

Annual Report of Sida Evaluation Activities 2003



SWEDISH INTERNATIONAL DEVELOPMENT
COOPERATION AGENCY

Department for Evaluation and Internal Audit

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1 Introduction

The Department for Evaluation and Internal Audit (UTV) reports annually to Sida's Board of Directors on the progress of its own evaluation activities and the evaluations undertaken by other Sida departments and the Swedish embassies in the field of development co-operation. The internal audit function of UTV produces a separate annual report.

The present report is mainly a follow-up of progress made in relation to Sida Evaluation Plan for the year 2003. It contains information about evaluation projects, support to Sida departments, documentation and information, external networking/support and internal development projects. Details about these various evaluation activities are presented in appendices.

2 UTV evaluation activities

In 2003 UTV finished a couple of large evaluations and several studies of evaluation (*see Appendix B*) and organised various dissemination activities around these. UTV continued supporting and being involved in joint international evaluation projects and in various networks for evaluation of development co-operation. Due to high staff turnover the start and completion of some of the evaluation projects included in the 2003 year Evaluation Plan have been delayed and some will be carried over to the Evaluation Plan for 2004. At the end of the year a new evaluation team had been consolidated, with just one vacancy to be filled.

The large evaluation of Contract-Financed Technical Co-operation was finished and presented to Sida at the same time with the report from the internal auditors dealing with the same theme. Two evaluation projects concerning support to Private Sector Development were finished, including a synthesis of the three evaluations in this thematic area. Ownership as a key principle for development co-operation has been explored in a number of different evaluations and the various perspectives and lessons learned were brought together in a synthesis study published during the year. The progress in incorporating environment concerns in Sida's evaluations was assessed in a follow-up study. Also the experiences of evaluating the mainstreaming of gender equality were summarised in a methods study.

2.1 Evaluation

The evaluation plan for 2003 comprised 27 evaluation projects. Among these evaluations there are seven evaluations that are carried out in co-operation with other organisations. A complete list of the evaluations is attached as *Appendix A*.

Eight evaluations and studies in evaluation were finalised in 2003. Out of these two were joint evaluations, one together with the Netherlands and the other together with the World Bank. For a short presentation of their contents and major conclusions refer to *Appendix B*.

All major evaluations completed during 2003 were discussed at workshops and seminars at various stages of the evaluation process. Interested parties, both within and outside Sida, have been given

an opportunity to discuss and comment on the design, the findings and the conclusions and recommendations of UTV evaluations. In 2003 UTV hosted 12 major seminars and workshops in connection with its evaluations. These seminars and workshops were mostly held at the Sida office in Stockholm. See also *Appendix D* for a list of the seminars.

2.2 Support to Sida departments

Each evaluation officer at the Department is responsible for two or more departments and is hence being requested from time to time to give his or her best advice in matters related to evaluations carried out by the other departments and embassies.

Work on an Evaluation Manual has progressed to the point where a first issue will be launched in early 2004. Staff from the Department occasionally participated as teachers in in-house training situations, notably in a course for newly recruited Sida staff.

UTV also participates as an ex officio member in the Sida Project Committee. The Project Committee gives advice to the Director General prior to the decision on contributions exceeding SEK 50 million. In 2003 this committee dealt with 20 different assessment memoranda.

UTV staff presented recent UTV evaluations, including our experiences from three evaluations on the theme Sida's approach to support for private sector development at a session at Sida's Economist Days in August.

In 2002 UTV has had the opportunity to promote the role of monitoring and evaluation in development co-operation by commenting on a number of major reports such as Sida at Work, the Rating Model and a draft Sida policy for support to private sector development. UTV is involved in the reference group on result-based indicators at Sida. Moreover UTV participates in an Sida internal project about learning strategies at the Human Resources Department.

2.3 Documentation

UTV publishes all Sida evaluations in a series of publications and makes sure that they are readily available in hard copies and conveniently available for interested partners to download from Sida's homepage.

