

→ ÉVALUATIONS



Direction générale
de la Coopération internationale
et du Développement

DgCiD

REVIEW OF EVALUATIONS 2007

EVALUATING FRENCH
INTERNATIONAL COOPERATION



WHAT IS EVALUATION?

Evaluation consists in judging the value of a past action.

Its relevance: was the action worth carrying out? Does it meet the expectations of all or some of the stakeholders?

Its efficacy: were the planned actions truly implemented?

Its effectiveness: were the expected results achieved? To what extent? Were there any unexpected results? Were they positive or negative?

Its efficiency: did the results justify the amounts spent?

Its coherence: were the resources used concordant with the objective and concordant amongst each other?

Its sustainability: did the action lead to a structure or practices that can "live" and develop?

Its impact: did the action have any influence in another area or on another level beyond the expected results?

The evaluation is concerned with the actions themselves, not with individuals. It is performed by independent and external experts. Its conclusions and recommendations provide the decision-maker with an additional tool, aiming to take into account the lessons of past public actions.

- It meets quality and ethics requirements (as listed in an evaluation guide) and independence requirements (external evaluations performed under the responsibility of steering committees that are largely open to external parties).

THE EVALUATION OFFICE

Within the DgCiD, the Evaluation Office conducts a composite programme of evaluations:

- geographic evaluations that assess French development cooperation across all sectors, in a country or region
- sector or thematic evaluations that assess French development cooperation in a specific sector, in all countries covered, a given country or zone, or in relation to a specific issue
- evaluations of instruments that assess the technical and financial instruments of French development cooperation or the action of operating agencies mandated by the Ministry
- evaluations of projects or programmes implemented in a country or a group of countries
- international evaluations, conducted jointly with other donors or partner countries.

The Evaluation Office strives to promote an evaluation culture:

- at the Ministry of Foreign and European Affairs: by providing methodological support for the conduct of evaluations by the embassies or other services of the DgCiD, by issuing opinions on the projects submitted to the Priority Solidarity Fund review committee, by contributing to the design of monitoring indicators, and by providing training in evaluation
- at the inter-ministerial level: by participating in joint evaluations (with the AFD, DGTPE, etc.) and by involving senior staff from other ministries in the steering committees
- within the Société Française d'Evaluation (SFE) by participating in the "Evaluation and Development Aid" working group
- at European level and in international organisations: by participating, notably, in the work of the "aid evaluation" network of the OECD Development Assistance Committee (DAC) and in the group of European Union Head of Evaluation services.

EVALUATION AT THE DGCID

- At the DgCiD, the evaluation process draws on tested practices that have been used in evaluating development programmes and projects since the 1980s.
- It meets transparency requirements for the implementation of French official development aid resources managed by the French Ministry of Foreign and European Affairs.
- It helps improve the quality of French aid activities and the adaptation of its tools.
- It makes a significant contribution to the discussion on aid effectiveness and intervention strategies.
- It is largely decentralised to central service directorates and diplomatic posts. The Evaluation Office, under the DgCiD's department of means and network, providing methodological and technical support for the work conducted by the services.

The **Evaluation Guide** was completed and revised in 2007. It is available in French and English.

This guide may be obtained from the Evaluation Office on request (in hard copy and/or electronic format).
evaluation.dgcid@diplomatie.gouv.fr

The Evaluation Guide is also available on the website of the Ministry of Foreign and European Affairs:
www.diplomatie.gouv.fr

Written as technical sheets, the evaluation guide presents the major concepts, objectives, methods and tools used by the DgCiD to evaluate development aid and cooperation projects, programmes, instruments and policies.

It is the primary tool given to evaluators and commissioners of evaluations, particularly MAEE departments and the diplomatic posts that need to carry out these evaluations.

It enjoys input from the work and discussions held in France and internationally, and is regularly updated.

THE STEERING COMMITTEE

The steering committee is a working party whose role is to think and make proposals.

A steering committee is formed for each evaluation. It ensures the proper conduct of the evaluation and supervises the work of the experts in charge of the latter.

The steering committee members may come from various MAEE directorates, other ministerial departments, institutions from outside the administration, civil society or the private sector.

With their reflections and proposals, they offer valuable insight into development cooperation or the instrument or theme being evaluated.

The steering committee sets the terms of reference for the evaluation and selects the external independent experts who will conduct the evaluation via a competitive tender. It remains in contact with the experts on the findings of their survey, validates their report, and helps circulate their conclusions and recommendations.

The chairman plays a special role within the steering committee. He or she ensures the proper conduct and quality of the evaluation, helps it through its different stages, moderates debate and contributes to the submission meeting.

