



EVALUATION OF DANIDA'S FELLOWSHIP PROGRAMME

EVALUATION

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Evaluation of Danida's Fellowship Programme



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Contact: eval@um.dk

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Abbreviations

<i>CD</i>	Capacity Development
<i>CSR</i>	Corporate Social Responsibility
<i>DBL</i>	Centre for Health Research and Development
<i>DFC</i>	Danida Fellowship Centre
<i>DFP</i>	Danida Fellowship Programme
<i>DKK</i>	Danish Kroner
<i>EKN</i>	Embassies of the Kingdom of the Netherlands
<i>ERH</i>	MFA Business and Contracts Department
<i>EUR</i>	Euro
<i>EVAL</i>	Evaluation Department
<i>FFU</i>	Consultative Research Committee for Development Research
<i>FINNIDA</i>	Finnish International Development Agency
<i>HCP</i>	Department for Humanitarian Action, Civil Society and Advisers
<i>ITP</i>	International Training Programmes (Sida)
<i>LSDGP</i>	Local Service Delivery and Governance Programme (Ghana)
<i>MBA</i>	Master of Business Administration
<i>MFA</i>	Ministry of Foreign Affairs
<i>NFP</i>	Netherlands Fellowship Programme
<i>NPT</i>	Netherlands Programme for Institutional Strengthening of Post-Secondary Education and Training Capacity
<i>OECD/DAC</i>	Organisation for Economic Cooperation and Development/ Development Assistance Committee
<i>OO</i>	Education and Development Department (Netherlands)
<i>SEK</i>	Swedish Kroner
<i>Sida</i>	Swedish International Development Cooperation Agency
<i>STI</i>	Southern Training Institute
<i>ToR</i>	Terms of Reference

Executive Summary

Overview of the evaluation

The purpose of this evaluation has been to document and assess the activities and results of the Danida Fellowship Programme (DFP) with the aim of contributing to both accountability and learning. The DFP has since 1990 been administered by the Danida Fellowship Centre (DFC) with the objective of supporting capacity development (CD) in developing countries through organising a wide variety of different types of training activities, including both short courses and longer-term postgraduate study. In 2011, the DFP provided 1,533 fellowship months of training to 1,260 fellows, with a budget of DKK 60 million.

The evaluation has sought both to assess the contribution that the DFP has made to achieving results in terms of learning, behaviour change and CD, and to assess the fitness for purpose of DFP's management and governance arrangements for delivering high quality training.

The evaluation has covered the period since the last strategic review of DFP in 2008, which includes the development and implementation of the 2011-13 Strategy for the DFP, and the 2010-12 Cooperation agreement between DFC and the Ministry of Foreign Affairs (MFA). An important feature of this period has been the implementation of a move to transfer some of the DFP training from Denmark to Southern Training Institutes (STIs).

Over this period the DFP has consisted of several quite distinct forms of training several of which (particularly those focused on the private sector) have now been phased out. The main continuing activities of the DFP are short courses of various types commissioned and managed by DFC, and postgraduate training scholarships (where DFC is not involved in course design or management) and the evaluation has focused principally on short course training.

Evaluation methodology

The evaluation has developed a model of the implicit intervention logic of the DFP, and has involved the use of information from the following data collection and analysis: (i) Analysis of DFP governance arrangements; (ii) analysis of DFP management arrangements; (iii) analysis of the DFP portfolio; (iv) comparative study of similar bilateral training programmes; (v) Country case studies of Ghana and Uganda, the two countries that have provided the most DFP course participants over the evaluation period; (vi) online surveys of course participants; (vii) online surveys of Danish embassies; (viii) online surveys of course providers; (ix) assessment of the quality of course materials and training approaches; and (x) a review of existing monitoring and evaluation information.

The evidence base collected for the assessment of the quality and results achieved by the DFP therefore consists of the following main elements:

- Self-assessments by DFP course participants of both the learning experience and the extent to which they have been able to make use of the training provided.
- Observations from embassies through their interactions with participants, organisations supplying participants, and Danida programmes that make use of DFP training.
- In the case study countries (which together account for around 20% of DFP course participants over the evaluation period), interviews with a selection of organisations supplying course participants, as well as Danida programme staff and other stakeholders.
- The review of DFP procurement and management procedures, both in general and in relation to a small number of specific courses, with a view to identifying whether there appeared to be features of these processes that might prima facie be seen as militating against high quality course provision, the selection of appropriate course participants, or effective follow-up to achieve results. This involved the review of documentation and interviews with DFC and MFA staff, as well as a selection of course providers.

A key feature of the evaluation methodology (as implied by the intervention logic for DFP) was an attempt to move beyond an exclusive focus on the management and delivery of training courses to obtain more information about the results in terms of behaviour change and organisational impact (within the Kirkpatrick model of training evaluation). As anticipated, this proved very difficult to do except in the case study countries, where it was possible to carry out interviews with managers in several organisations that had each supplied a significant number of DFP course participants.

Conclusions

The evaluation concluded that the DFP is providing training which is assessed by course participants as highly relevant to their needs and the lessons from which they report they are generally able to apply in their work. DFP is highly valued by course participants and is seen by most Danish embassies as making an important positive contribution to the objectives of Danish aid. Course materials are well-prepared and courses use appropriate training methodologies. The DFP is generally well-managed, particularly through course selection, design and implementation, and the quality of management is reported by course providers and embassies as generally having risen over the evaluation period.

Following the 2008 review of DFC and DFP, the independence of DFC from MFA was strengthened through ending direct representation of MFA on DFC's Board. The review also recommended the development by DFC of a strategy for DFP. DFC has made progress in implementing this strategy, which focused in particular on shifting training from Denmark to STIs. The consequences of this shift have been judged to be positive by embassies, and appear to be associated with some savings in the overall cost of training. Progress has also been made in developing (though not yet fully implementing) an enhanced monitoring and evaluation system for DFP. There has also been a strengthened process of consultation to ensure that the training provided is relevant to Danish aid policies and needs as understood by embassies.

However, MFA has not articulated the policy objectives or expected results from the DFP, or the specific role that DFP plays in relation to Danida's capacity building approach and Danish development policy. As noted above, there are some potential tensions between the support to nationally-led CD strategies as the basis for Danida's approach, and the DFP's emphasis on individual training as a modality. In addition, the relative significance of other possible objectives for the DFP (such as in providing support for strengthening STIs, or its public diplomacy role) has not been determined by MFA. As a result, the DFP strategy cannot be seen as a response to a set of policy objectives defined by MFA.

While it is in principle consistent with DFC's autonomous status for it to take full responsibility for determining the results to be achieved with the resources with which it is provided, in practice its ability to achieve results beyond the level of learning outcomes depends on effective collaboration with embassies and Danida programmes. More fundamentally DFC has neither the mandate nor the capacity to determine the policy objectives for DFP or how it relates to wider Danish development policy. The Business and Contracts Department (ERH) of MFA, with which DFP has negotiated its Cooperation Agreement, likewise has not had the authority or capacity to engage on policy issues. The governance arrangements for DFP are premised on DFC being able to take responsibility for achieving results. However, MFA has not articulated a policy or results framework within which this responsibility can be exercised. In addition, achieving results beyond learning outcomes requires that the responsibility for results rests not solely with DFC, but also with Danish embassies and Danida programmes.

So while the process of developing the DFP strategy has helped to clarify responsibilities and has provided a clearer direction for DFP, several weaknesses remain with the governance arrangements for DFP:

- The problems of lack of ownership of the DFP identified in earlier evaluations and reviews (since 2001), related to the fact that embassies and Danida programmes do not have responsibility for the bulk of the DFP budget, has not been resolved.
- There is no results framework which articulates what the DFP should be achieving and how this should be measured. MFA's Cooperation Agreement with DFC does not provide a framework for results at the level of behaviour change and organisational CD, nor does it require that DFC reports on the achievement of results. In the absence of such a framework, there is no basis for linking the level of budgetary expenditure on the DFP to results and it is unclear on what basis any specific level of expenditure on DFP is justified.
- One consequence of the lack of a focus on accountability for results has been the paucity of monitoring and evaluation information that goes beyond self-assessment of learning outcomes to collect information on behaviour change and organisational development. This cannot be satisfactorily addressed by periodic evaluations such as this one, since collecting this information requires systematic engagement with the organisations supplying course participants over the whole training cycle.
- DFC does not regard itself as practically able to take responsibility for achieving results beyond the learning outcomes of training activities. Behavioural and organisational impact depends on follow-up and close engagement with the organisations supplying course participants, and DFC does not have the resources to provide

this. This also depends on close engagement in the process of selecting course participants and ensuring that so far as possible organisational and institutional conditions are in place for training to be used effectively.

- Embassies do not generally consider that they have the information or resources to engage in a more proactive process of engagement with the organisations supplying course participants to seek to ensure or measure behavioural change and organisational CD.
- There has been a problem of lack of clarity in the role and responsibilities of the DFC Board over the evaluation period, although it is understood that this is being resolved.

The expiry of the current DFP strategy provides an opportunity for addressing these problems. While in principle it could be left to the DFC Board to articulate a vision and objectives around which the strategy could be developed, it would be strongly preferable for MFA to develop a policy framework for DFP to which the DFC could then respond through developing a revised strategy. This would provide much better prospects for achieving broad ownership within MFA of the DFP, and for clarifying the complementary resources that will be required for deeper organisational impact to be achieved, and for ensuring clear responsibility for defined results.

DFC's direct engagement is focused on the course design and delivery process, and information systems (including monitoring and evaluation approaches) have to date focused almost exclusively on self-assessment of the training experience. There has been very little engagement of DFC in course follow-up, or with the organisations supplying DFP participants. However, the implicit intervention logic (derived from Danida's approaches and guidance on CD) suggests attention needs to be focused on ensuring the appropriate participants are selected for training, and on the follow-up process, in order to achieve CD impact.

A specific feature of the training approach provided by DFP is an emphasis on specially commissioned short courses with relatively limited structured preparation or follow-up that is directly engaging participants' employing organisations. This differs from NFP which depends on courses already provided by Dutch training institutes and from Sida's ITP where the courses involve much more preparation and follow-up. The shift to the use of STIs has been associated with a further shortening of the length of DFP courses. Some courses explicitly seek to bring together participants from a wide range of countries to share experience and perspectives. However, the case studies provided some evidence to suggest that organisational impact is likely to be enhanced and easiest to identify when there is sustained engagement with a large number of participants from the same organisation over time.

The point is though that, in the continuing absence of systematic information on the behavioural changes and organisational CD results of the DFP, there is no satisfactory evidence base on which to assess how, for example, the move to training through STIs or the progressive shortening of courses is influencing the effectiveness of the training provided, or to measure how much improvement in effectiveness would result from devoting more resources to course follow-up. However, the general conclusion of the evaluation is that the effectiveness of the DFP is likely to be enhanced the more that training activities are explicitly linked to Danida programmes and national and sectoral

CD processes, and the more resources are put into selection and engagement with employing organisations, and the more resources are put into follow-up activities.

Recommendations

Following on from these conclusions, the recommendations of the evaluation are the following:

1. MFA should formulate a policy to guide the preparation of the next DFP strategy. This should clarify the DFP's relationship with Danida's CD policies and objectives, and the relative roles and responsibilities for DFP implementation between DFC, Danish embassies and programmes and MFA departments, including the resources required. This policy should also clarify the relative importance of the different possible objectives for DFP (including STI capacity building and public diplomacy) and provide guidance on the choice of activities that should comprise the DFP. This process could also review the appropriateness of the arrangements for implementation of the DFP including the location of budget responsibility.
2. As part of this process of policy development, MFA should in collaboration with DFC develop a results framework for the DFP, based around an articulation of the intervention logic of the programme. This should identify the levels at which results are anticipated to be achieved and clarify the assumptions and responsibilities of different stakeholders in ensuring that results are achieved and adequately measured, as well as that key assumptions in the intervention logic can be tested. This process should recognise that the DFP contains several distinct types of training activity with differing objectives, for which different conditions and levels of results should be expected.
3. The DFP policy and results framework should provide guidance for the development of the future strategy for the DFP, and be embodied in future Cooperation Agreements. DFC should retain autonomous responsibility for achieving the agreed results and for implementing the policy within this agreed framework.
4. Implementation of the enhanced DFP monitoring and evaluation system should form the basis for the future reporting of results, focusing in particular on behaviour change measurement and evidence of organisational capacity building.
5. The issue of the definition of functions and resourcing of the DFP Focal Point function in Danish embassies should be resolved as part of the policy on DFP which should clarify responsibilities both for implementation and management and for the achievement of results and reporting on them.
6. DFC should consider practical options to engage more directly in the follow-up process to training activities, including ensuring that resources are budgeted for this purpose, as well as strengthening engagement with Danish embassy and Danida programme staff on the follow-up process. This may include the introduction of a requirement for reporting on Action Plan implementation as part of the monitoring system.

7. DFC should also consider developing more tools to help managers prepare and assess DFP applications systematically in relation to their organisations' CD needs, and to account for the results achieved.
8. DFC should consider providing more information to bidders about its tender evaluation criteria and the results of tender processes. DFC should explore ways of broadening the pool of potential course providers in order to intensify competition on cost and quality and possibly in some contexts encourage innovation in modes of delivery, particularly as the move to working through STIs is taken forward.

1 Introduction

The Danida Fellowship Programme (DFP) has since 1990 been administered by the Danida Fellowship Centre (DFC) and represents a major element of Denmark's support to capacity building in developing countries. The objective of the DFP is defined (on the DFC website) as follows:

“The Fellowship Programme supports Capacity Development (CD) in developing countries (primarily, but not solely, Danida's programme countries) by organising and/or implementing CD support in terms of courses, study, research, study tours, seminars, etc. in Denmark as well as in developing countries – nationally as well as regionally. The Ministry of Foreign Affairs (MFA) defines the framework for the fellowship activities, while DFC is in charge of all educational, administrative and practical issues.”

It is further stated that:

“The DFP strategic objective is, in close consultations with DFC's development partners, ‘to support organisational capacity development through training activities of a political, strategic or technical innovative nature for participants from Danida supported programmes and projects, and the private sector in Denmark's priority countries’.”

Additional operational objectives are defined (also on DFC's website) as:

- In collaboration with partner Southern Training Institutes (STIs) to work towards enhanced alignment of development training interventions to national capacity needs
- To support development of national and regional capacity of partner STIs to address capacity development needs of counterpart institutions in Denmark's priority countries
- In consultation with other donors to promote enhanced harmonisation of provision of development training
- Increased focus on outcome and effect measurement.

In 2011, the DFP provided 1,533 fellowship months of training to 1,260 fellows, with a budget of DKK 60 million.

The purpose of this evaluation is defined in the Terms of Reference (ToR) as:

“to document and assess the supported activities [under the DFP] and the related results, with an aim to contribute to both accountability and learning. To this end it must assess the different achievements of the programme, as well as the framework and processes for accomplishing the results.”

The ToR emphasised that the evaluation should address both the fitness for purpose of the DFP, and the results that DFP has achieved.

The scope of the evaluation is all activities that have taken place under the DFP over the period 2008-11. The evaluation has focused principally on the period since DFP was last the subject of a strategic review (which also covered the Danida Fellowship Centre – DFC – which administers the DFP) in 2008. This strategic review led to the development of a strategy for the DFP which was adopted in 2011.¹ A major feature of this strategy (as suggested in the Strategic Review) has been the shift away from a near-exclusive focus on the provision of training in Denmark to an increasing emphasis on DFP courses being provided through STIs.

This evaluation was carried out by a core team comprising Stephen Jones (OPM – Team Leader), Viktoria Hildenwall (SIPU – Researcher), Mike Kiernan (Consultant to OPM – Training Specialist, and Leader of the Uganda Case Study), and Andrew Wyatt (OPM – Organisational Development Specialist, and Leader of the Ghana Case Study). The Country Case Studies also involved Sante Andah (Consultant to OPM – Ghana) and Peter Ssentengo and Ritah Naggayi (Consultants to SIPU – Uganda).

Data collection for this evaluation was carried out between April and July 2012. The main evaluation activities included (i) an inception visit by the whole team to Copenhagen in April 2012, involving discussions and information collection from DFC, MFA, and course providers, (ii) a further visit to Copenhagen by the Team Leader and Training Specialist to Copenhagen in May 2012 focusing on interviews with course providers and further analysis of information held by DFC, (iii) case study visits to Ghana and Uganda during June 2012, (iv) interviews with Swedish and Dutch training organisations, (v) online surveys of Danish embassies, DFP course participants, and DFP course providers which took place during June and July 2012.

The remainder of this report is structured as follows. Chapter 2 summarises the methodology that has been used for the evaluation and discusses issues about data sources. Chapter 3 presents an analysis of the main features of the DFP over the period covered by this evaluation. Chapter 4 presents the findings of the evaluation as answers to the evaluation questions. Chapter 5 discusses the conclusions arising from these findings and their implications.

Appendix A contains the ToR. Appendix B presents a summary of the findings of a comparative review of the Dutch and Swedish bilateral training organisations. Appendices C, D, and E contain respectively the findings of the surveys of Danish embassies, Course Participants, and Course Providers that were undertaken as part of the evaluation. Appendix F presents an overview of DFP courses and management processes. Appendix G reproduces for information a note from DFC on its monitoring and evaluation system. Appendix H summarises the findings from earlier evaluations and reviews of DFP. The Country Case Studies of Ghana and Uganda (along with the full text of the review of the Dutch and Swedish training organisations) are presented as separate reports which can be found on www.evaluation.dk.

1 Capacity Development and Development Cooperation under the Danida supported Fellowship Programme: Strategy 2011-13, Danida Fellowship Centre, March 2001.

2 Methodology for the Evaluation

2.1 Issues for Evaluation Methodology

The methodology for the evaluation was finalised during the inception phase. The main elements of the process of finalisation were the following:

- Articulation of the (implicit) intervention logic for the DFP, which was used to guide the overall approach to the evaluation, to refine interview questions, and to assess the existing body of evaluation information. This is discussed in more detail in Section 2.2 below.
- The Evaluation Questions proposed in the ToR were reviewed and simplified in the light of a review of existing information, preliminary discussions with stakeholders, and the proposed intervention logic. The revised evaluation questions are set out in the presentation of findings in Chapter 4.
- The presentation of the intervention logic highlighted the significance of the wider responsibility and accountability framework for DFP's objectives. The significance of the wider accountability framework for the DFP was also raised in earlier evaluations and review – for instance in the 2001 Evaluation. It was therefore recognised that a more explicit analysis of roles and responsibilities was required than was set out in the terms of reference since these potentially impacted on management arrangements and the relevance and effectiveness of the DFP. These included specifically:
 - The division of roles and responsibilities for DFP between DFC and the Ministry of Foreign Affairs, and how the relationship is managed through MFA's Contract Department (ERH);
 - The role and responsibilities of DFC's Board in providing oversight;
 - The role of Danish embassies and Danida programmes as clients or commissioners of DFP training activities.
- The definition of the specific pieces of analytical work that produced the evidence base for the evaluation, and the development of detailed methodologies for each analytical component. These are discussed in Section 2.3 below.

2.2 Intervention Logic for the DFP

No explicit intervention logic for DFP appears to have been developed in the past. The approach used for the evaluation has therefore been to construct a generic intervention logic for training and capacity building on Danida's existing and recent guidance on CD. This defines an organisation's capacity as *the ability to perform efficiently, effectively and sustainably in pursuit of organisational goals and outputs*.

Figure 1 Levels of capacity development

	Capacity creation	Capacity utilisation	Capacity retention
Individual level	Development of adequate skills, knowledge, competencies and attitudes	Application of skills, knowledge, competencies on the workplace	Reduction of staff turnover, facilitation of skills and knowledge transfer within institutions
Organisational level	Establishment of efficient structures, processes and procedures	Integration of structures, processes and procedures in the daily workflows	Regular adaptation of structures, processes and procedures
Institutional environment and policy level	Establishment of adequate institutions, laws and regulations	Enforcement of laws and regulations for good governance	Regular adaptation of institutions, laws and regulations

Source: OPM/SIPU.

It is widely recognised that capacity in this sense depends not only on the competence with which the people who make up the organisation perform their tasks (the *individual* level), but also on the structures and processes within which they work (the *organisational* level), and the framework of rules and conventions that constitutes the organisation's operating environment (the *institutional* level) as shown in Figure 1.

These different levels are further reflected in the matrix (Figure 2) presented in the Danida guidance note² on organisational change and CD, which identifies four areas in which interventions may be focused to bring about change in organisational capacity.

Figure 2 Organisational change matrix

	Functional-rational dimension	Political dimension
Internal dimension	Getting the job done – task-and-work system (skills, structures, etc.) INDIVIDUAL AND ORGANISATIONAL CHANGE	Addressing power relations and accommodating interests – systems for hiring and promoting on merit, rewarding performance, etc. ORGANISATIONAL CHANGE
External dimension	Creating an enabling environment – external factors and incentives affecting task-and-work system (external audit, protection from political influence, etc.) INSTITUTIONAL CHANGE	Forcing change in internal power relations – external factors and incentives affecting power and authority in the organisation (strengthening civil society, media scrutiny, etc.) INSTITUTIONAL CHANGE

Source: Adapted from MFA Guidance Note, 2006.

In theory individual training (of the type provided by DFP) may be directed at equipping and empowering participants to intervene effectively in any of these four areas, depending on the needs identified in a prior analysis and the objectives established for

2 Guidance Note on Danish Support for Capacity Development, Technical Advisory Services, Ministry of Foreign Affairs, August 2006.

the particular intervention. Training and its potential impact should not be conceived as focused only in the top left hand cell of Figure 2, but may be an instrument to facilitate change in any of these dimensions.

Kirkpatrick's model (Figure 3) presents a framework for classifying the levels at which training can be evaluated. In practice, past reviews and evaluations of DFP have focused on Levels 1 and 2 and have depended on the assessments made by course participants. There has not been any systematic attempt in the past to collect information from the managers or organisations supplying course participants. This includes information on evidence of behaviour change or organisational impact that would be required to make assessment at Levels 3 or 4.

