

Evaluation of Capacity Development in Danish Development Assistance

Annex B: Evaluation Approach

November 2015

Annex B: Evaluation Approach and Methodology

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Introduction

This annex complements the information on the Evaluation’s Approach and Methodology as presented in the Danida Evaluation Synthesis Report, Section 1.3.

Evaluation approach

The methodology of the Evaluation contains five steps, where each step builds on the findings and development of the previous:

- Step 1: Portfolio Screening (PS) and Literature Review
- Step 2: Desk-based Review (DBR)
- Step 3: Country Case Studies
- Step 4: Cross-analysis of all data, development of main evaluation report
- Step 5: Synthesis Report writing (together with Sida and Norad teams)

Portfolio screening

An initial list of eligible development interventions was prepared by EVAL, from which a long-list of 47 development interventions was selected by EVAL. The majority the 30 interventions selected for preliminary screening were taken from this list of 47, but complemented with some development interventions from the initial list in order to have a representative coverage of sectors, countries, and size (budget-wise). The guiding selection criteria were as presented in the ToR (Annex 2, Section 2):

- Capacity development as an explicit intention, whether alone or as part of broader objectives;
- A description of intention is available at a level of specification as in typical programme/project documents;
- Initiated at least three years ago, and if completed, then completed not more than three years ago. The selection should aim of a mixture of relatively new initiatives and interventions that have been going on over some time;
- Geographic and thematic/sector spread as deemed relevant by each agency.

The countries and sectors included are shown in Table 1. Table 1 also indicate countries and sectors included in the Desk-Based Review. Reference is made to Annex C of the Main Evaluation Report for further information on the Portfolio Screening.

Table 1: Portfolio Screenings (PS) 30 & Desk-Based Reviews (DBR) 14

Country PS	DBR	Sectors PS	DBR
Bangladesh	x	General budget support	x
Benin		Government and civil society	x
Bhutan		Education	x
Central America		Health	x
China		Agriculture	x
Bolivia		Business	x
Burkina Faso		Transport and storage	x
Ghana		Energy	x
Indonesia	x	Water and sanitation	x
Kenya		Environment	x
Mali		Climate	x
Mozambique	x		
Nepal	x		
Niger			
Tanzania	x		
Uganda	x		
Vietnam	x		
Zambia			

The sample of development intervention comprises: sector programmes with two or more components – most of which have had previous phases; and minor programmes (in terms of budget) with one or a previous phase. The sector programme components constitute two types of frameworks: a) one where the components are part of a coherent entity; and b) and the other where the components are separate entities related to each their set of recipient organisations. In the latter case, a sector programme would constitute two or more ‘sub-programmes’.

Literature Review/Documents Consulted

In parallel with the portfolio screening and the DBR, a literature review was undertaken in order to understand the value of, and the reasoning behind, the issues that have been raised in the literature over the past decade or so, which required some form of epistemological framework. The content of the literature and the revisions of donor practice have also evolved over the last ten years. The List of Documents Consulted is attached as Annex L of the Main Evaluation Report.

Desk Based Review

17 of the 30 interventions were selected based on the evaluation team’s assessment on the CD content for the more detailed Desk-based Review (DBR). For three of the selected interventions it was found that adequate information was not available. The resulting sample of 14 Danida interventions included in the DBR is shown in Table 2 and the three excluded in Table 3.

Table 2: Sample for the Desk Based Review

Country	File Number	Programme/project title	Year
Bangladesh	104.Bangladesh.104.	Community Development Centre, CODEC	2007-2012
Bangladesh	104.Bangladesh.805-200.DAC.	Agriculture Sector Programme Support, Phase II	2006-2013
Indonesia	104.Indonesien.1.MFS.4.	Environmental Support Programme Phase 2 (ESP2)	2008-2012
Mozambique	104.Mozambique.96-400	General Budget Support Programme 2011-2014	2010-2014
Mozambique	104.Mozambique.104	Support to Public Sector Reform and Statistics	2008-2012
Nepal	104.Nepal.54-300.KTM.	Human Rights and Good Governance Programme, Phase 3	2009-2013
Nepal	104.Nepal.813-4.KTM.	School Sector Reform Plan (SSRP)	2009-2012
Nepal	104.Nepal.802-200	Energy Sector Assistance Programme (ESAP II)	2007-2012
Tanzania	104.Tanzania.810-400	Health Sector Programme Support, Tanzania, Phase IV	2009-2014
Tanzania	104.Tanzania.809-300	Business Sector Programme Support - Phase III	2008-2014
Uganda	104.Uganda.74	Anti-Corruption Programme in Uganda	2007-2011
Uganda	104.Uganda.821.	U-Growth Programme	2010-2013
Vietnam	104.Vietnam.44	Strengthening the Comprehensive Capacity of the Inspectorate System	2006-2014
Vietnam	104.Vietnam.820	Climate Change Adaptation and Mitigation	2009-2015

Table 3: Interventions excluded from the DBR

Country	File Number	Programme/project title	Year
Central America	104.Centralamerika.29	Regional Environmental Programme	2005-2012
Bolivia	104.Bolivia.45	Programme for Access to Justice	2009-2014
Zambia	104.Zambia.65	Strengthening of the multi-sectoral response to HIV and AIDS	2008-2011

Each intervention was subject to a document review, the main outcome of which is an Assessment Note structured according to the evaluation questions as regards relevance, efficiency, effectiveness, impact and sustainability. Information was fed into a common scorecard that was prepared for the three parallel CD evaluations.¹ The scorecard contains information on: intervention scope; planning; design; implementation and monitoring; and evaluation.

¹ The purpose of the DBR is to collect consistent information across interventions and donors to be able to compare interventions. Therefore, it has been emphasized not to deviate from the scorecard instructions as developed by the Sida evaluation team.

Country studies

Based on the Portfolio Screening, Nepal, Uganda and Tanzania were selected in consultations with EVAL for more in-depth country studies – only three countries should be included.² The countries selected for the Danida Evaluation was based on the relative substance of the DBR programmes and with due consideration to the Sida and Norad evaluation teams’ country selection, see Table 4.