- African Evaluation Association - AFREA

The Evaluation Office contributed to the establishment of partner relationships between the SFE and the African Evaluation Association (AFREA), to help the latter become professionalised and gain recognition internationally.

In 2007, the Evaluation Office supported the fourth AFREA conference held in Niamey on the theme *"Evaluate Development, Develop Evaluation, A Pathway to Africa's Future"*.

Strong participation (over 500 persons and 42 African countries represented) was evidence of the development of evaluation in Africa.

RELATIONS WITH EVALUATION ASSOCIATIONS

- French Evaluation Society (Société Française de l'Evaluation, SFE)

The Evaluation Office contributes to the spread of an evaluation culture for French public policies through its membership with the French Evaluation Society (SFE).

The Evaluation Office actively participates in the work conducted by the SFE, which organises national evaluation days every year.

In 2008, the SFE decided to restore a working party on the evaluation of development aid policies. The DgCID will be represented in this working party by the Evaluation Office, who will take an active role in the work.

PUBLICATION OF EVALUATION REPORTS

Several years ago, the Evaluation Office introduced a policy of publication and circulation of the reports compiled by external consultants. Around 10 reports are published each year with a view to capitalising on experience to enhance the effectiveness of public aid and international development cooperation. These publications must meet high standards of quality, transparency and independence.

All the evaluation reports presented in this brochure - as well as those from previous years - can be viewed on the Ministry of Foreign and European Affairs website: www.diplomatie.gouv.fr

Only country evaluation reports are not posted online because they have restricted dissemination. Reports prior to 2003 are not available in electronic format. They can be consulted at information centres.

To access publications on the website: on the left-hand side of the screen, in the "Ministry" section, click on: Publications → International Cooperation and Development → "évaluations" series.



In 2005, France revised the priorities and management of its food aid programme, the bulk of which is handled by the MAEE's directorate general for development policy and known as "programmed food aid".

The reform introduced major changes as part of a general French strategy for food aid. The changes included both short-term goals (response to emergency situations) and long-term objectives (food security, restoring agricultural and seed production capacities, targeted support for chronically vulnerable population groups), as well as management and implementation methods used (untied financing, increasingly in the form of fund transfers, commissioning multilateral bodies and NGOs to carry out intervention).

Three years after the reform, this evaluation assesses changes in the practices and compliance of French food aid with commitments made, both at the European and international levels (international food aid convention, good practice of humanitarian donorship) and attempts to address questions regarding its relevance in different contexts, its coherence with other French aid instruments, as well as the correspondence between investigative and decision-making procedures and the human and financial resources used.

Entrusted to a consortium formed by IRAM and GRET, this evaluation led to three case studies and field missions in Haiti, Sudan and Burkina Faso, conducted between September and November 2007.

OBSERVATIONS

The evaluation report found satisfactory results for the different measures taken as part of the 2005 reform, and highlights the flexibility of the instrument. It has won wide favour from our partners as well. Nonetheless, given the new international context and soaring food prices, food aid must address increasingly complex crisis situations, wherein the requirements of emergency intervention must be combined with the goals of targeting populations, visibility, and sustainable development and restoring food security.

RECOMMENDATIONS

The recommendations of the evaluation relate to the place and role of food aid in general cooperation policies and the French development aid framework, the added value it can bring to the international aid framework, the simplification of its management and monitoring, and the needed resources. The evaluation goes beyond a mere update of food aid policy and the aid instrument, and calls for a review of all policies regarding humanitarian intervention, food security, and prevention and management of risks brought about by humanitarian crises.



The purpose of the evaluation of "Development cooperation and French NGO interventions in situations of crisis and institutional fragility" was to analyse France's methods and forms of engagement in conflict situations and fragile states, and draw lessons in order to improve our policy, strategy, tools and methods of intervention in such situations. Backed by three country case studies (Afghanistan, Guinea, Haiti) that reflect the diversity of these situations, the evaluation focused on fragile aspects (of states and societies) and their treatment, **prevention of crises and relapse risks, post-crisis management and post-crisis consolidation.**

The evaluation covered the 2000-2007 period, but the retrospective aspect should be balanced with the prospective nature of the subject. Although France does not yet have a policy or full strategy to address these issues, it is an active participant in international discussions on the subject. In late 2007, an inter-ministerial working group produced a position paper on the question of fragile states.

OBSERVATIONS

French cooperation is involved in 55 countries, 23 of which are considered part of the most fragile states in the world. France does not yet have a consolidated strategy for cooperation with fragile states and in crisis situations.

