%
Economic capability	6	60%
Human and social capability	6	60%
Opportunity	3	30%
<i>Total population</i>	<i>10</i>	

2.1.3 Country strategies

The country strategy is both analytical and policy-oriented, identifying problems and prospects for the country's development, as well as suggesting suitable areas for Swedish development cooperation.

The review shows a slight improvement in how poverty is addressed. However, reference to poverty is primarily found in the background chapters while little is said about poverty in the actual strategies.

Table 7 – Follow-up and new baseline How well does the country strategy analyse issues related to poverty reduction?	Freq. 1999	%	Freq. 1997	%
1 = Not explicitly mentioned	0	0%	0	0%
2 = Briefly touched upon (e.g. possible side-effects)	1	10%	3	30%
3 = Some discussion (e.g. indirect effects)	6	60%	5	50%
4 = A more elaborate discussion	3	30%	2	20%
5 = Extensive discussion	0	0%	0	0%
<i>Average</i>	3,2		2,9	
<i>Total population</i>	10		11	

All of the country strategy documents discuss and suggest areas or projects suitable for Swedish support which explicitly address the issue of poverty, compared to 80% in 1997.

Table 8 – Follow-up “Does the country strategy discuss and suggest areas or projects suitable for Swedish aid which explicitly address the issue of poverty?”	Freq. 1999	%	Freq. 1997	%
Yes	10	100%	8	80%
No	0	0 %	2	20%
<i>Average</i>				
<i>Total population</i>	10		10	

The new baseline also tries to determine the information provided by the country strategies more specifically. Apart from suggesting particular areas of intervention for poverty reduction, seven out of ten can be said to indicate general strategies for poverty reduction. However, the linkages between the overall poverty reduction objective and the various interventions are not always made explicit, and usually little is said about the mechanisms which are assumed to lead to poverty reduction. There is rarely a discussion of alternative projects or programmes, the *strategic options*, and why one project has been chosen instead of another. Furthermore, there is usually limited information on how Swedish support relates to national poverty reduction strategies or the strategies of other donors.

In two cases there are more or less explicit references to the four impact levels of the Action Programme. In the report for Kenya references are made to direct and indirect levels of interventions. In the case of Namibia all interventions are classified according to the four levels of the Action Programme. This makes the presentation clear and easy to follow. However, as *all* interventions are labelled as poverty reducing it is difficult to talk about any particular poverty focus or to discuss poverty reduction results versus other possible results.

Table 9 – New baseline What information is provided in the country strategy document? (Several alternatives possible)	Freq. 1999	%
General strategies for poverty reduction	7	70%
Particular areas of intervention for poverty reduction	10	100%
Guidance at sector policy level regarding poverty	6	60%
Suitable channels for poverty reduction	0	0%
Explicit reference to the four action programme levels	2	20%
<i>Total population</i>	10	

All strategies are motivated by a concern for poverty but only to some extent in about half of them. There is rarely a poverty focus and, as noted above, the strategies could well be motivated, in general terms, by the overall objective of poverty reduction without accounting for the actual linkages between the objectives and the proposed sectors and/or the interventions. It is as if the relevance and impact on poverty reduction is simply taken for granted.

Nor are the means and ends always obvious. The strategy for South America states that “political and economic progress is threatened by widespread poverty and extreme inequalities”. The country strategy for South Africa talks about “strengthening democratic development (...) through direct support to poverty reducing measures and long term support to civil service reform and policy development”. It appears here as if poverty reduction is a means of strengthening democracy and not the other way around.

There is also a tendency to overload strategies with priorities. The regional strategy for South America states that priority shall be given to “poverty reduction, environment and sustainable development, democracy, gender equality and human rights.” The priorities are so many and so broad that the strategy can hardly be said to express any priorities at all.

Table 10 – New baseline To what extent is the strategy motivated by a concern for poverty?	Freq. 1999	%
Not at all or marginally	0	0%
To some extent	6	60%
To a high extent	4	40%
<i>Total population</i>	10	

The strategies use the information provided by the country analyses to a varying degree. For example, in the case of South Africa it is surprising that the country strategy makes so little mention of poverty reduction when the country analysis discusses the deep and widespread poverty in the country.

Table 11 – New baseline To what extent is the strategy based on the poverty discussion of the country analysis?	Freq. 1999	%
Not at all or marginally	0	0%
To some extent	8	80%
To a high extent	2	20%
No real discussion	0	0%
<i>Total population</i>	<i>10</i>	

When the results analyses have included information on poverty results this information has generally been used, at least to some extent. However, in three of the results analyses there was no real poverty discussion and therefore nothing to base the strategy on.

Table 12 – New baseline To what extent is the strategy based on the poverty discussion in the results analyses?	Freq. 1999	%
Not at all or marginally	1	10%
To some extent	4	40%
To a high extent	2	20%
No real discussion in results analyses	3	30%
<i>Total population</i>	<i>10</i>	

Regarding the dimensions of poverty discussed, the country strategy reports show a similar pattern to the country analyses and the results analyses with economic capability and human and social capability as the most salient. Yet, the dimension of opportunity scores fairly high which could possibly indicate that this dimension is taken more into consideration in future priorities.

Table 13 – New baseline What dimensions of poverty are discussed? (Several alternatives possible)	Freq. 1999	%
Security	2	20%
Economic capability	9	90%
Human and social capability	8	80%
Opportunity	7	70%
<i>Total population</i>	<i>10</i>	

One reflection from the review is that the “wider” definition of poverty seems to differ from the normal use of the term in the documents. The South African poverty study talked about “the poverty rate of people with no education” and also looked at the correlation between poverty and unemployment. However, with the wider definition, unemployment and lack of education are part of poverty. If the absence of democracy and human rights is poverty, all of Sida’s democracy and human rights support could in fact be labelled as poverty reduction. The entire system of classifying interventions would have to be changed with the wider definition of poverty.

2.2 Assessment memoranda

No analysis of assessment memoranda was made in 1997. A total of 14 memoranda have now been reviewed to assess how poverty is treated in relation to four areas: the stakeholder and target group discussion, the problem analysis, the discussion of objectives and expected impact, and the risk analysis.

In most cases there is little reference to poverty in the stakeholder and target group discussions, sometimes none at all. When the poor are identified, it is often done in very general terms and few assessment memoranda describe how the poor will participate in the project. One exception is the support for social development programme in Bolivia. Here the document identifies, among other things, indigenous populations and girls as particularly vulnerable groups and briefly discusses the problems they are facing. This is the only assessment memorandum reviewed with an explicit poverty focus.

Table 14 – New baseline How is poverty addressed in the stakeholder and target group discussion?	Freq. 1999	%
1. Not mentioned	4	29%
2. Very brief discussion	5	36%
3. Some discussion	4	29%
4. A more elaborate discussion	1	7%
5. Extensive discussion	0	0%
<i>Average</i>	2,1	
<i>Total population</i>	14	

There is usually some mention, or at least a brief mention, of poverty in connection with the problem analysis. However, there is rarely more exhaustive discussion. Instead the documents tend to focus on technical problems and/or sector related issues.

Table 15 – New baseline How is poverty addressed in the problem analysis?	Freq. 1999	%
1. Not mentioned	2	14%
2. Very brief discussion	4	29%
3. Some discussion	7	50%
4. A more elaborate discussion	1	7%
5. Extensive discussion	0	0%
<i>Average</i>	2,5	
<i>Total population</i>	14	

When poverty is addressed, it is usually discussed in relation to objectives and the expected impact of the projects. Eight out of fourteen documents have some discussion or a more exhaustive discussion. However, three of the documents provide no information at all on how the projects are assumed to reduce poverty.

Table 16 – New baseline How is poverty addressed in relation to objectives and expected impact?	Freq. 1999	%
1. Not mentioned	3	21%
2. Very brief discussion	3	21%
3. Some discussion	7	50%
4. A more elaborate discussion	1	7%
5. Extensive discussion	0	0%
<i>Average</i>	2,4	
<i>Total population</i>	14	

One assessment memorandum (International Family Planning Federation IPPF) discussed the problem of whether poor target groups would be reached or not due to the conflict between reaching the poorest and achieving economic self-sufficiency. One memorandum (Electrification in Sri Lanka) discussed the possibility that credits for electricity services might become a poverty trap. Apart from these two cases there is no mention of poverty in the risk analyses, either of possible negative effects on poverty from the intervention or of poverty as possible constraint to project implementation.

Table 17 – New baseline How is poverty addressed in the risk analyses?	Freq. 1999	%
1. Not mentioned	12	86%
2. Very brief discussion	2	14%
3. Some discussion	0	0%
4. A more elaborate discussion	0	0%
5. Extensive discussion	0	0%
<i>Average</i>	1,1	
<i>Total population</i>	14	

Even though most documents do little to address poverty, most of the projects could be categorised as a having direct or inclusive impact on poverty.

Table 18 – New baseline Impact level of the proposed intervention? (Several alternatives possible)	Freq. 1999	%
Direct impact	4	29%
Inclusive impact	8	57%
Policy and institutions	6	43%
Other indirect impact	3	21%
<i>Total population</i>	14	

Nine assessment memoranda discuss human and social capability and five economic capability. Again, few of the documents enter into the issues of security and opportunity.

Table 19 – New baseline What dimensions of poverty are discussed? (Several alternatives possible)	Freq. 1999	%
Security	3	21%
Economic capability	5	36%
Human and social capability	9	64%
Opportunity	3	21%
<i>Total population</i>	14	

As with the other documents, “poverty” is also mentioned in a general and undefined form.