Table 4: Countries selected for in-depth assessment

Sida	Norad	Danida
<ul style="list-style-type: none"> • Kenya • Cambodia • Bosnia/Herzegovina 	<ul style="list-style-type: none"> • Malawi • Mozambique • Vietnam 	<ul style="list-style-type: none"> • Tanzania • Uganda • Nepal

The interventions for further assessment during the country visits were those from the desk-based review and some additional interventions. With a view to expanding the scope of the country study, advice was taken from the embassies on which interventions were found to be of particular relevance for CD, beside those included in the desk-based review.³ The additional interventions are shown in Table 5.

Table 5: Additional interventions recommended by the embassies

Country	Programme/project title	Year
Nepal	Nepal Peace Trust Fund (NPTF)	2010-2013
Nepal	Developing Capacities for Effective Aid Management and Coordination (MoF Aid Effectiveness)	2010-2015
Nepal	Nepal Public Financial Management Support Multi-Donor Trust Fund (PFM Trust Fund)	2011-2016
Nepal	Revenue Administration Support (RAS) Project	2013-2015
Uganda	The Ugandan Good Governance Programme (UGOGO)	2011-2016
Uganda	Joint Water & Environment Sector Support Programme (JWESSP)	2013-2018
Tanzania	Governance Support Programme. Component 3: Public Financial Management – Public Financial Management Reform Programme Strategy (PFMRP) Phase IV (2012/13-2016/17)	2011-2015

The country visits included consultations with government (central and local), CSO and private sector stakeholders and embassy staff concerning the selected interventions. Focus group discussions were conducted at the end of the country visit with key stakeholders. Briefing and debriefing sessions as well as intervention specific discussions were held with embassy staff. A country report has been prepared for each of the three countries dealing with: context for capacity development; recording of observations and findings; response to the generic hypotheses in ToR; and presentation of conclusions on past, current and future CD support. The country studies for Nepal, Tanzania and Uganda are presented in Annex E, F and G respectively.

Evaluation methodology

Theory of Change

For many years, donors have sought to model their CD process and their support to CD into an explicit Theory of Change (ToC). Our methodology takes the ToC proposed in the Approach Paper as a point of departure. The methodology is designed with the dual objectives of: 1) assessing the underlying assumptions of the ToC, including the contextual assumptions; and 2) proposing improvements to the ToC based on substantiated evidence resulting from the Evaluation. The ToC is elaborated on a version of a hypothetical results-chain, which is assumed to happen at the organisational level as a result of the support provided by the donors in conjunction with the efforts and resources provided by the partner. It takes into account, but does

² ToR, Section 6, p.43.

³ ToR Annex 2, Country study design: “All interventions supported by the agency (Danida) in that country that fall into the scope defined are eligible for further study”.

not specify either the various contextual parameters or determinants assumed to influence the results of the CD effort, or the motivators and enablers that are internal to the partner and other agencies that form part of the institutional framework and organisational ecosystem.

Focus Areas and Hypotheses

The ToR have presented four focus areas and corresponding hypotheses, which are seen as critical dimensions of capacity, capacity development and support to capacity development, see Table 6. The four hypotheses were tested as part of the country assessment of the selected interventions. In addition to the assessment of the four hypotheses in Chapter 5 of the Main Evaluation Report, Annex J provides a more in-depth assessment.

Table 6: Focus areas and hypotheses

Focus Area		Hypothesis
i	The relevance and opportunity of a “best fit approach” for CD support are well adapted to specific intra- and inter-institutional dynamics and the wider context.	Donor support to capacity development is (more) effective when it fits the drivers for and constraints to change.
ii	Within the “best fit dimension”, the appropriateness and legitimacy of external (donor) involvement in different dimensions of capacity development, and whether some processes may be so complex and demanding that the ability of donors to add value is limited.	Donor support to capacity development is (more) effective when donors engage in dimensions of capacity development, where external agencies are likely to be able to contribute (not too complex for outsider facilitation) and when donor involvement is found appropriate and legitimate.
iii	The merits of looking beyond the supply side of public sector institutions to foster broader accountability relations or other types of collaboration with e.g. civil society, private sector, media and oversight institutions.	Donor support to capacity development is (more) effective when one looks beyond “supply-side” or “push” approaches that only work from the inside in public organisations, aiming also to foster broader accountability relations.
iv	How a results-focussed approach to aid for capacity development can serve to improve learning and accountability among aid agencies in future.	Donor support to capacity development is (more) effective when it uses results sensibly to measure progress, correct course and learn.

Source: a) Focus areas from Terms of Reference; and hypotheses from Norad’s draft “Developing ‘scorecards’ for CD interventions, 16 September 2014”, which is more elaborate than those presented in the Approach Paper (ToR Annex1).

Evaluation Questions

The ToR listed 15 evaluation questions (EQs). The EQs have been slightly modified and the sequence changed to enable a structures evaluation approach. The revised sequence of the EQs is presented in Table 8 with an indication of which OECD/DAC criteria the EQs relate to. EQ 13 and 14 are deemed to relate to both effectiveness and sustainability. A distinction has also been made whether the EQ is a ‘*research question*’ meaning that the answer to the question emerges through document reviews, interviews, etc.; or whether it is an ‘*analytical question*’ meaning that the answer to the question is based on the evaluation team’s judgement based on the outcomes of the research questions and possible further investigations. Accordingly, the analytical questions follow after the research questions. The relationship with the four focus areas is also indicated.

