

EVALUATION AND FITNESS CHECK (FC) ROADMAP			
TITLE OF THE EVALUATION/FC	Geographic evaluations in the area of international cooperation and development (DG DEVCO) – 2016 (West and Central Africa, Central African Republic and Cambodia)		
LEAD DG RESPONSIBLE UNIT	DG DEVCO – EVALUATION UNIT	DATE OF THIS ROADMAP	25/08/2016
TYPE OF EVALUATION	Evaluation, Interim	PLANNED START DATE	Q3/2016
		PLANNED COMPLETION DATE	Q2/2018
		PLANNING CALENDAR	http://ec.europa.eu/smart-regulation/evaluation/index_en.htm
This indicative roadmap is provided for information purposes only and is subject to change.			

A. Purpose
(A.1) Purpose
<p>This roadmap presents the four (4) geographic evaluations planned to be launched in 2016 in the area of international cooperation and development.</p> <p>Geographic evaluations assess the cooperation policies, and the contribution of projects, programmes and instruments to these policies over a significant period of time in a given country or region. These evaluations contribute to accountability and learning by assessing the quality of EU development aid in a geographic area and by providing recommendations and lessons for formulation and programming.</p> <p>The purpose of each geographic evaluation is:</p> <ul style="list-style-type: none"> - To provide the relevant external co-operation services of the European Union and the wider public with an overall independent assessment of the European Union's past and current cooperation in a given country or region ; - To identify key lessons and to produce recommendations to improve current and inform future choices on co-operation strategy and delivery at country or regional level. <p>These geographic evaluations will also inform thematic evaluations and feed into broader policy or instrument evaluations.</p>

(A.2) Justification

Article 12 of the Common Implementing Regulation (CIR)¹ requires the Commission to "*regularly evaluate the results of geographical and cross-border policies and programmes and of sectoral policies and the effectiveness of programming in order to ascertain whether the objectives have been met and enable it to formulate recommendations with a view to improving future operations*".

The evaluation programme 2016-2020 (http://ec.europa.eu/europeaid/strategic-evaluations-analyse-eu-strategies_en) aims to establish a close link between evaluation planning and the policy agenda, in order to ensure timely availability of evidence from evaluation to feed the design of new initiatives.

While in every multiannual programming cycle it would ideally be desirable to evaluate all country or regional programmes, resources constraints and other managerial considerations lead to adopt a more targeted approach, still allowing to gathering relevant comprehensive information. The following criteria have been applied to draft and update the 5-year rolling work programme:

- **Financial coverage:** amount of allocations under previous and ongoing programming cycles;
- **Regularity:** year of previous evaluation and/or year of next joint-programming;
- **Proportionality:** coverage of regions.

Priority is also given to countries for which a joint programming exercise is planned to be a source of information. In line with the Agenda for Change and in the context of EU's commitment to the New Deal, special attention is paid to evaluations in fragile and conflict-affected countries.

Geographic evaluations are conducted at country or region level, and have been categorised as:

- *Bilateral*, evaluating only EU development aid, managed by the Commission, or
- *Joint evaluations* with other donors whatever the form of their support, and
- *Budget Support (BS)* evaluations, which always aim at involving all donors providing budget support in a country.

The choice between the 3 categories of geographic evaluations usually depends on the share of budget support in a country programme and on the interest and willingness of other donors and of the partner country to undertake a joint evaluation. The 3 evaluations to be undertaken in Africa will be bilateral ones. The evaluation of budget support in Cambodia is a specific case as the EU is the only provider of BS (so no joint evaluation); the justification is to include Asia in the portfolio of budget support evaluations for the first time (geographical coverage). This Asia country has been chosen because of the willingness of stakeholders in Cambodia in a context where an expansion of budget support is envisaged.

¹ REGULATION (EU) No 236/2014 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 11 March 2014

B. Content and subject of the evaluation

(B.1) Subject area

In 2016, 4 geographic evaluations are planned:

- **Two regional evaluations:** West and Central Africa.
- **Two country evaluations:** Central Africa Republic (CAR), Cambodia

Each evaluation will provide a judgement on the European Union's co-operation with the concerned country /region. In the three evaluations to be undertaken in Africa, the co-operation activities are financed mainly by the European Development Fund (EDF) but also by other financing instruments and programmes mentioned below (section C). The budget support in Cambodia is financed under the Development Cooperation Instrument (DCI).