2.3 Evaluations

The questions in the 1997 review and the new baseline deal with both the evaluation reports and the ToR and, to a certain extent, even the objectives of the evaluations as such.

2.3.1 The evaluation objects

The 1997 review noted that poverty rarely was considered a major objective of the project/activity evaluated. Even though a slight improvement can be seen, this is still basically true.

Table 20 – Follow-up "Is poverty reduction explicitly seen as a major objective of the project/activity being evaluated?"	Freq. 1999	%	Freq. 1997	%
In the ToR:				
Yes	4	13%	2	5%
No	26	87%	36	95%
In the evaluation report:				
Yes	9	30%	3	8%
No	21	67%	35	92%
<i>Total population</i>	30		38	

In the new baseline we distinguish between whether poverty is seen as an *explicit* or *implicit objective*. If, for example, a project aims at achieving universal education, this implies that persons currently lacking access to education (poverty) will get it (poverty reduction).

Table 21 – New baseline Is poverty reduction, according to the evaluation/ToR, an objective of the project?	Freq. 1999	%
Yes, explicitly	9	30%
Yes, implicitly	5	17%
No	16	53%
<i>Total population</i>	30	

In the new baseline, we have also tentatively classified the evaluation objects according to the four impact levels of the action programme. The majority of the projects or programmes evaluated appear to have an impact on poverty primarily through policies, institutions and other indirect effects. In some cases several impact levels are applicable, for example support to an institution at

the same time as poor people will benefit from the project. In five cases there is insufficient information to determine the impact level.

Table 22 – New baseline To what level/s of the Action Programme does the project evaluated correspond? (Several alternatives possible)	Freq. 1999	%
Direct impact	1	3%
Inclusive impact	10	33%
Policies and institutions	13	43%
Indirect effects	11	37%
No information	5	17%
<i>Total population</i>	30	

2.3.2 Terms of Reference

Concerning the importance of poverty reduction in the ToR, there appears to have been some improvement, but from a very low level. Less than a third of the ToR mention poverty.

Table 23 – Follow-up and new baseline "Importance of poverty reduction in ToR"	Freq. 1999	%	Freq. 1997	%
1 = Not explicitly mentioned	21	70%	32	84%
2 = Briefly touched upon (e.g. possible side-effects)	7	23%	4	11%
3 = Some discussion (e.g. indirect effects)	2	7%	1	3%
4 = A more elaborate discussion	0	0%	1	3%
5 = Special focus	0	0%	0	0%
<i>Average</i>	1,4		1,2	
<i>Total population</i>	30		38	

When poverty is mentioned in ToR, it is usually in relation to poverty objectives, either of the project or the overall Swedish poverty reduction objective.

Table 24 – New baseline What is said on poverty in the ToR? (several alternatives possible)	Freq. 1999	%
Reference is made to poor populations	3	10%
Reference is made to the local poverty context	3	10%
Reference is made to poverty reduction objectives of the project	6	20%
Reference is made to the overall Swedish poverty reduction objective	4	13%
<i>Total population</i>	30	

To the extent ToR give any indication at all of what to analyse in respect of poverty, it is primarily impact on poverty. However, this is only done only implicitly, by mentioning the poverty reduction objective and asking the evaluator to assess fulfilment of the objective.

Table 25 – New baseline What are the issues to be analysed according to ToR? (Several alternatives possible)	Freq. 1999	%
Relevance for poverty reduction	2	7%
Impact on poverty	6	20%
Targeting of the poor	2	7%
Other, specified by the ToR	1	3%
Not specified	1	3%
<i>Total population</i>	30	

Even though ToR may mention poverty, none of those analysed gives any real guidance to the evaluator on what aspects to focus on. For example the ToR for the evaluation of cooperation between Sida and the Department of Social Anthropology of Stockholm University (99/8), stated that a “poverty perspective” should be an “integral part” of the study.²¹ What does this mean in the evaluation of cooperation with a Swedish university institution? Possibly it referred to how poverty had been reflected in the assignment, but this is in no way obvious.

2.3.3 Evaluation reports

There is a slight improvement in relation to the treatment of poverty reduction in the evaluation reports since 1997. The average has increased to 2.2 compared to 1.5 in 1997, and poverty is explicitly mentioned in 70% of the evaluations as compared to 32% in 1997. However, the figures show that poverty is usually still only briefly touched upon. It is rare to see any real discussion. This could possibly indicate an increased awareness of the need to address poverty issues but a lack of ambition or capability to actually do it.

Table 26 – Follow-up "Treatment of poverty reduction in evaluation report"	Freq. 1999	%	Freq. 1997	%
1 = Not explicitly mentioned	9	30%	26	68%
2 = Briefly touched upon (e.g. possible side effects)	11	37%	8	21%
3 = Some discussion (e.g. indirect effects)	6	20%	2	5%
4 = A more elaborate discussion	4	13%	2	5%
5 = Thorough and satisfactory analysis	0	0%	0	0%
<i>Average</i>	2,2		1,5	
<i>Total population</i>	30		38	

In the new baseline, the scores are somewhat higher. This is due to the wider definition now used of the concept of poverty. For example the wider definition also includes reference to “opportunity” (access to human and civil rights etc.) Justice in Nicaragua (99/9) and Human Rights in El Salvador (99/16) receive higher scores.

²¹ There sometimes seems to be a tendency to treat poverty as a “cross-cutting issue” rather than as an overall objective.

Table 27 – New baseline Treatment of poverty reduction in the evaluation report	Freq. 1999	%
1 = Not explicitly mentioned	8	27%
2 = Briefly touched upon	10	33%
3 = Some discussion	6	20%
4 = A more elaborate discussion	6	20%
5 = Extensive discussion	0	0%
<i>Average</i>	2,3	
<i>Total population</i>	30	

The proportion of reports which discuss the direct or indirect effects of poverty is quite similar to the 1997 study.

Table 28 – Follow-up "Are the effects discussed for poverty reduction direct, indirect, or both?"	Freq. 1999	%	Freq. 1997	%
Analysis of direct effects	3	10%	2	5%
Analysis of indirect effects	7	23%	8	21%
No real discussion	21	70%	29	76%
<i>Total population</i>	30		38	

For example the overall objective of Bai Bang was to raise the standards of living of the Vietnamese people through an improved supply of paper. The evaluation (99/3) provides an excellent analysis of how the living standards of people living close to the paper mill have changed through employment opportunities, increased pollution etc., i.e. the direct effects on poverty. However, hardly anything is said on the indirect effects and the main objective of the project: improved living standards of the Vietnamese people through an improved supply of paper.

Concerning the identification of poor, disadvantaged/vulnerable groups, an improvement can be seen. Such groups are identified in 37% of the evaluations as compared to only 8% in 1997. However, these groups are mostly identified in very general terms and a systematic account is rarely given of different poor or vulnerable groups.

Table 29 – Follow-up "Identification of poor, disadvantaged/vulnerable groups?"	Freq. 1999	%	Freq. 1997	%
(In ToR and evaluation report)				
Yes	11	37%	3	8%
No	19	63%	35	92%
<i>Total population</i>	30		38	

Analyses of national trends in poverty are about as rare as in 1997.

Table 30 – Follow-up "Analysis of national trends in poverty?"	Freq. 1999	%	Freq. 1997	%
Yes	5	17%	5	13%
No	25	83%	33	87%
<i>Total population</i>	30		38	

The new baseline goes further and looks at what is actually discussed in the reports. The most common issue is the relevance of the project or the activity to the local poverty context.

Table 31 – New baseline Issues discussed in the report (Several alternatives possible)	Freq. 1999	%
Relevance		
a) to the Swedish poverty reduction objective	8	27%
b) to the local poverty context	14	47%
Fulfilment of objectives		
a) existence of poverty reduction objectives	11	37%
b) direct effects (in relation to objectives)	5	17%
c) indirect effects (in relation to objectives)	5	17%
Side-effects on poverty (positive or negative)	1	3%
Targeting of the poor		
a) benefits to the poor	5	17%
b) participation of the poor in planning and implementation	2	7%
<i>Total population</i>	30	

Again, the reader should be reminded that any information on the above issues has qualified for a mark in the table. The fact that something has been said about the project's relevance to the local poverty context in no way means that there has been an actual analysis of the matter.

Even though poverty is mentioned, far from all evaluations go on to draw conclusions and formulate recommendations regarding poverty.

Table 32 – New baseline How far does the analysis go? (Several alternatives possible)	Freq. 1999	%
Facts or statistics presented on poverty	15	50%
Conclusions drawn on poverty	9	30%
Recommendations provided on poverty	9	30%
<i>Total population</i>	30	

When there is an analysis of poverty, it is always "mainstreamed" in the sense that it is somehow integrated into the main text of the report. It does not mean that the analysis of poverty is in the "mainstream" of the ideas of the reports.

Table 33 – Follow-up "Analysis of poverty "mainstreamed" or in "appendix form"	Freq. 1999	%	Freq. 1997	%
Mainstreamed	15	50%	5	13%
Appendix status	0	0%	2	5%
No real analysis	15	50%	31	82%
<i>Total population</i>	30		38	

The 1997 study included a comparison between i) “poverty relevance”, i.e. the importance of addressing poverty according to the authors’ own opinion ii) the attention given to poverty in the ToR and iii) the attention given to poverty in evaluation reports. The results of this study and the 1997 review are rather similar. The emphasis on poverty is considerably lower in both evaluation reports and ToR than our own assessment of what it should be. However, evaluation reports generally pay more attention to poverty and poverty reduction than the ToR.

