

*Evaluation of the Council Regulation  
N° 2698/2000 (MEDA II) and its implementation*

Final Report

Volume II: Methodology

June 2009

*Evaluation for the European Commission*







Development  
Researchers'  
Network

Italy



Aide à la Décision Economique  
Belgium



PARTICIP GmbH  
Germany



Deutsches Institut für  
Entwicklungspolitik



German Development  
Institute

Deutsches Institut für  
Entwicklungspolitik  
Germany



Overseas Development Institute  
United Kingdom



European Institute for Asian Studies  
Belgium



ICEI Instituto Complutense  
de Estudios Internacionales  
Istituto Complutense de Estudios  
Internacionales  
Spain

A consortium of  
DRN, ADE, PARTICIP, DIE, ODI, EIAS & ICEI  
c/o DRN, leading company:

**Headquarters**

Via Ippolito Nievo 62  
00153 Rome, Italy  
Tel: +39-06-581-6074  
Fax: +39-06-581-6390  
[mail@drnnetwork.com](mailto:mail@drnnetwork.com)

**Belgium office**

Square Eugène Plasky, 92  
1030 Brussels, Belgium  
Tel: +32-2-732-4607  
Tel: +32-2-736-1663  
Fax: +32-2-706-5442  
[bruxelles@drn-network.com](mailto:bruxelles@drn-network.com)

Framework contract for  
**Multi-country thematic and regional/country-level  
strategy evaluation studies and synthesis**  
in the area of external co-operation

**LOT 4:**

**Evaluation of EC geographic co-operation  
strategies for countries/regions in Asia, Latin  
America, the Southern Mediterranean and Eastern  
Europe (the area of the New Neighbourhood  
Policy)**

Ref.: EuropeAid/122888/C/SER/Multi

**Evaluation of the Council  
Regulation  
N° 2698/2000 (MEDA II) and  
its implementation**

**Final Report**

**Volume II : Methodology**

*June 2009*

The evaluation is managed by ADE within a consortium led by  
DRN.

*The opinions expressed in this document are not necessarily shared by  
the European Commission*



# Table of Contents

---

## VOLUME I MAIN REPORT

## VOLUME II: METHODOLOGY

<b>1.</b>	<b>METHODOLOGY FOR STRUCTURING THE EVALUATION.....</b>	<b>1</b>
1.1	RECONSTRUCTION OF THE INTERVENTION LOGIC .....	1
1.2	FORMULATION OF THE EVALUATION QUESTIONS .....	5
<b>2.</b>	<b>METHODOLOGY FOR THE DESK PHASE.....</b>	<b>7</b>
2.1.	DOCUMENTARY ANALYSIS AT THE LEVEL OF THE WHOLE MEDA REGION.....	7
2.2	DOCUMENTARY ANALYSIS OF A SELECTION OF INTERVENTIONS IN THE MPC.....	8
2.3	INTERVIEWS IN BRUSSELS AND LUXEMBOURG .....	11
2.4	PREPARATION OF ANALYSIS OF BUDGET SUPPORT INTERVENTIONS.....	11
2.5	ANALYSIS OF MONITORING REPORTS .....	17
<b>3</b>	<b>METHODOLOGY FOR THE FIELD PHASE .....</b>	<b>19</b>
3.1	SELECTION OF THE COUNTRIES TO VISIT.....	19
3.2	PREPARATION OF THE FIELD VISITS.....	19
3.3	CONDUCT OF THE FIELD VISITS.....	22
<b>4</b>	<b>METHODOLOGY FOR ANALYSIS AND SYNTHESIS .....</b>	<b>23</b>
4.1	COMPLETION OF THE EVALUATION GRID AND DESCRIPTIVE FICHES .....	23
4.2	ANALYSIS OF INTERNATIONAL AND INTRA-REGIONAL TRADE STATISTICS .....	23
4.3	ANSWERS TO THE EVALUATION QUESTIONS.....	23
4.4	CONCLUSIONS AND RECOMMENDATIONS .....	23
4.5	QUALITY CONTROL .....	24
<b>5.</b>	<b>EVALUATION TOOLS AND CHECK LISTS.....</b>	<b>25</b>

**VOLUME III: ANNEXES**

ANNEX 1:	TERMS OF REFERENCE
ANNEX 2:	POLITICAL, ECONOMIC AND SOCIAL DEVELOPMENTS AND MAJOR ISSUES IN THE MEDA AREA
ANNEX 3:	INVENTORY OF INTERVENTIONS
ANNEX 4:	EVALUATION QUESTIONS, JUDGEMENT CRITERIA AND INDICATORS
ANNEX 5:	DESCRIPTIVE FICHES OF MEDA II BUDGET SUPPORT INTERVENTIONS
ANNEX 6:	LIST OF THE 25 SELECTED INTERVENTIONS AND DESCRIPTION FICHES
ANNEX 7:	DATA COLLECTION GRIDS FOR THE SELECTED INTERVENTIONS.
ANNEX 8:	ANALYSIS OF ROM REPORTS MEDA II
ANNEX 9:	BACKGROUND COUNTRY NOTES PREPARED FOR THE EVALUATORS IN ADVANCE OF THE FIELD MISSIONS
ANNEX 10:	LIST OF PERSONS MET
ANNEX 11:	FIELD MISSIONS DEBRIEFING PRESENTATIONS
ANNEX 12:	LIST OF FEMIP INTERVENTIONS
ANNEX 13:	DOING BUSINESS RANKING (2004,...)
ANNEX 14:	INTERNATIONAL AND INTRAREGIONAL TRADE OF MPC
ANNEX 15:	LIST OF DOCUMENTATION CONSULTED

# List of Acronyms

---

<b>3Cs</b>	Coordination, Complementarity, Coherence
<b>AA</b>	Association Agreement
<b>AfDB</b>	African Development Bank
<b>AP</b>	Action Plan
<b>APM</b>	Anti-Personal Mines
<b>BS</b>	Budget Support
<b>COMEXT</b>	Intra- and Extra-European Trade Data (data base of DG Trade)
<b>CRIS</b>	Common Relex Information System
<b>CSP</b>	Country Strategy Paper
<b>DAC</b>	Development Aid Committee (OECD)
<b>DHR</b>	Democracy and Human Rights
<b>EIB</b>	European Investment Bank
<b>ENPI</b>	European Neighbourhood and Partnership Instrument
<b>EQ</b>	Evaluation Question
<b>GBS</b>	General Budget Support
<b>MEDA</b>	Euro-Mediterranean Partnership Programme; Mediterranean members of the partnership
<b>MEDA-10</b>	MEDA-9 + Turkey
<b>MEDA-8</b>	Algeria, Egypt, Jordan, Lebanon, Morocco, Syria, Tunisia, WB&GS
<b>MEDA-9</b>	MEDA-8 + Israel
<b>MPC</b>	Mediterranean Partner Countries
<b>OECD</b>	Organisation for Economic and Cooperation Development
<b>RIP</b>	Regional Indicative Programme
<b>RSP</b>	Regional Strategy Paper
<b>SBS</b>	Sector Budget Support
<b>TA</b>	Technical Assistance
<b>TAIEX</b>	Technical Assistance and Information Exchange Instrument
<b>UNRWA</b>	United Nations Relief and Works Agency
<b>WB</b>	World Bank





# 1. Methodology for structuring the evaluation

---

## 1.1 Reconstruction of the intervention logic

The intervention logic is represented in Diagrams 1 and 2. Diagram 1 represents the hierarchy of objectives pursued by the Commission when implementing the MEDA II Regulation. It is mirrored in Diagram 2, a diagram of impacts which represents the diverse categories of resources provided by the Commission and the different levels of results, outcomes and impacts they are intended to produce in line with the hierarchy of objectives. This reconstruction of the intervention logic is based on official prescriptive documents<sup>1</sup> and not on an *ex post* assessment of what has been done. It therefore represents the intended pattern of activities and objectives of the Commission and can serve as a benchmark for the evaluation, the function of which is to assess how far the cooperation effort culminated in materialisation of these objectives.

The following description of the intervention logic is based on the impact diagram.

The lowest tier of the diagram identifies the ***assistance instruments***. These are the different categories of resources or inputs provided by the Commission to support the process.

The higher tier identifies the ***overall objectives***. They are the top-level objectives the Commission seeks to achieve in its cooperation with the MEDA countries. Since the MEDA Regulation is intended to support the Barcelona Process, the overall objective can be derived from the Barcelona Declaration that promulgated the following objective: “*Turning the Mediterranean basin into an area of dialogue guaranteeing peace, stability and prosperity*”<sup>2</sup>.