Table 7: Evaluation Questions as applied in the Danida CD Evaluation

No.	EQ	OECD/DAC Criteria	Research/ Analytical	Focus Area
1	To what extent have Danida's CD-related interventions been designed to reflect contextual and external factors? (Including: institutional and socio-political dynamics; external influences such as demand and accountability; and complementarity support from other organisations).	Relevance	Research	1 and 3
2	To what extent were Danida's CD-related interventions designed to help a sector and/or an organisation to attain a targeted (higher) level of capacity?	Relevance	Research	1 and 3
3	Based on their past experience with donors generally, to what extent do partner organisations and key intervention stakeholders want Danida to adjust its role (if at all) in capacity development?	Relevance	Research	2 and 3
4	To what degree is Danida following its guidelines to CD support?	Relevance	Research	
5	To what degree were the capabilities typically required to manage capacity development processes in place among the donor agencies and partner institutions? (Ex.: policies; procedures; guidance; skills and abilities; delegated authorities; change management plans and management systems; monitoring and other systems; incentives; accountability, and adequate time for key management resources).	Efficiency	Research	1
6	To what extent does the results of CD interventions represent value for money, (i.e. the same results could have been obtained with a lower level of resources (investments) if a different CD strategy had been applied)?	Efficiency	Research	
7	To what degree have interventions achieved the planned results at outcomes level, and to what degree is there a correlation between the interventions, and observed capacity improvements of the partner institutions?	Effectiveness	Research	4
8	What are the possible unintended effects (positive and negative) of support to capacity development?	Effectiveness	Research	2 and 3
9	To what extent have results-based approaches contributed to learning how to increase the effectiveness of CD support within and across interventions?	Effectiveness	Research	4
10	Assuming that Danida were to consider responding to a request for CD support, under which circumstances, for which aspects of capacity and for which specific inputs and modalities would its support be appropriate and effective?	Effectiveness	Analytical	2
11	What are the CD lessons learnt which Danida could use to move forward working with new actors in development?	Effectiveness	Analytical	
12	What characterizes support to capacity development that is relatively more successful versus strategies and interventions that are relatively less successful?	Effectiveness Sustainability	Analytical	1 and 3
13	Given last decade's focus on results-based management, how could Danida work with clearer definitions and reporting on results in CD?	Effectiveness	Analytical	1 and 4
14	Based on evidence from Danida's experience in CD, what conceptual elements should be built into the generic Theory of Change (presented in the Approach Paper) in order to improve the effectiveness of future CD support	Effectiveness Sustainability	Analytical	1, 3 and 4
15	Are the current CD approaches an effective way to reach the poor (directly and/or indirectly)?	Impact	Analytical	

Table 8: Arrangement of EQs in relation to category, DAC criteria and focus area

EQ Approach	EQ ToR	Research	Analytical	Relevance	Efficiency	Effectiveness	Impact	Sustainability	FA1	FA2	FA3	FA4
1	4	X		X					X		X	
2	2	X		X					X		X	
3	5	X		X						X	X	
4	12	X		X								
5	3	X			X				X			
6	9	X			X							
7	7	X				X						X
8	8	X				X				X	X	
9	6	X				X						X
10	11		X			X				X		
11	14		X			X						
12	10		X			X		X	X		X	
13	15		X			X			X			X
14	1		X			X		X	X		X	X
15	13		X				X					

Table 9: Reformulation of the Evaluation Questions

No	ToR version of EQs	No	Adjusted version of EQs
1	How can a generic theory of change for support to capacity development be formulated that would enhance the effectiveness of support to capacity development?	14	Based on evidence from Danida's experience in CD, what conceptual elements should be built into the generic Theory of Change in order to improve the effectiveness of future CD support?
2	What is the relevance of the strategies and initiatives for support to capacity development? E.g. do they primarily aim at improving capacity to manage aid programmes, versus aiming at more general improvement of capacity in a sector or an institution?	2	To what extent were Danida's CD-related interventions designed to help a sector and/or an organisation to attain a targeted (higher) level of capacity?
3	To what degree are the capacities to manage capacity development processes– e.g. change management competencies, incentives, procedures, guidance, management – effectively in place and adequate among the donor agencies and partner institutions?	5	To what degree were the capabilities typically required to manage capacity development processes in place among the donor agencies and partner institutions? (Ex.: policies; procedures; guidance; skills and abilities; delegated authorities; change management plans and management systems; monitoring and other systems; incentives; accountability, and adequate time for key management resources).
4	How have strategies and interventions been designed to fit with context-specific factors such as specific institutional dynamics or the social, cultural, political and legal environment, and to contribute to influencing factors external to the institution(s), such as demand and accountability mechanisms? To what degree are strategies based on evidence on how support to capacity development has worked elsewhere?	1	To what extent have Danida's CD-related interventions been designed to reflect contextual and external factors? Including: institutional and socio-political dynamics; and external influences such as demand and accountability).
5	How do representatives of the partner institutions and/or other stakeholders in partner countries perceive the donors' role in capacity development, and what do they think is the appropriate role of donors in future capacity development?	3	Based on their past experience with donors generally, to what extent do partner organisations and key intervention stakeholders want Danida to adjust its role (if at all) in capacity development?

6	How has results-orientation and results-based management approaches been applied in CD support, and how have they contributed to learning and improved effectiveness?	9	To what extent have results-based approaches contributed to learning how to increase the effectiveness of CD support within and across interventions?
7	To what degree have interventions achieved the planned results at outcomes level, and to what degree is there a correlation between the interventions, and observed capacity improvements of the partner institutions?	7	Same
8	What are the possible unintended effects (positive and negative) of support to capacity development?	8	Same
9	To what degree can one conclude that interventions to support capacity development have been effective and represent good use of resources (value for money), compared to possible other ways of supporting the same sectors or institutions(s)?	6	To what extent does the results of CD interventions represent value for money, (i.e. the same results could have been obtained with a lower level of resources (investments) if a different CD strategy had been applied)?
10	What characterizes support to capacity development that is relatively more successful versus strategies and interventions that are relatively less successful?	12	Same
11	Under which circumstances, for which aspects of capacity and for which specific inputs may donor support to capacity development be appropriate and effective? Are there situations where the agencies should refrain from being involved in capacity development, and/or modalities and approaches they should no longer apply?	10	Assuming that Danida were to consider responding to a request for CD support, under which circumstances, for which aspects of capacity and for which specific inputs and modalities would its support be appropriate and effective?
12	To what degree is Danida following its guidelines to CD support?	4	Same
13	Are the current CD approaches an effective way to reach the poor (directly and/or indirectly)?	15	Same
14	What are the CD lessons learnt which Danida could use to move forward working with new actors in development?	11	Same
15	Given last decade's focus on results-based management, how could Danida work with clearer definitions and reporting on results in CD?	13	Same

Questionnaire Survey

A Questionnaire Survey was conducted in connection with the focus group discussions. The Questionnaire Survey was divided into four parts:

- Part 1: Statements dealing with how donor support has been specifically designed to reflect the contexts, circumstances and conditions of the country (Statements 1-26);
- Part 2: Statements dealing with the role and responsibilities of donors and the partner country (Statements 27-44);
- Part 3: Statements dealing with the supply (push) and demand (pull) factors that ensure the interventions are supported by government and citizens (Statements 45-50);
- Part 4: Statements dealing with Results-Based Management applied to capacity development (Statements 51-59).

A summary of the Survey is provided in each of the country reports for Nepal, Uganda and Tanzania. An overview for the three countries is presented in Appendix 2 to this Annex.