Fragility brings about crises that will become increasingly widespread in coming years. Prevention, treatment, and support for post-crisis management require specific means and methods that are currently not very well-known and largely unused in the French mechanism.

As the ODA's overall resources tend to stagnate, if not shrink, resources should be transferred between existing budgets to address the most fragile situations and new conflicts. This implies a need for teams up the line that are capable of taking an overall view of the situation and, from this, draft the necessary arguments for such resource transfers (based on monitoring, analysis, projections and alerts), and suggest choices between bilateral and multilateral intervention channels.

A flexible tool tied to response definition must be organised, on an inter-ministerial basis, to present decision-makers with the best options. This also implies taking specific measures relating to aid effectiveness in these countries, including: a prior diagnosis of the situation in each country, using analytical tools currently being developed both in France and internationally; versatile partnership framework documents (PFDs) centred on fragile situations; the creation of a post-crisis management fund; larger delegations for embassies in the countries concerned; reinforcing staff and cooperation resources in the most crisis-generating countries; maintenance of institutional technical assistance for sectors and closer coordination with non-governmental organisations.

RECOMMENDATIONS

Policy and strategy

- At the international level, dialogue and resource pooling should be pursued. With its position paper on fragile states and its role within the OECD and other international bodies, France could support and drive such efforts. A new agenda for discussion that would identify the link between "conflicts or crises" and "fragile states" should be launched.
- In France, the post-crisis period, fragile states, and prevention should be covered in a single strategic document. A strategy based on an integrated approach, from prevention to reconstruction (strengthening the state, strengthening civil society, etc.), that can be shared at both European and international levels, must be drafted and integrated into French international policy. Technical means should be pooled. Finally, work to qualify fragile situations must be pursued, and similar work should be carried out for crisis prevention.

Principles for the production of intervention doctrines

- Tie aid volumes to political factors as well as country indicators
- Select bilateral or multilateral channels according to the impact threshold for the sector
- Subject all actions to an analysis (integrating crisis-generating factors) aimed at defining a country strategy. All interventions must have resources dedicated to diagnostics and capitalisation
- Distribute financial outlays among the 4 pillars of development (State, civil society, private sector, local authorities), balance the central and devolved levels
- Interventions in social areas and basic services should not depend on diplomatic and political factors that could lead to aid interruption
- A principle of "communicating vessels" between the 4 pillars should be considered: avoid or plan conditionalities
- NGO intervention must be firmly recognised and inscribed in fragility treatment strategies
- Capitalise on sub-regional organisations, both at the political (crisis handling) and technical (prevention) levels.

Steering

- Create a permanent mandated workforce to coordinate a surveillance and early warning system
- Establish an inter-ministerial consultation platform to define and coordinate responses when required by the situation.

Organisation, instruments and tools

- Create a post-crisis management fund, grant increased management and decision-making powers to embassies
- Design PFDs focused on fragile situations, and that are therefore versatile, flexible, and allow adaptations to sectors
- Encourage the establishment of the Concerted Multi-Stakeholder Programme (Programme concerté pluri-acteurs, PCPA) instrument
- Increase cooperation staff and simplify procedures in fragile countries
- Standardise information and capitalisation. Mechanisms should be introduced to manage information and safeguard institutional memory both centrally and in the diplomatic posts
- Encourage the recruitment of national staff in the Cooperation and Cultural Action Sections (SCAC) of fragile countries
- Design and implement special "Fragile States" training (AT, SCAC, NGO)
- Improve the status of NGO staff (health, retirement, social security costs).

FOLLOW-UP

The conclusions of the evaluation report were presented and validated by the steering committee in May 2008. A submission meeting will allow decision-makers to become acquainted with the evaluation's findings and recommendations, and decide upon the next course of action. In addition, the document will be widely circulated to members of the DAC networks specialising in these issues (CPDC and fragile states).



The ASEM-DUO programme was launched on the occasion of the third Asia-Europe Meeting held in Seoul in October 2000, following a joint proposal from Korea, France and Singapore. It encourages the exchange of student or teacher "duos" between an Asian and a European university. Exchanges have standardised durations and amounts (1000 euros/month per student, 3000 euros for teachers).

There are 4 sub-programmes: DUO-France, DUO-Korea, DUO-Singapore and DUO-Thailand, launched in 2006. A Danish programme was suspended in 2004 after an external evaluation.

DUO-France focuses on the Master level and prioritises the creation of diplomas in an international partnership, whereas the other three DUO programmes focus on the flow of students. The programme was designed as an "incubator" that would facilitate project start-ups that subsequently need to find other, mainly European, sources of funding.