Apart from this publishing and distribution activity, UTV maintains a data base on Sida evaluations and a minor reference library of Sida evaluations and international literature on evaluation in general.

The number of publications in the past three years is detailed in the table below.

Table 1. Number of publications 2001–2003

	Sida Evaluations	Sida Studies in Evaluation	Sida Evaluation Newsletter	Working Papers
2003	41	5	2	0
2002	38*	1	2	2
2001	39	4	4	5

* 40 published, of which 2 were translations

2.4 External tasks

In 2003 UTV has carried out a number of external tasks and UTV staff has represented Sida and Sweden in various international contexts.

In 2003 UTV has on several occasions extended services and advice to the Ministry of Foreign Affairs. On behalf of the Ministry of Foreign Affairs, UTV participates in the Steering Committee for the ongoing independent evaluation of the International Fund for Agricultural Development (IFAD). The Ministry has also consulted UTV regarding an evaluation of the World Food Programme (WFP), a DAC-study of food aid, as well as the so called Global Environment Facility (GEF) and the UN initiative Global Compact.

During 2003 UTV participated in regular meetings with the DAC Working Group for Aid Evaluation (changed to the DAC Network on Development Evaluation in 2003), the EU Heads of Evaluation Services (EUHES) as well as with the Nordic HES. Plans for joint evaluation studies were discussed at these meetings. In the EU context UTV took active part in the Steering Group for the joint evaluation project called Triple C (Coherence, Co-ordination and Complementarity). An equally active part was played by UTV in co-arranging a seminar in Brussels on integrating gender equality into development co-operation.

UTV also took part in a two-day workshop on Evaluating General Budget Support in Glasgow in March 2003, hosted by Dfid Evaluation Department under the aegis of the DAC Evaluation Network. UTV also participated in the subsequent workshop also hosted by Dfid in Brighton in October.

Some of the joint evaluation efforts materialised in final reports during 2003. One is the evaluation of support to basic education in co-operation with the Netherlands and other donors within the DAC framework. The other is the evaluation of the comprehensive development framework (CDF) carried out jointly by the World Bank and other DAC members. The latter is further described in *Appendix B*.

2.5 Internal projects

Two internal projects were included in the Evaluation Plan for 2003. The purpose is to enhance the effectiveness of UTV evaluations and internal audits.

One project was called “Mini-process on Participation” and was conducted in close co-operation with the Policy Department within Sida and with contributions from the Institute of Development Studies in Sussex and the University of Stockholm. The purpose of the project was to explore the meaning and implications of a participatory approach to evaluations and internal audits. This experience has been documented in a draft report.

The other project concerning communication involved the formulation of a communication strategy and a concomitant communication plan. The plan is going to be implemented in 2004.

The department started a study on how increased co-operation at country level between donors, a stronger determination along the principles in the CDF (Comprehensive Development Framework) to put the partner country in “the driver’s seat”, the PRSP processes and a large number of sector-wide programmes will affect the evaluation work in the future. The project is labelled “UTV in a Changing Environment” and is expected to be completed in early 2004.

As a consequence of high staff turnover various initiatives have been realised to consolidate the evaluation team. Joint training and participation in the International Program for Development Evaluation Training (IPDET) training course was one element. Moreover UTV staff participated in a media training course and initiated training in participatory approaches to evaluation.

3 Available resources and utilisation of funds

In 2003 UTV had 15 regular and one temporary staff positions, the same as the previous year. UTV had a total of seven positions as evaluation officers. One of the evaluation officers is also deputy director of UTV. However part time work and vacancies reduced the effective evaluation staff to 5.25 person years in 2003. In addition UTV had a librarian responsible for documentation and a project assistant working mostly with evaluation activities.

UTV is allocated administrative funds and funds on the account for Bilateral development (see table 2 below). To cover administrative costs, including salaries, UTV as a whole was allocated a budget for 2003 of SEK 9 390 000 (This was a 8 % increase over the previous year and included funds being carried over from the previous year).