Figure 3 Kirkpatrick's model of training evaluation

Level	What is measured	Evaluation description and characteristics	Examples of evaluation tools and methods	Relevance and practicability
1	Reaction	Reaction evaluation: how trainees felt about the training or learning experience	Feedback forms Interviews, post-training surveys or questionnaires	Quick, inexpensive and easy to obtain
2	Learning	Learning evaluation: the measurement of the increase in knowledge resulting from the training	Assessments or tests before and after training Interviews or observation can be used	Provides relevant and clear cut results for some types of skills (quantifiable and technical ones) but less so for more complex learning (e.g. management skills) If baseline testing has not been done before training then value added from training cannot be assessed
3	Behaviour	Behaviour evaluation: the extent to which learning has been applied on the job	Observation and interview over time to assess change, and relevance and sustainability of change	Generally requires cooperation and skill of line managers, or direct observation of behaviour change
4	Results	Results evaluation: the effect that the trainee has on the organisation (and on achieving the organisation's objectives)	Normal management systems should provide information on individual and organisational performance	Main challenge is to relate changes observed at the organisational level to action of trainees

Source: developed from D.L. Kirkpatrick and J.D. Kirkpatrick, Evaluating Training Programs, 1994.

On the basis of these models and approaches to training and CD evaluation, Figure 4 below presents a generic intervention logic which links training to organisational development. This framework highlights the fact that there are numerous potential points

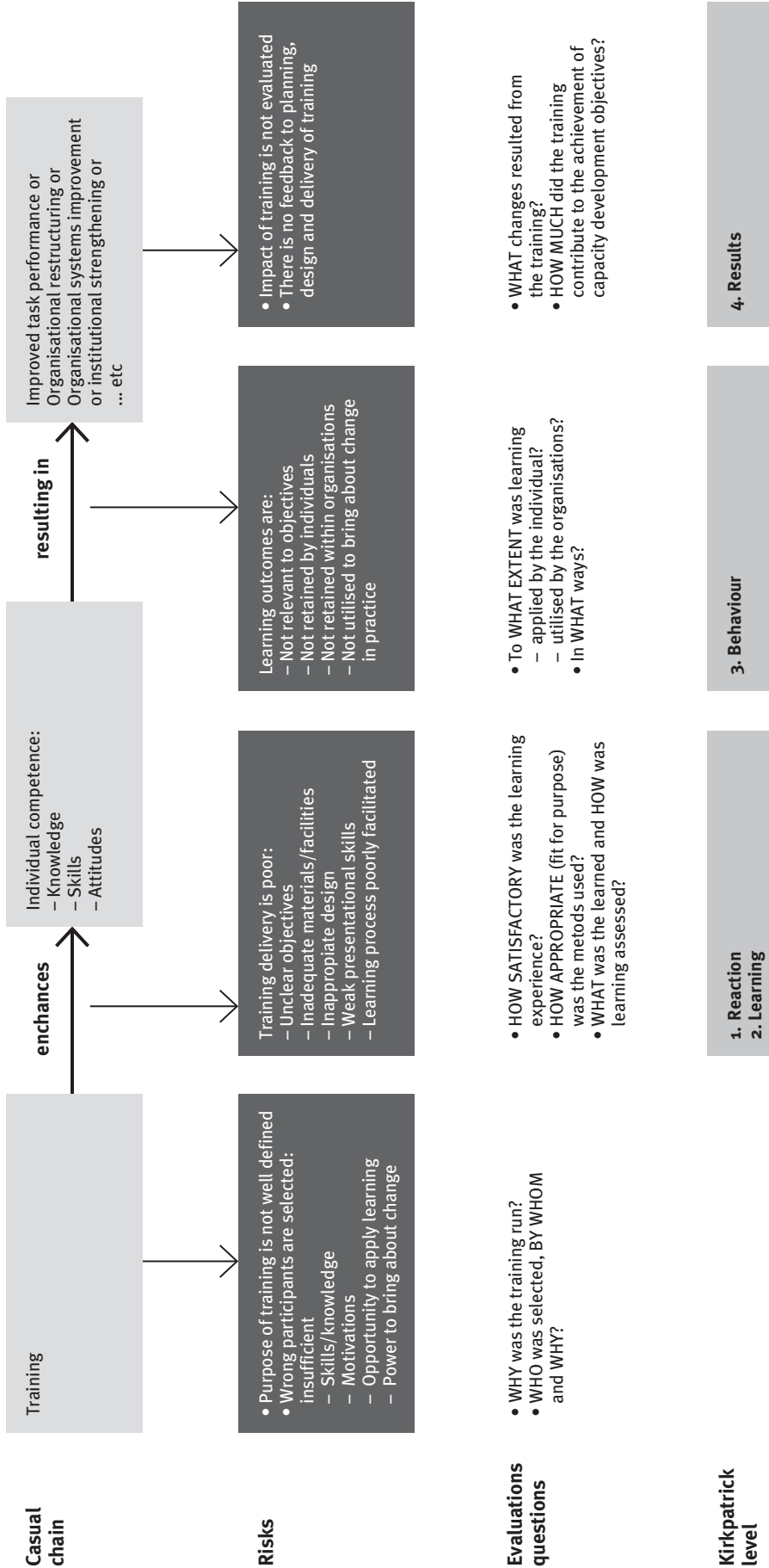
of failure in the causal chain, of which the quality of classroom delivery (which is the area most under control of the training provider) only accounts for a relatively small part. Assessing the causal links that determine the CD impact of training requires attention also to:

- How well articulated and communicated are the training and CD needs of the organisations supplying training participants.
- Whether those selected as course participants are appropriately chosen, both in relation to their ability to benefit from the training provided as individuals (i.e. that they have appropriate aptitudes, motivation and learning capacity to improve their skills and knowledge as a result of the training provided), and in that their roles in the organisations for whom they work will provide them with an opportunity to apply what they have learned.
- The process of follow-up and provision of resources to enable the application of what has been learned and the strengthening of organisational capacity as a result.

Risks that may adversely affect the achievement of results are identified at the level of training design and participant selection, at the level of training delivery (inadequate materials or training approach), at the level of learning outcomes influencing behaviour (which may not be relevant, or may not be retained or used), and the level of results. This framework also highlights the importance of management and organisational factors (both in the organisation providing the training, and the organisation whose staff are trained) in influencing the results achieved, as well as the wider institutional framework within which these organisations operate.

It has therefore been necessary, as part of the evaluation of the DFP, to look beyond the specific responsibilities of DFC for course design and delivery, to look at the wider roles and responsibilities of embassies, Danida programmes, and the MFA in the process of selection both of organisations and of individuals to benefit from DFP training. The sample evaluation questions listed in Figure 4 were used as the basis for the detailed examination of specific courses and DFP activities (as sub-questions to the overall Evaluation Questions presented in Chapter 4).

Figure 4 Implicit Generic Intervention Logic for DFP



2.3 Use of Self-Assessment: Methodological Scope and Limitations

As part of the survey of course participants (described in Appendix D), course participants were asked to what extent they had been able to apply what they have learned from DFP training in their job, how far the training had enhanced their technical skills and skills in managing people, resources and work, and how far it had improved their understanding of Danish life, values and aid policies and practices. DFC's own course evaluation approaches have also depended on self-assessment.

This section examines some of the methodological considerations around the use of self-assessment, and the reasons why it was used as one element of the data collection process for this evaluation.

Research has repeatedly cast doubt on the reliability and validity of self-assessment responses as a measure of cognitive learning, whether in terms of absolute levels of knowledge or of the knowledge gained through a particular course of training or instruction. (Cognitive learning in this context embraces the acquisition of both factual and skills-based knowledge.) For example, one recent meta-analytic study argues that the empirical evidence demonstrates only a small to moderate correlation between self-assessed knowledge and the levels of cognitive learning indicated by external measures of performance.³ Conversely, the correlation between self-assessed knowledge and the affective outcomes of training or instruction is moderate to large, suggesting that self-assessment scores are more reliable as part of an evaluation at Kirkpatrick Level 1 (Reaction) than at Level 2 (Learning); that is to say, self-assessments of knowledge say more about how participants feel about their course than about what they learned.

The literature also shows that self-assessment of the extent to which learning from professional training has been transferred to the workplace shows an upward bias compared with other forms of assessing transfer, including supervisors' assessments.⁴ This suggests that self-assessments not only of what has been learned but also of the extent to which it has subsequently been used need to be treated with caution. However, the picture is by no means clear-cut. The studies examined in the Sitzmann meta-analysis showed mixed results for the validity of self-assessments, with some yielding much stronger correlations than others, and it is recognised that the instructional context in which self-assessments are carried out affects validity. Moreover, it has been pointed out that most of the studies included had been conducted in higher education settings, with relatively little research having taken place in more applied, skills-based training programmes.⁵ The Gegenfurter meta-analysis also shows that both the nature of the learning environment and the motivation of participants have a positive effect on the extent which transfer occurs.

Other researchers have pointed out that alternative approaches to measuring cognitive learning – for example, simulation-based assessment, objective testing and supervisor's assessments – can be time-consuming, costly and difficult in practice to apply, and are not themselves entirely free from problems of data quality. They have therefore argued

3 Sitzmann, T. et al. (2010), *Self-Assessment of Knowledge: A Cognitive Learning or Affective Measure?* *Academy of Management Learning & Education*, Vol. 9, No. 2, 169-191.

4 The research is summarised in Gegenfurter, A. (2011), *Motivation and transfer in professional training: A meta-analysis of the moderating effects of knowledge type, instruction, and assessment conditions*, *Educational Research Review* 6, 153-168.

5 Bell, B. S. & Federman, J. E. (2010), *Self-assessments of knowledge: Where do we go from here?* [Electronic version]. Cornell University, ILR School site (<http://digitalcommons.ilr.cornell.edu/articles/407>).

that there is a continuing place for participant self-assessment as a complementary tool which can be administered relatively cheaply and easily to measure the acquisition of a wide array of skills, and which can shed real light on the capacities of the groups being studied.⁶

The Evaluation team was aware of the uncertainties surrounding the use of self-assessment, but took the view that this continued to be a useful instrument for examining the effectiveness of the DFP when used in conjunction with the other analytical components described above. The likelihood of some degree of upward bias should be borne in mind when considering the results of the Online Survey, but the literature does not provide any simple approach to estimating the extent of this. Moreover, in the circumstances of this particular evaluation there were few plausible alternative means to obtain insights into the effectiveness of the programme, except in the limited number of organisations that it was possible to interview in the case study countries.

The very wide range of courses included in the DFP over the review period, the diversity of the learning objectives of individual participants depending on their organisational and personal backgrounds, and the consequent lack of baseline data against which to measure knowledge gains, rendered objective testing or simulation-based assessment of training effectiveness impractical in this context.

Supervisor assessment of learning and its application can be similarly problematic. As Allen and van der Velden point out, not everyone – depending on their level of seniority and autonomy – has a manager who is well-informed about their actual job content, and for those who do identifying the relevant supervisor and gaining their cooperation with an assessment can present substantial practical difficulties. These factors precluded the systematic consultation of all or a statistically valid sample of participants' managers as part of the survey design. However, valuable qualitative insights which complemented the survey data were gained from interviews with managers in some participants' employing organisations during the country case studies, as well as from the perspectives obtained from Danish embassies.

2.4 Components of the Evidence Base for the Evaluation

The evaluation involved the following pieces of analytical work:

Component 1: Analysis of DFP/DFC governance arrangements, including how these have developed over the evaluation period (specifically since the 2008 Review). This included the division of roles and responsibilities and the processes by which these are implemented, the role of the Board, the relationship with MFA through the ERH Department, and the strategic and policy framework within which DFP is being implemented. This component was based on a review of documentation and further interviews undertaken during the two visits to Copenhagen.

Component 2: Analysis of management arrangements for the DFP, including planning, procurement, budgeting, reporting, monitoring and evaluation and other aspects of how DFC (and other stakeholders including Danish embassies and STIs) organise and imple-

6 Allen, J. and van der Velden, R. (2005), *The Role of Self-Assessment in Measuring Skills*, REFLEX Working paper 2, Research Centre for Education and the Labour Market, Maastricht University (March).

ment training activities. This was also based on a review of documentation and interviews with DFC staff and other stakeholders.

Component 3: Analysis of DFP portfolio (e.g. numbers of courses and participants over the evaluation period, changes in the training portfolio mix, analysis of costs) focusing on the main trends and features of the DFP and how this has changed over the evaluation period, including some analysis of the costs of training provided. This has been based on management information supplied by DFC.

Component 4: Comparative study of the similar bilateral training programmes that are run as part of the Dutch and Swedish aid programmes. This exercise compared the governance and management arrangements, objectives, monitoring and evaluation, characteristics of training courses provided, and evidence on the effectiveness and impact from evaluation studies and other available material. The findings from this analysis are presented in Appendix B.

The analysis from Components 1 to 4 is summarised in Chapter 3 below.

Component 5: Country case studies. Ghana and Uganda were selected as among the largest users of the DFP and because of the presence of significant STIs, and as potentially providing the richest basis of evidence in terms of depth of engagement with DFP. The case studies involved discussions with (a) Danish embassy staff (b) Danida programme staff (c) former DFP course participants, and (d) organisations that have provided DFP course participants, in order so far as possible to enable an assessment to be made of the impact of DFP training in terms of CD at the organisational (and not just individual) level. The case studies are presented as separate annexes on www.evaluation.dk.

Component 6: Online survey of Danish embassies. This covered all embassies listed by DFC as users of the DFP. It collected information on the views of embassies on all aspects of the embassies' role in DFP including their interaction with DFC, and their view of the value of the DFP in relation to Danish development objectives. Full details of the survey and the survey results are included in Appendix C.

Component 7: Online survey of course participants. This focused both on participants' self-assessment of the learning value of the courses they attended, but also on the extent to which they have been able to apply what has been learned from the training. Full details of the survey and the survey results are included in Appendix D.

Component 8: Online survey and interviews with course providers (including STIs as part of the case study visits). The survey included an assessment of course provider views on DFP management and organisation, for instance the appropriateness of the selection of course participants and of procurement processes. Full details of the survey and the survey results are included in Appendix E.

Component 9: Assessment of the quality and relevance of the content of a selection of courses, including comparing courses from STIs with those provided in Denmark. The review focused on the processes of course development and delivery modes. A number of courses in the 2012 Course Portfolio were examined to assess their alignment with Danida's current policies. All the materials used in the selected courses were reviewed on the basis of general pedagogical principles and in relation to their appro-

priateness for the training objectives and participants. This analysis is presented in Appendix F.

Component 10: Review of existing monitoring and evaluation information on DFP. This has included the overall evaluation and the strategic review of DFP (and DFC in the latter case) undertaken respectively in 2001 and 2008, and course evaluations for specific courses, as well as the initial results from the enhanced monitoring and evaluation system that is being developed for the DFP which is described in Appendix G. This review is presented in Appendix H.

2.5 Applying the Evaluation Methodology and the Evidence Base

A key feature of the evaluation methodology (as implied by the articulation of a proposed intervention logic for DFP) was an attempt to move beyond an exclusive focus on the management and delivery of training courses to obtain more information about the results in terms of behaviour change and organisational impact. As anticipated, this proved very difficult to do except in the case study countries, where it was possible to carry out interviews with managers in several organisations that had each supplied a significant number of DFP course participants. DFC, while maintaining detailed records on course participants, including contact information, does not hold contact information for the organisations employing course participants. In particular, information is not held at the level of organisational detail that would be needed to trace line managers or contacts in human resources management departments.

Interviews were carried out as part of the country case studies with organisations providing DFP course participants, which provided some information on the value of the training provided from the perspective of the employer, in the absence of an established process for monitoring and follow-up with line managers it is in practice not possible to provide systematic evaluation information beyond Kirkpatrick Level 2.

While it was originally envisaged that it might be possible to carry out an online survey of organisations supplying course participants, the absence of sufficient contact information meant that this was not possible. Survey information was therefore collected from Danish embassies in countries eligible to use the DFP, from course participants over the period 2009-12, and from course providers. Full details of the surveys and a summary of the results are presented in Appendices C to E. The main features of coverage were as follows:

- Seventeen out of 24 Danish embassies provided complete responses to the survey. Responses were received from all the embassies that were listed as the main suppliers of participants (see Appendix C). It was originally anticipated that some follow-up phone discussions with embassies might be required. In the event though the questionnaire and responses received were sufficiently detailed that further follow-up was not required.
- A total of 704 responses were received from course participants. This represented 28.1% of participants for whom email addresses were recorded, and 18% of the total number of course participants listed (the total of 3,900 participants contained some individuals who had attended more than one course, so the response rate is probably nearer to 20% of the number of individuals trained). The distribution

of responses by country generally closely matched the distribution of participants by country, so it does not appear that there is a significant source of bias relating to under-reporting of participants from particular countries. Beyond this it is not possible to assess whether there are other factors biasing the results. This survey went beyond the scope of similar surveys of course participants that have been carried out for DFC. These had focused mainly on assessing the learning experience and self-assessment of learning outcomes. This survey also asked the extent to which course participants considered they had been able to apply what they had learned, and what obstacles to this application they had encountered.

- A total of 30 responses were received from course providers, all of which were from Denmark. It is difficult to assess the representativeness of the responses to this survey, since the list of email addresses used included some individuals who were not in fact responsible for course provision, while some organisations that were involved in supplying a number of courses were represented only by a central email address. The quantitative findings from this survey should therefore be treated with caution, though it has proved useful in identifying issues of concern to course providers and some suggestions for improvement in DFP management.

Country case studies were carried out in Ghana and Uganda, representing the two countries which have been the main users of the DFP over the evaluation period. The case studies involved visits by members of the evaluation team, working with experienced local consultants. Data collection was carried out through interviews with staff of the Danish embassy, Danida programme staff, course participants, STIs located in the case study countries, and organisations providing course participants.

The evidence base collected for the assessment of the quality and results achieved by the DFP therefore consists of the following main elements:

- Self-assessments by DFP course participants of both the learning experience and the extent to which they have been able to make use of the training provided.
- Observations from embassies through their interactions with participants, organisations supplying participants, and Danida programmes that make use of DFP training.
- In the case study countries (which together account for around 20% of DFP course participants over the evaluation period), interviews with a selection of organisations supplying course participants, as well as Danida programme staff and other stakeholders.
- The review of DFP procurement and management procedures, both in general and in relation to a small number of specific courses, with a view to identifying whether there appeared to be features of these processes that might prima facie be seen as militating against high quality course provision, the selection of appropriate course participants, or effective follow-up to achieve results. This involved the review of documentation and interviews with DFC and MFA staff, as well as a selection of course providers.

The different sources of information have been drawn on and synthesised to provide the evaluation's answers to the specific evaluation questions in Chapter 4.

3 Overview of the DFP: Activities, Strategy and Management

This chapter provides an overview of the main features of the DFP over the evaluation period, the strategy which has governed these developments, and a description of the governance and management arrangements for DFP. The implications of these features in relation to the evaluation questions are presented in Chapter 4.

3.1 Overview of DFP Activities

The DFP has consisted of several quite distinct types of training activity over the evaluation period, several of which (particularly those focused on the private sector) have now been phased out. These differ in terms of the length of study involved (from support to postgraduate research and training to short courses and study tours), in terms of the funding sources, and whether they are focused principally on the public or private sectors. In some of these activities (such as the postgraduate training), DFC is not directly involved in the commissioning or management of the training activities. The 2011-13 strategy distinguishes specifically between (i) activities where DFC is actively involved in developing and organising courses, and (ii) activities where DFC's role primarily is to facilitate selection and management of course participants (degree courses and the Emerging Leaders Scholarship Programme).

The activities classified as part of the DFP over the evaluation period (according to the 2011 DFC Annual Report) have been the following:

1. Interdisciplinary courses (Danida prioritized capacity building): the main part of the cost of these are met by the central fellowship grant, and include courses in Danida's priority areas of (i) freedom, democracy and human rights; (ii) growth and employment; (iii) gender equality; (iv) stability and fragility; and (v) environment and climate. It also includes courses in some other areas including disaster prevention and innovative courses.
2. 120 fellowships: these have been directed to the private sector in Danida partner countries for courses and studies at Danish universities and training institutions, with the objective of private business sector development. This is a five-year programme (2008-12) with a budget of DKK 10 million per annum.
3. Danida programme/projects capacity building: these are interdisciplinary courses and/or tailor-made courses developed especially to meet the needs of a programme. The tailor-made courses are fully financed by the programme/project.
4. Postgraduate study programmes at Danish universities: financed by a programme or project (where DFC contracts with the universities).
5. Emerging Leaders Scholarship Programme (ELSP): This programme was aimed primarily at female African candidates to fund MBA and related training (in Denmark and South Africa), and had a budget of DKK 10 million annually from 2007-11. It is now being phased out.

6. Business fellowships: under this scheme Danish companies may receive a grant for training people in Denmark (usually at the company) for a business partner in the developing country. This is financed by the central fellowship grant. Expenditure was set to a maximum of DKK 5 million in 2010, and DKK 4 million in 2011, with the scheme being ended in 2011.
7. Sino-Danish Scientific and Technological Cooperation: this offers a fellowship to a maximum of 10 researchers per year in Denmark for 10 months, administered by DFC using the central fellowship grant. This scheme is also being phased out with no new project commitments from 2012.
8. Study tours, financed by and carried out on the recommendation of units of MFA including embassies.
9. Public Private Partnerships, including formation of a fellowship fund at the Faculty of Life Sciences, University of Copenhagen, half financed by Danish firms with a matching grant from Danida (the last of which was awarded in 2010).

Table 1 shows the total number of fellows and of fellowship months for each of the main types of DFP activity over the evaluation period. The types of activity are classified between those that DFC directly manages (though in not all cases does DFC have responsibility for the training provided, since this includes degree courses and business fellowships), those located in Denmark for which DFC has had a more limited administrative responsibility, and activities located outside Denmark.