OBSERVATIONS

Some thirty French higher education establishments, mostly engineering schools, were involved in DUO-France. Almost all of the selected projects were implemented, but the number of "duos" that actually took place differs from the number of scheduled duos.

The evaluation emphasises that DUO-France suffers from an excessive lack of precision in defining its objectives as well as a lack of cohesion. The programme lacks visibility, is of mixed effectiveness, and has insufficient monitoring. Results are modest because the evaluation estimates the number of Asian students in France benefiting from the DUO-France programme is about 1 in a thousand.

The DUO-France programme has not achieved the objectives it set out. The number of projects leading to co-awarding of diplomas is very low (4% of total). The mechanism's contribution to university mobility was very low: fewer than 350 teachers and students (French and Asian) have benefited from the programme since its introduction. Material difficulties have penalised exchanges: uniform grant amounts even though the cost of living in France is not the same as that in the majority of Asian countries, high travel costs, lack of support and monitoring facilities.

RECOMMENDATIONS

The evaluation report indicates two options:

Option 1: suspend the programme.

Option 2: proceed with a provisional restructuring of the programme by:

- relaxing the goal of co-awarding of diplomas, too often found out of reach
- encouraging student mobility through the ECTS system
- recognising the role of research in exchanges
- diversifying the length of stay according to the project structure
- adjusting grants according to the type of project and the cost of living
- providing the resources to guarantee the success of the exchanges (cultural and linguistic preparation, travel, housing, mentoring, etc.)
- providing information about the programme.

FOLLOW-UP

Given DUO-France's mixed results as revealed by the evaluation, the programme was suspended.



Post-Graduate Cooperation Programmes, or PCPs, were launched in 1987 for Venezuela and 1993 for Mexico.

The programmes were aimed at allowing exchanges between higher education institutions and research bodies of the countries involved to implement joint training and research activities for industrial purposes, as part of agreements with companies. Their overall goal was to develop high-level research between French and Latin American (Mexico or Venezuela) higher education establishments, in association with the industrial sector. PCPs required the participation of universities, research institutions, laboratories, and also involved companies, in joint research projects lasting 4 years in Venezuela and 3 years (renewable for 1 year) in Mexico. These projects led to one or several thesis, very often co-supervised. Project funding came from three sources: the PCPs, partner laboratories' own funds, and participating companies.

The PCP programme is largely appreciated by the institutional, scientific and industrial stakeholders as a whole. It has produced a large number of scientific results: almost 100 theses, hundreds of publications, several patents. It has also allowed French laboratories to expand to the international level and maintain research activities in some sectors. Finally, in a number of cases, the programme has made it possible to improve the production techniques, processes, or technology used in the industry. The PCP programme has also aided in creating and strengthening professional and interpersonal ties and relations between the scientific elite in France, Venezuela and Mexico. The evaluation has highlighted the need for the PCP programme to meet the new reference framework for research and development policies, which places the link between research and industry at the heart of innovation policy. The evaluation also underscores the need to provide a clear response to the problem of industrial property protection.

RECOMMENDATIONS

Recommendations regarding the participation of enterprises:

- Reformulate goals by going beyond the "thesis/publication" product, taking into account the possible industrial applications and giving enterprises the possibility of sponsoring projects in the same way as laboratories
- The PCP programme should also be used as a starting point for European financing (FONCICYT in Mexico, 7th FPRD in Mexico and Venezuela) in order to encourage project sponsors (and industry partners) to submit proposals that would efficiently extend the results of the programme.*
- Identify and adopt indicators for the industrial aspect, allowing better project follow-up and coordination.

Recommendations relating to programme function and follow-up:

- Remedy the "endogamous" nature of the programme by indicating favoured sectors, adding a "partner search" section on the PCP website, and disseminating information on French competitiveness hubs to project sponsors and interested researchers. The programme could also be made more attractive by rebalancing student flows, by opening the programme to French Master 2 students and post-doctorate fellows.
- Increase the programme's visibility by organising informational events for universities and the industry.

Recommendations relating to PCP/ECOS relations:

- Implement a comprehensive approach to "Scientific cooperation for research and innovation" by creating bridges between the two programmes and, specifically, facilitating the transition from an ECOS project to a PCP project.

FOLLOW-UP

The evaluation's recommendations were presented during submission meetings in Paris, Mexico and Caracas. Their implementation should make it possible to maintain the privileged partnership that France is developing with these countries in the area of training and industrial and technological cooperation.



Carried out jointly by the Ministry of Foreign and European Affairs (MAEE) and the Ministry of the Economy, Finance and Industry (MINEFI), this evaluation assessed the cooperation interventions conducted by the MAEE, the MINEFI and the French Development Agency (AFD), as well as other organisations that benefited from public contributions.