Table 34 – Follow-up Comparison between poverty relevance, emphasis in ToR and emphasis in evaluation reports.	Freq. 1999	%	Freq. 1997	%
Our own assessment of relevance				
1. Low relevance	8	27%	13	34%
2. Medium relevance	13	43%	15	39%
3. High relevance	9	30%	10	26%
<i>Average 1999</i>	2,0		1,9	
Emphasis in ToR				
1. Low	26	87%	34	89%
2. Medium	4	13%	3	8%
3. High	0	0%	1	3%
<i>Average 1999</i>	1,1		1,1	
<i>Average 1997</i>				
Emphasis in evaluation reports				
1. Low	22	73%	32	84%
2. Medium	5	17%	5	13%
3. High	3	10%	1	3%
<i>Average</i>	1,4		1,2	
<i>Total population</i>	30		38	

Using the same criteria as in 1997²² eight reports were classified as having low relevance, thirteen as having medium relevance and nine as having high relevance. In the study of 1997 the authors ask whether the relatively large proportion of “low relevance” reports in the sample is accidental. How-

²² In brief, the authors argued that it was not meaningful to try to assess poverty reduction when impact is indirect and virtually impossible to determine. In doing so, they pointed at the important fact that all evaluations cannot be judged in the same way. However, we have found it difficult to comment on the relevance of addressing poverty without having access to more information on the evaluation objects. Furthermore, it is not only a question of *whether or not* poverty is addressed but of *how to* address poverty.

ever, the results of the 1999 study show that the tendency persists and a glance at the number of evaluation objects with potential direct effects on poverty appears to be just as low this time.

The ToR and many evaluation reports have paid surprisingly little attention to poverty issues when we have classified the relevance of doing so as “medium” or “high”. One example that can be mentioned is the evaluation of the Nordic Support to the Southern Africa Transport Communications Commission. Poverty alleviation is mentioned as one of the major objectives of the Community under which SATCC is a Sector Commission and it could therefore be assumed relevant to address poverty. However, there is no further mention of poverty in the ToR or the evaluation report.

The low emphasis on poverty in ToR strengthens the hypothesis of the 1997 study that a principal reason why poverty aspects are poorly addressed is that the ToR have not required the consultants to look into the issue. There are, however, cases where the consultants have done so anyway as for example in the case of the African Energy Policy Research Network (99/5) where the evaluators highlight issues concerning end-users of energy and availability to low-income populations. One of the reports with the highest emphasis on poverty reduction was the evaluation Working with Nutrition (99/10). Here it could be noted that one of the team members had a previous interest in poverty issues which resulted in a report focusing on Swedish Aid for Poverty Reduction. A second example of a report with a high emphasis on poverty is the evaluation of Swedish programme aid (99/17) which is clearly guided by a constant reference to the Swedish overall goal of poverty reduction. There was no explicit reference to poverty in the ToR. However, there was a reference to the objectives of Swedish development co-operation and thus an implicit reference to poverty reduction.

One type of evaluation which does not usually address poverty are process evaluations, such as the evaluation A Leap of Faith (99/4) which analyses the decision-making processes of the Bai Bang project, or the evaluation of how Swedish support to Bosnia-Herzegovina had been managed (99/24). It would of course be beyond the scope of these evaluations to discuss the impact on poverty. However, they could still have analysed how the overall objective of poverty reduction had been considered in the management of Swedish support.

Regarding the dimensions of poverty there is again some emphasis on economic capability and human and social capability.

Table 35 – New baseline	Freq.	%
Dimensions of poverty discussed (Several alternatives possible)	1999	
Security	3	10%
Economic capability	10	33%
Human and social capability	12	40%
Opportunity	5	17%
<i>Total population</i>	30	

However, when the various dimensions of poverty are discussed, it is not always done *in terms of* poverty. For example, opportunities are usually discussed as a human right, not as a poverty issue. When the evaluation on Justice in Nicaragua talks about poverty, it clearly refers to the rural population’s economic and social standards, not to their access to justice. To say that “poor people have less access to justice” is contradictory if the lack of access to justice in itself is part of poverty. This illustrates the difficulties of having too broad a definition of poverty.

3 Assessment of Documents

In the previous chapter, we analysed and described the various documents. However, a brief or an extensive discussion of poverty in a particular document is of course not good or bad *per se*. In this chapter we *assess* the documents against various criteria.

3.1 Change since 1997

How good are the documents compared to three years ago? The 1997 study concluded that “by and large, scant attention is paid to poverty (...) issues in country report documents and evaluations analysed”. With the exception of country analyses this statement is still largely valid.

However, the review shows a tendency of increased attention being given to poverty and the country analyses appear to have been improved considerably. One possible explanation why country analyses have improved more than the other documents may be because they deal with *poverty* as such while the results analyses and country strategies deal with poverty *reduction*, which is far more difficult to capture. It ought to be within relatively easy reach to make a better description of the poverty situation of a country. However, a better description of poverty reduction results requires improved monitoring and evaluation which takes time to achieve. Furthermore, while the country analyses are purely *descriptive*, the country strategies also have an important *political* dimension.

In respect of how good the documents are relative to each other, the review comes to similar conclusions as that of 1997. The country analyses are found to be fairly good while the results analyses and the country strategies are weaker. There is even less attention given to poverty in evaluation reports and in particular their ToR.

The reader is again reminded that the two reviews are not fully comparable. It is possible that the positive results are partly due to more generous assessments. However, the improvement in the country analyses can be regarded as definite.

Conclusion: Attention to poverty is still limited in most documents. However, there are signs of improvement and the country analyses are considerably better than when the last study was carried out.

3.2 Policy requirements

Do the documents comply with the standards set by Sida policies?

According to the Action Programme “*The country strategy contains conclusions on the direct and indirect measures which shall be taken to combat poverty both in general terms and in the various sectors. The country strategy is the instrument in which the focus of aid programmes designed to combat poverty is expressed in concrete terms for each country.*”²³ The Action Programme notes that “*The country strategy is the most important instrument in Sida’s work for drawing attention to poverty issues in practical terms. All country strategies shall contain an analysis of*

²³ The Action Programme p. 10.

the country's poverty problems and how they shall be remedied, including a plan for the division of responsibilities and the channels to be followed".²⁴

Even though all of the country strategies address poverty, the Action Programme seems to indicate a considerably higher level of ambition than that seen in the documents. Even though the background chapter usually discusses poverty and areas contributing to poverty reduction are listed, the *linkages* between these areas and the poverty reduction objective were often found to be missing. There is scope for discussions of a more *strategic* nature, for example the position Sida should take in respect of the poverty reduction strategies of governments and other donors.

The action programme stresses the importance of involving the poor themselves in poverty reduction efforts. It appears as if participation of the poor in the preparation of the documents has been very limited. Only one country analysis provides information on how the poor perceive their poverty.

As for the *assessment memoranda*, the Action Programme states that every project proposal "*must clearly explain how the activities proposed are designed to reduce poverty. (...) Their impact on poverty is the main criterion in the assessment of their (Sida's activities) justification.*"²⁵ As the assessment memoranda concern projects over 50 MSEK, poverty could be expected to be particularly well addressed. However, as noted in the previous chapter, the documents varied considerably in this respect. Most of the assessment memoranda made some reference to poverty but they do not seem to have been written primarily to permit an assessment against the poverty reduction criteria.

The Action Programme states that the effects on poverty should always be "taken into consideration" and refers to Sida's *evaluation* policy. However, only in the new evaluation policy, adopted in the autumn of 1999, is it stated that "*Sida's departments are required to regularly review development activities in relation to the action programmes in the following areas: Poverty reduction (etc.).*" This is far from saying that all evaluation should assess or even consider effects on poverty. Sida's evaluation manual, which is currently being revised, hardly mentions poverty or poverty reduction. The Guidelines could give an evaluator, or an official commissioning an evaluation, some useful hints but they are not primarily written for evaluation purposes.

Apart from their being somewhat vague, some have argued²⁶ that Sida policies are not always realistic. While improving the way in which poverty is addressed, it may also be necessary to adjust ambitions to what is feasible (see discussion below).

A note can also be made of how poverty reduction is addressed in comparison with the three other action programmes, democracy and human rights, gender equality and environment? The studies made on how gender equality and environment are treated in Sida documents have come to similar conclusions as those of this study. There has been no similar follow-up of how democracy and human rights are treated but a general impression from the documents we have read is that this area is treated in a similar way as poverty. What can be seen is thus not discrimination against any overall objective but a general tendency to focus on output and immediate effects rather than the overall objectives of development cooperation.