Table 1 DFP Activities over the Evaluation Period (from DFC Annual Reports)

	Fellowship Months		Number of Fellows ⁷	
Interdisciplinary courses	916	19.8%	1,146	33.8%
120 fellowships ⁸	325	7.0%	510	15.0%
Tailor-made courses	223	4.8%	234	6.9%
Business fellowships	152	3.3%	166	4.9%
Degree studies	789	17.1%	94	2.8%
ELSP	508	11.0%	46	1.4%
Special courses/studies	202	4.4%	43	1.3%
Study tours	70	1.5%	318	9.4%
<i>Total DFC Denmark</i>	3,185	69.0%	2,557	75.4%
FFU ⁹ Research Projects	951	20.6%	223	6.6%
Danish Seed Health Centre + DBL	51	1.1%	12	0.4%
Danish Institute for Human Rights	48	1.0%	12	0.4%
Others including study tours	34	0.7%	28	0.8%
<i>Total DFC administration in Denmark</i>	1,084	23.5%	275	8.1%
Europe: UK, Holland, France	1	0.0%	6	0.2%
Erasmus Mundus (UK)	21	0.5%	1	0.0%
Short courses dev. countries	178	3.9%	542	16.0%
ELSP in South Africa	146	3.2%	12	0.4%
<i>Total DFC outside Denmark</i>	346	7.5%	561	16.5%
Total DFC	4,615	100.0%	3,393	100.0%

The diversity of the activities that have been treated as forming part of the DFP poses significant challenges for evaluation, since some activities have distinct objectives (for instance those focused on private sector development and the promotion of Danish business abroad through the Business Fellowships programme) as well as being managed in very different ways from other parts of the programme.

Several features of the DFP over the evaluation period can be identified from the data and discussion presented in the DFC 2011 Annual Report. One of the most marked changes has been in the numbers of fellows trained through interdisciplinary courses in partner countries, from an insignificant number up to 2009, to 167 fellows (55 fellowship months) in 2010, and 375 (120 fellowship months) in 2011.

7 These figures have been adjusted from those presented annually in the DFC 2011 Annual Report to avoid double counting. The figures in Appendix 1 in the Annual Reports are figures stating number of fellows in the calendar year in question. In other words a Master student being in Denmark from September one year to August the following year is included both years.

8 The row headings of the first two rows are transposed in the Annual Report. This is corrected here.

9 Consultative Research Committee for Development Research.

The table illustrates the diversity of DFP activities. In 2011, interdisciplinary (238), tailor-made (89) and special courses (75) in Denmark, plus short courses in developing countries (120) accounted for 522 fellowship months out of a total of 1,533 classified as forming part of the DFP (34.0%), although as a proportion of the number of fellowship holders it was much higher (61.0%).

Several major activities that have taken place over the period of the evaluation have now ended or are in the process of being phased out (including the 120 fellowships, ELSP, Business Fellowships, and Sino-Danish Cooperation). These accounted for at least 24.5% of fellowship months over the evaluation period. Consequently, less focus has been placed on these activities in the evaluation compared to continuing activities, particularly the short course training, and the process of moving the location of a progressively increasing proportion of this training from Denmark to developing countries, since this has been a key strategic objective over the recent part of the evaluation period, as is discussed below.

3.2 DFC and DFP Governance Arrangements

It is important to distinguish between the governance and management arrangements of the DFC as an institution and those of the DFP which it administers. This evaluation is concerned only with the latter and it falls outside its scope and its competence to comment on the DFC's governance arrangements *per se*. However, the issues that affect the governance and direction of the programme can to some extent be traced back to the characteristics of the governance framework within which DFC operates. DFC's website defines the basic relationship as:

“While the MFA defines the framework for the fellowship activities of the Danida programmes and projects, DFC is in charge of all educational, administrative, social, cultural and practical issues in connection with the fellowships.”

DFC was established as a self-governing institution with a governing board in 1990, at which time the DFP was already in existence. The main features of the DFC are that:

- It is defined as an autonomous (selvejende) public institution, subject to a cooperation agreement with MFA and to the laws and regulations of the public service;
- Full management responsibility for both the fellowship programme and research activities of DFC rests with MFA;
- DFC is obliged to meet the requirements of the rules concerning government grants to non-state and autonomous institutions;
- Overall authority over the DFC rests with the Board, which consists of five people appointed by MFA but since 2009 no longer includes an MFA representative;
- DFC's rationale is to support Danish development cooperation, and it is expected to follow the political priorities of the government of the day.

The present Constitution of the DFC takes the form of regulations (vedtægter) which were developed by MFA following a review in 2008, and approved by the DFC Board in May 2009. There are two other key foundation documents:

- The three-year Cooperation Agreement for 2010-12 between DFC and the MFA, which describes the respective roles and responsibilities of DFC, MFA and other parties for the delivery of the DFP, and establishes results areas, performance targets and performance indicators for the DFC for the period of the agreement.
- DFC's Strategy for 2011-13, entitled "Capacity Development and Development Cooperation under the Danida-supported Fellowship Programme", which endeavours to set the development of the DFP into the context of Danish development cooperation policy and MFA policy on CD, identifies key strategic areas for the plan period, and provides a rationale for the 2011 course programme.

Results indicators, an activity plan and framework budget are agreed between DFC and MFA annually as appendices to the Cooperation Agreement, following discussion in a hearing process in MFA. However, the results indicators for the DFP that are defined in the Cooperation Agreement and its annual annexes have not related to measures of behavioural change or of learning outcomes. For instance the 2010 indicators for DFP were: 90% rates of participant satisfaction and course occupancy, a 100% increase in the number of training weeks provided annually in programme countries (and in South Africa), a 25% saving in budgets for administration, logistics, welfare and social activities, and an absence of complaints from embassies. The DFC produces an Annual Report on its activities annually, and a separate set of audited financial accounts.

Both the Constitution and the Cooperation Agreement place weight on the role of the Board, and it is through planned regular meetings between the Board Chairperson and MFA, represented in practice by the Business and Contracts Department (ERH), that MFA exercises its oversight over the DFC.

The 2008 review of DFP and DFC recommended that DFC should be more proactive in developing a strategy that would locate its services and training products in the context of other MFA CD interventions. The 2011-13 Strategy document, approved in draft by the Board in November 2010 and published in March 2011, fulfils that recommendation. This is based on five "Key Strategic Areas" as set out below, focusing in particular on addressing weaknesses identified in the 2008 review including the need to ensure DFP approaches reflect priorities and current thinking on aid, to increase the proportion of training that takes place nationally or regionally, and to strengthen monitoring and evaluation information:

- "Key Strategic Area 1: DFP course portfolio reflects current aid modalities through enhanced linkages and communication with DFC development partners such as MFA, Danish Training Institutions, STIs and donors as well as DFC participation in international fora. Areas of intervention identified under this Strategic Area were Collaboration with other like-minded Development Training Institutes (DTIs) and the development of an enhanced hearing process with MFA Entities.
- Key Strategic Area 2: Strategic alignment to national CD needs through enhanced linkages and communication with national and regional partners such as counterpart institutions to Danish development assistance, STIs and Danish embassies. Areas of intervention identified were the strengthening of stakeholder collaboration and the employment of a long-term course planning framework.

- Key Strategic Area 3: Transferral of DFP courses to be conducted nationally or regionally through continued partner-assisted identification of courses suitable for transferral and selection of STIs. Areas of intervention were to consolidate STI partnerships and course delivery in pilot regions and to support competence development of STIs.
- Key Strategic Area 4: Increased DFC involvement in harmonised joint-donor funded programmes to support CD. The focus will be on seeking joint donor partnerships in relation to concrete activities in specific countries/regions, but a closer association with the Netherlands Fellowship Programme (NFP) and Sida's International Training Programmes (ITP) will also be a target area. Areas of intervention were for DFC to take an active part in joint donor programmes in support of CD and to associate with NFP and ITP.
- Key Strategic Area 5: Enhanced assessment of DFP effectiveness through establishment of up-dated monitoring and evaluation system for comparing different programmes and to enable better follow-up on impact at reaction level. Procedures to capture information on impact at organisational level will be improved and new approaches will be piloted by utilising the STIs for follow-up and assessment of impact." Areas of intervention were the development of an updated M&E system and the use of STIs to monitor and evaluate impact at organisational and/or sector level.

The strategy focuses on training activities within the DFP where DFC is actively involved in course organisation and development, specifically interdisciplinary courses, tailor-made courses, fellowship courses for the private sector, and study tours.

While the strategy sets out the main directions of change and identifies specific areas of action as set out above, it contains no explicit quantitative or qualitative targets, other than identifying numbers of joint courses to be developed annually with other Development Training Institutes (2-4), and some targets relating to the number of STIs with whom work would be undertaken.

3.3 DFC and DFP Management

Beneath the Board, and accountable to it, the Director of DFC is responsible for the day to day management of the DFC, including delivery of the DFP and its continuing development in line with the Strategy. This section examines some critical aspects of the processes through which the DFP is managed, including the means by which the composition of the programme is determined (course selection), selection of participants, performance management and monitoring and evaluation, and financial management and allocation of resources.

Course selection

A pivotal part in the management of the DFP is played by the three full-time Training Advisers who report to the Director, and who are responsible for all aspects of the training cycle (apart from actual delivery of training, which they monitor rather than carry out in person). Their role in the selection of courses for inclusion in the annual programme is critical. There is inevitably a degree of stability in the programme – courses that are performing satisfactorily and for which there is continuing demand tend to

remain in the programme for some years. It is to be expected that, despite changing emphases and the promotion of new topics, there will continue to be significant unmet demand in partner countries for training in a range of fundamental management skills. Decisions to add or remove courses from the programme are influenced by a number of factors. Training Advisers' dialogue with programme staff in Danish embassies in partner countries during their visits provides one source of intelligence about countries' needs, and embassies were able to contribute more generally in 2011 to DFC's strategic planning process, while there is circulation and review for comment to embassies and the MFA of the annual training plan. STIs with whom DFC is partnering may themselves make suggestions; one of the DFC courses currently offered in Ghana was proposed by the partner institute concerned. Moreover, Training Advisers' own awareness of topics and trends in the current international development agenda – such as rights-based approaches to development, or green growth – plays a part in shaping the programme; this is based on the literature and attendance at conferences, as well as listening to what current fellowship holders have to say.

In addition to incremental changes in the range of interdisciplinary courses offered, and the development of new tailored courses in response to commissions from specific programmes or projects, large-scale structural changes to the shape of the DFP may be made from time to time in response to emerging MFA policy and funding priorities, such as the suite of private sector courses being offered between 2008 and 2012 under the Private Sector Initiative. Once a draft catalogue of courses has been prepared this is circulated for feedback to embassies and within MFA. MFA approves the annual activity plan through a hearing process.

Ensuring the DFP is demand-driven has been a concern since at least the 2001 Review, and has been set as an objective for DFC in the current Cooperation Agreement. Change in this direction is reflected in the near-doubling between 2007 and 2011 in the percentage of total fellowship months accounted for by tailor-made courses, which are commissioned and funded by specific Danida programmes and are thus by definition demand-led, although at 5.8% of total training months these still represent a small proportion of the DFP. The present system relies heavily on the role of Training Advisers to identify and articulate potential demand, and translate it into an offered programme.

Training procurement and delivery

Training delivery is wholly outsourced to external providers, in Denmark or in partner countries, which means that DFC's own direct staffing is very lean in relation to the volume and diversity of training provided in the DFP. For courses delivered in Denmark selection of training providers is made through a restricted tendering process, in which three to five providers are typically invited to participate. A wider (international) tender process would require more DFC resources and has been judged not to be cost effective by DFC. In the case of training undertaken through STIs, however, the process of selection has not generally involved competitive selection but rather direct negotiation with those STIs identified as having sufficient capacity to manage the training required.

DFC's Training Advisers are responsible for producing the ToR for procurement of new courses or existing courses that need revision or renewal. They either draft these ToR themselves, if within their professional capabilities, or commission their preparation by external subject-matter experts. Courses can only be procured for one year at a time, but if delivered successfully repeat runs can be commissioned without going through a further tender process. Providers expect successful courses to run for up to three years,

which enables them to recover their acquisition costs over a longer period and makes the procurement process more economical.

Selection criteria applied are based on the experience of the staff proposed, the organisation's past track record in providing training, the training methodology and approach, and cost. In practice, this has resulted in much of the training being provided by a relatively small pool of Danish organisations. Several of the larger Danish consulting companies that have in the past provided DFP training have indicated they are likely to reduce their involvement in or withdraw from the market in the future – in some cases as part of a general reduction in involvement in development work.

The delivery of training is undertaken by the contractor using facilities supplied by the contractor. DFC Training Advisers monitor courses through occasional attending of training sessions and liaison with course participants. Follow-up activities beyond the course do not generally form part of the contract.

Participant selection

The identification of DFP participants is very much led at country level, and highly demand-driven. Programme officers and nominated DFP focal points in embassies distribute information about training opportunities to their counterparts and encourage applications, though information is also available through other routes (for example the DFC website). The motor for the entire system is to a large extent the enthusiasm of individuals to identify relevant training opportunities and to take the initiative in submitting applications. The Fellowship application form requires reference to be made to the sponsoring project or programme or employing organisation's training and development objectives for the applicant and plans for the utilisation of learning, and this information should therefore be available to assist the scrutiny of applications and decisions about the selection and prioritisation of individuals. However, it was apparent from the survey of embassies and interviews during the country case studies that the ability of programme officers to screen applications so as to ensure their appropriateness for the proposed training was restricted by their limited knowledge of the individuals concerned, as well as by the lack of sectoral CD strategies that might provide a framework against which to assess needs and priorities.

Managing for results

Until now the DFC has not captured performance management data across the DFP in a systematic way which would enable the effects of the training provided to be shown for all courses, and to link these to information about expenditure. While difficult, it is not in principle impossible to collect information from employing organisations. Ideally, this data collection process should be fully built in to procedures throughout the training cycle, based on active cooperation from the employing organisations. This would, for instance, require applications from individual course participants to be backed by a statement from their employing organisation to show how it is envisaged that the skills acquired by course participants will be retained and used in the organisation, what is expected to be achieved, and then ex post follow-up to named individuals in each organisation to determine how far expectations have been met.

A new electronic web-based Learning Management System is in the process of being introduced in 2012, which will in due course support the collection of information about performance. The DFC M&E system that is being developed (details provided

in Appendix G) is based on Kirkpatrick's evaluation model and will include effect measurement at three levels:

- Response level
- Learning level based on self-assessment before and after
- Behaviour level, primarily based on the Action Plan prepared by the fellows during the course.

The description of the system on the DFC website notes that:

“Evaluation of result level effect beyond effects directly attributable to DFC training is considered beyond the area of influence by DFC.”

It is envisaged though that there will be selective follow-up to try to measure results achieved, focusing on sectors and organisations that are regarded as having “a critical mass of course participants to realistically determine effect from DFP contribution”.

This enhanced capability for monitoring and evaluation should in future enable more meaningful analysis of the effectiveness of different courses and types of courses than is currently possible.

3.4 Comparative Lessons

As part of this evaluation, case studies were conducted of Sida's International Training Programmes (ITP) and the Netherlands Fellowship Programmes (NFP). The purpose of the case studies was to identify whether there are lessons or examples of good practice from these other potentially similar programmes that can inform the assessment of DFP's performance, and also to compare efficiency and management approaches. A summary comparative analysis of the case studies is presented in Appendix B. The types of training are significantly different between the three organisations (with the NFP offering places in existing Dutch education programmes, ITP providing tailor-made courses but of much longer duration and much higher cost than most DFP activities, and DFP providing the most diverse types of training, and the shortest in duration, and having a much smaller overall budget). Significant features of the comparator programmes include the following:

- Neither of the comparator programmes has developed a coherent and testable Theory of Change.
- The integration of the specific training activities with overall national development cooperation policy objectives has been questioned by evaluations and reviews of both these programmes.
- The ITP involve four week training courses in Sweden for up to 25 participants, but this is embedded within a five-phase process lasting up to 18 months which includes preparations during which the course organiser visits countries participating to help in the selection of participants, and then individual and regional follow-up on “Projects for Change” identified by participants, with continued

mentoring support being provided. The potential advantage of this model compared to DFP short courses is that it provides the possibility of much more sustained engagement and better prospects of achieving organisational change. It is however much more expensive in terms of the number of people trained – though direct cost comparisons are difficult since the number of days of training is a less relevant concept for ITP training since it includes other forms of support as well as class training.

- In the case of the NFP there are strong incentives for training providers to seek funding through the scheme as it in effect provides them with a subsidy, while the role of NFP administration is to screen and approve applications rather than to commission courses. The advantage of this model is that it makes use of pre-existing courses. The disadvantage is that it tends to make demand for courses very much supplier-led, with the provision of subsidies for Dutch education suppliers also being an objective of the programme.
- The evaluation information available for both NFP and ITP is largely based on self-assessment by course participants and is highly positive, though in the case of NFP this was backed up by a tracer study which found that around three-quarters of those receiving training had been able to apply the knowledge and skills gained in the work, and to share this knowledge and skills. In the case of ITP there is a follow-up survey of participants after the programme is completed.
- In the case of ITP there is concern about a lack of financial transparency. In the case of NFP there is a requirement for evaluation to be conducted by course providers, but no formal guidelines for this evaluation are provided.
- The significant variation in types of activity both between and within programmes, and the very different management models make it difficult to draw comparisons of costs or of efficiency between the programmes. In general, DFP appears to have higher direct management costs (and a larger number of staff) relative to the total training budget than the comparators, and much lower training costs per participant, reflecting the focus on a larger number of shorter and more intensively tailored types of courses. However, these differences reflect different training and organisational models, and it is consequently difficult to relate these to differences in efficiency.

This comparison suggests that some of the main challenges facing DFP are shared by other bilateral donor training programmes particularly the need to articulate a clear theory of change or intervention logic for the programme and to develop and implement an approach to evaluation which provides information about results achieved in a systematic way, the problem of integrating the training effectively into overall national development policy, and the challenge of measuring and ensuring cost-effectiveness.

The ITP model, in particular, provides a contrast with DFP since it is also based on a core of short course training but with much more attention paid to the preparatory and follow-up stages than is the case for DFP. The evaluation information available is however not sufficient to assess how far this leads to behavioural and organisational impact. The prospects of achieving such impact however appear to be undermined to the extent that ITP courses are not integrated with other forms of support, or with nationally-led capacity building strategies.

4 Evaluation Findings

This chapter presents the main findings of the evaluation in relation to the revised evaluation question list agreed during the Inception Phase, based on the sources of information and analysis identified in Chapter 2.

4.1 Relevance

How relevant is the DFP (in terms of its strategy, approach, portfolio of activities and individual activities) to (a) DFC’s mandate; (b) Danida’s CD and programme objectives; (c) the requirements of beneficiaries (individual course participants and their sponsoring organisations); and (d) the priorities and policies of partners?

DFC’s vision is defined (as set out on the DFC website) as “sustaining development through research and learning”. As noted above in Chapter 3, the DFP predates DFC and DFC was created largely to administer the DFP. DFC’s mandate is essentially defined by its role in the DFP (the other part of its mandate being the administration of Danida research programmes) and it is therefore not meaningful to make an independent assessment of relevance of the DFP to DFC’s mandate.

Danida’s CD policies are articulated as follows:

“Danish support to capacity building in the programme countries shall be based on national Human Resource Development plans for the individual sectors. In principle, Danish HRD support is conditional upon the formulation of an overall plan for capacity building in the sector in question in order to secure partnership and accountability. Thus, Danish support to national plans will be based on assessment of the quality of such plans and shall be financed via sector programme funds. As a rule, support should primarily be earmarked for broad, sector-based capacity building instead of individually based further education/training.”
(DFC website, 2012)

While the subject matter of DFP courses was assessed by the evaluation (see Appendix F as relevant to Danida’s overall policies and development objectives, there does appear to be some tension between the modality of capacity building through individual training, and the CD approach favoured by Danida. The statement of Danida’s approach set out above clearly emphasises sector-based support that is aligned with national CD plans and a focus on the organisational and institutional level, rather than on individual training. The individual training provided through the DFP is potentially complementary to the support of national CD plans to the extent that it is provided in a way that is consistent with an overall nationally led CD strategy, or as part of a Danida programme that is based on supporting a nationally-led sectoral CD approach. However, in the absence of some demonstrable link to national or sectoral CD strategies, the relevance of the DFP to Danida’s CD objectives may be queried. Neither of the country case studies concluded that there was effective overall national CD strategy being implemented, although some of the DFP support (such as that for public health) was linked to a sectoral perspective on CD. It is not clear to what extent in practice the selection of course participants is made dependent on the existence of the conditions identified as necessary for sustainable CD, as several embassies commented in response to the survey that they lacked the

resources and detailed information on organisations supplying course participants to play a more active role (beyond ensuring compliance with DFC requirements and checking qualifications). However, both in the case study countries and in the survey of embassies many examples were found of DFP training that was directly relevant to Danida programmes

The main strategic emphasis of the 2011-13 Strategy has been on building training capacity in partner countries and compliance with the Paris Declaration, which has been the main stated rationale for the transfer of courses from Denmark to STIs. However, the form of support provided to build STI capacity has been focused on the development of new courses, within the relatively strong STIs that have been involved with DFP. DFC lacks the resources and instruments to make a more comprehensive assessment of national training needs capacity or to support a more comprehensive approach to STI capacity building. The relevance of this specific strategic objective may therefore be queried, though as discussed below the move to the greater use of STIs does appear to enhance both effectiveness and efficiency.

Individual course participants overwhelmingly judged DFP courses as highly relevant to their work, with 75.5% of those responding to the survey strongly agreeing that the training was relevant, and a further 22.0% agreeing. 56.0% strongly agreed they were currently working in a job for which the training was relevant, with a further 32.4% agreeing. Employers of course participants who were interviewed during the Country Case Studies also considered the DFP as highly relevant to the needs of their organisations.

Fourteen out of 16 Danish embassies providing a response agreed or strongly agreed that the DFP was relevant to the needs of the partner country, and interviews with government confirmed this for the case study countries. However, as noted above, the lack of national CD strategies in the case study countries limits the extent to which consistency could be assessed.

To what extent and how is the continuing relevance of (a) the overall DFP portfolio and approach; and (b) individual activities ensured?