(B.2) Original objectives of the intervention

The Cotonou Partnership Agreement (CPA) between the EU and the African, Caribbean and Pacific (ACP) countries was signed in 2000 for a twenty-year period. It is based on three complementary pillars: the political dimension, economic and trade cooperation, and development cooperation. Development finance under the CPA is provided from the **European Development Fund (EDF)** and set by multiannual financial protocols. The last two protocols are the 10th and the 11th EDF which cover respectively the periods 2008-2013 and 2014-2020.

The primary objective of the EDF is the reduction and, in the long term the eradication of poverty in African, Caribbean and Pacific countries. It also contributes to the achievement of more specific objectives of EU external action. This includes: i) fostering sustainable economic, social and environmental development; ii) consolidating and supporting democracy, the rule of law, good governance, human rights and the relevant principles of international law; iii) implementing a rights-based approach encompassing all human rights².

The objectives and general principles of the DCI have been formulated in line with the Lisbon Treaty and the latest policies, notably the 'Agenda for Change' of EU development policy. Its prime objective is the reduction of poverty. It contributes also to the achievement of other goals of EU external action, in particular fostering sustainable economic, social and environmental development as well as promoting democracy, the rule of law, good governance and respect for human rights.

The main objective of the programmes financed by the budget support instrument in Cambodia is to support Cambodia's Government in the implementation of its education sector policy strategy. Specifically, the EU support seeks to foster both the quantitative and qualitative improvement of basic education in Cambodia (both at national and sub-national level).

EDF, DCI and other financing instruments also contribute to the overarching objectives defined in the Development Consensus (2005) and the Agenda for Change (2011) which constitute the EU's main development policy references for the anticipated evaluation period. The primary objective of the Agenda for Change is to significantly increase the impact and effectiveness of EU development policy in order to reduce and eradicate poverty.

² Regulation (EU) 2015/322 of 2 March 2015 on the implementation of the 11th European Development Fund

These policy priorities should be implemented while applying the principles below:

- Differentiation: taking into account the increased differentiation between developing countries, the EU shall seek to target its resources where they are needed most to address poverty reduction and where they can have the greatest impact. Greater emphasis will be put on the poorest countries including Fragile States. At the same time for countries already on sustained growth paths and/or able to generate enough own resources, this will result in less or no EU development grant aid and the pursuit of a different development partnership based on loans, technical cooperation or support for trilateral cooperation.
- Concentration: to increase the impact and leverage of its assistance, the EU shall engage in no more than three sectors per partner country.
- Coordination: to avoid fragmentation of aid and further increase impact, the EU and its Member States shall strengthen Joint Programming, emphasising the need for a simplified and faster programming process, to be largely carried out on the ground. Similarly, the EU and its Member States will work to develop a common results-based approach to provide a basis for improving mutual accountability and transparency on development results.
- Coherence: the EU shall continue to evaluate the impact of its policies on development objectives to ensure Policy Coherence for Development (PCD). Similarly it will strengthen county-level dialogue on PCD and continue to promote it in global fora.

(B.3) How the objectives were to be achieved

In Central African Republic, and West and Central Africa, during the anticipated evaluation period, the objectives were supposed to be achieved by two programming cycles, namely 10th EDF (2008-2013) and 11th (2014-2020). In Cambodia, the programmes subject to evaluation cover the period 2011-2017.

Respective tentative amounts of allocated funds:

- CAR: 143 M EUR (10th EDF) and specific programmes since 2014 (no multiannual programming due to instability);
- Regional West Africa: 597 M EUR (10th EDF) and 1150 M EUR (11th EDF);
- Regional Central Africa: 165 M EUR (10th EDF) and 350 M EUR (11th EDF).
- Budget support to Cambodia: 23.1 M EUR allocated through the Education Sector Policy Support Programme (ESPSP) 2011-13; and 77.3 M EUR allocated under the EU-Cambodia Education Sector Reform Partnership (ESRP) 2014-17.