On the account for Bilateral development co-operation UTV was allocated SEK 15 000 000 (same as for the previous year) plus an unspent balance of SEK 2 669 000 from 2002. These funds are mainly used for consultancy services and for costs related to the printing and dissemination of reports.

UTV had a utilisation rate of near 100% of available administrative funds in 2003. When it comes to utilisation of available funds on the development account UTV used only 41 % of its allocation, amounting to a total of SEK 7 169 000, almost 50 % lower than the previous year. This unusually low outcome is mainly a reflection of the cyclical nature of UTV evaluation activities, as an exceptionally high number of major evaluations had been completed the previous year. Late in the year SEK 4 000 000 were reallocated to other purposes within Sida. Based on this reduced allocation the figure for utilisation of funds becomes 52%.

Table 2. Budget and expenditure 2001–2003 (thousand SEK)

	Development account		Administrative account	
	Budget	Expenditure	Budget	Expenditure
2003	15 000	7 472 (50%)	9 390	9 248 (98%)
2002	18 911	15 955 (84%)	8 701	8 058 (93%)
2001	14 000	10 752 (77%)	7 901	7 623 (96%)

4 Evaluation activities by Sida departments

Sida's sector and regional departments and Swedish embassies with responsibility for development co-operation carry out a significant number of evaluations. UTV is responsible for follow-up of the evaluation plan of the departments and the embassies and for the printing and documentation of the evaluation reports. As in 2002, the departments' reporting to UTV has been satisfactory.

The following table presents the status of the evaluations which were reported in the Evaluation Plan for 2003.

Table 3. Departmental evaluations in plan 2001–2003 (number of evaluations)

Evaluation projects	2003	2002	2001
Planned	133	91 ¹	96
Completed	34	19	27
Active	36	22	34
TOTAL	70	41	61
Will start later (in plan)	32	22	16
Cancelled (in plan)	31	28	19
Total	63	50	35

Only 53% of the evaluations included in the 2003 plan were completed or will continue in 2004, which may be compared with 45% and 64% in 2002 and 2001 respectively. In addition, 5 evaluations were completed which were not specified in the evaluation plan. This may be compared with 17 and 9 in 2002 and 2001 respectively. All evaluations that were reported to UTV as completed have been published in the series "*Sida Evaluations*".

Table 4. Departmental evaluations, both planned and unplanned, 2001–2003 (number of evaluations)

Evaluation projects	2003	2002	2001
Total of completed and active projects	75	65	82
Completed	39	35	36
In plan	34	19	27
Not in plan	5	16	9
Active	36	30	46
In plan	36	22	34
Not in plan	0	8	12

¹ 92 are in the plan but one of these was completed and published in 2001

Table 5. Completed and published evaluations by department in 2003 ²

Responsible department	Evaluations
Africa	8
Asia	2
Eastern and Central Europe	10
Latin America	2
Co-operation with NGOs and Humanitarian Assistance	2
Democracy and Social development	5
Infrastructure and Economic Co-operation	5
Natural Resources and the Environment	2
Research Co-operation	2
Information	1
TOTAL	39

Sida Evaluation Data Worksheet is submitted to UTV in connection with the publication of the departments' evaluation reports, and contains basic information about the evaluations. During 2003 the departments submitted worksheets for 38 completed evaluations (97%), compared with 100% in 2002 and 94% in 2001. The presentation below is based on this information.

The total cost in 2003 for the evaluations where UTV has received information (not all the worksheets contain this information) is estimated at 14 338 976 SEK. In 2003 the average cost for an evaluation was 367 666 SEK.

Table 6. Departmental costs related to evaluations during 2001–2003

	Total cost (for Sida)	Average cost
2003	14 338 976	367 666
2002	17 552 000	501 000
2001	14 677 000	587 000

The annual cost of the departments' evaluations is approximately 0,1% of Sida's total cost of project support for the period 2003, while the percentage was 0,2% the previous two years.