Continuing relevance of the overall DFP portfolio (and of the specific courses provided) has been assured mainly through the close contacts between DFC and Danish embassies in the countries which are the main suppliers of DFP course participants, and through the consultation process on the DFP annual programme. The level of contact and flow of information is judged by embassies to have improved over the evaluation period and the greater engagement of DFC with STIs has also improved relevance and understanding of local conditions.

The main factor which may be seen as limiting the extent to which the relevance of the DFP is maintained is that budget control and hence ultimate financial accountability (except for directly commissioned courses) rests with DFC rather than with embassies or programmes. DFC has only a limited ability to screen potential applicants for suitability, particularly in terms of whether the organisations supplying fellows for training are able to provide the conditions under which organisational CD can occur. DFC also has not undertaken systematic follow-up to the courses in order to assess how far they have in fact contributed to achieving organisational CD.

A relatively small percentage of course costs is met through the counterpart funding for interdisciplinary courses that is provided by the sponsoring programmes, while private sector courses are fully funded by DFP centrally. The resulting lack of local ownership was identified in both the 2001 and 2008 reviews as a problem potentially undermining the relevance and effectiveness of DFP training. The more intensive engagement of DFC with embassies that has taken place over the evaluation period, including the process of consultation on course content, is likely to have increased ownership. However, as discussed above, embassies reported that they generally had a limited ability to take a proactive role in shaping the DFP.

Arguably, if a larger part of the DFP budget were controlled by programmes at country level there would be a sharper concern for how the money was being spent, and greater engagement both in considerations of detailed course content and in following up the application of learning in organisations after training. At the extreme, all courses might be designed and procured – whether in Denmark or in-country – by DFC in response to specific requests or commissions from programmes. In practice, however, there is little appetite amongst embassies to take greater control of the budget with only two embassies agreeing that a higher proportion of the DFP budget should be directly controlled by embassies and programmes.

4.2 Effectiveness

To what extent (in terms of quantity and quality) have DFP activities been delivered against plans and objectives, including changes in the composition of the portfolio of activities?

The absence of quantitative targets for DFP activities (beyond some relating to the increase in the amount of training conducted through STIs) either at the medium-term level (through the 2011-13 strategy) or the short-term level (through the annual cooperation agreement) makes it difficult to make a comparison of actual delivery against plans. There are no explicit strategic targets for changes in the course portfolio other than those relating to expanding courses through STIs – rather the process of ensuring relevance to Danida's programmes and policies has been done through the consultation process on the annual training plan and in response to the availability of budgets for different components of the DFP. As reported through DFC's annual reports, the DFP annual training plan has been successfully delivered in each year, with very little deviation from budget. Ensuring that budget resources are fully used is facilitated by DFC's ability to adjust upwards or downwards rapidly the number of course participants to match the resources available.

Targets for the expansion of training through STIs have been exceeded, with the total number of fellowship months for short courses in developing countries increasing from 36 in 2008 and 3 in 2009 to 55 in 2010 and 120 in 2011 (in addition, 29 months were provided under the ELSP in 2010 and 117 in 2011).

How and to what extent have the learning objectives and other learning outcomes for participants in DFP activities been achieved?

The monitoring and evaluation activities carried out for the DFP have focused on the learning outcomes for participants, though they have depended on self-assessments rather than independent testing. Except for those undertaking degree courses under the auspices of the DFP, there is no external validation of the learning outcomes for course partici-

pants either through testing or through obtaining feedback from Danida programmes or the employing organisations of trainees. There is therefore no firm body of monitoring and evaluation evidence already collected by DFC on which to assess the learning outcomes that have been achieved, beyond self-assessments by course participants. This evaluation has sought to expand the evidence base as outlined in Chapter 2, but as discussed there, this has been difficult to do in the absence of more comprehensive information on the organisations supplying course participants.

Having noted these important reservations about the extent to which complete conclusions can be drawn, the following evidence may be cited:

- DFC's own course evaluations, including the annual follow-up surveys conducted as part of the new M&E system all report very high levels of satisfaction with courses and high levels of self-assessment of the extent to which learning objectives have been achieved.
- In the survey of course participants (Annex D), 61.0% strongly agreed that the training received enhanced their technical skills, and a further 33.9% agreed. 45.1% strongly agreed and 42.8% agreed that training enhanced skills in managing people, resources and work.
- The course material reviewed for this evaluation (see Appendix F) was judged to be good in relation to a) qualifications of tutors, b) availability of support materials, c) use of interactive methodologies, d) use of technologies, especially web-based learning and d) post course evaluation.
- The management processes for course design and implementation appeared generally to be well-suited to ensuring high quality training. Although the de facto limitation of the lead role in most course provision to Danish-based organisations might potentially limit the range of skills and perspectives brought to bear in training courses, no evidence was found that this was having any negative impact on course quality.
- The country case studies found high levels of satisfaction with the training provided from organisations supplying course participants, but in the absence of any systematic process for defining learning objectives and monitoring their achievement at this level, clear conclusions are difficult to draw.

The overall assessment is that all the evidence collected is consistent with the conclusion that learning objectives have been achieved, and that if there were any major concerns among stakeholders about the quality of training these would have been identified through the various forms of data collection used.

How and to what extent have desired behavioural changes of participants and their organisations been achieved?

Again, the monitoring and evaluation undertaken of DFP has not yet focused on measuring behaviour change, so the evidence base for drawing firm conclusions is limited. This could only be assessed satisfactorily through tracer studies that collected information from organisations supplying participants, including establishing a baseline against which change could be measured. The enhanced DFP M&E system does envisage studies

4 EVALUATION FINDINGS

of this type (focusing on sectors and organisations where there has been a critical mass of training) but none have yet been carried out.

The following relevant evidence was collected during the evaluation:

- Among course participants, 41.6% strongly agreed and 39.0% agreed that the training helped advance their careers.
- 22.2% of course participants considered that they had been able to apply learning from DFP training to a very great extent in their job, 48.0% to a considerable extent, 23.7% to a moderate extent, and only 5.1% to a limited extent and 1.0% not at all.
- 41.5% of participants agreed or strongly agreed that their ability to apply what they had learned was constrained by lack of resources, 32.2% by lack of follow-up support, 28.4% by their position in their organisation, and 26.2% by lack of management support.
- Ten out of 17 embassies considered that short courses in Denmark made at least some positive contribution to the capacity and performance of the organisations for which fellows work, with only two considering DFP training made little or no contribution. For other forms of training, the majority of embassies either felt they had no view or information or that the other forms were not applicable for their countries. Those expressing a view considered that the contribution was positive, with at most one or two embassies considering there was little or no contribution.
- The interviews with employing organisations in case study countries found that it was only really possible to identify positive organisational impact in cases where there was a critical mass of training. One highly positive example identified is for the Local Service Delivery and Governance Programme (LSDGP) in Ghana, where it was found that the training had significantly strengthened the LSDGP budgeting process. It was also found in Ghana that managers were ensuring that full reports on training were written and circulated by participants, and that training materials were made widely available, including in some cases requiring that trainees themselves provide training to other staff. In the case of the organisations interviewed in Uganda, however, there appeared to be somewhat less evidence of organisational impact.

The overall assessment is that there is some evidence of positive behavioural change with this most likely to occur with DFP training that was integrated into other Danida programmes.

How well is DFP implemented over the whole cycle from identification of course requirements to follow-up (including processes of course facilitator selection and of partner institutions, course design and delivery, follow-up, and information systems)? Does DFP provide high quality and relevant training to appropriately selected participants?

The evidence reviewed confirmed that DFP is providing training that is perceived as relevant and high quality by the large majority of course participants as well as by Danish embassies and organisations providing course participants. Specifically:

- Eight embassies agreed and three strongly agreed that DFC manages the DFP effectively, with no embassies disagreeing.
- Embassies also rated very highly the quality and timeliness of information supplied about DFP courses, while 50% rated the quality of information, and 60% the timeliness of information, as having improved over the evaluation period, with no embassies considering either had worsened. However the large majority of embassies considered they received no information from DFC about the performance of course participants.
- 63.8% of course participants agreed and 28.0% strongly agreed that travel and accommodation arrangements were well-organised (with 3.0% disagreeing and 0.9% strongly disagreeing).
- The large majority of course providers rated most elements of the procurement and contracting process as good or very good, with the main reservations relating to the transparency of selection criteria. Course providers generally considered the quality of procurement and management had improved over the evaluation period, though views were more divided on the question of whether DFC support to course providers had improved.

The review of course materials and of training approaches suggests that these have been generally well-informed by best practice and current research and policy debate, and are based on appropriate pedagogical approaches. DFC's procedures for course selection, design, and the selection of course providers are generally well-suited to ensuring that courses are of high quality. While there are significant limitations to the monitoring and evaluation information available, the range of information sources should be sufficient to identify any major or systematic problems with course quality, and no evidence of problems has been found.

The appropriateness of the selection of course participants and of the partner organisations supplying them depends largely on the extent of engagement of Danida programmes and embassies in this process since DFC itself has only a limited capacity to assess the appropriateness of candidates. Embassies also generally considered they had limited capacity to assess candidates (beyond checking their qualifications for the course). Uganda and Ghana both provided examples where strong engagement and commitment from the DFP Focal Points had significantly contributed to the DFP management, particularly through strengthening dialogue with employing organisations and with Danida programmes.

The main source of concern from embassies related to inadequate language capacity of trainees, with a third of embassies expressing some concern about this. However, this did not emerge as a concern for course providers. The majority of course providers considered that the quality of course participants generally had improved over the evaluation period, with no respondents considering that quality had worsened.

The main limitations in DFP management relate, first, to the absence of systematic follow-up after courses (although course providers considered that this had improved, and most course participants agreed that there was a good follow-up process, though 19.5% disagreed or strongly disagreed that there was), and second to the fact that monitoring and evaluation information has not yet been collected (though it is envisaged

that it will be) that would enable a better assessment to be made of DFP's behavioural and CD impact. This appears to reflect a lack of clearly defined allocation of responsibility for ensuring impact at this level. DFC considers it is beyond its mandate and resources to achieve or monitor this level of impact, while there is no policy framework for DFP to articulate the relative roles and responsibilities of different stakeholders.

To what extent and how do DFP's governance arrangements (role of DFC Board, relationship with Danida and Danish embassies) contribute to achieving DFP objectives?

The 2008 Strategic Review led to the establishment of an independent Board for DFC through the ending of direct representation on the Board for the MFA. However, there have been difficulties over the evaluation period in defining the relative roles and responsibilities of the DFC Board and MFA, although it is understood that an agreement is being reached to define these more clearly. DFC's Board can reasonably be seen as having responsibility for ensuring both that DFC meets the targets set out in the appendix to the Cooperation Agreement and that the DFP develops along the lines indicates in the Strategy. However, the evaluation has identified three main apparent or potential weaknesses with DFP's governance arrangements.

- First, there is no clear locus of responsibility for achieving CD impact in line with Danish policies on CD support. DFC does not regard itself as mandated, or in practice having the capacity, to influence results beyond the behaviour level, and there appears to have been no MFA policy statement that defines where this responsibility lies. DFC has to date made no attempt to collect systematic information about results even at the behaviour level, the focus of attention having been on the learning level through self-assessment. DFC has strong ownership of the course design and delivery process, but its ownership is more limited beyond these areas for which it feels direct responsibility and where it has the ability to exercise managerial control, specifically in relation to participant selection and follow-up. These depend heavily on the engagement of embassies and Danida programmes. Ownership of DFP within MFA appears to be limited, with few technical staff at MFA in Copenhagen or in embassies having close engagement with DFP, and dialogue around objectives and budgets taking place between the DFC Board and ERH, a department which would lack the mandate or technical capacity to determine the role of DFP within the wider CD objectives of Danish assistance. As a result, this dialogue seems to have concentrated mainly on matters of operational detail (particularly specific cost items) rather than at a policy level.
- Second, there is no MFA policy to articulate the role of DFP within the overall framework of objectives of Danish aid, or more specifically within Danida's approach to CD. The 2011-13 strategy for DFP developed by DFC has been accepted as providing a framework of objectives, but this derived mainly from the DFC's response to the 2008 strategic review and its interpretation of Danida policy (such as the implications of the Paris Declaration for how training should be provided), rather than from explicit policy decisions from MFA – for instance the relationship between the DFP and Danida's CD policies is not clear. Comments received from MFA on an earlier draft of this evaluation noted that “DFC is an instrumental organ in charge of a number of practical issues related to the [DFP] courses” and that it has no policy role and is not expected to be able to contribute to MFA policy planning or strategy.

- Third, there is no definition of the results that are expected to be achieved in return for the public expenditures that are incurred or the DFP. The first strategy for DFP was only formulated in 2010, and this strategy has no direct focus on results or impact. Likewise, the Cooperation Agreement between MFA and DFC has no framework to define the results that are expected to be achieved in return for the resources that are spent. The basis for the annual budget provided for DFP is unclear (and appears somewhat arbitrary) in the absence of any defined and quantified results for the programme that would be determined by MFA.

To what extent and how do DFC's management arrangements and processes for DFP contribute to achieving DFP objectives?

The evaluation has concluded (from the views of stakeholders and from reviewing procedures) that DFP's course planning and management arrangements are generally fit for purpose. The main weaknesses relate to the limited engagement with organisations supplying course participants (except for those closely linked to Danida programmes) either during the process of selection or in post-course follow-up.

DFC has not developed information systems that would allow a better assessment of the CD impact of the DFP, although the Learning Management System that is being introduced should improve this in future when it is fully implemented. However, this will also require strengthening DFP engagement with organisations supplying course participants – at least for those organisations where there is expected to be sustained involvement and a critical mass of trainees where measurable impact can be expected, so that clear benchmarks of expected change can be identified and measured.

To what extent and how do Danish embassies and Danida programmes contribute to implementation of the DFP (including in facilitating dissemination of information regarding the programme in partner countries, the recruitment of fellows, and follow-up activities)?

DFP management arrangements at country level are highly dependent on the motivation and interest of programme officers and DFP Focal Points in embassies. The extent to which engagement with the DFP is regarded as a priority in relation to other calls on their time and attention differs between embassies. In general embassies reported in the survey that their main role in selection was in ensuring compliance with DFC requirements and to check qualifications, though in other cases (including the case study countries) embassy DFC contact points played a much more proactive role than in many other partner countries. The ability of embassy staff to screen applicants more deeply or to undertake follow-up is limited by lack of resources, and on close knowledge in many cases about the organisations that supply course participants. Embassies reported that they received little information from DFC about the performance of participants on courses.

To what extent have the arrangements for fellows in Denmark helped the programme to achieve its objectives?

DFC provides accommodation for course participants in Denmark, as well as a programme of social activities and related support – though these have been somewhat curtailed over the evaluation period as a result of budget pressures. DFC does not provide training facilities and there appears to be some variation in the quality of training facilities used (which are organised by course providers). Course participants have generally rated DFC's facilities and the support provided (e.g. meeting on arrival and other assistance in settling in when in Copenhagen) very positively. As the emphasis in the DFP has

shifted towards the use of STIs and the locating of training within developing countries, the rationale for retaining accommodation facilities and the DFC staffing that services them will rest mainly on whether this is a more cost effective approach when courses take place in Copenhagen than using hotel facilities. The evaluation has not attempted to assess the current cost effectiveness of this arrangement, but this will clearly depend very much on the future level of utilisation of the facilities which is likely to fall insofar as the proportion of training undertaken outside Denmark falls.

To what extent has the transfer of some courses to Southern Training Institutions helped the programme to achieve its objectives?

The shift of courses to STIs is considered by 90% of those embassies that expressed a view to have had a positive effect. The main reason for this was that it was considered that the lowering of costs had enabled more participants to benefit from training. A secondary reason was that training was more appropriately adapted to the local environment. The shift to STIs does not appear to have been accompanied by any significant problems about training quality, although it is possible that further expansion in some areas may face capacity constraints either from the STIs or on the capacity of DFC to manage the relationships with a large number of training organisations. Embassies were evenly divided on whether they felt there was a continuing role for training to take place in Denmark. Some activities clearly benefit from taking place in Denmark, for instance through providing an opportunity for participants to be exposed to well-functioning organisations. It may also in some cases be easier to bring together participants from very diverse locations to Copenhagen rather than to STI locations.

DFC argues for continuing with Denmark-based courses based on (i) an articulated demand from programmes/embassies for courses not yet available in priority countries and programmes; (ii) specific comparative advantages, e.g. specialist knowledge or exposure in Denmark; (iii) the need to accommodate many applicants from both Asia and Africa on courses; (iv) the opportunity for North-South dialogue; and (v) the possibility of thinking “out-of-the-box” when being away from home environment.

The process of transfer of courses to STIs has so far been driven by assessments of the available capacity in STIs, as well as the ability of DFC to develop and manage relationships and exercise quality control which poses a potentially greater challenge than for courses based in Denmark.

To what extent has collaboration with Southern Training Institutes contributed to capacity building in these institutions?

The DFP’s engagement with STIs is not envisaged by DFC as seeking to address institutional or organisational capacity constraints that they might face (as would be the focus of CD in line with Danida’s approach), nor at the level of developing training capacity in new subject matters, but rather is focused on strengthening pedagogical approaches and course planning and development. MFA has not articulated a policy position on how far DFP is envisaged as an instrument for capacity building in STIs.

Significant organisational development support would require a much more sustained and wide ranging form of engagement, for instance providing resources for longer-term course development or training of trainers. It is possible that DFP’s involvement may be seen as providing a wider endorsement of an STI’s performance but in all the STIs that were examined in the study, capacity levels were already high and DFP was able to make use of pre-existing subject matter capacity and reputations.

In the case study countries the STIs were judged already to have significant subject matter capacity and their collaboration in the DFP has made use of this. The opportunity to exchange experience has been welcomed by STIs in the case study countries, and collaboration with training specialists provided by DFC has made some contribution to the didactic capacity and design/planning of training courses that STIs are able to provide.

How appropriate and plausible is the intervention logic of the DFP from training inputs over outputs to learning and behavioural outcomes and wider impact, including framework conditions? To what extent have the assumptions implicit in the intervention logic been supported by evidence?

As discussed in Section 2.2 above, no formal statement of the intervention logic of the DFP has been made, and it was necessary to construct an implicit model of the DFP intervention logic for the purposes of the evaluation. Monitoring and evaluation information is not routinely collected to test how far all the implicit assumptions along the results chain that was identified do in fact hold, although it is envisaged that more information relevant to this will be collected in the future.

The basic intervention logic of the DFP is that the provision of high quality short course training (as well as the wide range of other activities that have been grouped within the DFP) can contribute to achieving organisational CD in partner organisations. It is largely sufficient for DFC to focus its own efforts on ensuring that the training provided is of high quality, with the responsibility for ensuring that framework conditions hold, and for any follow-up, resting with Danida programmes, and with the organisations providing training participants. This intervention logic is appropriate and plausible to the extent that the DFP selection processes (involving DFC, embassies and Danida programmes) are capable of identifying training participants of sufficient calibre, from organisations where the appropriate framework conditions hold, and where sufficient resources and follow-up can be provided for those who have been trained to make use of their skills.

However, the monitoring and evaluation processes that have been used for DFP have focused largely on the quality of courses and views of participants on what they have learned – which are both the factors most directly under DFC’s control but also probably the least problematic in terms of the ensuring conditions for success are met.

The evidence presented above (in relation to the specific sub-questions identified in Figure 4) is that the learning experience for course participants has been a good one and appropriate training methods have been used. No evidence has been found to suggest that courses are not of high quality in terms of their subject matter and it appears that courses are effectively delivered in pedagogical terms. Course participants rate the relevance of the training received highly in relation to their job requirements and consider they have obtained useful skills, though the limitations of this type of self-assessment information are noted in Chapter 2 above. Embassies generally consider that the DFP makes a positive contribution to achieving Danish development objectives.

The main assumptions for the DFP intervention logic that should be tested further (as more information is collected through the envisaged strengthened M&E system, beyond self-assessment focused on the learning experience) are the following:

- There is currently no systematic process within the planning and management of DFP to ensure (or check) that framework conditions to achieve wider organisational impact do in fact hold, in line with Danida's stated approach to CD. With more information collected on results achieved, it may be possible to draw some conclusions about the extent to which the wider institutional and organisational context influences the extent to which CD can be achieved through DFP training.
- The DFP approach is, other than for the degree level training, heavily focused on short courses (by comparison for instance with the training approaches of NFP and ITP discussed in Appendix B). This approach is likely to have higher management and transactions costs (per training month) than longer courses, and the ability of relatively short courses to achieve significant learning (and wider organisational CD) results needs to be tested further.
- A finding from the case studies was that positive organisational CD impact was easiest to identify where a critical mass of training had taken place in terms of the number of course participants and sustained engagement over time with the organisation supplying them, as well as where this was linked to a wider Danida programme engagement. This provides some prima facie evidence that there may be benefits in focusing DFP support in activities of this kind, though this hypothesis will need to be tested further.
- The strength of the rationale for continuing to undertake training in Denmark, and the establishment of a clearer policy position on the types of training activity that should remain based in Denmark.

4.3 Efficiency

How cost-effective has DFP been in terms of (a) design (b) implementation and (c) achievement of anticipated outcomes and results?

It has been difficult to make comprehensive assessments of the cost-effectiveness of training as DFC's accounting. The diversity of types of activity that the DFP involves also makes comparison difficult particularly over time. Even within the single category of interdisciplinary courses there is significant variation in course length and transport costs in particular. The absence of any results framework or of defined anticipated outcomes beyond the level of the number of person months of training provided means that no assessment of the cost effectiveness of anticipated outcomes or results is possible. The differences in the training models applied by ITP (generally involving much more preparatory and follow-up work than DFP courses) and NFP (which does provide short courses but of lengths varying between two weeks and twelve months) also mean that it is difficult to make meaningful comparisons of cost effectiveness with other training organisations.

Table 2 below shows average costs per fellowship month for the main types of short course training provided under the DFP from 2009-11. It is however difficult to draw conclusions about trends in costs given the short time series available for full costing, and the variation even within each category in terms of the type of activity.

Table 2 Average Cost per Fellowship Month (DKK thousand) for DFP courses

	Tailor-made Courses	Business Fellowship Courses	Private Sector Courses	Interdisciplinary Courses in Denmark	Interdisciplinary Courses in Developing Countries
2009	78.2	67.8	88.9	60.2	N/A
2010	75.8	72.8	97.8	78.7	66.2
2011	61.8	89.2	92.8	76.7	63.0

Source: DFC Accounts.