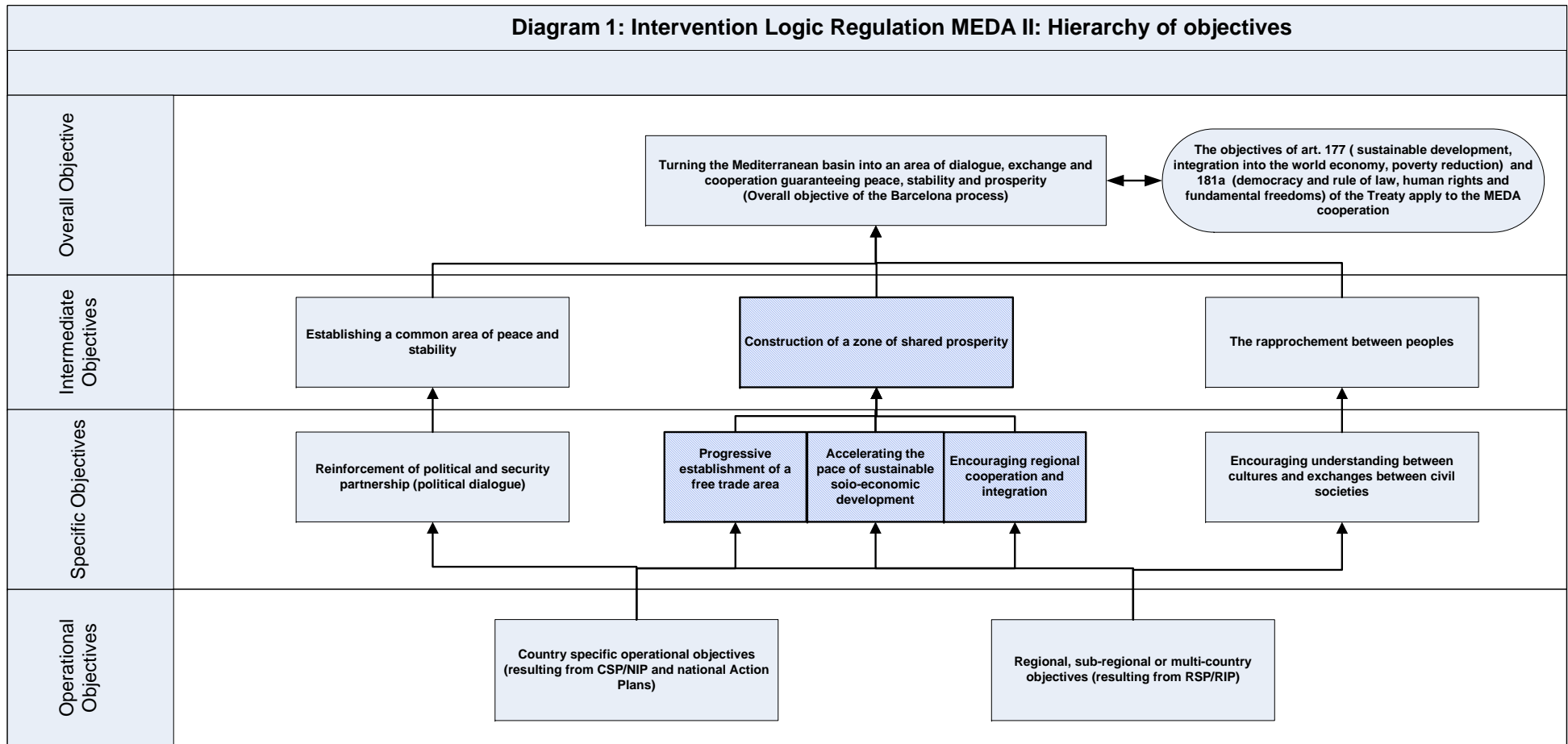
By virtue of the Treaty establishing the European Community<sup>3</sup> the objectives stipulated in article 177: “*sustainable development, integration in the world economy and poverty reduction*” and in article 181: “*democracy and rule of law, human rights and fundamental freedoms*” apply to all European Union economic and development cooperation programmes and, therefore, should also be considered as part of the overall objectives of the cooperation with the MPC.

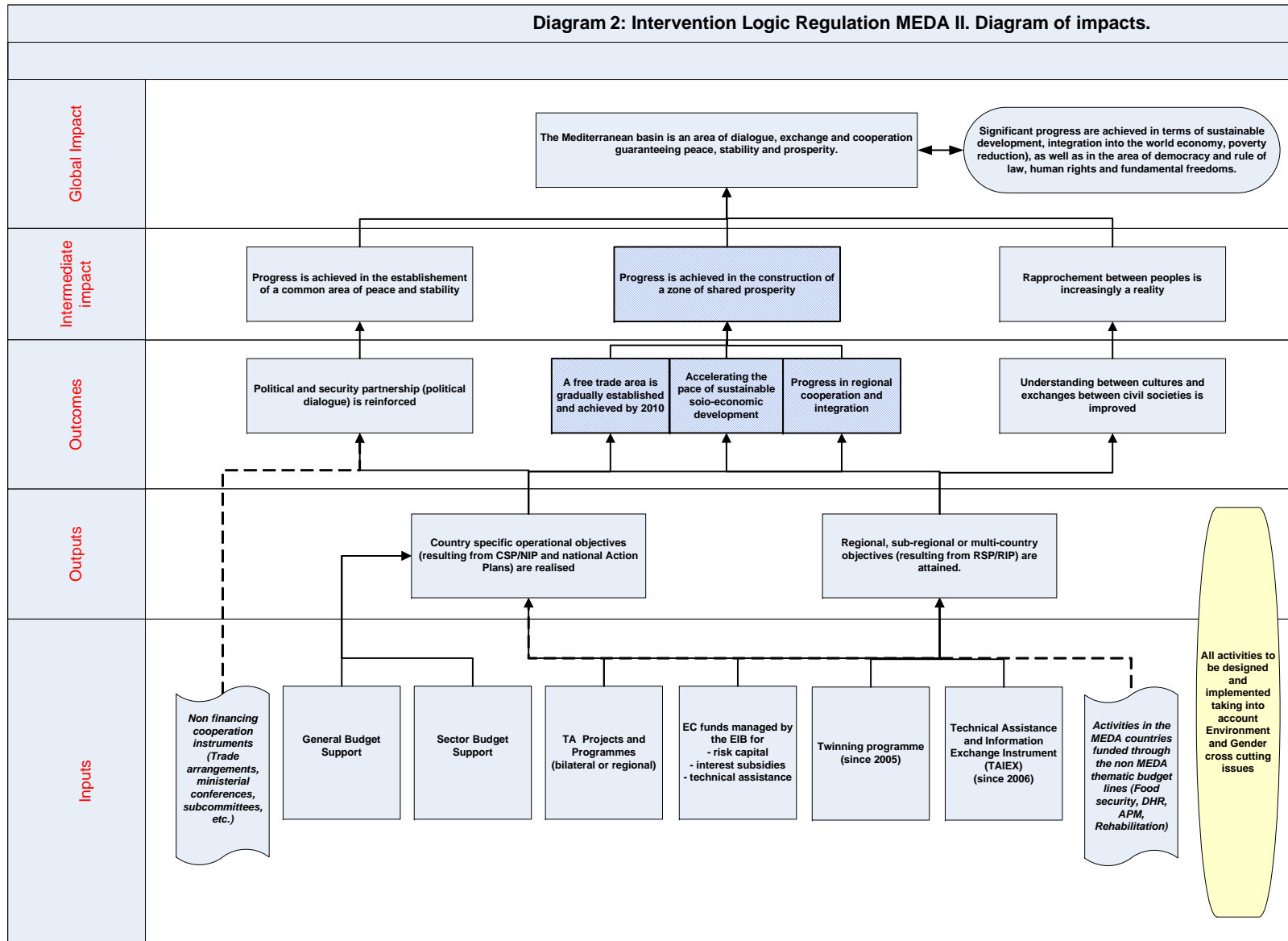
---

<sup>1</sup> In particular the Council Regulation (EC) n°2698/2000 of 27 November 2000 amending Regulation (EC) n°1488/1996 of 23 July 1996 on Financial and Technical Measures to Accompany (MEDA) the Reforms of Economic and Social Structures in the Framework of the Euro-Mediterranean Partnership, and its Annex II that specifies its objectives and rules of implementation.

<sup>2</sup> Preamble of the Barcelona Declaration.

<sup>3</sup> Consolidated versions of the Treaty on European Union and of the Treaty Establishing the European Community, Official Journal of the European Union, 29/12/2006.