OBSERVATIONS

Brazil, one of the emerging countries, is a competitive country that occupies a significant place in the global economy. It has appreciably increased trade with Asian countries, particularly India and China, which has become its third largest market for exports after the European Union and the United States.

France has an influential cooperation with Brazil and has strong assets, owing mainly to strong historical ties, similar cultures, and good political relations. Brazil is France's main partner in Latin America for cultural, scientific and technical cooperation. Over the last decade, French cooperation has focused mainly on three complementary areas:

At the bilateral level:

- exercise of an influential cooperation through the development of university and scientific exchanges, as well as in linguistic, educational, cultural, media, technical and institutional areas
- contribution to the enhancement of human resources, social and economic development, and consolidation of an emerging state
- support for French investment and trade development.

At the regional level:

- participation, alongside Brazil, in the development - in all aspects - of the strategic partnership between the European Union (EU) and South American countries, defined by the Summits of Heads of State and Government in Rio de Janeiro (1999), Madrid (2002) and Vienna (May 2006)
- reinforcement of the regional integration of the French departments in the Americas, reinforcement of the integration of MERCOSUR, a larger role for the EU in the region
- promotion of Brazilian skills and expertise in countries within the priority solidarity zone (Haiti, Sub-Saharan Africa, tripartite cooperations, etc.).

At the international level:

- support of common positions within multilateral structures (UNITAID, AIDS Global Fund, cultural diversity/UNESCO, etc.)
- reinforcement of the influences of both parties on the international scene.

Nonetheless, French influence remains modest and competes with other Western countries.

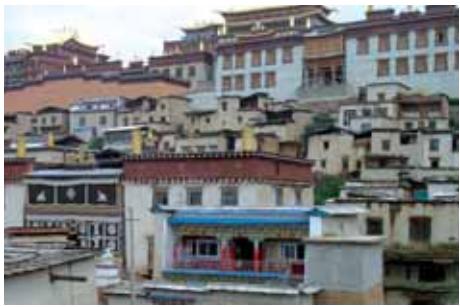
RECOMMENDATIONS

The report analyses the conditions for the success of a true "strategic partnership" and makes the following recommendations:

- Place our cooperation within the strategic areas selected during the Heiligendamm summit as part of the G8/G20 "new partnership": promotion and protection of innovation; improved freedom of investment; definition of joint responsibilities in terms of development, particularly for Africa; knowledge exchange for enhanced cooperation in the area of energy efficiency
- Cooperate with Brazil as part of its partnership with Europe. It would be especially relevant to focus this "bi-multilateral" partnership on the "environment" and "energy security" themes of the G8/G20 new partnership, as well as the cooperation themes more specific to the EU/Brazil partnership (peace and security, human rights and democracy, fight against poverty and exclusion)
- Design a new cooperation framework, drawing on the organisation and working methods of the OEDC with the creation of "Commissions" for each of the major strategic themes and a "Council" that brings together an equal number of French and Brazilian policy-makers, which would form the policy organ for the Commissions.
- Overhaul the mechanism in stages, by creating an initial Commission on a theme with political stakes for both parties (for example, tripartite cooperation with Africa)
- Act alone to promote our specific interests. We should keep and develop our cooperation actions that, strictly speaking, do not fall under the strategic partnership (training of the elite and cultural relations, particularly the promotion of Francophony) by structuring them and carrying out interventions using our financial and human resources.

FOLLOW-UP

A monitoring committee is slated for creation. A seminar will be organised in Salvador de Bahia for the 30th anniversary of the CAPES COFECUB agreement as part of the French Season in Brazil in 2009. The DGTPE suggests that the Ministry of Agriculture should explore the possibility of providing health control cooperation to the Brazilian party. The AFD wishes to develop trilateral cooperation activities that would allow the establishment of a partnership with the Brazilian cooperation agency to ensure the funding and implementation of projects for developing countries.

Evaluation of the objectives agreement between the MAEE and CUF

Created in 1975 as a non-profit organisation, Cités Unies France is a federation of French local authorities (communes, departmental and regional councils) supported from the outset by the Ministry in charge of international cooperation in the name of support for the development of decentralised cooperation. Two objectives conventions were signed between the MAEE and CUF. The first covered the 2000-2003 period. Its evaluation was published in 2004 in the "Evaluations" collection.

A second convention was signed in June 2005, covering the 2005-2007 period, with the purpose of enabling Cités Unies France to expand its services to all French local authorities involved in international cooperation. The evaluation of this convention was conducted in late 2007.