Evaluation Matrix

An “Outline Evaluation Matrix” has been developed with judgement criteria for each of the 15 evaluation questions. The judgement criteria expand the specificity and substance of the evaluation questions. The intent was to expand on the Evaluation Matrix as the Evaluation progressed, but the further development of the Matrix was given up due to lack of adequate information in programme documentation. The Evaluation Matrix as it appeared at the inception stage is presented in Appendix 3 to this Annex.

Appendix 1: Overview of the Evaluation Sample

Danida supported interventions in Bangladesh included in the CD Evaluation

Bangladesh, Community Development Centre (CODEC) 2007-2012

Denmark supported CODEC from 1985, to begin with as the sole donor, and continued to be the main donor with more donors joining. CODEC operated in the coastal communities; which were destitute and vulnerable in political, social and economic terms. The communities required assistance from outside organisations to improve their self-sufficiency in all aspects of their life. CODEC had three components: 1) Economic Development (Micro Finance Institution), 2) Socio-Political Development; and 3) National Advocacy.

Bangladesh, Agriculture Sector Programme Support, Phase II (ASPS II) 2006-2013

The development objective of ASPS II was: Improved living conditions of poor marginal and small farmer households through enhanced, integrated and sustainable agricultural productivity. Farmers were to express their interest and demands and receive agricultural support from the private sector and a responsive local government system. Village and rural roads were maintained to a standard that met transport needs. The ASPS II had three components: 1) Agricultural Extension; 2) Regional Fisheries and Livestock Development; and 3) Rural Roads and Market Access.

Danida supported intervention in Indonesia included in the CD Evaluation

Indonesia, Environmental Support Programme, Phase 2 (ESP2) 2008-2012

The development objective of ESP2 was: Sustainable environmental management in support of livelihoods in Indonesia. The ESP2 had three components: 1) Support to Public Sector Institutions – contributing to improved institutional capacity at the national level to support cross-sectoral and decentralised development planning and environmental management; 2) Energy Efficiency and use in construction of large buildings – by adopting energy efficiency measures by major industrial, commercial and public sector consumers of energy; and 3) Support to decentralised Natural Resources Management and Renewable Energy – by supporting sustainable, community driven development contributing to reduced poverty and improved local governance in rural communities.

Danida supported interventions in Mozambique included in the CD Evaluation

Mozambique, General Budget Support (GBS) Programme 2011-2014

Denmark provided budget support to Mozambique from 2001. In 2010, there were 19 donors providing budget support. The program had three components: 1) General Budget Support; 2) Support to Public Financial Management (PFM) – human and organisational development and development of the PFM system; and 3) Support to Institution Building – strengthening of the implementing partner's role in policy research.

Mozambique, Support to Public Sector Reform and Statistics, Phase II 2008-2012

Denmark supported the public sector reform in Mozambique since 2003. The development objective of the programme was to promote the development of rationalised, integrated public institutions with a motivated professional civil service providing quality services to citizens and the private sector. The Programme had three components: 1) Support to Public Sector Reform Phase II; 2) Support to National Statistical System Strategic Plan 2008-2012; and 3) Support to an independent research institute.

Danida supported interventions in Nepal included in the CD Evaluation

Nepal, Human Rights and Good Governance, Phase III (HRGG III) 2009-2013

Denmark has supported human rights and good governance in Nepal since the early 1990s. The HRGG III was designed to support initiatives by government and state institutions and civil society organisations in order to deepen democracy and contribute to realisation of human rights and effective, inclusive and accountable local governance. The development objective was: A functional and inclusive democracy based on respect for human rights established. HRGG had three inter-related components: 1) Inclusive Democracy; 2) Human Rights and Justice; and 3) Local Governance.

Nepal, School Sector Reform Plan (SSRP) 2009-2012

Denmark has since 1992 been one of the leading donors in supporting the Nepalese education sector. Initially the support focused on primary education, but from 2003 the support was expanded to comprise secondary education up to the 10th Grade. Denmark supported the Education for All Programme 2004-2009 and the Secondary Education Support Programme 2003-2009 through joint financing arrangements with Ministry of Education and other development partners. Denmark continued its support to the education sector through its participation in the School Sector Reform Plan (SSRP) 2009-2016. The aim was to improve the quality and relevance of the school

education provided to children and young people. The SSRP had six components: 1) Early childhood education and development; 2) Basic and secondary education; 3) Neo-literacy and lifelong learning; 4) Technical education and vocational training; 5) Teachers professional development, and 6) Capacity development.

Nepal, Energy Sector Assistance Programme, Phase II (ESAP II) 2007-2012

The first phase of ESAP commenced in 1999 with the objective of creating a sustainable rural renewable energy sector in Nepal within a timeframe of 20 years, which included support to the Alternative Energy Promotion Centre (AEPCC), rural energy investments, and technological support. The second phase commenced in 2007 with the aim of providing access to clean, cheap and reliable energy in remote rural areas. The ESAP II had three components: 1) Institutional strengthening of the rural energy sector; 2) Rural energy investment/ Rural Energy Fund; and 3) Technical support.

Nepal Peace Trust Fund (NPTF) 2010-2013 (UNDP/EU)*

The NPTF derived its mandate from the Comprehensive Peace Agreement (2007). NPTF functions as a coordinating body for peace related initiatives; acts as a funding mechanism for government and donor resources; and monitor the peace process. The lead donors were UNDP and EU. The general purpose of the NPTF is: Core challenges of the peace process, as defined by policymakers and assigned to the NPTF, are professionally addressed and coordinated by the NPTF and its implementing agencies.

Nepal, Developing Capacities for Effective Aid Management and Coordination 2010-2015 (UNDP)*

In 2009, UNDP launched a new round of support to strengthen the government's aid management and coordination system. The scattered information across the systems of different government agencies on aids receipts; budgets, expenditure and impact had been a major constraint to aid effectiveness. The project helped to overcome this constraint by assisting the government to set up an online database as a central source of information on aid. Furthermore, the project helped to customise a standard software package that enabled Nepal's Aid Management Platform to be installed in the International Economic Cooperation Coordination Division of the Ministry of Finance in 2010.

Nepal, PFM Support, Multi-Donor Trust Fund (MDTF) 2011-2016 (WB)*

The overall programme development objective of the Trust Fund is to strengthen the performance, transparency and accountability of public financial management (PFM). The main activities are: strengthening PFM systems and capacities; enhancing accountability in PFM; and deepening knowledge related to Public Expenditure and Financial Accountability (PEFA).