The diagrams identify two categories of instrument:

**A)** The first category comprises the assistance instruments used under the MEDA II Regulation, viz.

- General Budget Support (GBS) in support of macro-economic stabilisation and general macro-economic reforms.
- Sector Budget Support (SBS) in support of a specific sector, generally a social sector (health or education), *via* State budget funding associated with a policy dialogue on the reform of the targeted sector.
- Technical Assistance (TA) projects and programmes identified in the bilateral or regional cooperation programmes (including TEMPUS projects).
- Commission funds made available to and managed by the European Investment Bank (EIB). These funds include: **i**° risk capital to strengthen the private and the financial sectors by making available the Bank's own funds in the form of subordinated or conditional loans or temporary holdings in the capital of the undertakings; **ii**° interest-rate subsidies on loans granted by the EIB from its own resources for environmental projects; **iii**° the financing of technical assistance related to EIB projects (for instance feasibility studies, capacity-building to further successful project implementation, etc.)
- The Twinning programme initially (since its creation in May 1998) designed as a tool to provide institution-building assistance to the accession countries has been extended to the MPC since 2005. It aims to assist beneficiary countries in the development of modern and efficient administrations, with the structures, human resources and management skills needed to implement the *acquis communautaire* to the same standards as Member States. Twinning provides the framework for the various administrations and semi-public organisations in the beneficiary countries to work with their counterparts in the Member States. Together they develop and implement a project that targets the transposition, enforcement and implementation of a specific part of the *acquis communautaire*.
- The Technical Assistance and Information Exchange Instrument (TAIEX) is an instrument developed in the context of Enlargement and made available since 2006 to the countries of the European Neighbourhood Policy (ENP). Its aim is to provide short-term technical assistance in line with the overall policy objectives of the European Commission, and in the field of approximation, application and enforcement of EU legislation

The above group of six instruments or resources are provided as means of pursuing the operational objectives assigned in the Country and Regional Strategy Papers (CSP and RSP), in the associated National and Regional Indicative Programmes (NIP and RIP)<sup>4</sup>, as well as in the corresponding Action Plans (AP). Whereas GBS and SBS only contribute to the bilateral programmes, the other instruments can be deployed at bilateral or regional level. The arrows on the diagram have been drawn accordingly.

**B)** The second category comprises the instruments and resources that are not operated under the MEDA II Regulation but are nonetheless also oriented to realisation of the

---

<sup>4</sup> Twinning and TAIEX have been made available under the ENPI.

objectives of the Barcelona process and are complementary to the resources provided by the Regulations. They include :

- Activities funded through non-MEDA specific and thematic budget lines: these include the specific budget lines for Food Security, Democracy and Human Rights (DHR), Anti-Personal Mines (APM), Rehabilitation, Support to the Peace Process, and support to the United Nations Relief and Works Agency (UNRWA) established to assist the Palestinian refugees.

These activities, although not funded from the MEDA budget line, are targeted on the operational objectives of the bilateral and regional cooperation. For this reason, a dotted arrow on the diagram links them to the operational objectives.

- Non-financing cooperation instruments, such as the trade arrangements, numerous subcommittees, conferences and so on that are part of the Barcelona process and of the political dialogue accompanying it.

This support is of a more political nature and is aim directly at the higher specific objectives of the cooperation with the MPC. This is indicated by the dotted arrow from the lower layer of diagram 2 to the third layer.

This second group of instruments and activities is not strictly speaking the focus of this evaluation, which relates exclusively to the MEDA II Regulation, but it must be taken into account in view of its close linkage and complementarity.

It is important to note that all the assistance activities of the Commission have to be designed and implemented taking account of Environment and Gender cross-cutting issues. This is represented by the yellow icon link in the two lower layers of the logical diagram.

## 1.2 Formulation of the Evaluation Questions

In order to permit delineation and focusing of the scope of the evaluation as well as to give more concrete content to the evaluation criteria, eleven Evaluation Questions (see box in volume I section 1.2) are proposed.

Associated with each Evaluation Question (EQ) are one or more Judgment Criteria which specify the basis for answering it. Each Judgment Criterion is then be validated on the basis of quantitative or qualitative Indicators.

The EQs are based on the intervention logic and are meant to verify the extent to which the implemented interventions corresponded to that logic and permitted achievement of the intended objectives. They cover the traditional OECD-DAC criteria<sup>5</sup> as well as the cross-cutting issues and the “3Cs”.

Annex 4 presents the EQs together with the associated judgment criteria and the indicators for their validation. The annex specifies for each question:

- The corresponding evaluation criterion and the link with the intervention logic: which tier of the intervention logic does it address?
- The coverage of the question: what is it meant to capture?

---

<sup>5</sup> Relevance, efficiency, effectiveness, impact and sustainability.

- The judgment criteria, i.e. the criteria which, according to whether or not they are validated, will permit formulation of answers to the questions.
- The indicators, i.e. the qualitative and quantitative factual information that will be collected in order to validate the judgment criteria.
- The sources of information, that is the channels from which the information required by the indicators will be extracted.

Table 1.1 indicates the link between the Evaluation Questions and the evaluation criteria. The latter include the traditional OECD-DAC criteria and also the two criteria imposed by the Joint Evaluation Unit for analysing the Commission's cooperation activities, that is the **cross-cutting issues** and the so-called **3Cs** (coherence, complementarity and coordination). The link between the EQs and the evaluation criteria is not of an exclusive nature and each EQ is in fact related to several evaluation criteria *via* its judgment criteria. In table 1.1 a dark spot indicates a direct link between the EQ and the corresponding criterion, whereas a grey spot indicates an indirect or weak link. For instance, EQ2 mainly relates to relevance but it is also linked to sustainability *via* judgment criterion JC2.3, which verifies the degree of ownership by the partner of the assistance proposed by the Commission.

**Table 1.1: Correspondence between the evaluation questions, and the DAC and JEU criteria**

	DAC Evaluation criteria					JEU criteria	
	Relevance	Effectiveness	Efficiency	Impact	Sustainability	Cross-cutting	3C
EQ1	☀		☁				
EQ2	☀				☁		
EQ3	☁	☀	☁	☀			
EQ4	☁	☀	☀	☁		☁	
EQ5	☁	☀		☀	☁	☁	
EQ7	☀	☀	☁	☁	☁		
EQ8	☀					☀	
EQ9	☁		☀		☀		
EQ10			☁				☀
EQ11			☀		☁		

☀ Strong relation      ☁ Weak relation

## **2. Methodology for the desk phase**

---

During the desk phase different types of activities were undertaken at headquarters. Their aim was to consolidate and deepen the work already conducted during the inception phase, and to start collecting and analysing documentation with a view to obtaining the information needed for substantiation of the indicators, and to prepare for the data collection process at field level.

This work can be broken down into five major groups of activities.

### **2.1. Documentary analysis at the level of the whole MEDA Region**

In addition to the analysis of specific project documents the team examined the strategic and political documents issuing upstream of the programming process, documents from other donors, analytical studies, and other documents important for collection and interpretation of the indicators.

#### **2.1.1 Analysis of economic and policy developments in the MEDA area**

The analysis of the policy context of the region and its component countries, as well as of the economic development - in particular the progress towards trade integration and analysis of the trade flows - was pursued during this phase. In that regard data on the evolution of intra-MEDA trade and EU-MEDA trade was collected to the extent that such data existed. In that context annex 2 presents the main political, economic and social developments in the MEDA area over the period 2000-06.

This analysis was necessary:

- first to deepen the understanding of the background situation for each EQ ;
- second to provide elements of answers to the EQs related to effectiveness and impact, in particular to assess progress achieved with respect to preparation of the FTA.

#### **2.1.2 Analysis of major political, strategic and programming documents**

This analysis reviewed the AA, CSP, RSP and AP with a view to gathering general information on the cooperation policy of the Commission with the region and the individual countries, and is presented in Section 2 of the Main Report.

This analysis was necessary:

- (i) to understand the main issues addressed, or which should have been addressed, by the Commission support;
- (ii) in respect of those issues to arrive at an overview of the evolution of the situation in the individual countries so as to form a first impression of the possible contribution of Commission support to the observed trends;

- (iii) This analysis was particularly important for EQs 1&2 but also for several judgement criteria in the other questions.

## 2.2 Documentary analysis of a selection of interventions in the MPC

It was agreed with the Reference Group during the inception stage that a documentary analysis should be carried out on a selection of interventions.

These projects were analysed with the aim of:

- collecting as much as possible data on the indicators for which information can be found in documents;
- better identifying the relevant points to include in structured interview grids used for the analysis of BS interventions (see *infra* 2.4);
- further refining the judgement criteria and the indicators;
- identifying the most interesting case studies to conduct during the field visits and to prepare the method and approach for data collection to that end.

The analysis was based on a selection of 25 interventions that seek to represent, in a balanced way, the distribution of Commission interventions in the MPCs as observed in the inventory, by financial modality, sector of intervention and country. Table 2.1 presents the distribution of the interventions on that basis as observed both in the inventory and in the proposed selection of interventions. Equally detailed information of the selected interventions is presented in Table 2.2.

Of the 25 projects selected, the evaluation team has consequently selected a significant share of TA projects and programmes in recognition of the fact that this financial modality has been used for more than half of the Commission's interventions, in terms of commitments, in the MEDA region. As GBS and SBS are modalities that are significantly and increasingly used by the Commission, the team also selected a significant number of interventions financed under these modalities: they respectively represent 35% and 27% of total commitments under the selected interventions. The team also picked several interventions managed by the EIB and one intervention financed under the Twinning instrument.

Moreover, the selection of interventions covers all the sectors of intervention targeted by Commission support in the MEDA region. Economic reform interventions have been given a more prominent place in our selection to comply with the fact that these interventions represent 40% of total commitments in the Region. Infrastructure interventions have also been favoured in the selection as this sector has also been prioritised by Commission support. Also of significance in the selection are the shares of social sector and governance interventions (respectively 19% and 5% in terms of total commitments of the interventions selected). Finally, political dialogue and natural resources interventions also have their place in our selection.