Conclusion: Generally speaking, the documents do not correspond to the ambitions expressed in the Action Programme. However, there is also a vagueness in the Action Programme and other Sida

²⁴ The Action Programme pp. 26–27

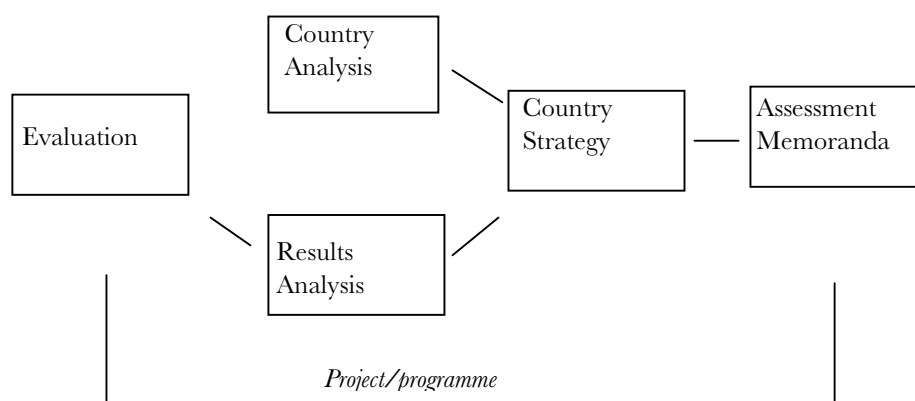
²⁵ The Action Programme, p.7.

²⁶ A comment made after presentation of the draft report.

policy documents as regards how and to what extent poverty should be addressed. While there is a need to improve poverty discussions, there may also be a need to review what is stated in policies.

3.3 Utility

How useful are the documents in relation to Sida's information needs? And how do the different documents support each other? The illustration below shows some of the presumed linkages between the different documents.



As noted above, the *country analyses* generally provide a substantial amount of useful information on poverty for the preparation of the country strategies. The same cannot be said of the *results analyses*. Focus is often on output and immediate effects, not on the achievement of overall objectives such as poverty reduction. There is even less analysis of *why* the overall poverty reduction objective has or has not been met.²⁷ Hence, the link between poverty reduction results and strategy appears to be weak.

The country strategy itself, which should concretise the poverty reduction objective at a national level, may be seen both as a document and as a process. The country strategy *documents* usually single out sectors or areas of interventions for poverty reduction efforts. However, they give limited guidance at sector level or in relation to channels. The *process* leading up to the document has not been studied. In the best of cases, it has provided an opportunity for critical reflection and available information on poverty has been used to formulate a poverty-oriented strategy. However, in some cases the strategies, pointing at direct or indirect impact on poverty reduction from current activities, rather seem to be used to justify what Sida is already doing.

The *assessment memoranda* should serve to provide the Director General with adequate information to take a stand on the financing or non-financing of a project. How much and what information on poverty is required for this? Most documents contain some discussion on poverty. However, if poverty reduction is really the main criterion for assessing a proposal, the documents would have to consider poverty more systematically and provide information which makes it possible to discuss whether the proposed project is more or less effective in reducing poverty than alternative interventions.

²⁷ It must also be recalled that the country strategy is not mechanically based only on the country and results analyses. There is, for example, an important political dimension as well as an interest in making maximum use of investments already made.

Evaluations, according to Sida, serve two broad purposes: *learning* and *accountability*.²⁸ While learning is about gaining experience in order to improve future development cooperation, accountability is about control and documentation of results. As poverty reduction is an overall objective of Swedish development cooperation, Sida needs to learn about poverty reduction and ensure that the objective is fulfilled.

How much can actually be learned about poverty reduction from the evaluations? A few of the evaluations, for example 99/10 (Working with Nutrition) and 99/17 (Programme aid), do actually provide analyses of relevance for the poverty reduction objective but most do not. Even though they may refer to an overall poverty objective or provide some information about the poverty situation in the country, this is not sufficient to contribute to learning about poverty.

When considering the ToR, one may question to what extent there is a felt need and an actual *demand* for learning about poverty reduction.

Obviously, Sida must learn in a number of different areas. The study of Environmental Aspects in Credit Financed Projects (99/22) had a clear focus on the environment objective. Even though poverty is an overall objective and there are linkages between the environment and poverty, Sida apparently had other information needs this time. It is not always an “extensive discussion” on how a project contributes to poverty reduction that is of most use to Sida. What is more striking is that hardly *any* evaluations provide lessons in the area of poverty reduction.

It must also be recalled that requirements and demand for learning vary within different parts of Sida. One hypothesis may be that programme officers, who are usually the ones who commission evaluations, are primarily interested in gaining lessons for the further enhancement of the specific project or programme and less interested in a more long-term enhancement of knowledge about poverty. If the evaluation activities are primarily guided by immediate learning needs it is likely that issues such as poverty will be lost.

Furthermore, there are different types of evaluations – impact evaluations, process evaluations, thematic evaluations, organisational evaluations etc. – which may provide different types of lessons. For example, while Access to Justice in Rural Nicaragua (99/9) could point at the impact on the rural poor, process evaluations such as A Leap of Faith (99/4) and Sweden’s assistance to Bosnia Herzegovina (99/24) could have provided lessons on how the poverty objective is reflected in aid management.

Furthermore, the actual potential for learning varies from one evaluation to another. Learning is largely about obtaining a deeper understanding of the phenomenon of poverty and its mechanisms and contexts, about pointing at causal linkages and identifying factors contributing to poverty reduction. The possibilities to do this vary from evaluation to evaluation (see below). Learning is also about finding explanations for success and failures. However, it is only possible to talk about success or failure if there has been a *conscious effort* to reduce poverty. Hence, there is a linkage between the potential for learning and the extent to which there have been poverty reduction objectives.

To what extent do the evaluations contribute to improved *accountability* in relation to poverty reduction and more specifically, to what extent do they contribute to ensuring that the Action Programme is adhered to and that poverty reduction objectives are fulfilled? As mentioned above, hardly any evaluation provides information on the impact on poverty, the existence of poverty reduction objec-

²⁸ Evaluation Policy of 1999. The previous evaluation policy also talked about “development of knowledge” which can be said to be closely related to “learning”.

tives²⁹, participation of the poor or similar information. Again, there may be brief references to poverty reduction but this is not sufficient to assure accountability in the area of poverty reduction.

Apart from learning and accountability, evaluations are a major input for the results analyses. At present their utility to furnish information on the results of poverty reduction is limited.

Sida's evaluation plan shows that most evaluations are undertaken in order to decide upon a possible continuation of a project or programme. As the main criterion for providing support should be the extent to which the intervention contributes to poverty reduction, one would expect these evaluations to have a clear poverty focus. The fact that ToR rarely mention poverty indicates that, in practice, other factors are given a greater weight in the financing decision.

The ToR were found to be particularly brief where poverty is concerned. Even though poverty was mentioned they gave little guidance as to what the consultants should analyse. Recognising that poverty is multidimensional and complex, it would be most useful for the evaluator if the dimensions of poverty to focus on, the types of effects (direct, indirect) etc were stated in the ToR. However, it is not necessarily the case that an "extensive discussion" of poverty is needed.

Conclusion: The country analyses, as well as some country strategies and assessment memoranda, do provide information which is useful to enhance the poverty reduction objective. However, evaluations rarely contribute to learning about poverty, nor to improved accountability in relation to poverty reduction. There is reason to believe that the actual demand for information on poverty is limited.

3.4 Accuracy

To what extent do the documents present reliable and accurate information on poverty and poverty reduction? We are not in a position to determine this as it would require information which is not available. Furthermore, as there is often no discussion at all, there is little ground for commenting on accuracy. Still, a few general comments can be made.

One general problem is the lack of a conceptual framework regarding poverty. Even country analyses paying relatively a great deal of attention to poverty, are often quite vague.

Another general problem, also mentioned in the 1997 report, is the tendency to make assumptions regarding poverty. Just as it is often assumed that support to women automatically means a strengthening of gender equality, documents sometimes appear to assume that any social or economic development will automatically lead to reduced poverty.

Even though poverty is "mentioned", it is rare to see a systematic analysis based on verified data from which conclusions are drawn and recommendations formulated. Different aspects of poverty may be mentioned without giving the reader the necessary context.

Conclusion: The documents could be improved in various respects: the conceptual framework for analysis of poverty, assumptions about cause and effect, depth and contextualisation.

²⁹ The very absence of project or programme objectives for the reduction of poverty actually means that there is actually little to check.

3.5 Feasibility

Policy, utility and accuracy are all criteria which express what is *desirable*. However, documents must also be assessed in respect of what is *possible*. How good are the documents in relation to what it is feasible to achieve?

As noted above, the *country analyses* are descriptive and deal with the poverty situation. There are generally plenty of statistics and a great deal of information on poverty in the countries where Sida is working. To compile and analyse such information requires some effort but is in no way impossible. The generally high quality of country analyses should be assessed with this in mind.

A results analysis requires data on (poverty reduction) results obtained through monitoring, evaluations or by other means. At present, such reporting tends to focus on output and immediate effects. This limits the possibilities to present and analyse information on poverty reduction in the results analyses. Having said that, the efforts made to address poverty appear to vary between the different results analyses studied. Some have at least attempted to relate results to higher level objectives despite the lack of hard facts.

One may assume that behind the assessment memoranda there is a considerable amount of documentation which include information on poverty. If so, it would not be difficult to improve the documents by making better use of existing information.

The current length of the document imposes a practical limitation in respect of what can be said on poverty. Country strategies or assessment memoranda are not of a format which permits an “extensive” discussion on poverty. However, the relative emphasis on poverty can still be increased.

Turning to evaluations, poverty reduction may, and should, be assessed with the aid of Sida’s regular evaluation criteria.³⁰ Irrespective of whether poverty reduction is an explicit objective of the evaluated project or not, it is always possible to comment on its *relevance* – or irrelevance – to the overall Swedish poverty reduction objective, the national poverty context or poverty reduction strategies.