The data worksheets yield an approximate figure of the volume of Sida's development co-operation that has been evaluated by the departments in any one year. For 2003 the estimation is 2,2 billion SEK, which corresponds to 16% of the total allocation of development co-operation funds at the disposal of Sida. The corresponding figure for 2002 was 1,4 billion SEK, or 13%.

The regional distribution of the evaluations is presented in Table 7. In 2003 there was a notable shift to Africa compared with 2002.

² In total UTV has published 41 evaluations in 2003, whereof 2 were from UTV

Table 7. Regional distribution of evaluations 2001–2003 in percent

	Africa	Asia	Latin America	East Europe	Global	Incomplete
2003	44%(17)	10%(4)	13%(5)	23%(9)	10%(4)	
2002	28%(10)	28%(10)	26%(9)	6%(2)	6%(2)	6%(2)
2001	17%	23%	3%	54%	3%	

A majority of evaluations dealt with bilateral co-operation (51%) 2003. Next comes the non-governmental channel (36%).

Table 8. Channels for the evaluated development co-operation 2001–2003

	Bilateral	Multilateral	Non-governmental	Incomplete
2003	51%(20)	10%(4)	36%(14)	3%(1)
2002	38%(13)	15%(5)	44%(15)	3%(1)
2001	59%	17%	24%	

In 2003 most evaluations dealt with the social sector. This has been the case for all three years.

Table 9. Sector for the evaluated development co-operation 2001–2003³

	Social sector	Economic sector	Infrastructure sector	Public admin	Disaster relief	Incomplete
2003	62%(24)	10%(4)	5%(2)	21%(8)	2%(1)	
2002	52%(20)	13%(5)	11%(4)	11%(4)	8%(3)	5%(2)
2001	45%	13%	9%	27%	6%	

³ When more than one sector was involved, only the major one was counted.

UTV Evaluations and Studies According to Annual Plan 2003

Appendix A

Number	Started	Status 2003 12 31	Name
Evaluations and studies			
1	2001	Completed	Follow up study of environmental concerns in Sida evaluations
2	2002	Completed	Study of evaluation methods for assessing gender equality
3	2003	Continues	Pre-study of partnership issues in monitoring and evaluation
4	2003	Continues, reformulated	Evaluation of management response to UTV evaluations
5	2003	Continues	Evaluation of Sida's HIV/Aids strategy
6	2003	Continues	Evaluation of Sida support to culture and the media
7	2000	Completed	Thematic study of ownership in Swedish development co-operation
8	2002	Completed	Evaluation synthesis of ownership studies
9	2003	Discontinued	Regional evaluation of ownership issues in Southeast Asia
10	2000	Completed	Evaluation of contract-financed technical co-operation (KTS)
11	2003	Discontinued	The impact of aid on budgeting processes
12	2001	Report completed	Evaluation of support to agricultural and rural development in a PSD perspective
13	2001	Continues	Evaluation of Sida support for PSD in Eastern Europe
14	2003	Report completed	Synthesis of three Sida PSD evaluations
15	2003	Continues	Supporting institutional development: Sida views, work and knowledge
16	2002	Report completed	Pre-study of support for institutional development in Laos: the roads and forestry sector
17	2003	Continues	Study of support to urban development
18	2002	Discontinued	The Rights of the Child: Evaluation of children as a target group
19	2003	Discontinued	Evaluation of the Swedish co-operation with country x
20	2003	Continues	Evaluation of support to Bosnia-Herzegovina
Evaluations in co-operation with other organisations			
21	2001	Report completed	Evaluation of support to basic education in co-operation with the Netherlands and other donors within the DAC framework
22	2000	Continues	Evaluation of the three C's in the context of European Union aid, carried out jointly under HES supervision
23	2000	Completed	Evaluation of the comprehensive development work (CDF), carried out by the World Bank jointly with DAC members
24	2002	Continues	Evaluation of general budget support, joint donor evaluation initiated by Dfid within the DAC framework
25	2003	Continues	Evaluation of Predictability, Continuity and Exit, joint Nordic Evaluation
26	2003	Continues	Evaluation of the International Fund for Agricultural Development (IFAD)
27	2003	Discontinued	Joint Evaluation with DAC Working Party on Aid Evaluation