OBSERVATIONS

The financial contribution of MAEE during this period amounted to €1,500,000, broken down into three equal yearly portions. CUF specifically allocated part of its own resources to the implementation of the convention (€300,000), with the overall total amounting to some 800,000 €.

Special orders from the MAEE to CUF amounting to about €120,000 for the same period should also be noted.

The convention between the MAEE and Cités Unies France offers an ambitious, clear, well-structured and precise framework, but the coordination of the convention is not truly structured and the self-evaluation framework provided by CUF through its activity reports is insufficient.

The image of CUF in the eyes of local authorities, regardless of size or membership status, is that of a dynamic association offering a wide range of activities that address their expectations. However, there is insufficient hierarchy between the activities that lead to good results (country-groups, support-consultancy) and areas that are of limited efficiency (encounters, training) or are insufficiently covered (communication, relations with European bodies).

The different profiles of "requesting parties" are not sufficiently taken into consideration. The desire to provide equal services is a positive point, but carries a risk of failure in the medium term because of the growing differences between local governments' practices.

Today, we have reached the end of a certain line of reasoning: increased income from the increase in the number of members that are large towns, stagnation of MAEE grants, and increased and more diverse requests from the towns, MAEE, ISOs and networks.

The presence of Cités Unies France, at the strategic level, in international bodies and networks (especially UCLG) is significant and gainful, because of the role earned by French local authorities in the global network.

RECOMMENDATIONS

- Harmonise the internal architecture of the convention by identifying three areas for monitoring and evaluation (resources mobilised, progress of interventions, results and impacts) with specific indicators for each of these
- Associate the major associations for elected officials with convention monitoring, and use the annual report of activities and indicators as a continuing self-evaluation tool and as an aid for exchanges with the steering committee
- Encourage clarification of the local governments (members or non-members) targeted by the CUF's services, and build a two-entry scope of actions: a convention centred on intervention priorities and target users (country-groups); an annually-programmed versatile framework contract that avoids the "stacking" of annual orders atop those of the previous year.
- Clarify the roles between CUF and the targeted local government networks, plan times and places for dialogue between CUF, the regional networks and Coordination Sud and identify the events to organise at regional rather than national level
- In the convention, formalise the relations with regional networks, also financed by MAEE, and enhance collaborations by identifying the possible areas of support by the CUF in these networks (training and awareness-building interventions)
- Introduce relations between CUF and embassies in the convention, and develop the partnership with AFD.

FOLLOW-UP

The evaluation report is available, like other DgCiD evaluation reports, on the Ministry of Foreign and European Affairs website: www.diplomatie.gouv.fr

A submission meeting will allow decision-makers to become acquainted with the evaluation's findings and recommendations, and decide upon the next course of action.



This evaluation was conducted owing to the importance of Unifrance missions with regard to the exportation of French cinema and the performance of French films on certain foreign markets. The agreement signed between MAEE and Unifrance has two main objectives:

- reinforce the cultural reach of French cinema beyond national borders,
- ensure the commercial presence of French cinema on the international market.

OBSERVATIONS

The evaluation finds that the agreement was properly implemented by Unifrance. Nonetheless, at times there appears to be a discrepancy with the needs expressed by a number of professionals who wish that efforts should be focused on markets with strong potential. If some inadequacies are noted in the area of coordination, the attainment of goals is consistent in light of the resources mobilised.

Evaluators noted a lack in organising the follow-up of actions, as well as inadequate use of digital technologies (website).

Actions to promote French cinema in the areas covered by the agreement are carried out in accordance with the planned programme. The commercial distribution of French cinema as a showcase for the latter and its diversity is positive. Although they are deemed essential, events devoted to film promotion did not achieve the desired effects, and their impact remains too slight. Unifrance has indicated that the association is confronted by problems relating to the availability of talents for promotional actions.

Finally, the evaluation highlights that Unifrance participates fully in spreading French culture by facilitating access to French cinema by the general public, a tool that complements other actions by the MAEE in the non-trade area.

RECOMMENDATIONS

- *Unifrance should encourage talents to travel for the commercial release of films. The different professional categories should reflect on ways to incite talents to lend greater support to the promotion of French cinema abroad.*
- *Unifrance should increase financial support for films when they are released in fragile and emerging markets, even if this means supporting fewer films per territory each year*
- *As film festivals with unsold films have no commercial effect, Unifrance should increase the presence of potential buyers from countries covered by the agreement in the "Rendez-vous avec le cinéma français" event organised in Paris to promote French cinema*
- *Unifrance should also encourage greater presence of French cinema on specialist website and discussion forums in each country covered by the agreement. A common platform with the association TVFI could be considered, as could partnerships with community sharing sites.*

The MAEE, in coordination with the CNC, should see to it that Unifrance, a tool financed by public funds in the service of French cinema, should set up a more effective mode of governance and more transparent management of the agreement.