The evaluator may look at the poverty reduction *impact*, both intended impact (fulfilment of objectives) and positive/negative side-effects. The practical and theoretical difficulties in connection with this may be considerable (see below) but even when evidence of poverty reduction cannot be produced, the evaluator may still discuss *probable* linkages and impact on poverty reduction.

A *cost-effectiveness* analysis requires that input and results can be quantified and be assigned a value and that specific input can actually be linked to these results. Therefore it is not possible to assess the cost-effectiveness of poverty reduction as such. What an evaluator may do is to analyse costs of the input and output of a project, which has been deemed relevant for poverty reduction.

Sustainability is perhaps even more difficult to determine as impact since it refers to the lasting impact. However, as with any other project, the sustainability of more immediate effects, for example the strengthening of an institution which in turn contributes to poverty reduction, may be assessed. Usually, it is also possible to discuss whether the *likely* impact on poverty is structural (e.g. a successful income generating project) or temporary (e.g. provision of food and shelter in a relief situation).

³⁰ The new evaluation policy states that “The contribution of Sida-supported development activities to the achievement of goals in these programmes (poverty etc.) should be assessed with reference to the evaluation criteria described under paragraph 4 above (relevance, effectiveness, impact, efficiency, sustainability)”.

Having said this, one must also point out various problems associated with evaluability. There are both practical and theoretical limitations in respect of assessments of poverty reduction.

What characterises poverty reduction is that it is an *overall* objective to be found at the top of the LFA matrix. It is usually achieved indirectly through a hierarchy of more immediate objectives. The longer the causal chain between the intervention and the objective, the greater the problem of attributing certain impact to a specific intervention.

Even though that the Bai Bang study was unusually ambitious, it was limited to an analysis of direct effects on poverty. How the Vietnamese people may have benefited from the improved supply of paper, which was the project objective, was not analysed. This would have required information, for example on how the paper had been used – schoolbooks or party propaganda? – as well as on how the revenues from Bai Bang entering the government budget are being used. Similarly, there is no doubt that electrification may be important for poverty reduction. However, to assess the poverty reduction impact from Swedish support in the areas of training and maintenance in the energy sectors in, for example, Egypt and Jordan is hardly feasible. This would require information on how energy is distributed and used as well as a theory of how this affects poverty. A better occasion for analysing whether support to the energy sector contributes to poverty reduction would appear to be in the formulation and follow-up of the country strategy.

There is often a time lag before the interventions can actually contribute to poverty reduction, particularly those on impact level three and four. The fact that most evaluations take place during or at the end of a project imposes limitations on the assessment of poverty.

Poverty reduction is rarely achieved by Sida's efforts alone, but in a combination of national and international efforts. To assess the specific poverty reduction impact of Swedish support is therefore hardly feasible. However, evaluations could probably be better at analysing how Swedish support has complemented other poverty reduction efforts.

Evaluation work, just as the formulation of ToR, requires that concepts are clearly *defined*. The lack of an established conceptual framework for the analysis of poverty is an important constraint for the production of better documents.

There are also a number of *practical* matters that determine what is feasible. How much documentation on the local poverty context is available? Have projects been designed with poverty reduction in mind so that there are objectives, indicators and information for monitoring purposes?

An evaluation has to be *designed* (methodology, time, participation etc.) differently depending on its purpose and scope. An evaluation focusing on output or the performance of the consultant requires different skills and approaches than an impact evaluation. Therefore, it may not always be the best solution to combine the two in the same exercise.

As always, a key issue is *time*. The Bai Bang evaluators spent several weeks specifically studying the immediate impact on poverty and produced a good analysis. How much time is generally needed to make a meaningful assessment of an intervention's relevance to the local poverty context (lack of incomes, health, education, democracy etc.) or its impact on poverty? Such an assessment would require special skills (e.g. in respect of social analysis) and/or a long-term study, and/or access to persons that have followed certain developments over a long period of time.

Above we have pointed out what actually can be done to address poverty reduction as well as various factors which constitute constraints where evaluations are concerned. Recognising that

evaluations differ with respect to evaluation object, purpose, resources etc., a realistic level of ambition must be determined from case to case.

Conclusion: To evaluate poverty reduction is not easy and sometimes not even feasible. There are also limitations in respect of how much can be said on poverty in the country strategy documents and assessment memoranda. However, it would appear from the review that the authors could have gone considerably further in their treatment of poverty than they have actually done.

4 Main observations and conclusions

The following are some general observations and conclusions from the study:

The linkages between Sida activities and poverty reduction need to be made explicit

The documents reviewed deal with projects and programmes that most certainly have an impact on poverty, either directly or indirectly. However, poverty reduction is seldom stated as an explicit objective and the linkages between the interventions and poverty reduction are rarely analysed. Much would be gained if the assumed and implicit linkages were made explicit in the documents.

Poverty reduction needs to be addressed in different ways

Evaluations differ with respect to purpose, scope, evaluation objects and many other features. Poverty reduction cannot be addressed in an organisational evaluation as in an impact evaluation or similarly for projects at the four different impact levels. The relevant questions and suitable approaches to answer them will vary. Even though all Sida activities should lead to poverty reduction and there is always a “poverty aspect”, there can be no uniform way of addressing poverty.

Sida must define its information needs with regard to poverty

To address poverty reduction is not an objective in itself. It should be done to provide Sida with the information necessary to achieve the poverty reduction objective. The lack of attention to poverty in the ToR indicates that the actual demand for assessments in this area is low. An improvement in documents with respect to poverty reduction has to start with a felt need for such information. In order to obtain meaningful information and avoid paying “lip service” there is a need to specify *what* information on poverty is required and how this information is to be used.

Poverty reduction needs to be treated systematically throughout the different documents

There is an inter-dependence between the treatment of poverty in country strategy papers, assessment memoranda and evaluation reports. If country strategies are vague with respect to poverty, projects and programmes cannot be properly assessed. If poverty is not addressed in evaluations this will limit what can be said on poverty in the results analysis, etc. Therefore, a more systematic treatment of poverty and poverty reduction is needed in the different documents. In particular, it is important that poverty reduction is given prominence as an explicit objective of all interventions from the start and that it is included in the LFA-matrix. If so, it is almost inevitable that it will be considered in future evaluations and results analyses.

Efforts are needed at both policy and “grassroots” level

Relevant policies and strategies can only be developed with information from the micro level. Much remains to be done to live up to the Action Programme’s ambition to involve the poor in poverty analysis and poverty reduction efforts. At the same time, activities at micro level need to be guided from a policy level. It cannot be stipulated that those responsible for projects and evaluations should “consider poverty” unless there are clear policies and strategies for how this is to be done. In addition to highlighting poverty reduction in the new evaluation manual, guidelines and training may be considered for this purpose.

There is a need to establish priorities and a focus

It is more important to analyse poverty in some evaluations than in others, for example when there is a special potential for learning and when poverty reduction has been an explicit project objective. In some evaluations, there is more to be said about poverty than in others, for example when there are verifiable linkages between an intervention and impact on poverty reduction. It would appear logical to pay extra attention to poverty in these cases, than to aim at equal treatment of poverty in all documents. There may be a need to discuss what information should be included in what documents. Possibly, it may be better to deal with overall objectives, such as poverty reduction, in connection with country strategy evaluations rather than in every single project evaluation. Thematic evaluations on poverty reduction with a country or sector scope may also be considered.

“Poverty” must be defined and specified

The absence of an established definition of “poverty” is a problem for the analysis and assessment of poverty reduction. It also limits the possibilities of assessing progress in the treatment of poverty. Either a “narrow” or a “broad” definition may be applied; there are advantages and disadvantages with both. However, an ambition to focus on poverty reduction, in parallel with a widening of the actual poverty concept, carries the risk of resulting in little more than a change of words. If a broad view of poverty is adopted, it is important to specify what is referred to in each particular case. Sida has to concretise what “poverty” refers to in particular sectors and contexts.

Appendix 1: Terms of Reference

Sida
POLICY

1999 10 18

Uppdragsbeskrivning

1. Bakgrund

I början av 1997 lancerades Sidas handlingsprogram för att bekämpa fattigdomen (bil 1). Under hösten 1998 distribuerades även preliminära tillämpningsråd (bil 2). Dessförinnan gjordes en studie av Tobisson/de Vylder om i vilken utsträckning landstrategier och utvärderingsrapporter hade behandlat biståndets mål med avseende på fattigdomsminskning (och jämställdhet mellan kvinnor och män) ”Poverty Reduction and Gender Equality: An Assessment of Sida’s Country Reports and Evaluations in 1995–1996”, Tobisson/de Vylder (bil 3). Studien som behandlade 38 utvärderingar och 11 landstrategier med underliggande analyser konstaterar att fattigdomsmålet var undermåligt och ofta ytligt behandlat i den strategiska analysen och uppföljningen. Landanalysernas och landstrategiernas behandling av fattigdomsmålet var i allmänhet något bättre i förhållande till resultatanalyser som gavs medelbetyg. Utvärderingarnas behandling av fattigdomsmålet hamnade lägst på rangskalan. Tanken var att studien skulle utgöra en baslinje utifrån vilken Sida över tiden skulle kunna mäta eventuella framsteg.

Under hösten 1988 initierade POLICY en annan typ av uppföljning för jämställdhetsmålet i samband med ett arbete som skedde inom ramen för DAC. Boman och Peck genomförde denna studie som fokuserade på utvärderingar.