The team also adopted a geographically-balanced approach to selection of the interventions. Consequently, all MEDA countries are covered by the selection (except for Turkey which only benefited from the MEDA Regulation in 2000 and 2001). Morocco, West Bank & Gaza Strip, Algeria and Tunisia have been given greater importance to reflect the fact that Commission support, as expressed by commitment levels, favoured these countries.



The team also paid special attention to regional interventions as these represent 22% of total commitments of the 25 interventions selected.

**Table 2.1: Distribution of interventions in the inventory and in the selection**

	Inventory				Selection of interventions			
	Number of projects		Commitments		Number of projects		Commitments	
		%	In € million	%		%	In € million	%
<b>Financial Modality</b>	<b>307</b>	<b>100%</b>	<b>5 064</b>	<b>100%</b>	<b>25</b>	<b>8%</b>	<b>1 013</b>	<b>20%</b>
TA projects/programmes	245	80%	2 750	54%	12	48%	224	22%
General Budget Support	15	5%	1 126	22%	4	16%	357	35%
Sector Budget Support	14	5%	675	13%	5	20%	276	27%
EIB	29	9%	466	9%	3	12%	131	13%
Twinning	4	1%	47	1%	1	4%	25	2%
Taiox	0	0%	0	0%	0	0%	0	0%
<b>Sector of intervention</b>								
Economic reforms	74	24%	2 023	40%	7	28%	407	40%
Infrastructure	57	19%	1 022	20%	4	16%	257	25%
Social sectors	47	15%	1 010	20%	4	16%	197	19%
Other/multisector	62	20%	342	7%	1	4%	30	3%
Governance	25	8%	226	4%	5	20%	46	5%
Political Dialogue	18	6%	185	4%	3	12%	51	5%
Natural resources	13	4%	106	2%	1	4%	25	2%
Humanitarian	6	2%	112	2%	0	0%	0	0%
Agriculture	5	2%	38	1%	0	0%	0	0%
<b>Country</b>								
Morocco	30	10%	932	18%	3	12%	279	28%
WB&GS	44	14%	766	15%	2	8%	47	5%
Egypt	23	7%	571	11%	5	20%	233	23%
Turkey (<2002)	15	5%	551	11%	0	0%	0	0%
Tunisia	16	5%	462	9%	2	8%	126	12%
Jordan	18	6%	319	6%	2	8%	43	4%
Algeria	18	6%	290	6%	2	8%	30	3%
Syria	11	4%	145	3%	1	4%	21	2%
Lebanon	15	5%	131	3%	1	4%	12	1%
Regional	117	38%	895	18%	7	28%	222	22%

Source: Annex 3 inventory.

On the basis of the EQs, judgement criteria and indicators presented in annex 4, an analytical grid was prepared for collection of raw data throughout the entire evaluation process. During the desk phase the evaluators started completing the grids for each selected intervention with the information available in Brussels, with the aim of identifying preliminary findings and any additional information needing collection during the field visits.

Table 2.2: List of selected interventions

Année décision	No Décision	Zone géographique	Intitulé	Sector Code	Modalité Financière	Date décision	Date limite de contractualisation (FDC ILC)	Alloué (Euros)	Contracté (Euros)	Payé (Euros)
2005	MED/2005/017-201	Algérie	ONG II	CIVSOC	TA projects/programmes	2005-08-11	23/08/2008	10 000 000	4 508 981	832 518
2006	MED/2006/018-087	Algérie	Programme d'appui au secteur des transports	TRANSP	TA projects/programmes	2006-05-19	23/05/2009	20 000 000	0	0
2002	MED/2002/005-610	Cisjordanie et Bande de Gaza	Support for Judicial Reform	JUST	TA projects/programmes	2002-09-27	27/09/2005	7 000 000	6 509 802	1 874 749
2006	MED/2006/017-987	Cisjordanie et Bande de Gaza	Interim Emergency Relief Contribution - Palestinian Authority	SOC	TA projects/programmes	2006-02-22	21/02/2008	40 000 000	39 950 000	39 950 000
2002	MED/2002/003-396	Egypte	Trade Enhancement Programme A (TEP A)	PSD	Sector Budget Support	2002-08-02	31/12/2007	20 000 000	18 911 867	15 737 124
2003	MED/2003/005-722	Egypte	Social Development and Civil Society: Children at Risk	CIVSOC	TA projects/programmes	2003-08-20	24/08/2006	19 909 000	19 278 560	13 496 649
2005	MED/2005/017-557	Egypte	"Support to the Association Agreement " (SAA)	AA	Twinning	2005-08-17	22/08/2008	25 000 000	22 217 727	11 313 556
2005	MED/2005/017-543	Egypte	EU Water Sector Reform Programme - Egypt	WATER	Sector Budget Support	2005-08-17	25/08/2008	80 000 000	78 820 165	60 514 103
2006	MED/2006/018-249	Egypte	Support to health sector reform	HEALTH	Sector Budget Support	2006-08-03	3/08/2009	88 000 000	85 600 000	30 000 000
2005	MED/2005/017-323	Jordanie	Sector Reform Facility	ECOREF	Sector Budget Support	2005-08-11	16/08/2008	40 000 000	39 858 296	10 094 978
2005	MED/2005/017-260	Jordanie	Support to Human Rights and Good Governance	CIVSOC	TA projects/programmes	2005-08-11	16/08/2008	3 000 000	2 699 999	312 200
2002	MED/2002/004-138	Liban	Support to the Implementation of the Association Agreement	AA	TA projects/programmes	2002-11-11	31/12/2006	12 000 000	11 621 801	7 665 334
2002	MED/2002/003-318	Maroc	Programme d'ajustement structurel du secteur de l'eau	WATER	General Budget Support	2001-12-21	31/12/2008	120 000 000	119 596 337	119 596 337
2004	MED/2004/016-763	Maroc	Programme d'appui à la réforme de l'Administration Publique au Maroc	ECOREF	General Budget Support	2004-08-11	18/08/2007	79 000 000	78 834 400	76 302 270
2006	MED/2006/018-119	Maroc	Programme d'appui à la réforme de la fiscalité au Maroc	ECOREF	General Budget Support	2006-07-26	27/07/2009	80 000 000	79 697 370	26 118 422
2004	MED/2004/006-252	Syrie	Modernisation of Vocational Education and Training (VET)	EDUC	TA projects/programmes	2004-07-15	28/07/2007	21 000 000	18 333 492	9 012 553
2003	MED/2003/005-858	Tunisie	Modernisation de l'enseignement supérieur	EDUC	Sector Budget Support	2003-10-23	10/11/2006	48 000 000	47 905 368	25 235 829
2005	MED/2005/017-322	Tunisie	Facilité d'Ajustement Structurel IV	ECOREF	General Budget Support	2005-08-22	26/08/2008	78 000 000	77 894 045	39 086 427
2000	MED/2000/003-961	Région Méditerranée	EUROMED HERITAGE II - Programme régional de soutien au développement du patrimoine culturel euro-méditerranéen	CULT	TA projects/programmes	2000-11-07	31/12/2008	30 000 000	28 893 110	24 188 025
2000	MED/2000/004-782	Région Méditerranée	MEPP 2000/2092: Middle East Peace Process - 2000	POL	TA projects/programmes	2000-12-11	31/12/2008	13 800 000	11 815 865	11 370 005
2001	MED/2001/003-981	Région Méditerranée	BEI : Risk Capital Facility - Plan d'activité de la FEMIP (Facilité euro-méditerranéenne d'investissement et de partenariat) capitaux à risque	ECOREF	EIB Risk capital	2001-09-26	31/12/2005	50 000 000	50 000 000	50 000 000
2001	MED/2001/004-855	Région Méditerranée	Euro Med Programme for the Environment SMAP 2000	NATRES	TA projects/programmes	2001-11-22	31/12/2005	25 189 896	24 971 637	20 723 218
2001	MED/2001/004-684	Région Méditerranée	Euro-Mediterranean Water Programme 2001 Regional Financing Proposal	WATER	TA projects/programmes	2001-09-26	31/12/2005	36 978 156	36 978 156	28 914 570
2002	MED/2002/004-142	Région Méditerranée	Bonne Gouvernance et amélioration de l'Etat de droit	CIVSOC	TA projects/programmes	2002-11-13	31/12/2005	6 000 000	5 764 901	4 797 178
2006	MED/2006/017-978	Région Méditerranée	Facilité de Capital à risque - tranche 2006	PSD	EIB Risk capital	2006-04-10	31/12/2007	60 000 000	60 000 000	60 000 000

## 2.3 Interviews in Brussels and Luxembourg

In addition to this documentary analysis, both unstructured and semi-structured interviews were conducted with Commission managers in Brussels and EIB managers in Luxembourg. In total, 15 interviews and 2 phone interviews were conducted with Commission officials from DGs Relex, , Trade, EcFin and AidCo in charge of Mediterranean affairs, plus one interview with EIB representatives in charge of Mediterranean operations.

The purpose of the unstructured interviews conducted during the inception phase was to:

- obtain a global view of the Commission cooperation with the MEDA area over the period 2000-06;
- identify the major topics and issues.