Nepal, Revenue Administration Support Project (RAS) 2013-2015 (GIZ)*

In 2012, the Cabinet adopted the first strategic plan for the Inland Revenue Department (IRD) for the period 2012/13 to 2016/17, which set the framework for long-term decisions and is the cornerstone for the operational planning of tax administration. Based on the strategic plan, the IRD has drawn up a reform plan for 2012/13 to 2014/15 aimed at improving its service orientation and professionalism. Progress has been made in modernising the ICT system and implementing the E-taxation Master Plan, which improved the capacity of the IRD and made tax administration more transparent and efficient.

Note: *Danida support is provided through the Embassy's Local Grant Authority

Danida supported interventions in Tanzania included in the CD Evaluation

Tanzania, Health Sector Programme Support, Phase IV (HSPS IV) 2009-2014

Denmark has supported the health sector in Tanzania for decades. HSPS IV (2009-14) is in line with the Third Health Sector Strategic Plan (Mainland) 2009-2014, the Second Zanzibar Health Sector Reform Strategic Plan 2006-2010, and the National Multi-sectoral Strategic Framework for HIV/AIDS 2008-2012. The HSPS IV had three components: 1) Support to the health sector in Tanzania Mainland; 2) Support to the health sector in Zanzibar; and 3) Support to the multi-sectoral response to HIV/AIDS.

Tanzania, Business Sector Programme Support, Phase III (BSPS III) 2008-2014

The development objective was: Socially balanced economic growth through more coherent, transparent and sustainable institutions, including legal and regulatory environment that support development of the business sector in Tanzania. The BSPS III had three components: 1) Improved Business Environment comprising strengthening of business environment, advocacy, and enhanced capacity of the private labour market; 2) Better Access to Markets comprising international trade negotiations and trade business education; and 3) Development of MSMEs comprising private agricultural sector support, enterprise development, and financial sector deepening.

Tanzania, PFM Reform Programme, Phase IV (PFMRP IV) 2012-2017

Denmark's support to PFMRP IV is included as Component 3 of its Governance Support Programme (2011-2015). The assistance to public financial management is particularly targeted to enhancing effectiveness and accountability of public administration, and to support other objectives by improving the fiscal space for the government, as well as

improving efficiency and transparency in the overall sector service delivery. The support is complimentary to the continued Danish support for GBS, support for the Public Expenditure Review basket, and direct support to the Tanzania Revenue Authority.

Danida supported interventions in Uganda included in the CD Evaluation

Uganda, Anti-Corruption Programme, Phase II (ACP II) 2008-2011

The programme aimed at supporting the government efforts of strengthening the fight against corruption. The implementation was framed within Uganda's Poverty Eradication Action Plan. The overall development objective was: to enhance accountability and reduce corruption in the administration of public duty and service delivery in Uganda. The immediate objective was: to build the capacity of anti-corruption agencies and non-state actors to effectively engage in fighting corruption. The ACP II had three components: 1) Support to the Inspectorate of Government; 2) Support the Directorate of Ethics and Integrity; and 3) Support to civil society and the private sector.

Uganda, U-Growth Programme (UGP), 2010-2013

The U-Growth Programme was aligned to the national policy framework for rural economic growth. This policy framework consisted of the National Development Plan, the government's Manifesto entitled: "Prosperity for All", and the Competitiveness and Investment Climate Strategy for Sustainable Maintenance of District, Urban and Community Access Roads. The development objective was: To continue building a self-sustaining export-led economy, in which the benefits of growth are shared by all Ugandans. The UGP had three components: Public Sector Agricultural Support; 2) Rural Infrastructure; and 3) The Agribusiness Initiatives.

Uganda, The Uganda Good Governance Programme (UGOGO) 2011-2016

The Programme replaces three former programmes including ACP II. It continues to place strong emphasis on the supply and demand side of access to justice, democracy, human rights, peace building, and accountability. The development objective is: Equitable growth, poverty reduction, rule of law, and long-term stability in Uganda. The programme has three components: Democratic Governance Facility; Justice, Law and Order Sector; and Accountable Local Service Delivery.

Uganda, Joint Water & Environment Sector Support Programme (JWESSP) 2013-2018

Following the merger of Water and Environment into one Ministry of Water and Environment (MWE) in 2008, it was decided to integrate environment and climate change into JWESSP. The merger enabled clear synergies between water, environment and climate issues. The objective of the JWESSP is: to support the water and environment sector to achieve its targets and improve its efficiency through a consistent, harmonised support programme that is aligned to government objectives, policies and delivery modalities. The JWESSP has seven components: 1) Sector Programme Support; 2) Rural Water Supply and Sanitation; 3) Urban Water Supply and Sanitation; 4) Water for Production; 5) Water Resources Management; 6) Water Management Zones; 7) Environment and Natural Resources Management; and 8) Climate Change.

Danida supported interventions in Vietnam included in the CD Evaluation

Vietnam, Strengthening the Comprehensive Capacity of the Inspectorate System (POSCIS), 2009-2014

The programme was a large and multifaceted program aiming at strengthening the Inspectorate Sector in Vietnam throughout the country. The program aimed at strengthening the capacity of the Inspectorate Sector in dealing with inspection, complaints and denunciations settlement and anti-corruption to enhance public administration and good governance in the country. The programme had nine components: 1) Strengthening the professionalism of inspection; 2) Strengthening the role of the inspectorate sector in handling complaints and denunciations; 3) Strengthening the efficiency of the inspection sector's activities in preventing, detecting and handling of corruption; 4) Reform of personnel management; 5) Reform of research and capacity development; 6) Strengthening of coordination between inspectorate units and agencies concerned with audit, investigation and prosecution; 7) Strengthening of the relationship between the inspectorate sector and the public; 8) Application of information technology; and 9) Capacity building for results-based monitoring.

Vietnam, Climate Change Adaptation and Mitigation (CCAM) 2009-2015

The government was instrumental in laying down the context and objectives of the programme, by generating a concept paper for a donor intervention. The project reflects government's policy, strategy and intent with respect to Climate Change. A number of climate change pilot projects were implemented as part of Danida's support to the National Target Programme to Respond to Climate Change – to help provide experience and mitigate climate change impacts and effects in two coastal provinces susceptible to climate change impacts. The CCAM has three components: 1) Assessment of the of climate change and seawater level rise; 2) Development and implementation of action plans in response to climate change; and 3) Capacity building, communication and M&E.