Det har nu beslutats att göra en uppföljning på Tobisson/de Vylders baslinjestudie för perioden 1998–1999 när det gäller fattigdomsaspekterna. Det är då viktigt att utgå ifrån samma bedömningskriterier som användes vid denna studie. Samtidigt innebär skrivningarna i HP (och tillämpningsråden) att tydligare kriterier kan sättas upp för att bedöma hur Sida har behandlat fattigdomsproblematiken. Det är därför angeläget att också göra en ny baslinjestudie på grundval av de principer, arbetssätt och metoder som anges HP. Denna nya baslinjestudie bör även beakta hur LFA-metodiken har använts för att ta fram t ex problemanalyser och målgruppsanalyser för fattigdomsbekämpning (LFA – råd och ansvisningar, bilaga 4).

Under 1999 har Sida etablerat ett Fattigdomsprojekt som har till syfte att öka Sidas kunskap om, engagemang för och samsyn kring fattigdomsmålet i utvecklingssamarbetet. Fattigdomsprojektets mål bl a är att förbättra tillämpningen av Sidas handlingsprogram för fattigdomsbekämpning. För att mäta resultaten över tiden behöver Sida således en ny baslinjestudie. Det nu aktuella uppdraget blir därför också ett väsentligt bidrag till och skall redovisas inom ramen för fattigdomsprojektet.

2. Uppdragets syfte

Uppdragets syfte är att:

Utifrån de Vylder/Tobissons baslinjestudie bedöma och redovisa hur fattigdomsbekämpning inom Sidas verksamhet har diskuterats, analyserats och redovisats i landstrategidokument och utvärde-

ringar under perioden januari 1998 – september 1999 i jämförelse med baslinjestudiens bedömningar för perioden 1995–1996.

Med utgångspunkt ifrån Regeringens skrivelse ”De fattigas rätt – vårt gemensamma ansvar” (bilaga 5), Sidas handlingsprogram för fattigdomsbekämpning (1997), Tillämpningsråden (1998) och Råd och anvisningar för LFA (mars 1996) framlägga förslag till nya bedömningskriterier för hur Sida bäst följer upp och mäter förändringar i kvalitet i Sidas analyser, bedömningar och utvärderingar när det gäller fattigdomsbekämpning.

Utifrån den nya metodologin (2 ovan) göra en ny baslinjestudie på samma dokument (plus ett urval bedömnings-PM) under samma period (1 ovan).

3. Uppdraget

3.1 Delkomponenter

Uppdraget omfattar följande delkomponenter:

Uppföljningsstudie

För att kunna mäta utvecklingen sedan Tobisson/de Vylders baslinjestudie på ett rättvisande sätt, krävs att uppföljningen använder sig av samma bedömningskriterier och samma typ av dokumentation (landstrategier med tillhörande analyser samt utvärderingar) som vid detta studietillfälle. Kontakter med Eva Tobisson och Stefan de Vylder bör tas för att få bedömningskriterierna kartlagda mer i detalj. Uppföljningsstudien skall baseras på en bedömning av dokumentation producerad under perioden januari 1998 – september 1999.

Ny baslinjestudie

För att få till stånd en ny baslinje med mer relevanta kriterier som baseras på de styrdokument som Sidas har tagit fram (främst Handlingsprogram, Tillämpningsråd och LFA-avvisningar), samt regeringens ståndpunkter som redovisas i De fattigas rätt – vårt gemensamma ansvar”, får konsulten också i uppdrag att parallellt med uppföljningsarbetet göra en bredare och fördjupad baslinjestudie. Den underliggande dokumentation som skall studeras skall utöver landstrategidokument och utvärderingar ovan även inkludera ett urval bedömningspromemorior (se vidare nedan) som har framställts under perioden januari 1998 – september 1999.

Metodologi:

Detta deluppdrag inkluderar en inledande fas av det nya baslinjearbetet då metodologi (indikatorer och bedömningsgrunder) för den nya baslinjestudien skall utvecklas av konsulten och fastställas av POLICY. Förslag till kriterier/bedömningsgrunder skall utgå ifrån de styrande avsnitten i Handlingsprogrammet för fattigdomsbekämpning, Tillämpningsråden till detta program samt Råd och anvisningar för LFA .

Slutsatser/rekommendationer

Den nya baslinjestudien skall även innehålla en analys av resultaten från de båda genomgångarna (uppföljning samt baslinje) och lämna rekommendationer till möjliga förbättringar/förtydliganden av styrdokumentet och/eller tillämpningsråden i syfte att höja kvaliteten när det gäller fattigdomsarbetet i Sidas verksamhet, framför allt i förhållande till regeringens skrivelse ”De fattigas rätt – vårt gemensamma ansvar” som utkom efter antagandet av Sidas handlingsprogram.

3.2 Vilka dokument skall granskas?

Uppföljningsstudien

- Landanalyser (10 st, se bil 6)
- Resultatanalyser (10 st, se bil 6)
- Landstrategier (10 st, se bil 6)
- Utvärderingar inkl uppdragsbeskrivningar (25)

Den nya baslinjestudien

- Fattigdomsanalyser (egenproducerade och/eller integrerade i landanalysen, (som ovan)
- Resultatanalyser (som ovan)
- Landstrategier (som ovan)
- Utvärderingar inkl uppdragsbeskrivningar (som ovan)
- Bedömningspromemorior som behandlats i Projektkommittén (10 st)

Sammanlagt: 65 dokument

3.3 Vad skall styra granskningen?

Uppföljningsstudien skall genomföra en granskning på basis av Tobisson's/de Vylders baslinjestudie, se bilaga 3. Samma frågor skall ställas.

Den nya baslinjestudien skall granska hur fattigdomsbekämpningsperspektivet har behandlats i dokumentet mot bakgrund av vad som uttryckligen sägs i Handlingsprogrammet (från och med 1999 kan även tillämpningsråden utgöra en bas för bedömning). Hur fattigdomsfrågorna behandlas skall även bedömas utifrån de viktigaste LFA komponenterna, d v s i förhållande till omvärlds och intressentanalys, problem- och målanalys, samt i relation till riskanalys och aktiviteter.

Konsulten bör vara särskilt medveten om de olika krav på analys och uppföljning som ställs i Handlingsprogrammet i förhållande till landstrategiarbetet och till de fyra olika insatsnivåer som nämns i programmet. Som exempel kan nämnas *Insatser där de fattiga är inbegripna* som kräver att analysen av insatsernas förväntade effekter på fattiga kvinnor och män ingår i Sidas underlag för bedömning, uppföljning och utvärdering, medan förväntade effekter av *stöd till policyutveckling och institutioner* för att öka kapaciteten för fattigdomsbekämpning skall bedömas i landstrategin.

Granskningen skall ske utifrån vilken *omfattning och kvalitet* analysen görs i förhållande till Handlingsprogrammets krav.

Landstrategidokument

- *Fattigdomsanalyser* (såväl egenproducerade separata analyser, som de analyser som görs inom ramen för Landanalysen)
 - Har fattigdomsanalysen presenterat data och fakta som ger en god bild av fattigdomssituationen i landet?
 - Har de fattigdomsanalyser som producerats från januari 1998 (då tillämpningsråden till Handlingsprogrammet lancerades) inkluderat såväl kvantitativa som kvalitativa/kontextuella data? Ger de svar på de frågor som ställs i tillämpningsråden?

- *Resultatanalys*
 - Finns det en analys av måluppfyllelsen när det gäller fattigdomsbekämpning, direkt eller indirekt, se även kraven på Handlingsprogrammets insatsnivåer?
- *Landstrategidokument*
 - Hur påverkar, utifrån ett fattigdomsperspektiv, landanalysens och resultatanalysens slutsatser, förslagen till utvecklingssamarbetets fortsatta inriktning i landstrategidokumentet? Har val av sektorer, biståndsformer och/eller fokuseringsområden över huvud taget motiverats ur ett fattigdomsperspektiv?
 - Om så är fallet, finns det en korrelation med den fattigdomsanalys som gjordes? (exempelvis: har insatsernas karaktär/biståndsformen valts utifrån en analys av regeringens förmåga och vilja att bedriva fattigdomsbekämpning och/eller utifrån andra överväganden – geografiska, politiska, strukturella, socio-kulturella)?
 - Har Landstrategierna under 1999 inkluderat Tillämpningsrådets rekommendationer när det gäller krediter och garantier där detta är tillämpligt?

Utvärderingar

Sidas Handlingsprogram hänvisar till Sidas policy för utvärdering som fastslår att effekterna på fattigdomen alltid skall beaktas i utvärderingar. En granskning av huruvida detta har gjorts skall genomföras liksom en kvalitativ bedömning. Sida ger i dag föga vägledning till hur fattigdomsaspekterna skall beaktas i utvärderingar. Givet de svårigheter som uppstår när det gäller att bedöma ett enskilt projekts eller programs effekter på fattigdomsbekämpning – finns det ändå exempel på där en meningsfull diskussion om projektets troliga effekter på fattigdom har ägt rum – en diskussion som kan vara vägledande och lärande inom Sida?

Bedömningspromemorior

OBS att en differentiering skall göras av bedömnings-PM i förhållande till de fyra olika nivåer som anges i Handlingsprogrammets avsnitt om prioriteringar. Särskilda anvisningar finns också till hur en projektbedömnings-PM skall utformas, se "Så arbetar Sida", bil 7.