The competitive tendering process for course providers should act to reduce costs for this element of the total cost, although it may be more difficult to apply competitive pressure as courses are moved to STIs unless a more openly competitive process for STI selection is introduced than currently applies. The assessment of DFP procedures in Appendix F concluded that this did generate competition but that course providers remained drawn from a small pool of overwhelmingly Danish course providers.

How does cost-effectiveness compare for implementation in Denmark as opposed to local or regional implementation?

The table below provides more comparative detail on the features of interdisciplinary courses in Denmark and their costs per participant-month of training from 2009 to 2011 (comparative information on the full cost of courses is not available for 2008).

The main features are the following:

- Courses at STIs have been significantly shorter (less than half the length on average) of courses in Denmark.
- The average cost per fellowship month was about 15-20% lower for courses held at STIs than those in Denmark in 2010 and 2011.
- However, the variation in average costs per fellowship month in STIs was considerably higher than that for courses in Denmark (with some courses in STIs costing twice as much as the average cost per fellowship month).

The larger variation in the cost of courses in developing countries reflects much greater variation in travel and accommodation costs, depending in particular on whether courses are designed just for participants in one country or neighbouring countries, or have wider international participation.

Table 3 Comparison of Interdisciplinary Courses

	Average Course Number	Average Course Length (days)	Average number of participants	Average Cost per fellowship month (DKK)	Standard Deviation of Cost per fellowship Month (DKK)
In Denmark					
2009	23	28.0	18.4	60.2	11.4
2010	22	23.5	18.4	78.7	16.9
2011	15	23.5	19.7	76.7	10.7
In Developing Countries					
2010	9	9.7	18.6	66.2	26.0
2011	17	11.5	16.6	63.0	34.7

Source: DFC Accounts.

This data suggests that the scope for providing courses through STIs to yield efficiency savings depends very much on the country profile of participants and the associated travel costs. If there is a specific objective to have a very diverse group of participants by country (particularly from outside the immediate region where a STI is located) then it is less likely that cost savings will be realised compared to provision in Denmark.

To what extent have activities been undertaken as planned (implemented on time, using resources planned, and delivering outputs as planned)?

As indicated above, there has been a good record in delivering each annual training programme of the DFP on time and to budget.

4.4 Impact and Sustainability

What evidence is there of sustained impact (or likely sustained impact) at organisational, institutional or sectoral level, including through collaboration with Southern Training Institutes?

As has been noted, the information collected by DFC for the monitoring and evaluation of DFP is not well-suited to making assessments of impact. Several examples were cited by embassies in response to the surveys as being judged to have had a significant positive impact. These included:

- The Masters in International Health programme was adjudged to have made a significant impact in those countries where it is mainly applied (for instance through the appointment of former students as health administrators) including in Ghana where it was considered that a critical mass of training had taken place that had the potential to bring about systemic change.
- The provision of high quality training courses in Spanish for Latin American participants.

- Specialised training in new areas of environmental and climate change issues, financial management, anti-corruption, results-based management, corporate social responsibility, disaster risk management, and occupational health and safety.

It is currently too early to make an assessment of how far the shift to using STIs will increase impact and sustainability. The main route by which this is likely to occur is by facilitating sustained follow-up activities.

Are there areas of added value from the DFP beyond the specific objectives of the activities (e.g. in public diplomacy terms)?

Embassies generally considered that DFP does play a positive public diplomacy role, though this is not formally part of its objectives, and MFA's Public Diplomacy strategy makes only very limited reference to DFP, in part because the strategy did not attach large weight to public diplomacy in developing countries that are the focus of the DFP. In the interview with the Public Diplomacy Department, however, it was noted that in the future developing countries are likely to be a greater focus for public diplomacy efforts than in the past, and that former DFP fellows had been noted as representing a potential resource for public diplomacy in terms of their knowledge of Denmark and positive attitude. This suggests that, as part of a more coherent policy position towards DFP, MFA should clarify the potential significance of a public diplomacy objective for DFP and take a view on how its impact in this area might be improved (for example through a stronger alumni network).

How can the likelihood of achieving sustainable results be improved?

All courses have immediate post-course evaluations and while follow-up evaluation would be more difficult, the use of the Action Plan strategy (whereby participants plan how they will use their new-found skills in their work places) does focus attention on the need for change not only at the individual level but also at organisational and institutional levels. However, there is no systematic follow-up or support to Action Plan implementation built into DFP courses, and no requirement or expectation that participants should subsequently report on their progress with Action Plan implementation, although some course providers and participants have been taking their own initiatives to maintain contact and compare experiences, including through the use of social media.

The prospects for achieving sustainable results can be improved mainly through strengthening the follow-up process (networking, provision of resources for implementing agreed action plans, and in some cases additional training), and through focusing training on specific organisations so as to achieve a critical mass of skills development and help ensure training takes place where the framing conditions for success in CD are most likely to be met. This will require strong engagement with embassies and Danida programmes as well as commitment from the organisations supplying course participants. The process of documenting such results and learning lessons will, though, require improved information collection which is much more focused on the organisations where CD impact is targeted to be achieved.

5 Conclusions and Recommendations

5.1 Evaluation Conclusions

The DFP is providing training which is assessed by course participants as highly relevant to their needs and the lessons from which they report they are generally able to apply in their work. DFP is highly valued by course participants and is seen by most Danish embassies as making an important positive to the objectives of Danish aid. Course materials are well-prepared and courses use appropriate training methodologies. The DFP is generally well-managed, particularly through course selection, design and implementation, and the quality of management is reported by course providers and embassies as generally having risen over the evaluation period.

Following the 2008 review of DFC and DFP, the independence of DFC from MFA was strengthened through ending direct representation of MFA on DFC's Board. The review also recommended the development by DFC of a strategy for DFP. DFC has made progress in implementing this strategy, which focused in particular on shifting training from Denmark to STIs. The consequences of this shift have been judged to be positive by embassies, and appear to be associated with some savings in the overall cost of training. Progress has also been made in developing (though not yet fully implementing) an enhanced monitoring and evaluation system for DFP. There has also been a strengthened process of consultation to ensure that the training provided is relevant to Danish aid policies and needs as understood by embassies.

However, MFA has not articulated the policy objectives or expected results from the DFP, or the specific role that DFP plays in relation to Danida's capacity building approach and Danish development policy. As noted above, there are some potential tensions between the support to nationally-led CD strategies as the basis for Danida's approach, and the DFP's emphasis on individual training as a modality. In addition, the relative significance of other possible objectives for the DFP (such as in providing support for strengthening STIs, or its public diplomacy role) has not been determined by MFA. As a result, the DFP strategy cannot be seen as a response to a set of policy objectives defined by MFA.

While it is in principle consistent with DFC's autonomous status for it to take full responsibility for determining the results to be achieved with the resources with which it is provided, in practice its ability to achieve results beyond the level of learning outcomes depends on effective collaboration with embassies and Danida programmes. More fundamentally DFC has neither the mandate nor the capacity to determine the policy objectives for DFP or how it relates to wider Danish development policy. The Business and Contracts Department (ERH) of MFA with which DFP has negotiated its Cooperation Agreement likewise does not have the authority or capacity to engage on policy issues.¹⁰ The governance arrangements for DFP are premised on DFC being able to take responsibility for achieving results. However, MFA has not articulated a policy or results framework within which this responsibility can be exercised. In addition,

¹⁰ In August 2012 it is understood that reporting responsibility was transferred to the Department for Humanitarian Action, Civil Society and Advisers (HCP). The Evaluation has not examined the detailed implications of this change.

achieving results beyond learning outcomes requires that the responsibility for results rests not solely with DFC, but also with Danish embassies and Danida programmes.

So while the process of developing the DFP strategy has helped to clarify responsibilities and has provided a clearer direction for DFP, several weaknesses remain with the governance arrangements for DFP:

- The problems of lack of ownership of the DFP identified in earlier evaluations and reviews (since 2001), related to the fact that embassies and Danida programmes do not have responsibility for the bulk of the DFP budget, has not been resolved.
- There is no results framework which articulates what the DFP should be achieving and how this should be measured. MFA's Cooperation Agreement with DFC does not provide a framework for results at the level of behaviour change and organisational CD, nor does it require that DFC reports on the achievement of results. In the absence of such a framework, there is no basis for linking the level of budgetary expenditure on the DFP to results and it is unclear on what basis any specific level of expenditure on DFP is justified.
- One consequence of the lack of a focus on accountability for results has been the paucity of monitoring and evaluation information that goes beyond self-assessment of learning outcomes to collect information on behaviour change and organisational development. This cannot be satisfactorily addressed by periodic evaluations such as this one, since collecting this information requires systematic engagement with the organisations supplying course participants over the whole training cycle.
- DFC does not regard itself as practically able to take responsibility for achieving results beyond the learning outcomes of training activities since these depend on follow-up and close engagement with the organisations supplying course participants that it does not have the resources to provide. This also depends on close engagement in the process of selecting course participants and ensuring that so far as possible organisational and institutional conditions are in place for training to be used effectively.
- Embassies do not generally consider that they have the information or resources to engage in a more proactive process of engagement with the organisations supplying course participants to seek to ensure or measure behavioural change and organisational CD.
- There has been a problem of lack of clarity in the role and responsibilities of the DFC Board over the evaluation period, although it is understood that this is being resolved.

The expiry of the current DFP strategy provides an opportunity for addressing these problems. While in principle it could be left to the DFC Board to articulate a vision and objectives around which the strategy could be developed, it would be strongly preferable for MFA to develop a policy framework for DFP to which the DFC could then respond through developing a revised strategy. This would provide much better prospects for achieving broad ownership within MFA of the DFP, and for clarifying the complementary resources that will be required for deeper organisational impact to be achieved, and for ensuring clear responsibility for defined results.

DFC's direct engagement is focused on the course design and delivery process, and information systems (including monitoring and evaluation approaches) have to date focused almost exclusively on self-assessment of the training experience. There has been very little engagement of DFC in course follow-up, or with the organisations supplying DFP participants. However, the implicit intervention logic (derived from Danida's approaches and guidance on CD) suggests attention needs to be focused on ensuring the appropriate participants are selected for training, and on the follow-up process, in order to achieve CD impact.

A specific feature of the training approach provided by DFP is an emphasis on specially commissioned short courses (unlike NFP which depends on courses already provided by Dutch training institutes) with relatively limited structured preparation or follow-up that is directly engaging participants' employing organisations (compared for instance to the approach used by Sida's ITP), along with a shift to the use of STIs which has been associated with a further shortening of the length of courses. Some courses explicitly seek to bring together participants from a wide range of countries to share experience and perspectives. However, the case studies provided some evidence to suggest that organisational impact is likely to be enhanced and easiest to identify when there is sustained engagement with a large number of participants from the same organisation over time.

The point is though that, in the continuing absence of systematic information on the behavioural changes and organisational CD results of the DFP, there is no satisfactory evidence base on which to assess how, for example, the move to training through STIs or the progressive shortening of courses is influencing the effectiveness of the training provided, or to measure how much improvement in effectiveness would result from devoting more resources to course follow-up. However, the general conclusion of the evaluation is that the effectiveness of the DFP is likely to be enhanced the more that training activities are explicitly linked to Danida programmes and national and sectoral CD processes, and the more resources are put into selection and engagement with employing organisations, and the more resources are put into follow-up activities.

5.2 Evaluation Recommendations

Following on from these conclusions, the recommendations of the evaluation are the following:

1. MFA should formulate a policy to guide the preparation of the next DFP strategy. This should clarify the DFP's relationship with Danida's CD policies and objectives, and the relative roles and responsibilities for DFP implementation between DFC, Danish embassies and programmes and MFA departments, including the resources required. This policy should also clarify the relative importance of the different possible objectives for DFP (including STI capacity building and public diplomacy) and provide guidance on the choice of activities that should comprise the DFP. This process could also review the appropriateness of the arrangements for implementation of the DFP including the location of budget responsibility.
2. As part of this process of policy development, MFA should in collaboration with DFC develop a results framework for the DFP, based around an articulation of the intervention logic of the programme. This should identify the levels at which results are anticipated to be achieved and clarify the assumptions and responsibilities.

ties of different stakeholders in ensuring that results are achieved and adequately measured, as well as that key assumptions in the intervention logic can be tested. This process should recognise that the DFP contains several distinct types of training activity with differing objectives, for which different conditions and levels of results should be expected.

3. The DFP policy and results framework should provide guidance for the development of the future strategy for the DFP, and be embodied in future Cooperation Agreements. DFC should retain autonomous responsibility for achieving the agreed results and for implementing the policy within this agreed framework.
4. Implementation of the enhanced DFP monitoring and evaluation system should form the basis for the future reporting of results, focusing in particular on behaviour change measurement and evidence of organisational capacity building.
5. The issue of the definition of functions and resourcing of the DFP Focal Point function in Danish embassies should be resolved as part of the policy on DFP which should clarify responsibilities both for implementation and management and for the achievement of results and reporting on them.
6. DFC should consider practical options to engage more directly in the follow-up process to training activities, including ensuring that resources are budgeted for this purpose, as well as strengthening engagement with Danish embassy and Danida programme staff on the follow-up process. This may include the introduction of a requirement for reporting on Action Plan implementation as part of the monitoring system.
7. DFC should also consider developing more tools to help managers prepare and assess DFP applications systematically in relation to their organisations' CD needs, and to account for the results achieved.
8. DFC should consider providing more information to bidders about its tender evaluation criteria and the results of tender processes. DFC should explore ways of broadening the pool of potential course providers in order to intensify competition on cost and quality and possibly in some contexts encourage innovation in modes of delivery, particularly as the move to working through STIs is taken forward.

Appendix A Terms of Reference

1. Introduction

Danida Fellowship Centre (DFC) was founded in 1990 to manage and implement the Danida supported Fellowship Programme. Today, DFC is specialised in supplying courses and other training interventions for Danida's programmes and projects. In addition, DFC administers grants for development research, but this last area of responsibility falls outside the realm of the present assignment.

The Fellowship Programme supports Capacity Development (CD) in developing countries (primarily, but not solely, Danida's partner countries) by organising and/or implementing CD support in terms of courses, studies, research, study tours, seminars, etc. in Denmark as well as in developing countries – nationally as well as regionally. The support includes interdisciplinary courses, tailor-made courses, degree studies, strategic initiatives and study/exposure tours, with a duration varying from two weeks to full master or PhD programmes. The DFC has seen important changes over the years, not least the decision from 2009 to branch out its capacity development support to take place in developing countries, emphasising the wish to align more closely to the capacity needs and capacity development policies of the countries. Thus, a variety of activities (primarily interdisciplinary courses) are now carried out in developing countries through cooperation with partner institutions. Over the years, considerable resources have been allocated to the Fellowship Programme. In recent years, DKK 60 million has been allocated from the MFA, in addition to co-financing by Danida programmes related to specific courses and activities. This has however now been reduced to DKK 45 million. Danida's Evaluation Department now wishes to commission an evaluation of the support to the Danida Fellowship Programme (DFP) under DFC.

2. Purpose and objectives

The overall purpose of the evaluation is to document and assess the supported activities and the related results, with an aim to contribute to both accountability and learning. To this end, it must assess the different achievements of the programme, as well as the framework and processes for accomplishing the results.

The evaluation is expected to apply the OECD/DAC evaluation criteria, with the emphasis on relevance, effectiveness and efficiency. It should be noted that a solid assessment of impacts and, by implication, the longer term sustainability of effects from training and education, poses strong requirements on quality and quantity of data. Thus, it is expected that it will only be possible to assess impact and sustainability to a limited degree, due to data constraints. In relation to effects, it may be challenging to assess certain types of outcomes; i.a. learning outcomes for some areas of DFP activities. By implication, an important part of the evaluation is expected to be a fitness-for-purpose assessment, investigating if and how the activities are likely to lead to the expected outcomes and impact both at the level of the individual activities and at the level of the programme as a whole; including the role of possible enabling and hindering factors, framework conditions etc. Further, the evaluation will need to include a comparison of the DFP to international fellowship programmes offered by other bilateral stakeholders.

3. Scope

The evaluation is expected to have its main focus on the period 2008-11, so as to be able to include assessment of learning outcomes. However, in order to be able to understand and assess the current organisation, way or working, interplay with changes in conditions for DFP as well as the implications hereof, the evaluation must include a more overall consideration of the period 2001-08 as well.

The portfolio of activities under the fellowship programme is diverse, as is the group of participants. As an example, app. 1,100 persons from 45 countries participated in different courses/activities in 2010. The evaluation is expected to establish a coverage of activities that ensures adequate attention to the main clusters of activities (with focus reflecting the relative weights of different activity categories in the overall portfolio), while at the same time allowing for consideration of the variety of activities, so as to be able to address strengths and weaknesses of different activity areas and develop conclusions, lessons learned and recommendations with regard to the different areas of activity. The important changes in the work of DFC in relation to the branching out so as to have more activities taking place in developing countries capacity cooperation with partners in developing countries and the implications hereof should be addressed by the evaluation as well.

The evaluation will cover the entire geographical scope of DFP, but not in equal depth. In order to ensure sufficient depth and specificity in the analysis, and the possibility of providing examples of induced changes at the outcome and impact level, field work will be conducted in two selected partner countries, where local training institutions run DFP courses, and from which a substantial amount of participants have come. As point of departure, Uganda and Ghana are suggested as appropriate choices, but the final selection is to be made during the inception phase, based on the overview of activities, categories etc. An addition to these more in-depth country studies, the evaluation is expected to enhance coverage by including DFP activities and partners in relation to other countries as well, i.a. by use of remote evaluation techniques (see further below). This enhanced coverage should include a consideration of different types and levels of DFP use and users, so as to be able to complement the proposed selection of Ghana and Uganda.

The evaluation is expected to include both the specific activities (course content, planning, implementation etc.), but also the framework supporting the activities (learning conditions, organisational framework, quality assurance, selection of partners etc.), including the interplay between DFP in Denmark, the local training institutions and the participating organisations and individuals.

As part of the basis for assessing possible strengths and weaknesses of DFP, the evaluation must contain a brief overview and comparison with the parallel organisations and activities supported by like-minded donors. It is expected that this will include, but not necessarily be limited to, activities parallel to DFP supported by Ireland, the Netherlands and Sweden.

4. Methodology and approach

The evaluation will entail a combination of desk studies, and primary data collection in Copenhagen and in the case-study countries, and is expected to be based on both quantitative and qualitative methods. It should be noted that it is expected that a well thought-out combination of data sources and data types is expected to be required to shed light on the different questions and issues, since it is unlikely that any one source will contain information of the necessary quantity, quality and coverage. Triangulation and validation is of core importance. The monitoring data from DFP will be available to the evaluation, and is expected to be useful in relation to establishing an overview of outputs, CD efforts in relation to different partner countries and partner organisations etc., as well as indications of the relevance and benefit of the training as perceived by participants. Administrative information on a range of procedures etc. will also be available. For some activities external assessments of learning outcomes is expected to exist in the form of exam results, but for the majority of activities, monitoring of outcomes have taken the form of satisfaction surveys. And while the evaluation may make use of these monitoring data, and possibly collect more such data, it is also expected to judiciously consider the limitations. It is expected that in order to gain more in-depth insight into both processes and results, as well as to ensure the information necessary for triangulation and validation purposes, additional data collection will be required.

As indicated above, it is expected that it will be challenging to assess outcomes and impacts in a solid and systematic manner. This is a well-known challenge when assessing the effects of education/training activities, both at the individual and the organisational level, and issues concerning selection bias, difficulties in distinguishing effects of training from other influencing factors and the fact that user satisfaction does not necessarily reflect the actual effect of a course are well described in the literature within this field. The evaluation is expected to explore and assess different options for assessing the effects in a solid and relevant manner as possible, in light of these challenges. This should include possibilities for using comparative approaches to assess the difference that training has made for individuals or organisations. Further, it is expected to include using a different range of data sources to carry out a contribution analysis, based on a thorough understanding of the pathways and prerequisites for the achievement of outcomes and, to the degree possible, impact. Given that the wider effect of training activities will always depend on both contextual factors and other intervening factors, the evaluation is not expected to be able to attribute specific changes observed at the impact level to the programme activities. It is, however, expected that the evaluation will provide an example-based qualitative analysis of the contribution of the training activities to the achievement of wider impact, and indicate enabling and hindering factors, as part of the identification and lessons learned.

As mentioned, an important element of the evaluation is expected to be to carry out a fitness for purpose analysis. This will entail an assessment of the relevance of the strategies and contents of the programme in light of the overall objectives and priorities. It will also entail an identification of the relationships between inputs, outputs, outcomes and wider effects, so as to allow for an assessment of the appropriateness and suitability (e.g. relevance and quality) of the specific inputs and processes as the foundations for achieving results in the contexts in which they are applied (e.g. considering the prerequisites of fellows, their positions in their organisations, and operating environment of their organisations). These issues should be assessed, *inter alia*, through review of course materials and other existing information, as well as through interviews with DFC

staff, course facilitators and current fellows. Former fellows and their organisations should be interviewed, not least in the case study countries, but also using remote techniques (questionnaires, interviews by phone or Skype, video meetings (possibly facilitated by Danish embassies, where relevant and possible) or other means, so as to include information on the wider portfolio and experience. Further, the match between the work processes, the content-side of courses (subject matter, level, teaching methods, link to practice etc.), and expected learning outcome and effects, should be assessed, and may include external peer assessments of the level and content of the material taught, and through assessments by peers and superiors from the fellows' organisations, the MFA, the board of DFC and Danish embassies and other actors as relevant.

In order to ensure that the contribution analysis and fitness-for purpose oriented investigation of the links from inputs to effects is sufficiently based on an understanding of the prerequisites and pathways for learning and wider effects, and to ensure that the assessment is based on an appropriate and realistic yardstick, it is considered important that the evaluation can draw upon the input of experts who can contribute with special insights in relation to the planning, implementation and continuous quality assurance of teaching and training activities as relevant in relation to DFP. Important aspects include, but are not necessarily limited to, organisation and implementation of adult education/vocational training and skills transfer issues in general, and education and capacity development in developing countries specifically.