Other projects

28	2000	Continues	Production of evaluation manual for Sida
29	Ongoing	Continues	DAC Working Party on Aid Evaluation
30	Ongoing	Continues	EU Heads of Evaluation (EUHES)
31	Ongoing	Discontinued	EGDI, Expert Group on Development Issues
32	Ongoing	To be discontinued	Annual Report about Sida evaluations to DAC evaluation inventory
33	Ongoing	Completed	Reporting to Ministry for Foreign Affairs about UTV evaluations and audits

Internal UTV projects

34	2002	Completed	Mini-process on participation
35	2002	Continues	Communication plan

Presentations of Evaluations Concluded in 2003 Appendix B

Contract-Financed Technical Co-operation and Local Ownership: Synthesis Report

Sida Evaluation 03/09, 03/09:01, 03/09:02, 03/09:03, 03/09:04, 03/09:05, 03/09:06

This evaluation deals with contract-financed technical co-operation (KTS) as a particular aid form in Swedish development co-operation. In particular the study explores the link between local ownership and the various characteristics of KTS projects, such as being demand-driven, limited in time, scope and financial volume, involving a competent local partner (LPO) and being based on a contract between a consultant and the local partner, cost-sharing and limited involvement by Sida. The evaluation also analyses the dynamics between the three main stakeholders (the LPO, the consultant and Sida) and the applicability of KTS as an aid modality in different national and local contexts.

The evaluation is based on case studies in seven recipient countries with differing socio-economic profiles and environments for development co-operation (Botswana, Mozambique, Egypt, Guatemala, Lithuania, Mongolia and Ukraine). It comprises a synthesis report and seven country studies (in six volumes).

The evaluation concludes that most projects under study have achieved a relatively high level of local ownership, particularly with respect to objectives and knowledge outputs. In order to characterize how the principle of recipient ownership is being applied, the study introduces the concept of *co-ownership* between the LPO, the consultant and Sida. Although the evaluation finds a positive relationship between KTS characteristics and local ownership most of the time, an important conclusion is that the contractual arrangement and cost-sharing appear to be less important. The applicability of KTS as an aid modality is judged to be more related to the identification of a competent LPO than to the overall country context.

Rural Development and the Private Sector in Sub-Saharan Africa: Sida's Experiences and Approaches in the 1990s

Sida Evaluation 03/18

The evaluation examines Sida's approach to rural development in sub-Saharan Africa from a private sector development (PSD) perspective. It finds that within Sida different perspectives on the role of PSD for poverty reduction co-exist, which suggests the lack of a coherent PSD approach. However, Sida support for rural development currently appears to experience a shift from a narrow focus on increasing supply and production at the micro level towards a broader, more market and private sector oriented approach.

This tendency is not clear-cut, however, and much work remains to be done, the evaluation concludes. More specifically, Sida has been weak in integrating socio-cultural aspects into its PSD approach, and in considering the necessary shifts from informal traditional institutions to formal institutions in order to promote the development of sustainable markets. Secondly, Sida is found to be weak in dealing with so-called framework factors – policy and institutional factors notably at the macro level – and in developing the important micro-macro linkages in its PSD approach to rural development.

The evaluation complements existing approaches to private sector development, by specifically

highlighting the importance of socio-cultural factors and the embeddedness of private sector development in existing informal rules and structures. It was commissioned in order to assess Sida's response to the last two decades of deregulation of agriculture in sub-Saharan Africa, and is the second in a series of three evaluations of Sida's approach to PSD.