At a higher level, Unifrance should consult its partners more routinely to prioritise territories and actions per territory. At lower levels, MAEE should require Unifrance to provide systematic follow-up of the agreement's management. Unifrance can then put action monitoring tools in place, with some basic indicators.



TRAINING IN EVALUATION

The Human Resources Directorate and the Evaluation Office organise training sessions in evaluation for MAEE staff based in either the central office or abroad. Training sessions in evaluation were organised in Dakar in January 2007, in Paris in July 2007, and in Nairobi in July 2008.

By hosting trainees and intervening in several Masters programmes, the Evaluation Office also participates in training students in the evaluation of public policies.

- **The five-day regional session in Dakar** was attended by some 20 cooperation attachés and technical assistants from five countries in the sub-region: Guinea-Conakry, Morocco, Mauritania, Niger and Senegal.

The training session, outsourced to an external service provider with technical support from the Evaluation Office, was divided into two phases: a three-day seminar on the theoretical concepts of evaluation, followed by a two-day practical workshop on evaluation cases proposed by the trainees.

The main conclusions gathered three months later are encouraging:

- a majority of participants had the opportunity to be involved in evaluations (the Evaluation Guide is a useful complement to the training session);
- the participants now consider that they have a better understanding of the concepts, a better grasp of the methods, and that there is more trust between evaluators and project or programme officers;
- training in evaluation does not train only in evaluation in the strict sense, it stimulates more general reflection because the evaluative method requires an ability to conceptualise, problematise, organise and plan.

- **The Paris training session** on the methodology and accomplishment of programme evaluation was organised from 2 to 6 July 2007.

The training session was conducted by independent consultants, with contributions from members of the DgCID Evaluation Office and MAEE partners

(AFD, F3E, chairmen of steering committees, etc.).

The session brought together some fifteen participants from the central administration and the African cooperation network, and sought to develop the objectives and the evaluation process, present the principles and methods employed by the DgCID, and prepare participants for the evaluation cycle. It also contributed to contextualize this tool within project management and partnership cooperation practices. Moreover, workshops discussing the construction of evaluative questions and performance indicators were organised.

This type of training may be reinforced by guiding reflection to the use of evaluation as a methodological tool for decision-making in daily work.

These training sessions can also be completed by regular information activities on evaluation for all staff members, by organising training sessions within Embassies and for "new assignees".

- **A regional training session was organised in Nairobi** by the SCAC in July 2008.

The session was conducted by a consultancy bureau specialising in evaluation, and gathered some twenty staffers of the cooperation network who were directly concerned by the topic (cooperation attachés, project leaders, technical assistants, etc.)

The training session was divided into general training modules and methodological support on evaluation exercises that were either forthcoming or in preparation. It enabled to disseminate the principles and methods used by the DgCID through the teaching of the evaluation fundamentals and through workshop activities on concrete cases.

- **Student training:** each year, the Evaluation Office participates in student training by hosting trainees at the Office and participating in several specialised Masters degrees.

Trainees, who generally are in their second year of a Masters degree and from diverse backgrounds (political science, economics, international relations), participate actively in the work of the office. They join in the Evaluation Office's activities (drafting of terms of reference, expert selection process, coordination and follow-up of evaluations). They also monitor documentation and draft session minutes. In this way, trainees acquire a good understanding of the stakes and methods in evaluation in the area of development aid policy, while providing efficient help to the Evaluation Office.

In 2007, they were particularly involved in the following evaluations:

- evaluation of food aid
- evaluation of France's cooperation with Brazil (1997-2006)
- DUO-France Programme
- evaluation of linguistic cooperation in the new Member States of the European Union

For several years now, the Evaluation Office has been involved in the Masters programme for the management of development projects in Africa at the Université de Sceaux. Other interventions include:

- the Masters programme "Analysis of industrial, agricultural, social and environmental projects" (APIA) of the Université des Sciences économiques, Rennes,
- the public policy evaluation course of the Masters in "International Affairs: Economic policies" of the Institut d'Etudes Politiques, Paris.

These interventions give the Evaluation Office the opportunity to present the major concepts, methods and tools used by the DgCID to evaluate development aid cooperation projects, programmes, instruments and policies.



ONGOING AND FORTHCOMING EVALUATIONS

The Evaluation Office operates with a programme established in connection with the embassies and services. The programme, decided by the **Evaluations Committee** chaired by the Director-General of International Cooperation and Development, constitutes the office's working framework.