The purpose of the semi-structured interviews was to:

- conduct a deeper analysis of the Commission cooperation with the MEDA area;
- identify the available data, assess their reliability and ensure continuing access to them;
- identify preliminary findings to be validated and hypotheses to be tested in the field.

Each interview was carefully prepared by the evaluators who established a list of themes, questions and interview guidelines - depending on the type of interview - to be discussed with the respondents. The evaluators then scheduled the interviews, striving to find a balance between optimal use of the time and availability of the interviewees.

During the interviews the evaluators paid particular attention to the following points to ensure that the informants could express themselves freely:

- presentation of the purpose and intended use of the evaluation;
- presentation of the evaluation scope and methodology;
- guaranteeing of confidentiality and anonymity in the treatment of the answers and their sources;
- focus on factual questions rather than opinions.

## 2.4 Preparation of analysis of budget support interventions

Nearly half of the resources made available to the MPC by the Commission via the MEDA II Regulation are provided in the form of GBS and SBS. One question (EQ6) was directly aimed at assessing the efficiency and effectiveness of BS, whereas all questions on effectiveness, impact and sustainability address the results of economic and sector reforms that had been increasingly underpinned by budget support. The collection of indicators on the process and on the results of BS operations was therefore of paramount importance for this evaluation.

In the MEDA Region and over the evaluation period, 28 BS interventions (GBS and SBS) were implemented, according to the inventory (annex 3). Table 2.3 presents the list of these interventions regrouped into three categories:

- 1 Those BS interventions that were among the 25 selected interventions: there were five such interventions in the countries visited during the field phase (taking together the Egyptian TEP A (TA) and B (SBS) since they are closely intertwined). Four other interventions were included in the selection but not in the countries visited.
- 2 BS interventions not included in the selected 25 but for which information has been obtained.
- 3 BS interventions which were not analysed either because it was so decided by the Reference Group (case of WB&GS) or because information was not available.

<b>Table 2.3: List of Budget Support Interventions in the MEDA area</b>								
Year	Decision number	Country	Title	Sector Code	GBS/ SBS	Committed (euros)	Contracted (euros)	Paid (euros)
<b>1/ Budget support operations comprised in the selection of 25 interventions selected</b>								
<b>a) In countries visited</b>								
2002	MED/2002/003-396	Egypt	Trade Enhancement Programme A (TEP A)	PSD	SBS (TA)	20 000 000	18 911 867	15 737 124
2003	MED/2003/004-150	Egypt	Trade Enhancement Programme B, TEP-B	PSD	SBS	39 700 000	39 689 715	39 653 829
2005	MED/2005/017-543	Egypt	EU Water Sector Reform Programme - Egypt	WATER	SBS	80 000 000	78 820 165	60 514 103
2006	MED/2006/018-249	Egypt	Support to health sector reform	HEALTH	SBS	88 000 000	85 600 000	30 000 000
2003	MED/2003/005-858	Tunisia	Modernisation de l'enseignement supérieur	EDUC	SBS	48 000 000	47 905 368	25 235 829
2005	MED/2005/017-322	Tunisia	Facilité d'Ajustement Structurel IV	ECOREF	GBS	78 000 000	77 894 045	39 086 427
<b>b) In other MEDA countries</b>								
2005	MED/2005/017-323	Jordan	Sector Reform Facility	ECOREF	SBS	40 000 000	39 858 296	10 094 978
2002	MED/2002/003-318	Morocco	Programme d'ajustement structurel du secteur de l'eau	WATER	GBS	120 000 000	119 596 337	119 596 337
2004	MED/2004/016-763	Morocco	Programme d'appui à la réforme de l'Administration Publique au Maroc	ECOREF	GBS	79 000 000	78 834 400	76 302 270
2006	MED/2006/018-119	Morocco	Programme d'appui à la réforme de la fiscalité au Maroc	ECOREF	GBS	80 000 000	79 697 370	26 118 422
<b>2/ Budget support operations not included in the 25 interventions selected, but for which information has been obtained</b>								
2004	MED/2004/006-223	Egypt	Spinning and Weaving Sector Support - Egypt	ECOREF	SBS	80 000 000	79 836 617	59 955 893
2005	MED/2005/017-205	Morocco	Programme d'appui sectoriel à la résorption de l'habitat insalubre au Maroc	OINFRA	SBS	90 000 000	89 097 950	30 923 441
2000	MED/2000/003-317	Morocco	Programme d'Appui à la Réforme de la Couverture Médicale - FAS Santé	HEALTH	GBS	50 000 000	49 999 734	43 307 377
2000	MED/2000/004-932	Morocco	Programme d'Ajustement Structurel du Secteur Financier - FAS Financier	ECOREF	GBS	51 945 913	51 945 913	51 945 913
2003	MED/2003/005-044	Morocco	Programme d'appui Budgétaire à la réforme du secteur des Transports au Maroc (PAB Transports)	TRANSP	GBS	96 000 000	95 874 006	75 863 797
2006	MED/2006/018-181	Tunisia	Programme d'appui au secteur de la formation professionnelle en Tunisie (MANFORM II)	EDUC	SBS	30 000 000	0	0
2002	MED/2002/003-350	Tunisia	Programme d'ajustement structurel (FAS-III)	ECOREF	GBS	67 104 470	67 104 470	67 104 470
<b>3/ Budget support operations not included in the 25 interventions selected, or improperly classified as BS</b>								
2006	MED/2006/018-212	Jordan	Support to the Implementation of the National Agenda	ECOREF	GBS	20 000 000	19 700 000	10 000 000
2002	MED/2002/003-312	Jordan	Structural Adjustment Facility III - SAF III	ECOREF	GBS	59 814 000	59 814 000	59 814 000
2004	MED/2004/006-221	Jordan	Support to Poverty Reduction through Local Development - Jordan	SOC	SBS	30 000 000	29 451 861	12 889 729
2006	MED/2006/018-208	Jordan	Support to Jordan's National Education Strategy	EDUC	SBS	42 000 000	40 774 672	10 519 604
2000	MED/2000/003-352	Tunisia	Programme d'appui à la réforme de l'éducation de base	EDUC	SBS	39 794 475	39 794 475	39 798 654
2002	MED/2002/003-353	Tunisia	Appui à la modernisation du secteur portuaire	TRANSP	SBS	17 814 358	17 814 358	17 814 358
2005	MED/2005/017-210	Tunisia	Programme d'appui à la réforme de l'Enseignement secondaire en Tunisie	EDUC	SBS	30 000 000	29 724 688	10 194 813
2006	MED/2006/018-438	Tunisia	Tunisie - Programme d'appui à la compétitivité (PAC I)	ECOREF	GBS	41 000 000	0	0
2002	MED/2002/004-348	WB&GS	Direct Budgetary Assistance (DBA)-III (50 Mio) + Avenant 1 (DBA IV) 30 Mio + Avenant 2 (DBA V) 20 Mio	ECOREF	GBS	98 000 000	98 000 000	98 000 000

Source: Annex 4 – Inventory of interventions

Annex 5 provides a first description of the interventions in categories 1 and 2. This description covers the basic data (identification data, general and specific objectives, budget breakdown by type of allocations – BS, TA for institutional strengthening, monitoring and evaluation – and number of tranches). The description is followed by a first overview of disbursement of tranches and their justification. As far as possible, a systematic review of the indicators of disbursement was conducted to identify the number of indicators related to the “process” (i.e. indicators referring to legal measures to be adopted, administrative reforms to be undertaken, etc.) and indicators related to “results” (i.e. indicators referring to the intended results of the reforms undertaken). It is striking from annex 5 that in general there are very few results indicators. As far as possible the table in annex 5 has been completed for all interventions in categories 1 and 2.

Interventions of category 1 were further analysed on the basis of:

- Additional data, not available from CRIS consultations but essential for assessing the budget support interventions; these are:
  - **checklists** for SBS and GBS completed by experts for the **Quality Support Group** meetings on the basis of the corresponding Quality Frames on which the whole QSG process (identification, formulation, quality control, internal approval before financing decision, ..) is based; these documents permitted an assessment of the basis and rationale of the budget support provided, and the degree of compliance with the Commission’s quality requirements.
  - **disbursement dossiers** (normally one per year) providing data on the disbursements of the successive tranches and their justification, based on the Financing Agreements (which could generally be obtained from the CRIS database for projects in group 1 above).
- Interviews with the Commission Delegations’ task managers in charge of conducting the policy dialogue with the partners and for monitoring the budget support, and other relevant stakeholders (see section C). These interviews were structured on the basis of an **interview guide** or questionnaire (see table 2.4 below) which was submitted to the Evaluation Unit and Reference Group for their approval. These guides were used for structured interviews in the countries visited (Egypt & Tunisia). The purpose of these interviews was twofold:
  - to collect facts and evidence on compliance of the BS with the prerequisites for providing this type of assistance, *inter alia* on the content and quality of the policy dialogue with the partner authorities; on the monitoring of the support; on the indicators of follow-up and results; on the payment of the tranches; and on coordination with other donors, in particular the World Bank (WB) and the African Development Bank (AfDB) who were involved in several BS operations with the Commission.
  - to clarify and interpret the factual information collected up to that point.