Appendix 2: CD Questionnaire Survey Results

Score: 1=totally disagree and 7=totally agree

Statement number	Statement	TZ	UG	NEP	Relates to EQ:
Part 1: The degree to which donor support been specifically designed to reflect the contexts, circumstances, and conditions of the country?					
1	The need for capacity development in the project was identified by (Nepal, Tanzania or Uganda) (and not the donors).	5	5.4	5.1	1
2	The design documents of the project (project plans) were written in large part by (Nepal, Tanzania or Uganda).	5.45	3.77	4.75	4, 5, 11
3	International consultants and Danida personnel wrote most design documents with, or without, consultation with (Nepal, Tanzania or Uganda).	2.6	3.92	2.62	4, 5, 11
4	The design of the project was based on a detailed description of what new levels of services or products were supposed to be created\delivered.	5.45	5	5.62	2, 4
5	(Nepal, Tanzania or Uganda) determined the type of Capacity Development support it needed (training, equipment, etc.), how much of it was required, and when.	5.1	5.36	5.77	1, 4, 5, 7, 10
6	The project design was built upon a baseline study that clearly specified and evaluated what capacities were already there.	5.8	4.27	5.08	1, 4, 5, 7, 11
7	In addition to a project plan that listed activities, responsibilities and budgets, the project created a change management strategy.	5	4.71	5.42	1, 2, 4, 8, 10, 11, 13
8	The design and management of the project allowed project managers from (Nepal, Tanzania or Uganda) to change (if required) both the planned activities and the way that resources and budgets were used.	4.27	5.25	5.31	1, 3, 4
9	The project design included an analysis of the extent to which all stakeholders and partners should receive capacity development in order for the project objectives to be attained.	5.3	4.4	5.15	1, 4
10	I was informed, in detail, of what were the project's capacity development outputs and outcomes.	4.55	3.81	5	2, 5, 7
11	I was kept informed of the progress of the project both in terms of how it was going to meet its capacity objectives and what obstacles it was meeting.	4.7	3.53	4.92	2, 5, 7
12	The project was mostly designed to improve the personal skills and knowledge of people in the key organisation(s).	4.82	6	5.38	2, 6, 7, 8
13	The systems and authorities that were required to ensure that capacity was sustainable did not receive sufficient attention.	3	2.77	4.08	2, 6, 13, 14
14	Today, the ability of staff to deliver the required levels of goods and services is still limited because any one or more of the following are not in place: a) financial resources, b) processes, systems and equipment or c) authority to implement or d) some other critical resources.	4.36	5.56	5.08	2, 6, 13, 14

15	The project focussed on the capacity of a small number of organisations that directly deliver the goods or services, but it did not include the capacity development of stakeholders in civil society, the private sector or other public organisations that should have been included if service levels were to be improved.	3.6	5.29	4.31	1, 4
16	The opinions of people who were going to be affected by the capacity development initiative were obtained before the final draft of the design documents was finished.	5.4	3.21	4.62	1, 4
17	The project objectives corresponded to the wishes and priorities of the Government of (Nepal, Tanzania or Uganda).	5.82	5.88	4.92	1, 4, 7, 8, 11
18	During project implementation all, or almost all, of the people involved continued to be motivated to learn and acquire new abilities.	5.5	5.82	5.17	2, 5, 7
19	The project always had the support of “champions”, (individuals who could influence decision-makers so that the project could proceed as planned)	6	5.07	5.08	1, 2, 4, 5, 11
20	The people who were supposed to learn new skills and knowledge knew in advance <u>why</u> they were being asked to “learn”.	4.4	4.56	4.46	2, 5, 7
21	Generally, people who received training were asked to perform new tasks that reflected their new abilities once their training was done.	5.18	5.25	4.58	2, 5, 7, 9, 11, 12, 13
22	Most people who received training, or mentoring from technical assistants still work in the same organisation for which they were trained.	4.18	5.73	4.42	2, 5, 7, 9, 11, 12, 13
23	The project’s objectives probably agreed with the interests of the political leaders (the “elite” and party leaders) of (Nepal, Tanzania or Uganda).	4.3	3.93	3.46	1, 4, 7, 8, 11, 13
24	The changes that the project was to bring about were “wanted” by external stakeholders (beneficiaries and other people from outside of the targeted organisations).	3.73	4.81	4.31	1, 4, 7, 8, 11, 13
25	Danida and the key recipient organisations in (Nepal, Tanzania or Uganda) were successful in resolving problems of policy or process that would stop the project from meeting all of its Capacity Development objectives.	4.73	4.14	4	3, 4, 5, 7
26	The type of Capacity Development support that was made available by Danida changed over time to reflect changes in the external influences of the project (the “context”).	3.91	5.33	5.09	1, 2, 3, 4, 5, 8
Part 2: The role and responsibilities of donors and the partner country					
27	While Danida may have contributed resources and expertise, it is the responsibility of (Nepal, Tanzania or Uganda) and its organisations to generate the capacity required to achieve national goals.	6.55	6.67	6.38	2, 3, 4, 5, 7, 8, 11, 14
28	If the country had had the financial resources to do this project, it would have been able to achieve the Capacity Development objectives on its own.	5.09	4.17	4.23	2, 3, 4, 5, 7, 8, 11, 14
29	If it could have been free to do so, (Nepal, Tanzania or Uganda) would probably have selected different ways to spend the funds provide by Danida in order to achieve the same Capacity Development objectives.	3.36	4.18	4.54	1, 2, 3, 6, 11, 14
30	The resources that were provided with the donor financing (ex. training courses, consultancies, Technical Assistance, study tours etc.) directly generated new sustainable capacities that were necessary to achieve the project’s objectives.	5.55	5.33	4.69	3, 5, 6