3.4 Ny metodologi

Uppdraget när det gäller den nya baslinjestudien skall inledas med att konsulten presenterar förslag till ny metodologi. Förslaget skall godkännas av uppdragsgivaren inom en vecka efter det att materialet har erhållits. Metodologin, skall som framgår ovan utarbetas inom ramen för de styrmekanismer som finns beskrivna i Handlingsprogrammet och LFA – Råd och Anvisningar samt från 1998 Tillämpningsråd för Sidas Fattigdomsprogram, regeringens skrivelse "De fattigas rätt – vårt gemensamma ansvar skall också tjäna som underlag. Metodologin skall vara lätt att förstå, den skall också innehålla möjligheter att jämföra resultat mellan olika avdelningar.

3.5 Tidsaspekter

Uppdraget förutses ta högst 300 timmar (ca sju och en halv vecka) i anspråk totalt. Tidsplanen ser ut som följer:

Konsultens presentation av metodförslag:	1 november 1999
Kommentarer från Sida:	5 november 1999
Presentation av rapportutkast:	10 december 1999

Kommentarer från Sida:
Slutrapport:

17 december 1999
Senast 15 januari 2000

3.6 Arbetsspråk

Såväl uppföljningsstudien som den nya baslinjestudien skall skrivas på engelska.

Bilagor

1. Sidas Handlingsprogram för fattigdomsbekämpning (svensk och engelsk version)
2. Tillämpningsråd för Sidas fattigdomsprogram (svensk och engelsk version)
3. An Assessment of Sida's Country Reports and Evaluations in 1995–1996
(Tobisson/de Vylder)
4. LFA – Råd och anvisningar
5. De fattigas rätt – vårt gemensamma ansvar (svensk och engelsk version)
6. Lista över landstrategier för granskning
7. Så arbetar Sida (svensk och engelsk version)

Appendix 2: List of Country Strategy Papers

Country	Period	Month of publishing (Strategy)
Angola	Jan 1999–Dec 2001	February 1999
Cambodia	Jan 1999–Dec 2001	November 1998
Kenya	Jan 1999–Dec 2003	April 1999
Laos	Jan 1999–Dec 2003	November 1998
Namibia	Jan 1999–Dec 2003	February 1999
South Africa	Jan 1999–Dec 2003	1998
South America	Mar 1998–Dec 2002	March 1998
Vietnam	Jan 1999–Dec 2003	May 1998
Zambia	Jan 1999–Dec 2001	December 1998
Zimbabwe	Jan 2000–Dec 2004	November 1999/Preliminary

Appendix 3: List of Evaluations

- 99/1 Renewable Energy Technologies in Asia: A Regional Research and Dissemination Programme
Smail Khennas and Teresa Andersson
Department for Research Cooperation, SAREC
- 99/2 Strengthening Publishing in Africa An evaluation of APNET
Lars P Christensen, Cecilia Magnusson Ljungman, John Robert Ikoja Odongo, Maira Sow, Bodil Folke Frederiksen.
Department for Democracy and Social Development
- 99/3 Paper, Prices and Politics. An evaluation of the Swedish support to the Bai Bang project in Vietnam
David Vincent, Nguyen Quoc, Ngo Minh Hang, Allan Jamieson, Nicholas Blower, Mandy Thomas, Pham Quang Hoan, Do Thi Binh, Adam McCarty, Hoang Van Hoa, David Pearce, Derek Quirke, Bob Warner.
Department for Evaluation and Internal Audit
- 99/4 A leap of Faith. A story of Swedish aid and paper production in Vietnam – the Bai Bang project, 1969–1996
Alf Morten Jerve, Irene Nörlund, Astri Suhrke, Nguyen Thanh Ha
Department for Evaluation and Internal Audit
- 99/5 Sida-Supported Program within the African Energy Policy Research Network, AFREPREN
Frede Hvelplund, Ernst Worrell
Department for Research Cooperation, SAREC
- 99/7 Environmental Projects in Tunisia and Sengal
Ulf von Brömssen, Kajsa Sundberg
Department for Infrastructure and Economic Cooperation
- 99/8 The Collaboration between Sida and SAI, The Department of Social Anthropology (SAI), Development Studies Unit, Stockholm University
Ninna Nyberg Sörensen, Peter Gibbon
Department for Natural Resources and the Environment
- 99/9 Access to Justice in Rural Nicaragua. An independent evaluation of the impact of Local Court Houses
Elisabeth Lewin, Christian Åhlund, Regina Quintana
Department for Democracy and Social Development
- 99/10 Working with Nutrition. A comparative study of the Tanzania Food and Nutrition Centre and the National Nutrition Unit of Zimbabwe
Jerker Carlsson, Suraiya Ismail, Jessica Jitta, Estifanos Tekle
Department for Democracy and Social Development
- 99/11 Apoyo de Asdi al Sector Salud de Nicaragua. Prosilais 1992–1998
Marta Medina, Ulf Färnsveden, Roberto Belmar
Department for Democracy and Social Development
- 99/12 Nordic Support to SATCC-TU, Southern Africa Transport Communications Commission, Technical Unit
Björn Tore Carlsson, Leif Danielsson.
Department for Infrastructure and Economic Cooperation

- 99/14 Research Cooperation between Sweden and Uruguay 1986-1995. An evaluation and some general considerations
Osvaldo Goscinski, Mikael Jondal, Claes Sandgren, Per Johan Svenningsson
Department for Evaluation and Internal Audit
- 99/16 Diakonia Program for Democracy and H.R, the El Salvador Case – A qualified monitoring
Vegard Bye, Martha Doggett, Peter Hellmers
Department for Latin America
- 99/17 Financial Flows and Policy Dialogue – The Impact of Programme Aid
Howard White, Geske Dijkstra, Jan Kees van Donge, Anders Danielsson, Maria Nilsson
Department for Evaluation and Internal Audit
- 99/18 Atmospheric Environment Issues in Developing Countries
Gun Lövblad, Per Inge Iverfeldt, Åke Iverfeldt, Stefan Uppenberg, Lars Zetterberg
Department for Infrastructure and Economic Cooperation
- 99/20 Sida Support to the Energy Sector in Egypt
Rolf Eriksson, Edward Hoyt
Department for Infrastructure and Economic Cooperation
- 99/21 Sida Support to the Energy Sector in Jordan
Rolf Eriksson, Edward Hoyt
Department for Infrastructure and Economic Cooperation
- 99/22 Environmental Aspects in Credit Financed Projects
Gunhild Granath, Stefan Andersson, Karin Seleborg, Göran Stegrin, Hans Norrström
Department for Evaluation and Internal Audit
- 99/23 Sida SAREC Marine Science Programs in East Africa
Stephen B. Olsen, James Tobey, Per Brink
Department for Research Cooperation, SAREC
- 99/24 Sweden's Assistance to Bosnia Herzegovina. A study of aid management and related policy issues
Claes Sandgren, True Schedvin
Department for Evaluation and Internal Audit
- 99/27 FARMESA. Farm-level applied research methods in Eastern and Southern Africa.
Clive Ligthfoot, William W Wapakala, Bo Tengnäs
Department for Natural Resources and the Environment
- 99/28 The African Association of Universities (AAU) Study Programme on Higher Education Managment in Africa.
Ad Boeren, Jairam Reddy
Department for Research Cooperation, SAREC
- 99/29 Apoyo al Programa Nacional Indigena en Bolivia.
Lars Eriksson, Maria Cristina Mejia, Maria del Pilar Sanchez
Department for Latin America
- 99/30 Support to the Micro-finance Sector in Bolivia.
Lars-Olof Hellgren, Leonel Roland
Department for Infrastructure and Economic Cooperation
- 99/31 Proyecto VNU Promotores del la Paz en Guatemala.
Kristina Boman, Göran Schill, Eberto de León
Department for Latin America

- 99/32 Programme Assistance to Mozambique.
Grayson Clarke, Jens Claussen, Rolf Kappel, Jytte Laursen, Stefan Sjölander
Department for Africa
- 99/33 Technical Assistance to the Ministry of Planning and Finance in Mozambique.
Dag Aarnes, Svein Jørgensen
Department for Africa
- 99/34 Integrated Basic Services Program in Nicaragua.
Elisabeth Lewin, Kristina Boman, Marta Medina
Department for Latin America
- 99/35 The Regional Water and Sanitation Group for Eastern and Southern Africa.
Åke Nilsson, Knust Samset, Ron Titus, Mark Mujwahu, Björn Brandberg
Department for Natural Resources and the Environment
- 99/36 Collaboration between the faculties of health Sciences at Moi University, Kenya and
Linköping University, Sweden
Beth Maina Ahlberg, Evan Johansson, Hans Rosling
Department for Democracy and Social Development

Appendix 4: List of Assessment memoranda

Date	Sida Dept.	Title of intervention
1999-01-15	UND	Sektorprogramstöd till Etiopien (Undervisning)
1999-01-15	HÄLSO	Sektorprogramstöd till Etiopien (Hälsa)
1999-01-29	ASIEN	Rehabiliteringsinsatser efter översvämningar, Bangladesh
1999-02-12	DESO/HÄLSO	Undervisning och landsbygdsutveckling, Bolivia
1999-05-10	DESO/HÄLSO	Stöd till Internationella Familjeplaneringsfederationen, IPPF
1999-05-10	NATUR/Afrika	Institutionsutveckling vid skogsfakulteten i Wondo Genet, Etiopien 1999–2003
1999-06-07	DESO/HÄLSO	Hälsosamarbete med Vietnam 1999–2001
1999-06-22	INEC	Gaza transmission project. Kreditfinansiering av 220 KV Transmissionssystem i Gaza
1999-08-23	DESO/UND	Stöd till basutbildning i Kambodja via UNICEF, 1999-2001
1999-09	NATUR	The World Conservation Union, IUCN
1999-10-22	DESO/UND	Stöd till utbildningssektorn in Mocambique
1999-11-05	RELA	Fortsatt stöd till DIAKONIAAs program för mänskliga rättigheter och demokrati i Centralamerika
1999-11-18	Ambassaden, Nica.	Fortsatt stöd till hälsosektorn i Nicaragua, PROSALIS
1999-11	INEC/INFRA	Sri Lanka, Landsbygdselektrifiering