The evaluation process and results must comply with OECD/DAC evaluation quality standards and be coherent with EVAL evaluation guidelines.

5. Evaluation criteria and questions

As indicated above, the evaluation shall address the OECD/DAC evaluation criteria, with the main emphasis on relevance, effectiveness and efficiency. In assessing the different questions or issues, care should be taken to identify enabling and hindering factors; strengths and weaknesses, and not least the implications hereof.

5.1 Relevance

As point of departure, the criterion of relevance relates to the extent to which the objectives of an intervention are consistent with beneficiaries' requirements, needs, overall priorities and partners' and donors' policies, relevant Danida strategies etc. In the present case, this also means to look at whether the specific activities are consistent with the objectives for learning and wider outcomes. By implication, the evaluation should include assessments of relevance at different levels: At an overall level, the relevance of the composition of the portfolio and approach/way of working of DFP to the core strategies, plans and objectives for the efforts should be assessed, including how well they are matched to overall needs and priorities. At a more general level, the relevance of the more specific activities to participants needs, relevance in light of organisational requirements and changing priorities should be assessed. The evaluation is expected to include, but not necessarily be limited to the following:

1. The relevance of the overall DFP strategy and approach, the overall portfolio of activities, and individual activities in light of the overall DFC objective and mandate of capacity development and links to wider strategies, development objectives and priorities.

2. The relevance of the content of the portfolio of activities and individual activities in relation to the needs of participants, organisational requirements and changing priorities. This may also include the content of study tours (training, cultural activities etc.)
3. How and to what degree relevance of the specific DFP activity is ensured in a continuous manner (feed-back loops, updating etc.), including the relevance and adequacy of information systems to allow for follow-up;
4. How and to what degree relevance of the overall DFP portfolio and approach, is ensured in a continuous manner (feed-back loops, updating etc.), including the relevance and adequacy of information systems to allow for follow-up.

5.2 Effectiveness

As point of departure, the criterion of effectiveness relates to the extent to which the intervention's objectives were achieved, or are expected to be achieved taking into account their relative importance. In the present case, this links to assessing the delivered outputs and, to the degree possible, outcomes; both for the specific training activities but also at the more aggregate levels; i.a. in cases where an organisation has benefited from having a substantial number of staff participate in activities, or for – to the degree possible – assessing the effectiveness at portfolio level. The assessment is expected to consider contribution and fitness for purpose. In line with the focus on a theory-based approach, this entails investigating how the different outputs and outcomes are expected to be realised, the assumptions and prerequisites at play, enabling and hindering factors etc. This should include consideration of the heterogeneity of fellows/course participants, and the implications for results. The evaluation is expected to include, but not necessarily be limited to the following:

1. The appropriateness, plausibility of assumed causal pathways from training inputs over outputs to learning and behavioural outcomes and wider impact, including framework conditions:
2. The quantity and quality of outputs delivered against plans and objectives; including changes in the composition of portfolio over time and the implication for achieving different types of outputs.
3. Whether and how the activities undertaken and outputs achieved have been/are likely to be effective with respect to the expected learning objectives and other learning outcomes; including teaching strategy, content, links between course content, teaching methods and practice, handling of heterogeneity of participants etc.
4. Whether and how the activities undertaken have been/are likely to be effective with respect to desired behavioural changes of the participants and their organisations, i.e. whether knowledge obtained by individuals has been/is likely to be transferred and applied in a manner beneficial to the organisations involved.
5. The appropriateness of the DFP's overall organisational set-up, resources/competences and way of working in light of the purposes of the programme. This should include assessing the learning environment, processes of course facilitator selection and selection of partner institutions etc. The role of the Danish embassies in facili-

tating dissemination of information regarding the programme in partner countries as well as the recruitment of fellows should also be included.

6. The relevance of follow-up procedures in place to assist positive transfers of capacity from fellows to their organisations.
7. Whether the servicing of fellows in Denmark (e.g. regarding accommodation arrangements, facilitation of travel, social and cultural activities) has been enabling for the effectiveness of the programme as expected. This may include the issue of added value of i.a. the exposure of fellows to Danish culture.
8. The relevance and adequacy of information systems to allow for follow-up on the effectiveness of the diverse portfolio of activities, the organisation etc.

5.3 Efficiency

The criterion of efficiency can be seen as a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results. It is not expected that a full cost-benefit analysis can be carried out, since this would entail a specific comparison with alternative use of resources. However, it is expected that the evaluation will assess if resources have been put to good use, whether feed-back loops are in place to allow for assessment and follow-up of this, strengths and weaknesses of different types of activities and organisation thereof (i.a. in Denmark and in partner countries) and whether important bottlenecks or constraints can be found. This is expected to include an element of comparison with other ways of working, i.a. relevant fellowship programme approaches of other donors. Further, the issue of heterogeneity amongst fellows and the implications for efficiency should be considered. Specific issues to address include, but are not necessarily limited to the following:

1. An assessment of the resources employed in the process of course design, including issues related to the planning and prioritisation of activities. This will also entail an assessment of the strength and weaknesses in relation to the cost-effectiveness of implementation of training courses in Denmark as compared to implementing it locally or regionally.
2. Whether activities have been undertaken as planned, i.e. implemented on time, using resources planned, delivering outputs as planned, etc.
3. The cost-effectiveness of the implementation of courses, in light of outputs; e.g. the scope of courses, number of participants, etc.
4. Efficiency with respect to achieved and/or anticipated outcomes and effects of the courses.
5. The relevance and adequacy of information systems to allow for follow-up on the efficiency of the diverse portfolio of activities, organisational issues etc.

5.4 Impact and sustainability

Impact and sustainability can be seen to be interrelated in the sense that impact relates to the wider and longer-term effects, and sustainability to whether effects and achievements will be sustained over time. It is expected that it will only be possible to assess impact and sustainability to a limited degree. If possible, the evaluation should assess the likelihood

of and prerequisites for longer-term impact, including the collaboration with national/regional training institutions contributing to capacity development of the said institutions. This may include example-based impact assessments – effects on institutional or, if feasible, sectoral performance and/or policies as well as wider implications, with due consideration of the limitations of such examples. Further, it should to the degree possible include unanticipated or wider areas of impact; including areas of added value of the DFC, beyond the specific objectives of the activities. Similarly, the evaluation should to the degree possible assess the likelihood of and prerequisites for achieving sustainable results.

6. Outputs

The evaluation will lead to two main deliverables (outputs):

- An inception report in draft(s) and final version (not exceeding 20 pages, excluding annexes) based on desk study and a first round of interviews at DFC headquarters as well as relevant staff in the Ministry of Foreign Affairs in Copenhagen (to be supplemented with other interviews as needed and relevant). The report will present the detailed methodology for the evaluation, as well as the final selection of countries for field visits and the anticipated analytical implications hereof. Further, it will outline the content of a sample of activities to be evaluated comparably more in-depth than the rest of the portfolio of activities. An overview of fellowship programmes of other bilateral donors and any existing assessments hereof should further be presented in the report, and it should be indicated, how this information will feed into the main evaluation. The inception report will also suggest if any changes to the evaluation questions are appropriate, and present a detailed field schedule to facilitate the logistics of the field work in advance. Finally, a short outline of the structure of the evaluation report should be included.
- An evaluation report in draft(s) and final version, (not exceeding 50 pages, excluding annexes).

In addition, smaller outputs include:

- Debriefing notes and/or presentations should be carried out in relation to the country visits (prior to leaving the country and in Copenhagen, after finalisation of country visits).
- Presentations of draft inception report and draft and final evaluation report (in Copenhagen).

All outputs must be delivered in English and comply with Danida's Evaluation Guidelines. The final evaluation report should follow Danida's Evaluation Layout Guidelines.

7. Evaluation management and implementation

The evaluation will be managed by EVAL, and EVAL will be responsible for printing and dissemination of the final Evaluation Report. An evaluation reference group may be established, comprised of stakeholders from the MFA and DFC as well as possibly other relevant parties. The reference group will not be a decision-making forum, but a body for consultation.

The responsibilities of the evaluation team include, but are not necessarily limited to the following:

- Carrying out the evaluation as per the ToR. As part hereof the evaluation team is responsible for planning and logistics in relation to country visits.
- All findings, conclusions and recommendations of the evaluation.
- Reporting to EVAL, maintaining regular contact, coordinating mission timing and key events with EVAL and seeking its advice when needed.

The full text of the ToR can be found on www.evaluation.dk

Appendix B Comparative Study of National Training Institutions

Summary analysis

Swedish ITP – Dutch NFP

Definition of programme objectives	While the programme objective for the Swedish ITP is “Good skills and high capacity among organisations in developing countries to drive processes of change for more effective poverty reduction”, the Dutch NFP states its programme objective as to “help alleviate qualitative and quantitative shortages of skilled manpower within a wide range of governmental, private and non-governmental organisations”. The Swedish programme objective is hence more far-reaching by defining “more effective poverty reduction” as the end result of the capacity strengthening trainings offered.
Characteristics of training courses provided	While the Swedish ITP consists of specific tailor-made trainings for participants from developing countries, the Dutch NFP offers study places in Dutch education programmes (Master’s degree programmes, short courses and PhD studies) provided by Dutch trainings institutions. Apart from a few tailor-made courses, no specific training programs are designed in the framework of the NFP.
(Extent to which a coherent and testable Theory of Change has been articulated and risks and assumptions identified)?	Neither of the training programmes appear to have developed a coherent and testable Theory of Change.
Programme strategies (process by which strategies have been determined and implementation arrangements)	<p>While the ITP programme objective is well in line with Sweden’s overarching development cooperation objective – to contribute to poverty reduction – it appears that the selection of training topics to be offered within the framework of the Swedish ITP is not sufficiently coordinated or integrated in the overall planning of Sida’s subject focused activities. The courses are organised by Swedish consultancy firms, authorities, CSOs and universities and are procured through a competitive process.</p> <p>As to the Dutch NFP, the Netherland’s development cooperation policy should be guiding in programme strategies for NFP and in the selection of trainings to be offered through NFP. There is, however, a strong pressure from Dutch training institutions to get their trainings into the NFP list, since this allows for a subsidy. This has led to a rather wide definition of accepted trainings’ “relevance” in relation to Dutch development cooperation goals, where most applying trainings are accepted into the list.</p>

<p>Programme management (governance and accountability arrangements, adequacy of resourcing, clarity of management responsibility and processes)</p>	<p>The ITP Unit at Sida is responsible for selecting the trainings to be provided and for procuring these trainings from training providers. While Sida staff is not involved in the implementation of the programme there has been demands for a greater involvement of Sida in this process.</p> <p>In 2011, there was in total 4.95 full-time staff at the ITP Unit, Sida HQ, including administrative staff in the embassies and resources at the legal department, working on the ITP. Total allocated funds for ITP were SEK 273.4 million in 2011 (approx. EUR 32 million).</p> <p>Nuffic is contracted by the Dutch MFA to manage and administer the NFP and reports annually to the MFA on the implementation of the contract. In addition, Nuffic has regular meetings with the MFA on the process of implementing the contract.</p> <p>In 2012, Nuffic has 14 full-time staff working on the NFP. They take care of the overall management of the NFP (administering the applications, answering questions, awarding subsidies to Dutch education institutions and settling subsidies).</p> <p>In 2010, the total allocated funds have decreased with 4% to EUR 45,860,007 compared to 2009. The total number of awarded fellowships for Master's, Short courses and PhD has decreased with 6% to 2,247. Regarding the ratio between the applications and fellowships, in 2010, overall this ratio was 1:4.8.</p>
<p>Process by which training activities are chosen and the relevance of the activities to (a) programme objectives and strategies and (b) the needs of partners (<i>organisations and participants in the training activities</i>)</p>	<p>Titles of future ITP programmes are identified from assessment of needs in partner countries as expressed and prioritised in the Governments' thematic policies. This is followed by a screening of Swedish comparative advantages. According to the Evaluation of ITP (2009), it can be questioned if the instrument is used in a strategic manner by Sida: "A few stakeholders have influenced the choice of subjects for the ITP. Several programmes emancipated from engaged Sida officers that have viewed the ITPs to be a good way to drive specific issues within their own area of work. The link with other parts of Swedish development cooperation is in general weak. In some cases ITP has been used as an easy mean to increase the volume in a fastly growing programme."¹¹</p> <p>Dutch training institutions nominate themselves their courses to the NFP. The nominations are screened by Nuffic and the vast majority accepted after assessment of general criteria and of relevance and previous experience. "Relevance" to Dutch development objectives should be considered in the selection of trainings but tends to be put a little a side. The actual needs of organisations in the partner countries in terms of capacity development are not looked into when selecting trainings to be included in the NFP.</p>

11 Klas Markensten, Internationella utbildningsprogram (ITP) – Baserade på erfarenheter i Sverige, 2009-12-08, page 4.

<p>Process of selection of participants for specific activities – are those selected likely to be able (a) to learn from the training provided and (b) to apply what is learned in their work</p>	<p>While the target group of the ITP trainings are “middle management staff in key organisations in Swedish partner countries”, participants for the NFP are “mid-career professionals in organisations in prioritized development countries”</p> <p>ITP training programmes are widely marketed and invitations sent out to key organisations. Applications, that have to be supported by the applicant’s home organisation, are screened by the programme organiser with some assistance from the Swedish embassies. Final decisions on selected participants are made by Sida’s ITP unit. From surveys of participants’ attitudes conducted at the end of programmes, it can be concluded that, in general, the participants find the trainings having appropriate goal formulations, a satisfying content and that the trainings are conducted in a satisfying manner.</p> <p>For the NFP, the selection process of participants is demand-driven which means that Nuffic/the embassies do not question an application. Today, there is no communication with the home organisation in the selection of participants in terms of verifying the actual capacity strengthening needs of that organisation. Participants survey results (no other surveys/assessments appears to have been conducted) indicate the vast majority are of the opinion that they have learned from the trainings provided and that they have been able to apply their new knowledge in their home organisation.</p>
<p>Quality of training – do the training activities (<i>both the courses and other activities themselves and the logistic arrangements</i>) lead to learning for participants in terms of the quality of course materials, skills of trainers and other factors?</p>	<p>The ITP trainings are generally highly appreciated by the participants. The opportunity to visit Sweden and relevant Swedish institutions and organisations in order to learn from these is commonly seen as highly valuable. Since trainings are provided by different course organisers, the quality of course material and the skills of trainers may show great variations. Apart from the training organisations’ own end-of-training evaluation, there is no general follow-up or assessment made of the quality of the trainings. The “Project for Change” part of the trainings is generally appreciated as a way to anchor the training provided with the work tasks in the participants’ home organisations.</p> <p>The Tracer study noted that respondents (former NFP participants) to the survey were generally “very positive” about the usefulness of the training they received for their work. A large percentage (78%) reported that they had been able to apply the acquired knowledge and skills in their work situation and 59% that they had been able to share their skills with people outside their work situation. Employers were also positive about the usefulness of the content of the training employees had received, particularly with regard to influence on work progress, management and service provision.</p>

<p>Cost effectiveness analysis (in terms of the unit cost of different types of training activity)</p>	<p>As for ITP, the total number of implemented programs was 54 in 2011 (there were 34 titles, since some titles are offered several times each year), with an average cost of SEK 5.3 million (approx. EUR 620,000) per programme. With approximately 25 participants in each program, the average cost/participant is SEK 212,000 (approx. EUR 25,000). In 2008, the total number of programs was 79, with an average cost of SEK 3.7 million per programme.</p> <p>Total funds for ITP in 2011 were SEK 287.7 million (approx. EUR 33,600,000), while in 2008 it was slightly higher: SEK 292.4 million. There were fewer programmes running in 2011 than in 2008 but that the 2011 programmes were larger as indicated by their higher average costs.</p> <p>As for NFP, the total number of awarded fellowships for Master's, Short courses and PhD programmes were 2,247 in 2010, with an average cost of EUR 33,168/Master's programme, EUR 7,631/Short course and EUR 82,918/PhD programme.</p> <p>Total funds for NFP (Masters, Short course, PhD programs and refresher training scholarships) in 2010 were EUR 45,860,007.</p>
<p>Monitoring and evaluation – is appropriate information collected and used for management purposes and to allow performance assessment?</p>	<p>ITP: As a general rule, a participants' survey is conducted at the end of phase in Sweden, at the end of phase in the partner country and up to 12 months after the programme is completed. Training organisers are expected to submit annual program reports that analyses outcome and impact. These are intended to be used for results based management of the contract/program by Sida.</p> <p>The financial transparency regarding the ITP management and implementation appears to be weak. Improved follow-up and analysis regarding the budgeting of ITP on an aggregate level as well as on a programme level is required. Today, there is no follow-up regarding cost-efficiency of the individual programs which, according to an audit performed in 2012, should be a requirement in the financial reporting from the training organisers. The audit recommends that Sida develops a transparent follow-up and analysis of the financial outcomes of the ITP activities on an aggregate level to ensure a sufficient internal steering and control. Further, the audit recommends that Sida should put efforts into ensuring that all relevant documentation regarding the different programmes is collected and systematised in a data-base, for easy reference.</p> <p>NFP: Monitoring and follow-up of course participants' satisfaction and knowledge level is conducted only upon course completion. Each course provider is requested to evaluate the trainings provided, however no formal guidelines are provided for conducting these. For the settlement of the subsidy, the Dutch education institutions also fill out a questionnaire regarding the results of the course provided in terms of the number of awarded degrees/diplomas as well as the deviations on the subsidy. However, there is not system for aggregating results to be used when designing future programming. An evaluation of NFP is currently (summer 2012) being conducted (not yet available).</p>

The full text of the comparative study can be found on www.evaluation.dk

Appendix C Results of Survey of Danish Embassies

The survey questionnaire was sent to the 24 Danish embassies which were listed by DFC as involved in the DFP, and information was collected during June and July 2012 (the survey was closed on July 16th). The survey form was sent to the DFP focal point in each embassy, although the Head of Development in each embassy had also been informed about the survey. Seventeen complete responses were received. In about half the cases the questionnaire was reported as having been completed by the DFP focal point based on discussions with a number of other embassy staff members.

The main findings of the survey may be summarised as follows:

- The quality and timeliness of information supplied by DFC about DFP courses was rated good or excellent by a large majority of those respondents expressing an opinion. Half or more of the respondents considered both quality and timeliness had improved since 2009.
- Over a third of respondents reported some concerns about the language skills of selected Fellows.
- Embassies in the large majority of cases reported that they received no information from DFC about the performance of fellows on DFP courses, but did receive some feedback from Fellows on their experience.
- Nine out of the 10 embassies that expressed a view considered that the move to carry out more training in STIs had had a positive effect. The main reason cited was that lower costs now enabled more people to participate in the training, while a secondary reason was that training was more appropriately adapted to the local environment.
- Embassies were about equally divided in reporting short course training as having made “some positive” or a “significant positive” contribution to the objectives of Danish aid in the country. Only a single embassy for each type of DFP activity considered that the DFP had made no or little contribution. Private sector fellowships and degree courses were both rated as having made a significant positive contribution by the majority of embassies expressing an opinion.
- Embassies expressing a view generally considered that the DFP made a contribution to public diplomacy (particularly short courses in Denmark).
- Except for short courses in Denmark (which 10 embassies rated as having made some or a significant positive contribution), embassies generally lacked information to make any assessment of the contribution of the DFP to improving the capacity and performance of organisations supplying fellows.
- 75% of embassies agreed or strongly agreed that DFP makes an important contribution to achieving the objectives of Danish aid, with 19% disagreeing, with 87.5% agreeing DFP training is relevant to the needs of the country.

- Embassies were equally divided on whether undertaking courses in Denmark is central to the value of the DFP.
- Five embassies disagreed that alternative sources of training are available to that provided by DFP.
- There was strong agreement that DFC effectively manages the DFP, and most embassies did not agree that a higher proportion of the DFP budget should be directly controlled by embassies and programmes.
- While the quality of short courses was judged to be high there were some concerns about how far knowledge was applied.

The role of embassies in ensuring the suitability of selected Fellows was reported to mainly focus on ensuring compliance with DFC requirements and checking qualifications, with Danida programmes playing a similar role. Several embassies commented that they lacked the resources or detailed information on organisations supplying Fellows to play a greater role.

Specific examples of training that were judged to have provided a significant positive impact included the following:

- The Masters in International Health programme was adjudged to have made a significant impact in those countries where it is mainly applied (for instance through the appointment of former students as health administrators).
- Spanish language training.
- Specialised training in new areas of environmental and climate change issues, financial management, anti-corruption, results-based management, corporate social responsibility, disaster risk management, and occupational health and safety.

Suggested improvement from embassies to improve the effectiveness of the DFP included the following:

- Three embassies suggested that there should be a stronger process of reporting back by Fellows to the embassy.
- Stronger checks should be done on language capacity (e.g. getting candidates to write a short essay in the language of the course).
- The use of online applications so there could be more dialogue with applicants before selection.
- The opening of DFP courses to embassy staff.
- An approach to training provision that is more targeted on areas of comparative advantage.

APPENDIX C RESULTS OF SURVEY OF DANISH EMBASSIES

Answer Options	Very unsatisfactory	Fairly unsatisfactory	Satisfactory	Good	Excellent	No view/Not applicable	Response Count
How would you rate the quality of information supplied by DFC about DFP courses in relation to adequacy for making assessment of course content and potential value to participants?							
Short courses	0	0	4	8	5	1	18
Degree courses	0	1	3	5	2	7	18
Private sector fellowships	0	1	2	7	3	4	17
How would you rate the timeliness of information supplied by DFC about DFP courses in relation to its adequacy for making assessment of course content and potential value to participants?							
Short courses	0	1	2	8	6	1	18
Degree courses	0	1	2	5	3	6	17
Private sector fellowships	0	0	3	6	5	4	18
Has the quality and timeliness of information supplied on the DFP improved since 2009?							
Answer Options	Worsened	No change	Improved	Response Count			
Quality of information	0	8	8	16			
Timeliness of information	0	6	9	15			
Has the embassy provided feedback to DFC on the proposed annual course plan?							
Answer Options	Yes	No	Response Count				
In 2011	7	11	18				
In 2012	2	13	15				
Do you consider that fellows selected for DFP courses are appropriately qualified?							
Answer Options	Not always appropriately qualified	Generally well qualified	No information on qualifications	No view/not applicable	Response Count		
Ability of individual to learn from course	0	16	0	1	17		
Language skills	6	11	0	0	17		
Ability of the employing organisation to make use of skills acquired	2	7	4	4	17		

APPENDIX C RESULTS OF SURVEY OF DANISH EMBASSIES

Does the embassy receive information from fellows on their experience with DFP courses?