The following evaluations are in progress (*), launched (**), or forthcoming (***):

- Evaluation of France's cooperation with Mozambique (*)
- Evaluation-action of French cooperation with the DRC (**)
- Evaluation of France's cooperation with Indonesia (joint evaluation with DGTPE) (*)
- Evaluation of France's action in addressing disaster risks in developing countries (**)
- Evaluation of "Governance, democracy and the media in Sub-Saharan Africa" (*)
- Evaluation of the cooperation strategy in the area of police and gendarmerie training in Africa (*)
- Evaluation of artistic, cultural and audiovisual cooperation with Taiwan (*)
- Evaluation of volunteer action for international solidarity (*)
- Evaluation of Franco-Russian university colleges (*)
- Evaluation of the French University in Armenia (*)
- Evaluation of doctoral colleges between France and partner countries (*)
- Evaluation of partnership in tools for French cooperation with Cameroon (joint evaluation with AFD) (*)
- Evaluation of cooperation with Niger (***)
- Evaluation of the Fund for the promotion of Preliminary Surveys, Cross-Functional Studies and Evaluations - F3E (**)

The following evaluations are forthcoming:

- Evaluation of France's cooperation with Ghana
- Evaluation of the contribution to the reconstruction of Burundi
- Evaluation of France's cooperation with Comoros
- Evaluation of the leverage effect of public-private partnerships in the cultural network
- Evaluation of the recruitment, training and professional career path of agents of the French cultural network abroad
- Evaluation of regional integration support in West Africa
- Evaluation of France's role as a leading agency
- Evaluation of technical assistance to Cambodia
- Evaluation of the Alliance Française network in India
- Evaluation of inter-NGO consultation platforms
- Evaluation of decentralised cooperation in Burkina Faso



ACRONYMS AND ABBREVIATIONS

ACF : Action against Hunger (Action contre la faim)	FPRD : Framework Programme for Research and Development
ADIT : Agency for the Distribution of Technological Information (Agence pour la diffusion de l'information technologique)	FSD : Social Development Fund
AFD : French Development Agency	FSP : Priority Solidarity Fund
AFREA : African Evaluation Association	GRET : Research and Technological Exchange Group
ASEM : Asia-Europe Meeting	IRAM : Institute for Applied Research in Development Methodology
AT : Technical Assistance	LOLF : Institutional Act on Finance Legislation
COFECUB : French Evaluation Committee for Academic and Scientific Cooperation with Brazil (Comité Français d'Evaluation de la Coopération Universitaire et Scientifique avec le Brésil)	MAAIONG : Mission of Support for International Action of NGOs
CPDC : Network on Conflict, Peace and Development Co-operation	MAE : French Ministry of Foreign and European Affairs
CUF : Cités Unies France (United French Towns)	MERCOSUR : Southern Common Market
DAC : Development Assistance Committee	MINEFE : French Ministry of the Economy, Finance and Industry
DCC : Catholic Delegation for Cooperation	ODA : Official Development Aid
DCP : Partnership Framework Document	OECD : Organisation for Economic Co-operation and Development
DgCid : International Cooperation and Development Directorate General	NGO : Non-Governmental Organisations
DGTPE : Treasury and Economic Policy Directorate General	MDG : Millennium Development Goals
DRH : Human Resources Directorate	PCP : Post-Graduate Cooperation Programmes
ECOS : Programme of Scientific and University Exchanges between France and Latin America	PED : Developing country
ECTS : European Credit Transfer System	RDC : Democratic Republic of Congo
EU : European Union	SCAC : Cooperation and Cultural Action Service
F3E : Fund for the Promotion of Preliminary Surveys, Cross-Functional Studies, and Evaluations	SCD : Development Cooperation Service
FIDESCO : Catholic Organisation for International Solidarity	SFE : French Evaluation Society
FONCICYT : EU-Mexico Fund for Science and Technology Cooperation	TVFI : TV France International
	UNESCO : United Nations Educational, Scientific and Cultural Organization
	UNICEF : United Nations Children's Fund
	ZSP : Priority Solidarity Zone

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Why evaluate?

The evaluation of public policies constitutes:

- a political requirement:

it provides public authorities with a means for assessing their interventions. By ensuring transparency, it contributes to strengthening democratic debate and the participation of all stakeholders.

- a technical requirement:

it helps improve the orientation, effectiveness and performance of interventions. It is an operating and management tool.

Noting the usefulness of evaluation as an instrument for State modernisation and democratisation, French public authorities have encouraged administrations to create structures tasked with conducting large-scale retrospective evaluations, encouraging the development of evaluation in public services, and defining a methodology and code of ethics in the area.