Appendix 5: Questionnaire for the follow-up of poverty reduction

COUNTRY ANALYSES	
1. To what extent does the country analysis analyse poverty?	
1 = Not mentioned	
2 = Briefly touched upon	
3 = Some discussion/analysis	
4 = A more elaborate analysis	
5 = Extensive discussion	
Observations:	
2. What information is provided in the country analyses?	
Identification of "the poor"	
a) In general terms	
b) Particular groups or categories	
Indications of poverty situation	
a) Basic poverty indicators	
b) Information on poverty/indicators for particular categories	
c) Views of the poor on their poverty	
d) The civil and political rights of the poor	
Analysis of poverty	
a) The causes of poverty	
b) The effects of poverty	
Information on action to reduce poverty	
a) By government	
b) By civil society	
c) By donors	
d) By the poor themselves	
Sector policies in relation to poverty	
Other (Specify)	
Observations:	
3. What type of data/information is provided by the country analysis?	
Qualitative data	
Quantitative data	
Observations:	
4. What dimensions of poverty are discussed?	
Security	
Economic capability	
Human and social capability	
Opportunity	
Observations:	

RESULTS ANALYSES	
5. Do the reports analyse the extent to which Swedish aid has contributed to the fulfilment of goals related to poverty reduction?	
1 = Not mentioned	
2 = Briefly touched upon	
3 = Some discussion/analysis	
4 = A more elaborate discussion	
5 = Extensive discussion	
<i>Observations:</i>	
6. What information is provided by the results analysis?	
Presentation of results regarding poverty reduction	
a) At country or sector level	
b) At project or programme level	
c) In relation to the four impact levels	
d) Other	
Analysis of results regarding poverty reduction	
a) Factors explaining good or poor results	
b) Result by the use of particular channels	
c) Results by the use of particular strategies	
d) Other (specify)	
<i>Observations:</i>	
7. What dimensions of poverty are discussed in the results analysis?	
Security	
Economic capability	
Human and social capability	
Opportunity	
<i>Observations:</i>	

COUNTRY STRATEGIES	
8. How well does the country strategy analyse issues related to poverty reduction?	
1 = Not mentioned	
2 = Briefly touched upon	
3 = Some discussion/analysis	
4 = A more elaborate discussion	
5 = Extensive analysis	
Observations:	
9. What information is provided in the country strategy document?	
General strategies for poverty reduction	
Particular areas of intervention for poverty reduction	
Guidance at sector policy level regarding poverty	
Suitable channels for poverty reduction	
Explicit reference to the four action programme levels	
Observations:	
10. What dimensions of poverty are discussed?	
Security	
Economic capability	
Human and social capability	
Opportunity	
Observations:	
11. To what extent is the strategy motivated by a concern for poverty?	
Not at all or marginally	
To some extent	
To a high extent	
Observations:	
12. To what extent is the strategy based on what was said on poverty in the country analysis?	
Not at all or marginally	
To some extent	
To a high extent	
Not applicable. No real discussion in the country analysis	
Observations:	
13. To what extent is the strategy based on what was said on poverty in the results analysis	
Not at all or marginally	
To some extent	
To a high extent	
Not applicable. No real discussion in the results analysis	
Observations:	

ASSESSMENT MEMORANDA	
1. Level of the Action Programme?	
Direct impact	
Poor are included	
Policy and institutions	
Other indirect impact	
<i>Observations:</i>	
2. How is poverty addressed in relation to the stakeholder and target group discussion?	
1. Not mentioned	
2. Very brief discussion	
3. Some discussion	
4. A more elaborate discussion	
5. Extensive discussion	
<i>Observations:</i>	
3. How is poverty addressed in relation to the problem analysis	
1. Not mentioned	
2. Very brief discussion	
3. Some discussion	
4. A more elaborate discussion	
5. Extensive discussion	
<i>Observations:</i>	
4. How is poverty addressed in relation to objectives and expected impact	
1. Not mentioned	
2. Very brief discussion	
3. Some discussion	
4. A more elaborate discussion	
5. Extensive discussion	
<i>Observations:</i>	
5. How is poverty addressed in relation to the risk analysis	
1. Not mentioned	
2. Very brief discussion	
3. Some discussion	
4. A more elaborate discussion	
5. Extensive discussion	
<i>Observations:</i>	
6. What dimensions of poverty are discussed?	
Security	
Economic capability	
Human and social capability	
Opportunity	
<i>Observations:</i>	

EVALUATIONS	
1. Is poverty reduction (according to the evaluation report/ToR) an objective of the project/activity evaluated?	
Yes, explicitly	
Yes, implicitly	
No	
Observations:	
2. To what impact level/s does the project/activity correspond?	
Direct impact	
Inclusive impact	
Policies and institutions	
Indirect effects	
No information	
Observations:	
3. Importance of poverty reduction in ToR?	
1. Not mentioned	
2. Briefly mentioned	
3. Some discussion	
4. A more elaborate discussion	
5. Emphasised/Special focus	
Observations:	
4. What is said about poverty in the ToR	
Reference is made to poor populations	
Reference is made to the local poverty context	
Reference is made to poverty reduction objectives of project	
Reference is made to the overall Swedish development objective	
Other information of poverty is provided	
Observations:	
5. What are the issues to be analysed according to the ToR	
Relevance for poverty reduction	
Impact on poverty	
Targeting of the poor	
Other, specified by the ToR	
Not specified	
Observations:	
5. Dimensions of poverty discussed in the evaluation report	
Security	
Economic capability	
Human and social capability	
Opportunity	
Observations/other dimensions:	
6. Treatment of poverty reduction in the evaluation report	
1 = Not mentioned	
2 = Briefly touched upon	
3 = Some discussion	
4 = A more elaborate discussion	
5 = Extensive analysis	
Observations:	

7. Issues analysed in the report	
Relevance	
a) to the Swedish poverty reduction objective	
b) to the local poverty context	
Fulfilment of objectives	
a) existence of poverty reduction objectives	
b) direct effects (in relation to objectives)	
c) indirect effects (in relation to objectives)	
Side effects on poverty (positive or negative)	
Targeting of the poor	
a) benefits to the poor	
b) participation of the poor in planning and implementation	
Other	
<i>Observations:</i>	
8. How far does the analysis go?	
Facts or statistics presented on poverty	
Conclusions drawn on poverty	
Recommendations provided on poverty	
<i>Observations:</i>	

Sida Studies in Evaluation

- 96/1 Evaluation and Participation - some lessons. Anders Rudqvist, Prudence Woodford-Berger
Department for Evaluations and Internal Audit
- 96/2 Granskning av resultatanalyserna i Sidas landstrategiarbete. Göran Schill
Department for Evaluations and Internal Audit
- 96/3 Developmental Relief? An Issues Paper and an Annotated Bibliography on Linking Relief and Development. Claes Lindahl
Department for Evaluations and Internal Audit
- 96/4 The Environment and Sida's Evaluations. Tom Alberts, Jessica Andersson
Department for Evaluations and Internal Audit
- 97/1 Using the Evaluation Tool. A survey of conventional wisdom and common practice at Sida. Jerker Carlsson, Kim Forss, Karin Metell, Lisa Segnestam, Tove Strömberg
Department for Evaluations and Internal Audit
- 97/2 Poverty Reduction and Gender Equality. An Assessment of Sida's Country Reports and Evaluations in 1995-96. Eva Tobisson, Stefan de Vylder
Secretariat for Policy and Corporate Development.
- 98/1 The Management of Disaster Relief Evaluations. Lessons from a Sida evaluation of the complex emergency in Cambodia. Claes Lindahl
Department for Evaluation and Internal Audit
- 98/2 Uppföljande studie av Sidas resultatanalyser. Göran Schill
Department for Evaluation and Internal Audit
- 98/3 Evaluating Gender Equality - Policy and Practice. An assessment of Sida's evaluations in 1997 - 1998. Lennart Peck
Department for Evaluation and Internal Audit
- 99/1 Are Evaluations Useful? Cases from Swedish Development Cooperation. Jerker Carlsson, Maria Eriksson-Baaz, Ann Marie Fallenius, Eva Lövgren
Department for Evaluation and Internal Audit
- 99/2 Managing and Conducting Evaluations. Design study for a Sida evaluation manual. Lennart Peck, Stefan Engström
Department for Evaluation and Internal Audit
- 99/3 Understanding Regional Research Networks in Africa. Fredrik Söderbaum
Department for Evaluation and Internal Audit
- 99/4 Managing the NGO Partnership. An assessment of stakeholder responses to an evaluation of development assistance through Swedish NGOs. Claes Lindahl, Elin Björkman, Petra Stark, Sundeep Waslekar, Kjell Öström
Department for Evaluation and Internal Audit
- 00/1 Gender Equality and Women's Empowerment. A DAC review of agency experiences 1993-1998. Prudence Woodford-Berger
Department for Evaluation and Internal Audit



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