Reflection on Experiences of Evaluating Gender Equality

Sida Studies in Evaluation 03/01

In 1997 Sida passed its Action Programme for Promoting Equality between Women and Men in Partner Countries, which included a strategy of mainstreaming gender equality into all interventions. UTV commissioned an evaluation of this action programme in 2001. The evaluation team had made careful preparations for their evaluation of Sida's policy of mainstreaming gender equality, developing a common conceptual framework as well as tools (scales) to capture changes in gender equality and mainstreaming. In this subsequent meta-evaluation, the evaluation team critically reflects upon their experiences from applying these approaches. The main purpose of the study is to feed lessons learnt into future evaluations of gender equality, as well as other Sida policies and strategies. The study furthermore makes a contribution to the ongoing efforts by DACs Working Party on Aid Evaluation, with regard to approaches and methodologies to evaluate gender equality.

The following are among the lessons learnt:

- Since key concepts such as gender equality and mainstreaming may be very broad, the study points to the usefulness of developing a common conceptual framework. At the same time it stresses the need to be sensitive to different interpretations of these concepts. Self-evaluations and more intensive joint assessment of local understandings of key gender concepts could have enhanced participatory evaluation.
- The scale invented by the team to measure mainstreaming was based on a linear assumption. However, this did not comply with reality and the evaluation team found it was more realistic to measure mainstreaming as sub-components and activities.
- Dialogue being a central tool in Swedish development co-operation, the study questions whether this tool needs to be further conceptualised in order to be able to assess the quality of the dialogue.

A lack of context-specific analysis is noted in a separate annex of the report, claiming that such analysis is necessary in order to assess what is actually realistic to achieve in a certain context. This annex raises more critical questions related to the debate on gender mainstreaming in general, which again has implications for the evaluations of such strategies.

Another issue raised both in this study and in the previous evaluation, is the gap between the written policy and the actual work on gender equality. The evaluators are faced with a difficult task when an overarching policy is not followed by a context-specific analysis as well as specific goals for the interventions. This makes it difficult to judge what Sida and its partners had planned to achieve in the chosen case and what is actually realistic to achieve in a certain context. The study therefore concludes by calling attention to the challenge of establishing realistic expectations to the strategy of mainstreaming gender equality when addressed in future evaluations.

The evaluation team believes that a significant question in the recommended future evaluation of the gender equality policy will be to assess whether it is the policy or its implementation that needs to be amended.

Environmental Considerations in Sida's Evaluations Revisited: A Follow-up and Analysis Six Years Later

Sida Studies in Evaluation 03/02

This report is a follow-up of a study on how the environment is treated in Sida's evaluations (*The Environment and Sida's Evaluations*, Sida Studies in Evaluation 96/4). The results from 1996 were rather dismal and the study made the strong conclusion that "evaluations of Swedish international development cooperation generally have ignored environmental effects".

According to Sida's guidelines from 1998 it is mandatory to include an *ex ante* environmental impact assessment (EIA) in all project proposals submitted to Sida, and in addition all of Sida's evaluation activities must include an assessment of the environmental impact (*ex post* EIA). The objective of this present evaluation was therefore to see to what extent there had been any improvements with regard to assessments of environmental performance. In the case of little improvement, the objective is furthermore to explore possible explanations as to why these changes have not occurred.

In order to make a comparative study, the evaluation applied the same methodology of analysis as in 1996, using a scoring system where the evaluations were tested against performance indicators.

Due to increased environmental training programme for Sida staff, as well as a clarified Sida policy on Environmental Impact Assessments, the hypothesis was that considerations of the environment had improved. However, the study concludes that the situation has not improved since 1996: neither *ex ante* EIAs nor *ex post* EIAs are being carried out to any significant extent. Possible reasons for this lack of information are discussed, concluding that the heavy workload of Sida staff and the lack of incentives for its employees may be part of the explanation. The report also raises the question whether the shortcomings found in this follow-up study may even apply to other areas that are supposed to be included in Sida's evaluations.

The report recommends, among other, that both *ex ante* and *ex post* EIAs be made explicitly mandatory in Sida's Rules and Regulations and Sida's Evaluation Policy.