31	The role Danida played in the project was exactly what (Nepal, Tanzania or Uganda) wanted it to play.	5.09	5.31	4.92	3, 4, 5, 9, 10
32	Danida and (Nepal, Tanzania or Uganda) completely agreed on what the results of the Capacity Development thrust of the project are supposed to be.	5.55	5.27	5.23	1, 2, 3, 9, 11, 13
33	(Nepal, Tanzania or Uganda) was clearly providing the project direction (decision-making, leadership) during the implementation phase of the project.	5.36	4.25	5.15	1, 2, 5,
34	(Nepal, Tanzania or Uganda) was the most active player in the oversight function; for instance it prepared most of the progress reports and analyses as well as conclusions and recommendations, and made the important decisions.	5.27	4.29	5.23	1, 2, 5
35	The oversight and management mechanisms have the authority to adapt the project as required to meet objectives and targets.	5.73	4.85	5.23	1, 2, 5
36	The project contains all the elements (time, resources, relationships, etc.) that are required to have a real and sustained impact.	5.36	4.88	5.31	1, 2, 3, 5, 7, 8,
37	Danida and (Nepal, Tanzania or Uganda) have worked out an exit strategy for its support	4.2	3.22	3.9	1, 2, 5, 6
38	Danida and (Nepal, Tanzania or Uganda) have put into place the mechanisms that will allow each of them to hold the other accountable.	5.18	4.43	4.92	1, 2, 5, 6
39	Although Danida financed this project in whole or in part, any donor could have done the job as well; Danida did not bring any special comparative advantage to the project (other than funding).	2.1	1.94	3.42	1, 2, 3, 4, 7, 10, 11, 12
40	Danida used its status as an international donor agency to directly engage in policy dialogue related to the project and thus help the organisation to resolve any problems.	4.7	3.86	4.15	1, 2, 3, 4, 5, 7, 11, 13, 14
41	Danida and (Nepal, Tanzania or Uganda) agree on the priority to place on cross-cutting issues (ex. cross-cutting targets were integrated into the project and monitored).	5	4.33	5.69	1,, 3, 4, 5
42	Donors have a very limited ability to directly participate in capacity development that impacts on social and societal change.	3.27	3.18	4.23	1, 2, 3, 7, 8, 11, 12
43	The people and organisations involved in oversight and management in the project have shown that they know how to develop (or maintain) sustainable levels of capacity over the long term.	5.27	4.88	4.58	1, 5, 7
44	If the project achieves all of its objectives, (Nepal, Tanzania or Uganda) will be able to achieve some of the key strategic objectives that will generate development.	5.64	6.22	6	1, 5, 7
Part 3: Supply (push) and demand (pull) factors that ensure that interventions are supported by government and citizens					
45	The various studies and assessments that led to the final project definition and plan not only considered the <u>internal forces (the “supply”)</u> that were necessary to bring about change (ex. increased ability to perform, management support, development of networks between public institutions, etc.), <u>but also external forces coming from citizens, the privates sector, Non-State Actors, the international community and others (the “demand”)</u> .	5.18	5.13	4.85	3, 5, 9, 14
46	The actors involved in “demand-side influences” were specifically identified and targeted by the project, and resources were allocated to them so that they ALSO	5.18	4.93	5.54	3, 5, 9, 14

	improved their capacity levels.				
47	“Demand-side” actors related to my project, such as the private sector or community level organisations, actually influence, or can influence, the decision-makers in (Nepal, Tanzania or Uganda).	5.45	5.18	5.38	3, 5, 9, 14
48	If donors were to increase their levels of capacity development support to “demand-side” actors, that would eventually facilitate and speed up change processes in (Nepal, Tanzania or Uganda).	5.55	6	6.31	3, 5, 9, 14
49	By increasing the capacity of “demand-side” stakeholders to better influence the government and public organisations of (Nepal, Tanzania or Uganda), a more direct sense of accountability and transparency between the Government and the people will emerge.	5.45	5.61	6.15	3, 5, 9, 14
50	Generally, public managers and political decision-makers in (Nepal, Tanzania or Uganda) believe that donors should get more involved in “demand-side” capacity development.	3.09	3.82	4.31	3, 5, 9, 14
Part 4: Results-Based Management applied to capacity development					
51	Project documents are specific about what results have to be produced, and all results are stated in a way that it is possible to know when they are achieved.	5.36	5.6	5.62	2, 4, 5, 7, 8, 10
52	All project results in project documents are stated in a way that it is possible to know when they are achieved.	5.45	4.8	5.46	5, 7, 8, 9, 13, 14
53	The project undertook monitoring of all risks so that they could be managed.	5.18	3.71	4.92	5, 7, 8, 9, 13, 14
54	Monitoring and supervision are based on evidence of the attainment of results.	5.8	5.31	5.46	5, 7, 8, 9, 13, 14
55	Reporting to Danida is based on results.	6.09	5.43	5.92	5, 7, 8, 9, 13, 14
56	Gender-related targets are based on expected results	5.78	5	5.75	5, 7, 8, 9, 13, 14
57	Environment-related targets are based on expected results.	5.75	4.44	4.67	5, 7, 8, 9, 13, 14
58	Human rights related targets are based on expected results.	5.88	5.17	5.91	5, 7, 8, 9, 13, 14
59	Supervision of the project has been made easier because discussions are facilitated by being based on results (especially monitoring and progress data).	5.55	5.5	5.77	5, 7, 8, 9, 13, 14

Appendix 3: Outline Evaluation Matrix

<p>EQ1: To what extent have Danida's CD-related interventions been designed to reflect contextual and external factors? (Including: institutional and socio-political dynamics; external influences such as demand and accountability; complementarity support from other organisations; and the lessons learnt from research and best practices (for CD) identified elsewhere.</p> <p>TOR version (4): How have strategies and interventions been designed to fit with context-specific factors such as specific institutional dynamics or the social, cultural, political and legal environment, and to contribute to influencing factors external to the institution(s), such as demand and accountability mechanisms? To what degree are strategies based on evidence on how support to capacity development has worked elsewhere?</p>			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Relevance	CD intervention strategies and change management plans incorporate the means to identify and constantly adapt to institutional and context-specific parameters (including: political, legal, economic, social, cultural, environmental, and physical)		
	Proposed CD strategies are justified on the basis of baselines and required capability for expected results, as well as on the lessons learnt from research/best cases.		
	CD interventions include ways and means to ensure that both the donor and the partners are held accountable.		

<p>EQ2: To what extent were Danida's CD-related interventions designed to help a sector and/or an organisation to attain a targeted (higher) level of capacity.</p> <p>ToR version (2): What is the relevance of the strategies and initiatives for support to capacity development? E.g. do they primarily aim at improving capacity to manage aid programmes, versus aiming at more general improvement of capacity in a sector or an institution?</p>			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Effectiveness	Danida interventions aimed to ensure that partner institutions had the capabilities in place to sustainably perform with an expected level of capacity.		
	Intervention designs provided for a strategy to contribute to the improvement of the capabilities required to reach that objective.		