**Table 2.4 - Guide for structured interviews**

<b>Questions</b>
<b>A. PROGRAMMING- IDENTIFICATION-FORMULATION</b>
A.1. Who took the initiative of launching a Budget Support programme? The beneficiary, the Commission, other donors or has the programme followed a previous Budget Support programme?
A.2. What is the value of the others donors involved or associated with the Budget Support programme?
A.3. What possible difficulties/disagreements occurred during the formulation of the Budget Support programme?
<ul style="list-style-type: none"> <li>✓ Concerning the relationship with the Government</li> <li>✓ Concerning the relationship with other donor(s)</li> <li>✓ Concerning the relationship between the Delegation and the headquarters in Brussels.</li> </ul>
A.4. Besides the conditions for release of funds, are there any other monitoring indicators which are not intervening in the release of funds? If yes, which ones? Are they monitored?
A.5. Does the budget support programme foresee an exit strategy?
<b>B. FINANCIAL FLOWS</b>
B.1 Did or does verifying the conditionality for funds disbursement pose any problems? (Information availability, reliability, timeliness, etc.)
B.2. Did the European Commission take a different decision regarding the release of funds than other donors?
B.3. If there are significant differences between the timing for the release of funds and the actual timing, why did these occur?
<b>C. IMPLEMENTATION OF THE AID MODALITY</b>
C.1. If the country ceased to fulfil the eligibility criteria of Budget Support, what happened?
<b>D. RELATIONS WITH OTHER DONORS &amp; THE GOVERNMENT</b>
D.1. Is donor coordination satisfactory (in terms of modalities, participation, output, performance)? If not, what are the issues?
D.2. Do budget support donors share information and resources (e.g. PEFA diagnostic; study results that may interest all stakeholders)? Does the European Commission play a specific role in that process?

D.3. Are there procedures applicable to European Commission's budget support programmes that make donor harmonisation difficult? That makes relation with the Beneficiary difficult?
D.4. How does the political dialogue work in terms of the structure for engagement? Timing of the meeting? Who is participating (Government and donors' sides)? Have preliminary papers been prepared? Who is the driving-seat during the meeting (Government, donors)? What is the role of the European Commission in that dialogue?
D.5. What are the topics of political dialogue with the Government? Has it focused on the way the policy supported by budget support should be in favour of the poor? Has the Commission put forward this dimension in its dialogue with the beneficiary?
D.6. Has the political dialogue between the Government and donors been satisfactory? Have reforms been identified, has the dialogue focused on the disbursement criteria and on the expected results? Have the Government and the donors found a common vision on the policy supported by Budget Support and the expected results? If not, what are the issues?
D.7. Is the information provided by the Government to the donors on the results of its strategy sufficient, on time and reliable?
<b>E. RESULTS OF THE BUDGET SUPPORT</b>
E.1. Did the reforms/measures of the programme lead to the expected results?
<ul style="list-style-type: none"> <li>✓ in terms of public financial management</li> <li>✓ in terms of budgetary sustainability of the supported sector</li> <li>✓ in terms of quality and quantity of public services delivery</li> <li>✓ in terms of quality of the supported national/sector strategy</li> </ul>
E.2. Did the budget support programme contribute to improved public budget expenditure management (as well of its effects)? Does this mean that effectiveness/efficiency of public expenditure has improved?
E.3. Did the budget support contribute to progress in harmonising donor procedures?
E.4. Did the budget support contribute to greater transparency and accountability?
E.5. Did the budget support contribute to a decrease in the transaction costs of aid?
<ul style="list-style-type: none"> <li>✓ - For the Beneficiary</li> <li>✓ - For the European Commission</li> <li>✓ - For the other donors</li> </ul>
E.6. In general terms, regarding the expected added value of budget support, is the final balance positive, mixed or negative?



## 2.5 Analysis of Monitoring Reports

The available monitoring reports provided a substantial source of information that could be used to conduct some preliminary quantitative analysis since they included references to the different criteria.

During the desk phase an analysis of these reports was conducted to check, for instance, whether programmes or projects in different sectors or in different countries tended to exhibit different performance characteristics. Such indications as were obtained led on to further questions for investigation through additional documentary analysis, interviews or case studies. This analysis is presented in annex 8.

This global analysis of the monitoring reports was additional to the analysis of the content of these reports. This latter analysis was conducted, when the reports were available, for the projects that fell within the selection of interventions.



## 3 Methodology for the field phase

---

### 3.1 Selection of the countries to visit

The resources allocated to this evaluation allowed organisation of four field visits. The selection was prepared during the inception and desk phases and agreed with the Reference Group. It was based on the following criteria:

- a balance between Mashreq and Maghreb countries so as to cover adequately the sub-regional groups in the Southern Mediterranean area;
- no field visit in countries that had been evaluated in the recent past : e.g. Morocco and Jordan;
- the importance of the resources allocated by the Commission to the countries;
- good coverage of interventions supporting the three pillars of the Barcelona process;
- the ability to evaluate in more depth a subset of the 25 projects selected for documentary analysis in the desk phase, this subset including interventions covering the main characteristics of the resources deployed by the Commission, viz:
  - regional-bilateral interventions
  - interventions involving the major instruments: TA, general and sector budget support, funds managed by the EIB and Twinning;
  - projects at different stages of their project cycle.

The countries accordingly selected were Algeria, Egypt, Lebanon and Tunisia.

### 3.2 Preparation of the field visits

The preparation of the field visits concerned logistics and instructions to the evaluators.

Preliminary contacts were made with the Delegations affected by the field visits for help in organising the agenda and contacts. The evaluators wish to acknowledge the excellent and constructive cooperation from the various Delegations in this regard.

Country experts were recruited to assist the team through their knowledge of the local situations in Algeria, Tunisia and Egypt. No country expert was involved in the Lebanon field mission owing to its more limited scope and also because this allowed allocation of more resources for the country expert in Egypt to as to facilitate a longer-duration visit in that country.

To help the experts prepare their missions, background country notes were prepared in advance with an overall description of the economic, political and social situation of the countries visited and an overview of the Commission's respective cooperation programmes. These notes are attached as annex 9 of the report.

All experts were briefed in advance of the mission: the methodology, the evaluation questions, judgement criteria and indicators, the potential sources of information and the interview

guides, all of which was discussed and shared during a team meeting of several days' duration to ensure a common vision of, and approach to, this evaluation.

Each team visiting a country was instructed to collect two types of information

**1) Information on the general aspects of the cooperation with the country.**

This was information not specific to the selected intervention but necessary for answering the EQs. It related to the nature and the key characteristics of the cooperation, the quality of the general dialogue with the partners, and other elements necessary to validate a series of judgement criteria as laid out in the methodology: Among other points it covered were:

- progress with the Association Agreement;
- the Commission's cooperation in relation to the Barcelona process, the strategies adopted and priorities supported;
- regional programmes and national ownership;
- assessment of the policy dialogue between the Commission and its partners;
- cooperation with other donors

**2) Information and analysis of bilateral and regional interventions implemented in the country visited**

Among the 25 interventions selected for in-depth documentary analysis the following subsets were further examined during the field visits:

**Algeria:**

MED/2005/017-201	Algérie	ONG II
MED/2006/018-087	Algérie	Programme d'appui au secteur des transports
MED/2000/003-961	Regional	EUROMED HERITAGE II - Programme régional de soutien au développement du patrimoine culturel euro-méditerranéen
MED/2001/004-855	Regional	Euro Med Programme for the Environment SMAP 2000 (Intervention SMAP 4)
MED/2002/004-142	Regional	Bonne Gouvernance et amélioration de l'Etat de droit (Justice I)
MED/2006/017-978	Regional	Facilité de Capital à risque - tranche 2006 (Intervention Maghreb Leasing, à confirmer avec la BEI)

**Egypt:**

MED/2002/003-396 and MED2003/004-150	Egypt	Trade Enhancement Programme A (TEP A) and (TEP B)
MED/2003/005-722	Egypt	Social Development and Civil Society: Children at Risk
MED/2005/017-557	Egypt	"Support to the Association Agreement" (SAA)
MED/2005/017-543	Egypt	EU Water Sector Reform Programme - Egypt
MED/2006/018-249	Egypt	Support to health sector reform

**Lebanon**

MED/2002/004-138	Liban	Support to the Implementation of the Association Agreement
MED/2001/004-684	Regional	Euro-Mediterranean Water Programme 2001

**Tunisia**

MED/2003/005-858	Tunisie	Modernisation de l'enseignement supérieur
MED/2005/017-322	Tunisie	Facilité d'Ajustement Structurel IV
MED/2000/003-961	Regional	EUROMED HERITAGE II - Programme régional de soutien au développement du patrimoine culturel euro-méditerranéen
MED/2001/004-855	Regional	Euro Med Programme for the Environment SMAP 2000 (Component SMAP 4)

Table 3.1 summarises the work to be conducted during the mission and the intended contribution of the information collected through the various interventions to answering the EQs.