Donorship, Ownership and Partnership: Issues Arising from Four Sida Studies of Donor-Recipient Relations

Sida Studies in Evaluation 03/03.

This is an issue paper that draws on four recent Sida evaluations discussing the question of ownership in development co-operation.⁴ The purpose of the paper is to identify issues that are particularly important for understanding how different aspects of ownership affect development outcomes, and for identifying approaches for support to increased partner country ownership of projects and programmes. It covers a wide range of topics, including policy dialogue, project design and evaluation, management responsibility, budget authority, procurement, disbursement pressure, cost sharing, stakeholder participation, and exit strategies. Referring to an evaluation of ownership in East Africa, it questions the current view that programme aid and sector-wide approaches are invariably more conducive to partner country ownership than project support. While, these modalities for

⁴ Elinor Ostrom et al. Aid, Incentives and Sustainability. An Institutional Analysis of Development Cooperation. Sida Studies in Evaluation 02/01; John Farrington et al. Area Development Projects, Poverty Reduction, and the New Architecture of Aid. Sida Evaluation 02/14; John Weeks et al. Supporting Ownership. Swedish Development Co-operation with Kenya, Tanzania and Uganda. Sida Evaluation 02/33; Joao Guimaraes et al. Contract-Financed Technical Cooperation and Local Ownership. Sida Evaluation 03/09.

support avoid some of the limitations of project support they do not automatically lead to enhanced partner country ownership. Their potential for promoting ownership is easily undermined by donor conditionalities and insufficient host country capacity for planning and management. One of its messages to Sida's top management is that Sida must be clearer in explaining its objectives, time horizon, procedures, and modalities from the outset. If national ownership is an operational goal, the implications for roles and relationships of both government partners must be agreed before the project is launched. Where other forms of local ownership are the aim, major stakeholders should be involved in working out this agreement.

Institutional Perspectives on the Road and Forestry Sectors in Laos: Institutional Development and Sida Support in the 1990s

Sida Studies in Evaluation 03/04

The present study reviews the road and forestry sectors in Laos and Swedish support to these sectors during the 1990s from an institutional development perspective.

It finds that, so far, transition of the institutional set-up of Laos has been unable to come to grips with the fundamental problems facing the two sectors. Swedish support for institutional development, which has aimed at building modern forest and road authorities capable of monitoring and managing the sectors, has also faced several problems. An important finding is that many of the problems appear to be linked to the particular political institutional system in Laos, where Government and Party structures are highly intertwined.

The study concludes that Sida support to the two sectors would have benefited from an institutional approach, for a better understanding of the behavioural context of the programs and the internal incentive structure of partner organizations. It suggests areas for evaluation of the Swedish support from such a perspective.

Support for Private Sector Development: Summary and Synthesis of Three Sida Evaluations

Sida Studies in Evaluation 03/05

Private-sector development (PSD) is today recognized as a precondition for sustainable development and poverty reduction, and PSD support is coming to the fore of development co-operation. Sida recently commissioned a thematic series of three evaluations of its approach to PSD support. The present report summarizes and synthesizes central findings of the evaluations, in order to highlight major lessons learnt.

The report concludes that 'comprehensiveness' and 'sequencing' of measures are crucial aspects of a successful approach to PSD support. It discusses central concepts such as an 'enabling environment' and 'market obstacles', and shows that the evaluations imply that, in general, support should first be directed to the development of an enabling environment at the macro level before the focus is turned to removing market obstacles at the micro level. The report stresses, however, the importance of context-specific analyses of the environment and obstacles to PSD – and a consequent adaptation of PSD support – in each country case.

Whereas there clearly has been a lack of a coherent PSD approach within Sida in the past, Sida has recently adopted policy guidelines for its future PSD support. Still, within Sida as well as internationally, learning about how to successfully support PSD is likely to be a continuous process. This summary and synthesis report aspires to make a contribution to that end.