Answer Options	No information received	Some information received	Full information received	Not applicable	Response Count
Short courses in Denmark	4	11	1	1	17
Short courses at Southern Training Institutions	4	6	0	6	16
Degree courses	5	4	1	6	16
Private sector fellowships	3	7	1	4	15
Study tours	5	2	0	8	15

Does the embassy receive information from DFC about the performance of fellows on DFP courses?

Answer Options	No information received	Some information received	Full information received	Not applicable	Response Count
Short courses in Denmark	14	2	0	0	16
Short courses at Southern Training Institutions	11	1	0	3	15
Degree courses	8	1	1	4	14
Private sector fellowships	10	2	0	3	15
Study tours	6	1	0	7	14

What has been the effect of the move to carry out more DFP training in STIs rather than in Denmark?

Answer Options	Response Percent	Response Count
Negative effect	0.0%	0
No effect	6.3%	1
Positive effect	56.3%	9
Not applicable	6.3%	1
No view	31.3%	5

APPENDIX C RESULTS OF SURVEY OF DANISH EMBASSIES

Answer Options	No or little contribution	Some positive contribution	Significant positive contribution	Not applicable	No view/no information	Response Count
To what extent does the DFP contribute to achieving the objectives of Danish aid in your country?						
Short courses in Denmark	1	8	7	0	1	17
Short courses at Southern Training Institutes	1	3	3	4	5	16
Degree courses	1	2	5	2	6	16
Private sector fellowships	1	3	7	0	6	17
Study tours	1	2	1	3	7	14
How would you rate the timeliness of information supplied by DFC about DFP courses in relation to its adequacy for making assessment of course content and potential value to participants?						
Short courses in Denmark	3	4	7	0	2	16
Short courses at Southern Training Institutes	3	2	3	3	3	14
Degree courses	1	2	3	3	5	14
Private sector fellowships	2	2	3	0	7	14
Study tours	1	1	1	3	7	13
To what extent has DFP training contributed to improving the capacity and performance of the organisations for which Fellows work?						
Short courses in Denmark	2	5	5	0	5	17
Short courses at Southern Training Institutes	2	2	2	4	7	17
Degree courses	1	2	2	3	9	17
Private sector fellowships	1	1	4	0	10	16
Study tours	1	3	0	3	7	14

APPENDIX C RESULTS OF SURVEY OF DANISH EMBASSIES

Has the embassy commissioned of tailor-made courses under the DFP?

If so, how satisfied have you been with the courses?

Answer Options	Response Percent	Response Count
No courses commissioned	64.7%	11
Not satisfied with courses	0.0%	0
Satisfied with courses	17.6%	3
Very satisfied with courses	11.8%	2
No view/no information	5.9%	1

How strongly would you agree or disagree with the following statements?

Answer Options	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	No view	Response Count
The DFP makes an important contribution to achieving the objectives of Danish aid in this country	0	3	1	9	3	0	16
DFP training is relevant to the needs of this country	0	1	1	12	2	0	16
Training in Denmark is central to value of the DFP	1	5	4	5	1	1	17
A higher proportion of the DFP budget should be directly controlled by embassies and programmes	0	8	5	2	0	2	17
Alternative sources of training are available to DFP	0	5	0	8	3	1	17
DFC effectively manages the DFP	0	0	1	8	3	4	16

Appendix D Results of Survey of Course Participants

The list of course participants for this survey was compiled from data maintained by DFC and covered all participants on courses since 2009. 3,900 course participants were listed (this contains some cases where the same individual attended more than one course). 2,797 of these course participants had recorded email addresses, of whom 942 were woman and 1,855 men.

The profile of course participants with email addresses included in the survey by country of origin was as follows (for countries providing at least 20 participants):

Country	Female	Male	Total	% Total
Uganda	114	200	314	11.2%
Ghana	108	177	285	10.2%
Zambia	88	149	237	8.5%
Bangladesh	41	157	198	7.1%
Tanzania	57	112	169	6.0%
Kenya	63	105	168	6.0%
Benin	47	116	163	5.8%
Vietnam	96	61	157	5.6%
Bhutan	54	102	156	5.6%
Burkina Faso	27	118	145	5.2%
Mali	22	102	124	4.4%
Nepal	12	66	78	2.8%
Egypt	31	31	62	2.2%
Bolivia	16	33	49	1.8%
Niger	8	38	46	1.6%
South Africa	28	14	42	1.5%
China	17	24	41	1.5%
Mozambique	9	22	31	1.1%
Afghanistan	2	27	29	1.0%
Belarus	9	15	24	0.9%
India	3	20	23	0.8%
Sri Lanka	7	16	23	0.8%
Nicaragua	10	12	22	0.8%
Ethiopia	3	17	20	0.7%
All others (44 countries)	70	120	190	6.8%

APPENDIX D RESULTS OF SURVEY OF COURSE PARTICIPANTS

The survey was conducted in English, French and Spanish depending on the country of origin of the participants. 2,596 separate individuals were identified with valid email addresses. The survey was conducted in June and July 2012. The number of survey invitations sent, and of responses received, was as follows:

	English	French	Spanish	Total
Sent	2099	409	88	2596
Responded	558	115	31	704
Unresponded	1541	294	57	1892
Opted Out	9	0	1	10
Bounced	76	7	4	87
Response Rate	27.6%	28.6%	36.9%	28.1%

In line with the findings of earlier evaluations, the assessment by participants was overwhelmingly positive. 93.1% of respondents judged the quality of courses attended as high or very high and 70.2% considered they had been able to apply what they had learned to at least a considerable extent. The only area in which there was any negative assessment was in relation to the quality of follow-up, where over a fifth of those expressing an opinion agreed or strongly disagreed that there was good follow-up, with a further fifth neither agreeing nor disagreeing with the proposition.

41.5% of the survey respondents agreed or strongly agreed that their ability to apply what had been learned was constrained by lack of resources, 32.2% that it was constrained by lack of follow-up, and just over a quarter that it was constrained by their role in the organisation for which they worked and by lack of management support.

Many respondents commented that participation in DFP training has been a very significant experience for them which had had important positive effects on their careers and ability to perform their jobs. However, some cited frustrations with an inability to apply what they had learned because of the organisational or political context within which they worked. Most suggestions made for improvement in DFP focused on strengthening the follow-up and networking process.

APPENDIX D RESULTS OF SURVEY OF COURSE PARTICIPANTS

Please indicate the types of DFP training that you have received

Answer Options	Response Percent	Response Count
Short course in Denmark	63.7%	493
Short course in your home country	10.3%	80
Short course in a third country	7.1%	55
Private sector fellowship	4.1%	32
Postgraduate training	9.6%	74
Study tour	3.2%	25
Other	1.9%	15

How would you rate the quality of the DFP training in which you participated?

Answer Options	Response Percent	Response Count
Very low	0.6%	4
Low	0.0%	0
Moderate	6.4%	45
High	53.6%	377
Very high	39.5%	278

To what extent have you been able to apply what you have learned from DFP training in your job?

Answer Options	Response Percent	Response Count
Not at all	1.0%	7
To a limited extent	5.1%	36
To a moderate extent	23.7%	167
To a considerable extent	48.0%	338
To a very great extent	22.2%	156

APPENDIX D RESULTS OF SURVEY OF COURSE PARTICIPANTS

Please indicate to what extent you would agree with the following statements, in relation to the DFP training in which you have participated							
Answer Options	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	No view/ not applicable	Response Count
The training was relevant to my job	1.1%	0.4%	0.6%	22.0%	75.5%	0.4%	701
Level of training appropriate to my skills and knowledge	1.0%	0.7%	1.2%	35.8%	60.7%	0.6%	695
Course tutors were well qualified	0.9%	0.6%	1.1%	32.9%	63.8%	0.7%	696
The course was well taught	1.2%	0.9%	1.6%	43.7%	52.1%	0.6%	693
Good follow-up process to the training provided	3.9%	15.6%	18.7%	35.9%	20.3%	5.6%	699
Travel and accommodation well organised	0.9%	3.0%	2.9%	28.0%	63.8%	1.4%	694
The training enhanced my technical skills	1.1%	0.6%	2.3%	33.9%	61.0%	1.1%	700
The training enhanced my skills in managing people, resources and work	0.9%	1.1%	7.0%	42.8%	45.1%	3.0%	696
The training has helped advance my career	0.7%	2.6%	12.4%	39.0%	41.6%	3.6%	694
The training provided me with relevant examples of good practice	1.0%	0.9%	3.4%	38.9%	54.7%	1.1%	697
The training provided me with a better understanding of Danish life and values	1.9%	4.3%	10.2%	40.9%	36.4%	6.3%	695
The training provided me with a better understanding of Danish aid policies and practices	1.7%	6.3%	15.5%	42.4%	28.8%	5.2%	695

APPENDIX D RESULTS OF SURVEY OF COURSE PARTICIPANTS

Please indicate to what extent you would agree with the following statements, in relation to the DFP training in which you have participated							
Answer Options	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	No view/ not applicable	Response Count
At the time of the training I was working in a job for which the training was relevant	1.0%	1.7%	3.0%	32.3%	59.9%	2.0%	699
I am currently working in a job for which the training was relevant	1.2%	1.4%	5.0%	32.4%	56.0%	4.0%	695
My ability to apply what I learned has been limited by my position in the organisation for which I worked	14.7%	38.4%	14.6%	20.2%	6.2%	5.9%	693
My ability to apply what I learned has been limited by lack of management support	12.6%	42.1%	13.3%	19.3%	6.9%	5.8%	693
My ability to apply what I learned has been limited by lack of resources	8.1%	30.4%	15.1%	29.4%	12.1%	4.9%	694
My ability to apply what I learned has been limited by lack of follow-up support	9.0%	35.5%	17.6%	24.1%	8.1%	5.6%	692

Appendix E Results of Survey of Course Providers

The list of course providers for this survey was obtained from a DFC database and included providers of courses since 2008. 110 email addresses were identified from this list. This list was found to include a significant number of individuals who had not in fact had responsibility for course management and organisation (there were for instance some who had attended DFC-organised events as guest lecturers). Also in some cases the contact details available were for an organisation as a whole which may have conducted a large number of courses managed by separate individuals. The survey was conducted in June and July 2012. Thirty full responses to the survey were obtained, all appearing to be from providers of courses in Denmark. It is however difficult to assess how representative this sample may be.

The main findings of the survey were as follows:

- There was generally a high level of satisfaction with the procurement and contracting process. The main reservation related to the transparency of selection criteria, with 43% of respondents rating this as no more than adequate (comparing the disclosure of information on bid evaluation unfavourably with Danida's procedures). A third of respondents considered the procurement and contracting process had improved since 2008, and only one considered it had worsened.
- Some reservations were also expressed about the advice and guidance provided by technical specialists and from DFC training advisers, with respectively 50% and 34.4% rating this as no more than adequate. Five providers reported that feedback from DFC on their performance was unsatisfactory or very unsatisfactory. Opinions were divided on whether the quality of DFC support had improved, with 45% considering it was unchanged, 31% that it had improved and 14% that it had worsened.
- The majority of course providers rated the quality of course participants as good or very good on all criteria. The main reservations related to language skills (with 41.4% rating these no more than adequate). The majority of course providers considered the quality of participants had improved (citing that they were younger and better trained).
- There was also a general view that follow-up to courses had improved since 2008, though responsibility for follow-up rested mainly with the course provider and participants with DFC playing only a limited role in the follow-up process. The use of social media was cited as one factor which had improved follow-up (through enabling participants to stay in touch more easily).
- Strengthening of the follow-up process was the main area of suggestions for improvement to the DFP that was identified, including incorporating follow-up more explicitly into contracts for course providers. It was also felt by some course providers that budget cuts were leading to the under-resourcing of some courses.

How would you rate the procurement and contracting process as a DFP course provider, based on your recent experience, according to the listed criteria?						
Answer Options	Very unsatisfactory	Unsatisfactory	Adequate	Good	Very good	Response Count
Clarity and quality of Terms of Reference	3.3%	3.3%	13.3%	60.0%	20.0%	30
Transparency of selection criteria	0.0%	3.3%	40.0%	40.0%	16.7%	30
Provision of information and guidance to bidders	0.0%	7.1%	7.1%	64.3%	21.4%	28
Adequacy of timeframe and adherence to timetable	0.0%	0.0%	20.7%	48.3%	31.0%	29
Contracting process	0.0%	0.0%	14.8%	55.6%	29.6%	27
Process for contracting follow on work	0.0%	7.1%	17.9%	60.7%	14.3%	28

How would you rate the following aspects of your involvement with DFC as a DFP course provider based on your recent experience?						
Answer Options	Very unsatisfactory	Unsatisfactory	Adequate	Good	Very good	Response Count
Advice and guidance from DFC training advisers	0.0%	3.4%	31.0%	37.9%	27.6%	29
Advice and guidance from technical specialists	0.0%	3.8%	46.2%	42.3%	7.7%	26
Management and administration	0.0%	6.9%	20.7%	51.7%	20.7%	29
Feedback from DFC on course provider performance	6.9%	10.3%	24.1%	37.9%	20.7%	29
Facilities provided by DFC	0.0%	6.9%	31.0%	41.4%	20.7%	29

Based on your recent experience, how would you rate participants in DFP courses you have provided in relation to the following criteria?							
Answer Options	Very unsatisfactory	Unsatisfactory	Adequate	Good	Very good	No view/no information	Response Count
Participants appropriately selected for the course	0.0%	0.0%	17.9%	64.3%	14.3%	3.6%	28
Adequacy of language skills	0.0%	0.0%	41.4%	48.3%	6.9%	3.4%	29
Adequacy of technical skills	0.0%	0.0%	27.6%	55.2%	13.8%	3.4%	29
Adequacy of learning skills	0.0%	0.0%	20.7%	58.6%	17.2%	3.4%	29
Engagement in the course	0.0%	0.0%	3.4%	27.6%	65.5%	3.4%	29
Commitment to taking forward Action Plans etc	3.4%	3.4%	13.8%	44.8%	24.1%	10.3%	29
Engagement in follow-up to the course	0.0%	14.3%	14.3%	46.4%	10.7%	14.3%	28

APPENDIX E RESULTS OF SURVEY OF COURSE PROVIDERS

What follow-up processes have there been from courses that you have provided recently?

Answer Options	Response Percent	Response Count
Follow-up organised by course provider	59.3%	16
Follow-up organised by DFC	11.1%	3
Follow-up organised by participants	33.3%	9
Other	22.2%	6

Has the quality of the procurement and contracting process improved since 2008?

Answer Options	Response Percent	Response Count
Much worse	0.0%	0
Worse	3.3%	1
The same	40.0%	12
Improved	23.3%	7
Much improved	10.0%	3
No view/no information	23.3%	7

Has the quality of DFC support improved since 2008?

Answer Options	Response Percent	Response Count
Much worse	3.4%	1
Worse	10.3%	3
The same	44.8%	13
Improved	24.1%	7
Much improved	6.9%	2
No view/no information	10.3%	3

Has the quality of course participants improved since 2008?

Answer Options	Response Percent	Response Count
Much worse	0.0%	0
Worse	0.0%	0
The same	44.8%	13
Improved	37.9%	11
Much improved	13.8%	4
No view/no information	3.4%	1

APPENDIX E RESULTS OF SURVEY OF COURSE PROVIDERS

Has the quality of follow-up to courses improved since 2008?

Answer Options	Response Percent	Response Count
Much worse	0.0%	0
Worse	3.6%	1
The same	35.7%	10
Improved	25.0%	7
Much improved	7.1%	2
No view/no information	28.6%	8

Appendix F DFP Course Planning and Course Content Review

DFP Course Planning

This appendix looks at the DFP planned programmes for 2012/2013, as they best represent where the DFP programmes are today and perhaps give insights into future directions.

DFC states that:

‘The rationale for annual course programme development originates in Danida priorities; current trends in development; and needs expressed development partners in the South, programmes and embassies. The interdisciplinary courses proposed to be held in Denmark are typically courses which have been offered before, are in great demand, represent courses of general interest in all programme countries, **and are especially suitable for implementation in Denmark**’ (DFC emphasis).

A decided shift can be seen towards supporting courses in STIs. For 2013, 16 courses are planned to be held in Denmark and 22 in the South. This confirms the trend since 2010, with the highest number of course participants taking courses in southern institutions.

Courses in Denmark

Danida’s current trends in development are said to be a key rationale for course development, and half of the courses to be held in Denmark can be seen to be directly related to current Danida priorities:

- Climate change
- Public Private Partnerships
- A rights-based approach to development
- Natural resources management
- Civil society and aid effectiveness
- Green energy
- Organic agriculture
- Export oriented business

Table F1 Planned courses for 2013 (in Denmark)

	Course Title
1	Addressing Climate Change in Development Assistance
2	Capacity Development, Adult Education and Training Delivery
3	Financial Management and Good Governance
4	Gender Mainstreaming
5	Meeting the Millennium Development Goals: Results-Based Management for Sustainable Development
6	Natural Resources Management
7	Organisational Change Management: Effectively Addressing Transitional Processes at the Workplace
8	Public Private Cooperation
9	Public Sector Leadership: Taking Charge of Public Sector Reforms
10	Rights-based Approach to Development
11	The Role of Civil Society in Aid Effectiveness
12	Corporate Social Responsibility
13	Green Energy and Carbon Markets
14	Occupational Health and Safety
15	Organic Agriculture and Products in Developing Countries
16	Course for Small and Medium-sized Enterprises within Export-oriented Industries and Services

The remainder could be said to be relevant to development issues in general (e.g. gender mainstreaming).

While DFC does not explicitly explain why these courses are '*especially suitable for implementation in Denmark*', one could argue that they represent a) 'cutting edge' disciplines b) areas where Denmark has a comparative advantage and c) courses unlikely to be available at present in STIs.

However, courses such as Financial Management and Gender Mainstreaming, and similar courses, are available in the South. For example, the 2012 ESAMI programme offers (ref. www.esami-africa.org):

- 33 different courses under its Financial Management portfolio.
- Four courses in gender mainstreaming: Mainstreaming Gender in Development Planning; Gender Equality and Diversity in Management ;Women Empowerment, Gender Equality; and Implementation of African Women Decade 2010-20.

- 11 courses in human resources management programmes
 - Management Development Programme for Executive Assistants 1 (Basic)
 - Senior Management Development Programme
 - Management Skills for District/Constituency Based Development Committee
 - Human Resources Management and Development
 - Career Management
 - Managing Committee Work and Meetings
 - Reward Management
 - Management Development Programme for Executive Assistants III (Certificate)
 - Management Development Programme for Executive Assistants 1 (Basic)
 - Human Resources Scorecard
 - Training Needs Analysis (TNA) and Evaluation of Training

The Uganda Management Institute likewise offers a wide range of relevant training in varying delivery modalities. The original assessment of STIs was carried out some time ago and it may now be appropriate to carry out a new assessment, in close collaboration with the embassies in Danida Priority Countries.

Courses in the South

DFC explains:

‘The courses in developing countries (22) are almost exclusively held in Africa. 1-2 courses will be piloted in Asia. Courses are held for national as well as regional audiences. They represent a mixture of already developed programmes and new programmes. Many of the new programmes are still under development or are tentative. These will be altered, revised and finalised in consultations with STIs, embassies and partner institutions to ensure course relevance and applicability’.

Again, DFC explains:

DFC employs four different approaches in its support to capacity development in the South:

- a) purchase of services from STIs;
- b) facilitation of cooperation between North and South providers;
- c) direct support to STIs on capacity development;
- d) training advisor on training needs and planning for development partners, (e.g. embassies, sector institutions), when capacity development efforts are planned.

DFC is currently engaging with other agencies to enhance harmonisation. Collaboration with UN-Habitat was already undertaken in mid-2012), and further collaborations are expected with the Commonwealth Secretariat and FINNIDA.

This is a considerable work load but would appear to be very much in line with Danida's policy of supporting regional and national institutions in the South. Anchoring the purchasing of services from STIs, more firmly within the respective embassies (programme officers and programme advisers) might enable a more local needs-based approach to be developed. For example, in the case of the Ugandan International Law Institute (ILI), the directors reported no contact with the embassy, dealing directly with DFC.

Table F2 Planned courses in the South 2013

	Course Title
1	Adaption aux Conséquences des Changements Climatiques
2	Aid Effectiveness
3	Assessing the Value of Natural Assets
4	Cours sur le Changement Organisationnel
5	Conflict Transformation
6	Democracy, Human Rights and the Human Rights-Based Approach to Development
7	Disaster Risk Reduction (course under development)
8	Entrepreneurship and Innovation in the Agricultural Industry (two courses – one in English and one in French)
9	Environmental Mainstreaming (course under development)
10	Genre et Développement (course under development)
11	General Tools and Concepts in Agribusiness SME Development
12	Genre et Développement dans le Secteur Agricole
13	Gestion intégrée des ressources en eau et de l'environnement
14	Governance in Local Government
15	Greening the Growth (course under development)
16	Leadership, Good Governance and Financial Management in The Public Sector
17	Modalités de mise en oeuvre de l'approche sectorielle
18	Monitoring and Evaluation
19	Emerging Leaders in the Private Sector (course under development)
20	Procurement
21	Promoting Government Integrity and Anti-Corruption
22	Public Policy Formulation, Implementation and Analysis

What is noticeable is that none of the courses, neither in the North nor South, are offered via a distance learning modality. Given the rapid expansion of the internet and the increasingly lower costs of laptops and other communications hardware it would possibly be a good idea to explore this area. A large amount of the materials developed

for the training courses are of very high quality and would reach a much wider audience through the distance approach.