**Table 3.1 Organisation of fact findings for the field visits**

	EQ1 Barcelona	EQ2 Partner	EQ3 Trade/PSD	EQ4 Poor	EQ5 Dem-HR	EQ6 BS	EQ7 Infr/water	EQ8 CC	EQ9 3C	EQ10 Sust	EQ11 Efficiency
<b>General info to collect in each country visited</b>											
	x	x	x	x	x	x	x	x	x	x	x
<b>Information related to specific interventions</b>											
<i>Interventions</i>											
<b>Algeria</b>											
ONG II	x	x		X	X			x	x	x	x
Tpt	x	x					X	x	x	x	x
R_Herit	x	x						x	x	x	x
FEMIP/Cement	x	x	X					x	x	x	x
R_SMAP 4	x	x					X	x	x	x	x
R_Justice	x	x			X			x	x	x	x
<b>Egypt</b>											
TEP	x	x	X			X		x	x	x	x
Children	x	x		X	X			x	x	x	x
SAA	x	x	X					x	x	x	x
Water	x	x				X	X	x	x	x	x
Health	x	x				X		x	x	x	x
<b>Lebanon</b>											
SAA	x	x	X					x	x	x	x
R_Water	x	x					X	x	x	x	x
<b>Tunisia</b>											
Higher Education	x	x				X		x	x	x	x
FAS IV	x	x	X			X		x	x	x	x
R_Herit	x	x						x	x	x	x
R_Smap 4	x	x					X	x	x	x	x

### 3.3 Conduct of the field visits

Table 3.2 describes the deployment of resources for the field missions.

**Table 3.2 Field visits: deployment of evaluators**

Field visits: Algeria, Tunisia, Egypt, Lebanon		Number of persons/day			
Expert	Position	Algeria 8-16 June	Tunisia 3 June	Egypt 15-22 May 9-18 June	Lebanon 22-27 June
Team leader	Team leader, Macro economics, Economic reforms and Trade expert	9	9	4	
Senior expert 1	Social sector and Human Resources Development expert			12	6
Senior expert 2	Infrastructure (Water) expert		9	9	
Senior expert 3	Good Governance and Human Rights expert	9		9	
Junior expert	Economic development expert	9	9		6
Country experts		6	6	12	

Each field mission commenced with a **briefing** of the Delegation during which the evaluators explained the purpose and methodology of the evaluation and finalised the agenda with the Delegation. The mission was concluded with a **debriefing** during which the evaluators presented the Delegation with their main findings. The corresponding PPT are presented in annex 11. It should be noted that owing to organisational constraints in Egypt two visits had to be made to the Delegation and it was not possible to hold a general debriefing. The PPT presented in annex 11 is therefore labelled “virtual” debriefing as it reflects the contents of the various debriefing sessions held by the experts with individual Delegation staff.

The list of persons met during the mission is attached in annex 10 and the tools used for collecting the data are presented in chapter 5 of this volume.

## 4 Methodology for analysis and synthesis

---

During the synthesis phase different types of activities were undertaken at headquarters.

### 4.1 Completion of the evaluation grid and descriptive fiches

The evaluators further completed the common evaluation grid, and the descriptive fiches of the 25 MEDA II interventions selected, with the data collected during the field visits and the investigations of supplementary documentary sources. The data was processed through cross-checking of the information, using several sources or types of data to confirm each fact.

### 4.2 Analysis of international and intra-regional trade statistics

Annex 15 provides detailed analysis of the trade flows of the MEDA Region. It is based on information from two statistical databases: the Eurostat COMEXT database used for analysis of international trade including the trade of the MEDA countries with the EU; and the IMF Directions of Trade database that allowed the construction of import and export trade matrices for the MEDA-10 countries.

### 4.3 Answers to the Evaluation Questions

During a three-day team meeting, the evaluators worked on the formulation of answers to the EQs. More precisely, they converted the data into findings on a question-by-question basis and confirmed findings with trusted verification procedures. This analysis was based on the following evaluation materials:

- the descriptive fiches of the 25 selected interventions (annex 5);
- the judgement criteria and indicators presented in the common evaluation grid (annex 7);
- the PowerPoint field mission debriefings prepared for the four countries visited (annex 11).

### 4.4 Conclusions and Recommendations

On the basis of the answers to the EQs, the evaluators formulated a structured set of Conclusions and related Recommendations.

The Conclusions are characterised by the following points:

- they derive from facts and findings;
- they entail an element of judgement;
- they are limited in number in the interests of quality;
- they use evaluation criteria in a balanced way;
- they are prioritised and refer to specific EQs.

Recommendations are derived from one or several Conclusions, and are prioritised.

## 4.5 Quality control

The evaluation team leader has checked the quality of the data and analyses against the following principles:

- clear presentation of method;
- compliance with work plan;
- compliance with anonymity rules;
- self-assessment of the reliability of data.

In addition, a senior ADE consultant specialised in the evaluation of public policies, and external to the evaluation team, verified that the quality of the reports produced at each stage of the evaluation was to the required standard.



## **5. Evaluation tools and check lists**

---

This chapter lists a number of evaluation tools and describes how and when they were used during this evaluation. In addition, a checklist for the evaluators has been used for each evaluation tool. These checklists come from the “Evaluation Methodology For European Commission’s External Assistance” published by the European Commission in 2006. The table below also includes evaluation tools used by the evaluators which, while not listed in the European Commission Evaluation Methodology, are nonetheless included in other European donors’ evaluation guides (e.g. Danida evaluation methodology).

<p><u>Evaluation tool:</u>  <b>Objectives diagram and impact diagram</b>          (Structuring Phase)</p>
<p><u>Description:</u></p> <p>The objective diagram was constructed during the Inception Phase of the evaluation. It describes the objectives pursued by the Commission's when implementing the MEDA II Regulation.</p> <p>The objectives diagram constituted the basis for formulating the Evaluation Questions and served as a reference framework for evaluating the interventions.</p> <p>The objectives diagram is mirrored by the diagram of impacts that represents the diverse categories of resources provided by the Commission and the different levels of results, outcomes and impacts they are intended to produce in correspondence with the hierarchy of objectives.</p>

### Objectives diagram check list for evaluator

Questions	Answer
<b>Preparation and design</b>	
Has the preliminary analysis of the strategies under evaluation been undertaken?	Yes, this is explained in Vol. II Methodology
Has the preliminary analysis of the institutions participating in the preparation and implementation of the strategy and/or the programmes been undertaken?	Yes, this is explained in Vol. II Methodology
Has the list of the relevant documents been established?	Yes, see the bibliography in annex 15
Has the list been submitted to the group in charge of the monitoring of the evaluation?	Yes, it has been submitted to the Commission RG
Has the dating of the documents been confirmed by their authors or contributors?	The main documents used are official documents from the Commission
<b>Implementation</b>	
Has a cross-reading of the documentation been conducted?	Yes
Have the missing elements been sought (?) during the test?	Yes
Are hypotheses and uncertainties about the objectives' links clearly stated?	Yes
Did their authors and/or contributors confirm this classification during the test?	The objectives diagram has been tested with the Commission RG
Was there a triangulation of the perspectives?	Yes
Have specialists been consulted by means of written exchanges, if necessary?	Comments were provided by the Commission RG

<p><u>Evaluation tool:</u>  <b>Interviews</b> (all Phases)</p>
<p><u>Description:</u></p> <p>Interviews were held during the different phases of the evaluation process. At the start of the evaluation, unstructured interviews were held with Commission staff in order to obtain a global view of the cooperation of the Commission with the MEDA area. Semi-structured and structured interviews were then held during the following stages of the evaluation to capture the information and facts needed to substantiate the indicators. Interviews were prepared beforehand and meeting notes for internal use were drafted immediately after the interviews.</p> <p>In total 130 interviews were organised. Interviews were conducted with Commission representatives at HQs in Brussels as well as in the Delegations of the countries visited during the field missions. EIB representatives were also met at HQs in Luxembourg. Interviews were also held with other key stakeholders including representatives of relevant ministries in partner countries, beneficiaries, other key donors (e.g. EU MS, WB, AfDB) and project management units.</p>

Interviews check list for evaluator	
Questions	Answer
<b>Preparation and design</b>	
Does the list of respondents meet the needs of the evaluation's methodology?	Yes, all main stakeholders have been met
Have alternatives been planned by the evaluators in case of cancellations of appointments with the actors?	Yes
If any, has the issue of "representativeness" been solved?	Yes, by cross-checking the information between different respondents' groups
In interviews with representative stakeholders belonging to the evaluation's spotted category, has the respondent's " representativeness " been checked?	Yes, by asking several questions such as the respondents background, his role within the institutions, etc.
Do the interview grids cover all the evaluation issues?	Yes
Does the design of the interview guides vary sufficiently to meet the needs of different categories of stakeholders?	Yes, they included generic questions common to all stakeholders and specific questions for the different categories of stakeholders.
<b>Implementation</b>	
Have the evaluators controlled and checked the information collected?	Yes, by cross-checking the information with other respondents and documents.
Does the intended format designed for the debriefing highlight the differences between reliable information and opinions?	Yes, facts and opinions are distinguished
Is the diversity of perspectives, expressed by the various categories of stakeholders, explicitly exposed?	Yes, information from different respondents' groups is clearly indicated