Evaluation of the Comprehensive Development Framework (CDF)

Joint evaluation with the World Bank and other DAC members and published by the World Bank (Toward Country-led Development, Synthesis Report)

In a joint evaluation thirty organisations, including Sida, have looked at the Comprehensive Development Framework – CDF – as a development co-operation instrument in order to establish its effectiveness and gain experiences about its application in practice. The evaluation was led by the World Bank's Operations Evaluation Department (OED). It started in October 2000 and the World Bank published the synthesis report in October 2003. Field studies were carried out in six countries.

Background

The World Bank proposed the CDF in January 1999 as a new way for the Bank to do business after growing concerns in the development assistance community about how aid was used and managed. After some 15 years of structural adjustment, there seemed to be too few positive and sustainable results, particularly in Sub-Saharan Africa.

The CDF consists of four principles—a *long-term, holistic development framework; results orientation; country ownership; and country-led partnership*—each of which responds to past development assistance shortcomings and presents an approach for improvement. None of the four individual elements of the CDF was new. The CDF innovation was to weave them together in a common, balanced framework for poverty reduction. The CDF was initially somewhat controversial, but its core principles ultimately gained the support of most donors and recipient countries.

Main Findings and Recommendations, grouped by principle:

Long-Term Holistic Development Framework

A long-term development framework has operational meaning only when it is translated into affordable priorities through a disciplined budget process. If recipient countries are expected to adopt a long-term results focus in development planning, so should also donors.

Results Orientation

Results orientation is important for improved effectiveness and for public accountability. The weak capacity of central and regional public agencies, combined with competing budget priorities, makes it difficult to implement government-wide results orientation. Monitoring and evaluation activities are still mainly donor-driven and funded, and are not well integrated into normal government operations. There has also been little progress in harmonising the donor reporting and results monitoring requirements that overburden recipient governments.

Country Ownership

The evaluation found evidence of progress; governments and donors increasingly consult with selected stakeholder groups about development strategies. But ownership is not necessarily broad—in many countries it remains confined to the executive branch of the government, and consultation with sectoral and regional authorities, elected officials and legislators, and marginalised groups is selective, sporadic, or not timely.

Country-Led Partnership

The PRSP is helping to improve the alignment between donors and recipient countries, but the transaction costs of delivering aid remain high and donors continue to engage in unproductive competition. Many donors face domestic political resistance to harmonising procedures, providing budget support, or reducing the use of international consultants, and won't move to greater country leadership in the presence of corruption or economic mismanagement.

Next Steps

Some promising opportunities have recently emerged for donors and recipients to move ahead, including the New Partnership for Africa's Development and the Monterrey Consensus. The positive changes fostered by the CDF are fragile. Implementing the principles requires changes in entrenched behaviours and institutional practices —never a quick or easy process.

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Sida Evaluations 2003

- 03/01 Sida Support to the PRONI Institute of Social Education Projects in the Balkans**
Birgitta Berggren, Bodil Eriksson
Department for Central and Eastern Europe
- 03/02 Swedish Bilateral Assistance in the Field of Migration and Asylum in Central and Eastern Europe, 1996–2002**
Kjell-Åke Nordquist, Martin Schmidt
Department for Central and Eastern Europe
- 03/03 Deseret's Response to the Challenge of HIV/AIDS in Zimbabwe – Mid Term Assessment**
Hope Chigudu
Department for Africa
- 03/04 Sida Support to the Pact Home Based Care Programme in Zimbabwe**
Shingaidzo Mupindu, Itayi Muvandi, Pascal Changunda, Caroline Maphoshere
Department for Africa
- 03/05 Zimbabwe National Network of People Living with HIV/AIDS**
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Environmental Considerations in Sida's Evaluations revisited	May
Basic Education with NORAD participation	June
Reflection on Experiences of Evaluation Gender Equality	September
Presentation of the evaluation of CDF	September
Integrated Area Programmes in Bosnia and Herzegovina, Sarajevo	October
Integrating Gender Equality into Development Co-operation, Brussels	November
Basic Education, the team leader presented the evaluation report	November



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