Since 2014, programming is a joint responsibility of the EEAS and the Commission. In addition, Joint Programming with EU Member States³ and alignment with the National Development Plans have been promoted.

In general, programming of thematic programmes and instruments outside of the National and Regional Indicative Programmes follow the programming of financing instruments, 2008-2013 and 2014-2020.

³ http://ec.europa.eu/europeaid/policies/eu-approach-aid-effectiveness/joint-programming_en

C. Scope of the evaluation/FC

(C.1) Topics covered

The evaluations will evaluate the European Union's co-operation with each country and region during a certain period of time. The period will be defined with reference to the last evaluation (if any⁴) and ends in 2015.

It will concern mainly the EDF but also the other financing instruments, notably the European Instrument for Democracy and Human Rights (EIDHR), the Instrument for Stability and its successor the Instrument contributing to Peace and Stability (IfS and IcSP), and the thematic programmes of the Development Cooperation Instrument (DCI) which were mainly Investing in people, Environment and sustainable management of natural resources, Migration and asylum, Non state actors and local authorities and Food security, including the Economic Partnership Agreements concluded in the concerned regions.

The evaluation will cover spending and non-spending activities that have been completed, in progress or being planned in the evaluation period. It will include:

- All co-operation programmes and initiatives,
- The interaction of cooperation interventions with other EU policies, such as trade, investment and humanitarian aid,
- All EU financial instruments and channels relevant to the country / region.

(C.2) Issues to be examined

Each evaluation will assess:

- the relevance and coherence of the European Union's co-operation strategies during the evaluation period;
- the results of the European Union's co-operation, focusing on impact, sustainability, effectiveness and efficiency for the evaluation period - and on intended effects for the period under the programming cycle;
- the consistency between programming and implementation;
- the added value of the European Union's interventions (at both the strategic and implementation levels);
- the 3Cs: coordination and complementarity of the European Union's interventions with other donors' interventions (focusing on EU Member States); and coherence⁵ between the European Union's interventions in the field of development cooperation and other European Union policies that are likely to affect the partner country/region.

The evaluation shall take into account the agreed recommendations of the former evaluation (if any). The consultant will check to what extent they have been implemented, including in the following programming cycle(s) and operations.

(C.3) Other tasks

⁴ Otherwise, it will cover the previous programming cycle and the current one until 2015/16.

⁵ This definition of coherence refers to its definition under the 3Cs.

D. Evidence base
(D.1) Evidence from monitoring
CRIS ⁶ (information on the projects), ROM ⁷ and other databases concerning the financed projects, engagements, payments, DEVCO Results framework, etc.
(D.2) Previous evaluations and other reports
<ul style="list-style-type: none"> - Projects evaluation reports; - Conclusions of the Mid-term and End-of-Term Reviews (if any). <p>General documentation</p> <ul style="list-style-type: none"> - Communications of the European Union; and Regulations related to the geographic and thematic programmes concerned by each evaluation. <p>Country/Region</p> <ul style="list-style-type: none"> - EU Cooperation strategies; - Key government planning and policy documents; - Relevant documentation provided by the local authorities and other local partners, etc.; - Other donors and OECD/DAC documentation.
(D.3) Evidence from assessing the implementation and application of legislation (complaints, infringement procedures)
N/A
(D.4) Consultation
<p>In addition to the desk analysis, a combination of targeted consultations will be used. This usually includes:</p> <ul style="list-style-type: none"> - A stakeholder survey: a web-based survey targeting mainly in-country task managers; it is not targeted to final beneficiaries but helps to better understand the implementation processes at country / regional level; - Semi-structured interviews and possibly focus groups, with in-country stakeholders such as EU and other donor staff; government and non-state actors; and end beneficiaries. <p>Taking into account the specificity of the 4 geographic evaluations (all in countries where internet connexions are only used by urban and well educated people), no internet-based Open Public Consultation is planned.</p>
(D.5) Further evidence to be gathered

⁶ Common RELEX Information System.

⁷ Results Oriented Monitoring.

E. Other relevant information/ remarks