<p>EQ3: Based on their past experience with donors generally, to what extent do partner organisations and key intervention stakeholders want Danida to adjust its role (if at all) in capacity development?</p> <p>ToR version (5): How do representatives of the partner institutions and/or other stakeholders in partner countries perceive the donors' role in capacity development, and what do they think is the appropriate role of donors in future capacity development?</p>			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Relevance	Achieving the performance targets of the organisation required an injection of resources and knowledge that could only come through external donor support, given the local conditions at project start-up.		
	The role that Danida played for its CD intervention is the role that partners and other stakeholders explicitly asked it to play.		

EQ4: To what degree is Danida following its guidelines to CD support?			
ToR version (12): Same			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Relevance	Danida's policies (including guidelines and processes) and administration (including systems and procedures) that cover its CD interventions are internally coherent.		
	Danida harmonises its policies and processes with those of its partners in order to generate endogenous capability.		

EQ5: To what degree were the capabilities typically required to manage capacity development processes in place among the donor agencies and partner institutions? (Ex.: policies; procedures; guidance; skills and abilities; delegated authorities; change management plans and management systems; monitoring and other systems; incentives; accountability, and adequate time for key management resources).			
ToR version (3): To what degree are the capacities to manage capacity development processes– e.g. change management competencies, incentives, procedures, guidance, management – effectively in place and adequate among the donor agencies and partner institutions?			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Efficiency	The donor and partner rigorously analysed the ability of key parties to successfully manage targeted CD change strategies and processes, and provided for its improvement when needed at the appropriate stage in the intervention life cycle.		
	The CD support intervention included means to manage (positively influence) context-specific and external factors that could affect the achievement of project objectives.		

EQ6: To what extent do the results of CD interventions represent value for money, (i.e. the same results could have been obtained with a lower level of resources (investments) if a different CD strategy had been applied)?			
ToR version (9): To what degree can one conclude that interventions to support capacity development have been effective and represent good use of resources (value for money), compared to possible other ways of supporting the same sectors or institutions(s)?			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Efficiency	The decision of which intervention strategy to select was made jointly by Danida and its partners after an analysis of viable options concerning CD support to the sector or organisation.		
	Resources and delegations of authority provided to intervention managers are sufficient to ensure that the selected strategies for achieving intervention outcomes (stated objectives) can be played out.		

EQ7: To what degree have interventions achieved the planned results at outcomes level, and to what degree is there a correlation between the interventions, and observed capacity improvements of the partner institutions?			
ToR version (7): Same			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Effectiveness	Conclusions from the evaluation of Danida's experience with CD support identify key characteristics of successful and unsuccessful CD strategies.		

EQ8: What are the possible unintended effects (positive and negative) of support to capacity development? ToR version (8): Same			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Effectiveness	Means were put into place to identify, report on, monitor and act on unintended effects during implementation.		
	Unintended effects were detected shortly after the occurrence and addressed.		

EQ9: To what extent have results-based approaches contributed to learning how to increase the effectiveness of CD support within and across interventions? ToR version (6): How has results-orientation and results-based management approaches been applied in CD support, and how have they contributed to learning and improved effectiveness?			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Effectiveness	Danida's results-based interventions are based on a comprehensive results framework that specifically addresses holistic solutions to capability gaps that are the subject of the intervention.		
	Results-based approaches to CD support have facilitated decision-making (in temporal and content terms) when choosing among optional courses of action on the part of both Danida and its partners.		

EQ10: Assuming that Danida were to consider responding to a request for CD support, under which circumstances, for which aspects of capacity and for which specific inputs and modalities would its support be appropriate and effective? ToR version (11): Under which circumstances, for which aspects of capacity and for which specific inputs may donor support to capacity development be appropriate and effective? Are there situations where the agencies should refrain from being involved in capacity development, and/or modalities and approaches they should no longer apply?			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Effectiveness	Based in part on the comparative advantages and value-added it could call on and the options for donor support, Danida identified what strategies it could apply to contribute to the resolution of a partner's capacity development problem.		
	Conclusions from the evaluation Danida's experience with CD support provide insights into the conditions and circumstances under which Danida should undertake CD support.		

EQ11: What are the CD lessons learnt which Danida could use to move forward working with new actors in development? ToR version (14): Same			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Effectiveness	The evaluation of Danida's CD experience provides it with knowledge and options for the development of strategies for partnering with new actors in the pursuit of higher levels of organisational capacity.		

EQ12: What characterizes support to capacity development that is relatively more successful versus strategies and interventions that are relatively less successful? ToR version (10): Same			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Effectiveness & Sustainability	Conclusions from the evaluation of Danida's experience with CD support identify key characteristics of successful CD strategies		
	Conclusions from the evaluation of Danida's experience with CD support identify key characteristics of unsuccessful CD strategies		

EQ13: Given last decade's focus on results-based management, how could Danida work with clearer definitions and reporting on results in CD? ToR version (15): Same			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Effectiveness	The evaluation of Danida's CD experience identifies which concepts and definitions should be clarified and standardized.		
	Danida's CD reporting mechanisms are adequate to effectively monitor its results-chain and results-based approaches.		

EQ14: Based on evidence from Danida's experience in CD, what conceptual elements should be built into the generic Theory of Change (presented in the Approach Paper) in order to improve the effectiveness of future CD support?			
ToR version (1): How can a generic theory of change for support to capacity development be formulated that would enhance the effectiveness of support to capacity development?			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Effectiveness & Sustainability	Causal linkages and critical assumptions from one result level to another in the ToC are sufficiently well defined to allow Danida to make decisions based on a clear understanding of expected results and the change management process that will deliver those results (including Danida's role in that process).		
	External factors that influence the results chain are sufficiently well defined to enable Danida managers to ensure that they are integrated into their management processes and cycles.		
	Danida's internal management systems are coherent with the application of a ToC -- and a results-based management framework.		

EQ15: Are the current CD approaches an effective way to reach the poor (directly and/or indirectly)?			
ToR version (13): Same			
Evaluation Criteria	Judgement Criteria	Indicators	Means and Source of Verification
Impact	Danida's CD interventions contain the means to indicate the extent to which improved capacity will have an impact on the poor.		
	Danida's CD interventions are designed to provide partner organisations with an enhanced ability to have services provided directly or indirectly to the poor.		