<p><u>Evaluation tool:</u>  <b>Focus Group</b> (Field Phase)</p>
<p><u>Description:</u></p> <p>A focus group is a form of group interview which comprises individuals involved in a development policy or intervention. It allows collection of the opinions and judgements of beneficiaries and intermediary stakeholders.</p> <p>Several focus groups were organised during the field visits: two in Algeria (Delegation, French Embassy), one in Egypt (NCCM), two in Lebanon (Presidency of the Council of Ministers, Ministry of Administrative Reforms), and five in Tunisia (UTICA, MESRST, University of Sousse, Ministry of Finance, Central Bank).</p>

<b>Focus Group check list for evaluator</b>	
Questions	Answer
<b>Preparation and design</b>	
Was the use of the focus group fully justified?	Yes, it was justified
Have the topics under study been clearly determined before the setting up of the focus group?	Yes
Has reference documentation been at the disposal of participants?	Yes
Have local speaker animators experienced in techniques relating to group interaction been selected?	The animators were members of the evaluation team who are fully familiar with that technique.
Were participants informed prior to the focus group of the objectives and the topics under study?	Yes
<b>Implementation</b>	
Were the animators informed of the context in which the focus group is organised?	Yes, the focus groups were led by the members of the evaluation team
Were they trained for the topic and goals of the focus group?	Yes, the animators were part of the evaluation team and trained in group dynamics.
Has the neutrality of the animators concerning the issues of the focus group's topics been checked?	Yes, the animators were part of the evaluation team
Has the verbatim of the participants been collected?	Yes, via triple checked meeting notes in 2 steps: one verbatim per intervention, second condensed and anonymous.
Does the debriefing clearly distinguish the factual information from opinions?	Yes, opinions are separated from facts
Does the debriefing accurately describe the diversity of points of view and opinions developed by the various stakeholders?	Yes, this is clearly described

<p><u>Evaluation tool:</u>  <b>Case study</b> (Desk Phase and Field Phase)</p>
<p><u>Description:</u></p> <p>To obtain in-depth knowledge of basic and operational aspects of the Commission cooperation with the MEDA area, a detailed study of 25 interventions was conducted in the field by the evaluation team.</p> <p>These case studies included preliminary document analysis and semi-structured interviews on a broader selection of interventions with Commission staff in Brussels. This work allowed identification of preliminary findings and hypotheses to be tested at the next stages, notably through country visits.</p> <p>Four missions were conducted in the following countries: Algeria, Egypt, Lebanon and Tunisia. They allowed coverage of 16 interventions in the field out of the 25 selected.</p> <p>The visits were prepared in close collaboration with the Commission HQ, the Delegation concerned, and the Joint Evaluation Unit. Prior to the visit, preliminary contacts with the Delegation facilitated explanation of the scope and objectives of the evaluation.</p> <p>Each country visit had a similar structure;</p> <ul style="list-style-type: none"> <li>▪ it started with an extensive PPT briefing on the evaluation and the purpose of the visit, first with the Delegation and then with the national authorities;</li> <li>▪ bilateral or grouped semi-structured interviews took place with representatives from the Delegation, partner countries, EU MS and other donors;</li> <li>▪ working groups were organised at the Delegation with</li> </ul>

Case study check list for evaluator	
Questions	Answer
<b>Preparation and design</b>	
Is the use of the case study tool in the evaluation backed up by adequate argumentation?	Yes, the argumentation was presented at the Inception and Desk Phase
Is the choice of the case study application well-argued?	Yes, it was well argued and approved by the Commission RG
In the context of multiple sites case study, is the number of case studies justified?	Yes, within the budget and time constraints of the evaluation
Has the design methodology been properly elaborated?	Yes, it has been prepared at the Inception Phase and fine-tuned during the Desk Phase
In the context of multiple sites case studies, does the methodology assure consistent reports?	Yes, the field missions were carried out by the evaluation team with internal meeting before and after each mission.
Has a pilot case study been scheduled?	No
Is the use of triangulation clarified in the methodology and included in the mission reports?	Yes, this was included in the methodology for the field missions
Have the sources of information (documentation, interview, monitoring data, direct observation) been included in the mission reports?	All sources of information have been included in the Final report
Do the methodology and reports distinguish facts from opinions?	Yes, a clear distinction has been made
Is the plan for the development of a chain of evidence well-argued in the mission report?	Yes, it was developed in the desk report

<p>other task managers and communication officers;</p> <ul style="list-style-type: none"> <li>▪ projects were visited and (grouped) discussions held with beneficiaries;</li> <li>▪ at the end of the visit extensive debriefings took place, first with the Delegation and then with the national authorities.</li> </ul> <p>The findings of the field missions, and more specifically the work done on the 16 case studies, was then synthesised and presented to the Reference Group in Brussels.</p>
--

<b>Implementation</b>	
Does the iterative process, initiated at the collection stage, carry on to the analysis stage, and support the chain of evidence?	Yes, through the substantiation of the indicators, validation or not of the judgment criteria and answers to the evaluation questions
Were alternative explanations studied and rejected after a full review of the evidence?	Yes, this was done during the Synthesis Phase
Are the facts supporting the argumentation strong enough to guarantee systematic replication elsewhere?	Yes, see the data collection grids for the facts.
Does the analysis include research into causality?	Yes
Are the techniques used for the analysis of multiple sites data set out and argued?	Yes, they had been identified before the field missions
Is the case study report sufficiently understandable and explicit?	Case studies' facts are included in the data collection grid
In the case of multiple case study has the team leader checked the relevance /consistency of the studies ?	Yes, all information from case study has been checked
Are the limitations of the impact of the study findings sufficiently well explained?	Yes, limitations are well explained

<p><u>Evaluation tool:</u>  <b>Context Indicators</b> (Structuring Phase and Desk Phase)</p> <p><u>Description:</u></p> <p>Context indicators are standard indicators established by national statistical services and international organisations such as the IMF, WB, OECD, UN, EUROSTAT, and others. They ease comparisons over time and between geographical areas.</p> <p>Annex 2 presents the following context indicators for MEDA and transition countries so as to permit a comparison with other transition countries at comparable stages of development:</p> <ul style="list-style-type: none"> <li>▪ <b>economic indicators:</b> GDP, inflation, current account balance, FDI, external trade balance, trade restrictiveness index, Doing Business ranking, etc.;</li> <li>▪ <b>social indicators:</b> population, human development index, population below the national poverty line, life expectancy, literacy rates, adults living with HIV/AIDS, adult unemployment, etc.</li> </ul> <p>These indicators were also used to answer the Evaluation Questions, mostly EQ3 which deals with trade and private sector development.</p>
---

### Case study check list for evaluator

Questions	Answer
Do these indicators yield relevant information about the context of the area under study?	Yes
Does the documentation provided by the evaluators display a precise definition of the indicators, as well as their possible limitations?	Yes, the definition and source of each indicator are provided.
Does the evaluator explain the absence in his/her study of context indicators in a key area?	No, the main indicators have been presented and analysed.
Is the period covered by similar series of indicators relevant to highlight the evolutions of the context over time?	Yes
Are the selected indicators sufficiently sensitive to show the evolutions in the areas concerned by the evaluation?	Yes, economic and social issues are at the heart of the evaluation since several evaluation questions deal directly with these aspects.
Is it possible to draw comparisons in space (countries and regions) and time thanks to these indicators?	Yes, 2000 and 2006 data – when available- have been presented to allow a comparison over the MEDA II period

Evaluation tool:

**Documentary analysis** (Inventory, Inception, Desk, Field and Synthesis Phase)

Description:

The evaluation team conducted an in-depth study of the existing literature at two different levels:

- at general level: Commission Communications and Regulations, Strategic and Programming documents, background documents, evaluations from various institutions, working papers from both the Commission and the EIB;
- at intervention level: Financing Agreements, progress and final reports, monitoring and evaluation reports, project identification fiches, full disbursement dossiers for Budget Support interventions, general background documents, e-mail exchanges.

Evaluation tool:

**Direct observation/ project visits** (Field Phase)

Description:

Visit to several projects at country level including meetings with the project management unit or implementing partner such as relevant ministry departments or NGOs. Group discussions with the final beneficiaries of the interventions which were variously women associations, private sector associations, teachers, civil servants or directors of NGOs. Examples of visits: representatives of the University of Sousse in Tunisia; representatives of the National Childhood and Motherhood in Egypt.

Evaluation tool:

**ROM reports analysis** (Desk Phase)

Description:

The global analysis of 378 MEDA II monitoring reports made possible some preliminary quantitative analysis since monitoring reports quote the different evaluation criteria. An analysis, presented in annex 8, focuses on whether programmes/projects in different sectors or in different countries tend to exhibit different characteristics in terms of performance. Moreover, an in-depth study of available ROM reports provided by the Commission Services for the 25 selected interventions was conducted.