Provider selection

DFC goes through a thorough tendering process. Bids are invited through the DFC website and are evaluated as in the following example:

Evaluation of tenders for course in role of civil society in aid effectiveness: evaluation matrix

Organisation/ Company	Approach & Methodology	Resources	Price	Result
	Max: 40% of total	Max: 50% of total	Max: 10% of total	

Points are awarded on a scale of 10.

The approach criteria stress the use of interactive methodologies, the use of internet-based knowledge and the use of designated web-sites for the course.

As pointed out elsewhere in the report, providers had complained that the results (award information) are not made available to all bidders.

Course Material Development

A Course Brochure is usually developed explaining in a very clear manner, the objectives of the course, the type of participant who could apply, costs, application procedures, etc.

Course Analysis

Two courses are selected for closer analysis:

- Climate Change
- Corporate Social Responsibility

These represent not only key Danida policy priorities but also key development concerns.

A. Climate Change

Rationale for Course Selection

Climate change is a major policy issue for Danida. Climate change is also a major research area in Denmark and Denmark could with considerable justification claim to have a considerable comparative advantage in this field. All Danida Priority Countries have to carry out a *Climate Change Screening* as part of country strategy development. A similar process of climate screening also occurs for the specific sectors in which Danida is engaged. Thus it is clear that Danida Priority Countries would need to build up capacity in this field within the embassy itself (programme officers) and in the specific sectors/programmes that Danida supports.

Comprehensive Climate Screening Reports (as part of the Climate Change Survey of Danish Development Cooperation) have been carried out in Bangladesh, Benin, Ghana, Uganda and Niger, and these are core study materials for the course participants. The reports are of considerable length and intellectual depth and complexity.

DFP Course Information

For every course offered a framework is developed by the DFC Advisers in on the basis of evaluations of similar courses in the past and/or an external expert. The framework for the Climate Change course is as follows:

Course Title

Addressing Climate Change in Development Assistance

Course Provider	Course Duration	Target Partner Countries	No. of Participants
	Three weeks	All Danida priority countries	20

Target Group Description

Policy and decision-makers and/or senior planning officers working with climate change issues in central or local government institutions, as well as practitioners working in sectors directly or indirectly affected by (and contributing to) climate change such as agriculture, forestry, water, infrastructure (roads, sewage systems, coastal protection) and energy.

Learning Objectives

The development objective of the course is to enable participants to effectively integrate climate considerations into national development strategies in general and Danida's development programmes in particular. The learning objective is to equip all course participants with sufficient knowledge and skills to effectively address climate change in the framework of sustainable development through their work.

More specifically, this course will enable the participants to:

- Understand the background for climate changes globally and in their own countries
- Identify links between climate change and poverty
- Identify good practices through case studies
- Explore own job functions and role in relation to climate issues and find ways of action

Modules

The course is divided into five modules:

- Introduction to the course, study place, participants, managers and tutors
- *Introduction to climate change*: basic terms, processes and concepts; Global and local causes and consequences/scenarios; Carbon footprint
- *Climate change adaptation*: Introduction to climate change adaptation; Adaptation in the agricultural sector (including watershed management); Adaptation in the water sector; Adaptation and disaster risk reduction; Mainstreaming adaptation in central and local government; CC screening
- *Climate change mitigation*: Introduction to mitigation; Renewable energy and energy efficiency; Emission reduction/fuel shift; GHG sequestration and storage (including REED), Cleaner Development Mechanism (CDM)
- *International framework for addressing climate change*: International Organisations, Agreements and activities addressing CC; Development Cooperation; CC and Conflicts.

The work with the individual Climate Change Action Plan is organised as a parallel activity to all modules. The Action Plan will support the participants in the process of internalizing their new knowledge in their home organisations upon return to their countries.

Course Content

The course offers the following modules:

- ***Introduction to climate change:*** basic terms, processes and concepts; Global and local causes and consequences/scenarios; Carbon footprint

Comment: Two sessions are devoted to this introduction with 90 slides of considerable complexity. The slides are available as a pdf-document and as a PowerPoint presentation. The presentation assumes that participants already are somehow familiar with the science of climate change; those without would have considerable difficulty. It is difficult to see how the 90 slides could be presented and adequate discussion time (especially explanation time) could be fitted into the allocated time slots.

Additional materials are also made available (though some of the slides are in Danish).

- ***Climate change adaptation:*** Introduction to climate change adaptation; Adaptation in the agricultural sector (including watershed management); Adaptation in the water sector; Adaptation and disaster risk reduction; Mainstreaming adaptation in central and local government; CC screening

Comment: 12 presentation papers are available for this module, again, all of considerable length and complexity and assuming a high degree of prior knowledge. CC Screening Reports from Danida Priority Countries are also discussed and used for Group Work on mitigation strategies.

- ***Climate change mitigation:*** Introduction to mitigation; Renewable energy and energy efficiency; Emission reduction/fuel shift; GHG sequestration and storage (including REED), Cleaner Development Mechanism (CDM)

Comment: Three major presentations are available for this model mostly dealing with the water sector. However, the Red Cross presentation is an excellent example of applied mitigation principles. All three presentations are backed up by excellent web-site references, and references to relevant documentaries on YouTube and other sites.

- ***International framework for addressing climate change:*** International Organisations, Agreements and activities addressing CC; Development Cooperation; CC and Conflicts.

Comment: Two major presentations made – with a very good case study of Ethiopia. This presentation is more ‘participant friendly’ – less stress on scientific information, more on mobilising for action.

In addition: Four case studies were presented during the course as the basis for Group Work:

Case 1: Are biofuels a solution or a menace?

Case 2: How can water management meet climate change challenges?

Case 3: Climate change impact on agricultural production

Case 4: Energy and low Carbon development

- Action Plans

A very clear PowerPoint presentation is made on the Action Plan, and a format is given to all participants on how to develop an Action Plan:

Climate Change Action Plan: example of a format

0. Introduction

- Explain very brief the purpose of you making this CCAP, the issues you want to address and the context in which it will be implemented. Maximum ½-1 page

1. Objectives (1/4 page)

- 1.1 Overall Objective [Formulate the overall objective that you or your organisation should aim at]
- 1.2 Specific Objective Phase 1 [Formulate the specific objective of the first phase of your CCAP]
- 1.3 Specific objective Phase 2 [Formulate the specific objectives of the second phase of your CCAP]

2. Results, Activities (1/2 page)

- 2.1 [Formulate the results belonging to your two immediate objectives]

A detailed Activity Schedule is annexed – with exact targets, identification of persons/agencies responsible, budget and reporting mechanisms.

- Country Action Plans

Very detailed Action Plans are available for this course: for Zimbabwe (Red Cross), Zambia (Dept of Water Affairs), Bangladesh (Environmental Research), Kenya (Farming) and Cambodia (Forestry). All of these are very thorough and show a very clear understanding of the impact of climate change in their respective countries.

Post-course activities

The course does not include a formal follow-up period. However, in an attempt to maintain communication, a group has been set up at LinkedIn (www.linkedin.com). In addition the ftp server set up for the course remains in operation for at least six months following the end of the course.

Evaluation

The Provider makes a detailed report to DFC.¹² It has a very detailed participant evaluation of every aspect of the course (some complained the evaluation forms were too long!).

12 The report is very well structured, concise and informative. It is also written in English. It is surprising to find reports written (apparently) only in Danish. This limits DFC's ability in its efforts at harmonising with other agencies. There are many valuable lessons to be learned in the course reports and they would be of interest to non-Danish speakers.

The course scored high in most categories with the exception of a) the course being too short for the amount of new knowledge presented and b) the level of detail in the presentations.

Overall comment

There is no doubt that the Course Provider put considerable effort into the preparation and implementation of the course. The only fault might be the time factor – three weeks (including field visits) is a very short time to digest such a wide and deep range of knowledge and it could be feared that the lasting impact of the course might not be great.

A course like this would benefit greatly from field follow-up. Here a more structured and proactive role by the relevant embassy programme staff and programme advisers would be of great benefit.

Assuming that the participants returned to their institutions and were facilitated to implement their Action Plans, there is no doubt that considerable capacity development will have been achieved.

B. Corporate Social Responsibility

Danida's development policy emphasises the key role that a responsible private sector can play in national economic and social development. Therefore this course is highly relevant both in ensuring that the key concepts are fully integrated into Danida country programmes but also in building up capacity among key partners both in government and in the private sector. This latter point is important in view of the prominence of public-private partnerships.

This course was developed with the aims and goals of Danida's Business Support programmes.

This course (provided by a well-known company) is organised through a detailed web-based approach. The course has its own specific web-page and all participants are provided with lap-tops for the three week duration of the course.

There are twelve main modules (including Field Visits); all are very well prepared, and presented in an interactive manner (with the possible exception of the Global Compact session).

- ***The introduction*** of the course sets out the objectives, the methodology and how the web-site and linkages are to be used during the period of study.
- ***Why CSR:*** This session sets out the arguments for CSR, in particular its relevance to developing countries. The Ghana Business Ethics publication is used as an example of progress in this area but also of the problems faced with dealing with rights and social responsibilities in the business world.
- ***The UN Global Compact:*** this session sets out the principles of the GC. The presentation is however very dense with little scope for interaction with participants.

- **CSR Business Strategy:** this module has numerous publications in support; it is difficult to imagine being able to do more than discuss the titles. This could be a case of content overload at the expense of discussion
- **Human Rights:** this session is well documented and topical; the case of Shell in Nigeria is studied.
- **Labour Issues:** explores
 - Labour Issues – ILO and SA8000
 - Occupational Health and Safety (OHS)
 - Organising OHS at the work place
- **Excursions:** Four very relevant excursions are made to show CSR in practice. Information for each visit is well prepared and relates to different aspects of the course.
- **Environment:** this looks at environmental issues, e.g. carbon footprints. The material is well presented but deals mostly with problems in developed countries. There are over 70 slides in this presentation
- **Stakeholder Dialogue and Partnerships:** this session provides valuable insights in how to organise for action and the resources available for support.
- **Corruption:** this session looks at all aspects of corruption but presented in a challenging manner: e.g. ‘are countries corrupt because they are poor or are countries poor because they are corrupt?’
- **Capacity Development:** this is the weakest component of the course (judged at least from the materials made available). It is not clear what the purpose of the session is.

Action plan: An action plan format is provided. A self-assessment form for employers is provided to motivate course participants to apply CSR principles in their own countries.

Resource personnel: The provider was able to call upon a team of experts in all the fields covered in the course including: due diligence and social and environmental auditing; environment, occupational health and safety; capacity building, social development including human rights and anti-corruption; social assessment and stakeholder dialogue; business and human rights private sector development and CSR.

A considerable amount of reference material is also made available.

Course evaluation: The provider made a comprehensive report including participant evaluation. The reactions of course participants were gathered in several ways, including on-going informal discussion during the training sessions, daily reflections and an on-line final evaluation. Participants’ general reaction was very positive: on average each module is rated at 4.3 on a scale from 1-5, and excursions were rated at 4.2 on average. The overall rating of the course in the final evaluation was 4.6.

Overall comment: This course is an important contribution to building capacity on CSR in general but more so in relation to Danida's B2B (business to business) programme which is becoming a corner stone of Danida's strategy in promoting the private sector.

The course materials are highly relevant and the efforts of the course lecturers were highly appreciated.

In terms of strategic planning, this kind of course might be compulsory (possibly as a tailor-made course) for those Priority Countries which have the B2B programme.

Conclusion

This analysis of a small sample of the courses currently offered by the DFP reinforces the evidence from the country case studies and our on-line surveys that the training provided is of high quality, topical and presented in a professional and intellectually demanding way. As far as the available material allows a judgement to be made, the pedagogical approaches employed appear to be appropriately interactive; participant engagement and link-back to the work environment is also reinforced by the adoption of the Action Plan method.

Exceptions to the generally interactive approach seem most likely to occur where the quantity and density of the technical material presented preclude much opportunity for discussion or reflection. The two courses examined in depth suggest that DFP curricula err if at all on the side of being excessively demanding rather than over-simplistic. The evaluation did not have an opportunity to test this hypothesis through direct observation of course delivery, but our on-line survey of DFP participants showed a high level of approval of teaching quality (over 95% of respondents agreed or strongly agreed that the course they attended was well taught), which suggests this is not an acute problem.

Appendix G DFC note on M&E system for the DFP

Purpose

The M&E system is designed with two deliverables in mind:

- (i) to deliver proper documentation for achievements of the different training activities organised by DFC with regard to capacity and competence of the participants;
- (ii) to provide feed-back information to DFC and training providers to enable further development of training approaches.

The M&E system will be integrated into a common web-based Learning Management System (LMS) together with DFC's general course management system. The LMS will supplement and expand the course management system with data collection, storage and analytical functions necessary for reporting evaluation results regarding effects of training.

The M&E system approach to measuring effect is based on Kirkpatrick's four levels of evaluating the effect of training (response, learning, behaviour, result):

Level	Description	M&E Approach	Coverage
1.	Response (reaction) level measurement. What the course participants thought and felt about the training	Response level measurement is to be carried out by places of study based on a set of defined criteria by DFC to enable comparison of courses (possibly to be linked to LMS in the future)	All courses
2.	Learning level measurement. The resulting increase in knowledge, skills and capability	Learning level measurement is to be based on participant's self-assessment before and after the training (linked to LMS)	All courses
3.	Behaviour (transfer) level measurement. The extent of behaviour and capability improvement and implementation/ application.	Behaviour level measurement is to be based on two sources (3+ months after training has ended, linked to LMS): 1. a survey targeting the superior of the course participant; 2. a follow-up on the status of the action plan (part of all DFC training)	All courses

Level	Description	M&E Approach	Coverage
4.	Results level measurement. The effects on the organisation, agency, business or environment resulting from the performance of the course participant	Results level measurement is to be done on an ad-hoc basis from year to year, and will comprise the following four sources: <ol style="list-style-type: none"> 1. a survey targeting sectors having a critical mass of course participants to realistically determine effect from FP contribution (1-2 sectors/countries per year) 2. a survey targeting organisations having a critical mass of course participants to realistically determine effect from FP contribution (1-2 organisations per year) 3. evaluation reports and other materials from the requesting organisation relevant in connection with tailor-made courses (all tailor-made courses) 4. a follow-up on the status of the action plan (all courses) 	Selected courses, countries, or parameters

Indicators

For each approach, realistic, quantitative and qualitative indicators and means of verification will be set up in such a manner as to make the results a valuable feedback to DFC on how to improve programmes. A questionnaire survey for 2010 will be used as a benchmark for Levels 1 and 2, whereas 2012 will be the benchmark for Levels 3 and 4.

Results level measurement

DFC has no direct control of who is nominated for training under the fellowship programme (other than outlining target groups), nor how the organisation intends to make use of the fellows upon their return (DFC can influence the training course roster during the selection process, but this depends on number of qualified applicants). Secondly, the sheer number of organisations represented in the fellowship programme makes it unfeasible to perform in-depth analyses of the situation before and after, especially since many organisations are only represented by one or very few staffs. The internal and external factors which influence any organisation's ability to make results are other critical factors of which DFC by its nature can know very little. These are structural challenges which mean that DFC can only do results level measurement on an ad-hoc basis.

DFC/August 5, 2011

Appendix H Findings of Earlier Reviews and Evaluations of DFP

The main existing sources of review and evaluation material on DFP are the following:

- 2001 Evaluation “Study of the Danish Fellowship Programme” (carried out by a team from Carl Bro)
- 2003 Study of DFC (Michael Johannesen)
- 2008 Review of DFP and DFC (UFT)

In addition some additional reviews have been undertaken of specific courses and activities, as part of a process of strengthening DFC’s evaluation processes:

- 2009-11 Evaluation of DFC/DAAS courses (Videncentret for Landbrug)
- 2010 Evaluation of Private Sector Courses
- 2011 Evaluation of DFC training courses (Cowi)

The main findings of the 2001 Evaluation (which included tracer studies of 110 former fellows, and field visits to Bangladesh and Zambia) were that participation in courses had a positive effect on fellows in terms of confidence and skills acquisition. However the evaluation concluded (p.2) that “in its present form the DFP is to a large extent supply driven” and that “with the present fellowship programme set-up it is difficult to justify the central funding of courses, as needs and priorities of the programmes and partner organisations are not clearly visible.”

The 2001 Evaluation emphasised that (p.2):

“The effect of the fellowship training at the organisational level cannot be distinguished from the effects of other capacity building initiatives in the programmes and projects. As such, monitoring at the organisational level should be integrated in Danida’s assessments of capacity building in programmes and projects through annual sector reviews and through technical reviews.”

The main recommendation of the 2001 Evaluation was that two categories of training should be distinguished: Category A which would be “Programme prioritised staff development” which would be (p.2) “completely integrated into Danida programmes and projects” and funded through programmes, while Category B would be “Danida policy prioritised staff development” which would be centrally funded and would have the overall aim of (i) introducing subjects that are not covered by other staff development programmes and which are central to Danish development assistance; and (ii) introducing Danish development assistance priorities and methods to key persons with a view to develop long-term partnerships. The principles behind this proposal were identified as to (p.3):

1. Make clear who is the 'customer' in relation to fellowship training.
2. Place responsibility for needs identification, design and follow-up as closely as possible to the 'customer'.
3. Encourage greater 'ownership' and follow-up investments in fellowship training.
4. Ensure a dynamic and self-renewing fellowship programme.

The report envisaged a phasing out of centrally funded courses with a rising demand for Category A training, while the size of the Category B element should be fixed over Danida's five year planning cycle.

The 2003 review of DFC noted uncertainty about DFC's institutional status but concluded that DFC was a private self-governing institution, and recommended that a system of results-based performance contracts should be introduced to govern the relationship between DFC and the Ministry of Foreign Affairs.

The 2008 review of DFP and DFC noted that (p.4):

“DFC's objectives and working modalities display a remarkable continuity and resilience in light of the fact that the role of and approach to capacity development in Danish and international development cooperation has changed considerably over the past two decades.”

The review concluded that “the DFC of 2008 is characterised by an overall lack of strategic direction”, and noted that (p.7) “the absence of a strategic framework has made the institution adopt an improvised and incremental approach to adjusting and updating its course portfolio”, that the “performance contracts in place since 2004 have not been a driver of a coherent strategic focus for DFC but have provided the institution with considerable leeway and flexibility”, and that the 2001 evaluation “led the management to define its role as reactive to requests from its quite diverse clientele which in turn has contributed to a strategic vacuum.” The review also highlighted uncertainties in management responsibilities between the DFC, its Board, and MFA, and questioned the conclusion from the 2003 review that DFC could properly be regarded as a private self-governing institution, given its near complete dependence on the state budget, and the fact that its Board was appointed by and referred to the MFA.

The 2008 review criticised DFC's practice of carrying out almost all its courses in Denmark, and concluded (p.5) that this was not in line with current Danish priorities or agreed international approaches as embodied in the Rome and Paris Declarations. It also noted that “no systematic analysis of benefits and trade-offs of conducting training in developing countries [as opposed to in Denmark] has been carried out.”

The recommendations of the 2008 review focused on clarifying DFC's legal status and the role and responsibilities of its Board, the development of a multi-year strategic framework and the strengthening of forward planning in general, and the development of a plan for conducting more training courses in developing countries.

The 2008 evaluation also undertook an assessment of course content and concluded: 'Based on an overall assessment of the portfolio and an in-depth analysis of seven courses

the Team concludes that the course portfolio is in line with the current scope of sectors, cross-cutting issues and priority themes of Danish development assistance'. (The 2008 report did not annex the analysis of the seven courses.)

The private sector survey was carried out in October 2010, and covered 225 participants attending private sector courses in 2008-10.¹³ This found that 96% considered that the course had been immediately useful in their daily work, 90% that it would increase competitiveness, 78% that the training would lead to an increase in business turnover, and 63% that new jobs would be created as a result. A detailed evaluation of three Danish Agricultural Advisory Service courses covering 110 participants over the period 2009-11 also provided a positive self-assessment.

As part of the process of strengthening monitoring and evaluation information, DFC commissioned an evaluation of training courses (Cowi, 2011). This surveyed the 2010 cohort of trainees (with a 64% response rate from 584 course participants), focusing on self-assessment of levels of competence against course learning objectives (or equivalents), and of the contribution to improving competence made by the course attended. The results were used to compare courses, including in relation to the correlation between level of competence and contribution to improvement. Like earlier assessments of courses and views from participants, this survey found that generally course participants were very satisfied with the training provided, although some (limited) variation in performance between courses was observed. The study concluded:

“In general the assessment of both competence level and course contribution is quite high and skewed towards the higher end of the scale. As such the analysis documents that the DFC-organised training courses implemented in 2010 have attained a solid and good outcome, understood as the learning effect of the training... Many courses show a positive correlation between the level of competence and course contribution, meaning that an increase in the contribution from a course will follow an increase in competence/skill level or vice versa.”

DFC commented on the survey as follows:

“Generally, Fellows indicate that their level of competence is fairly high (apart from one course, all averages are above the median line). The same goes for how Fellows rate the outcome from participating in the course in Denmark. For 20 out of 22 courses the average lies in the upper quartile. One course scores significantly lower, but based on the numbers alone it has not been possible to pinpoint why. The survey does demonstrate a direct correlation between prior competences and course impact. The scores for the two lowest ranked courses will be discussed with the relevant places of study. On the whole, it can be concluded that DFC has had ‘value for money’, i.e. the DFP is seen as having a positive impact of the Fellows’ competencies at individual level.”

13 The courses covered were on: Occupational Health and Safety Training Course; Corporate Social Responsibility; Food Safety and Traceability; General Tools and Concepts in Agribusiness SME Development; Course for Export-oriented Small and Medium-sized Enterprises; Social Partnership for Business Development; Organic Agriculture and Products in Developing Countries.

MINISTRY OF FOREIGN AFFAIRS OF DENMARK
DANIDA | INTERNATIONAL
DEVELOPMENT COOPERATION

2 Asiatisk Plads
DK-1448 Copenhagen K
Denmark

Tel +45 33 92 00 00
Fax +45 32 54 05 33
um@um.dk
www.um.dk

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