



MAPS II EVALUATION

Synthesis Report

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The Evaluation Team

Acronyms

CAFOD	Catholic Agency for Overseas Development (England and Wales)
CA	Christian Aid
CAI	Christian Aid Ireland
CBO	Community Based Organisation
CLTS	Community Led Total Sanitation
CSO	Civil Society Organisation
DRR	Disaster Risk Reduction
GBV	Gender Based Violence
GHR	Governance and Human Rights
HAP	Humanitarian Accountability Partnership
INGO	International Non Governmental Organisation
KDHS	Kenya Demographic Health Survey
M&E	Monitoring and Evaluation
MAPS	Multi Annual Programme Scheme
MTR	Midterm Review
NACE	National Coalition on Extractives, Sierra Leone
NGO	Non Governmental Organisation
OD	Organisation Development
ODA	Official Development Assistance
PAEG	Projects Appraisal and Evaluation Group
PLHIV	People living with HIV
SCIAF	Scottish Catholic International Aid Fund
ToR	Terms of Reference
WASH	Water and Sanitation for Health

Executive Summary

Introduction

- i. The Multi-Annual Programme Scheme (MAPS) was established in 2003 by Development Cooperation Ireland (now Irish Aid) to provide long-term, predictable and significant funding for five civil society partner agencies: Christian Aid Ireland, Concern, GOAL, Self Help Development International (now Self Help Africa) and Trócaire. The support provided through MAPS is not tied to individual projects or specific interventions. Rather, MAPS funding is used to support each Partner's broader strategic and programmatic approach to providing development assistance. Irish Aid also supports civil society organisations through other funding schemes but MAPS is, in monetary terms at least, the main mechanism for such support, accounting for over 50% of Irish Aid's total civil society budget, and totalling allocations of €302.9 million for the period 2007-2011. Following the first phase of MAPS (2003-2005) during which a total of €115 million was provided to the five partners the programme design and approach was refined with the current phase – MAPS II – due to conclude in 2011.
- ii. This independent evaluation, undertaken by UK-based consulting firm IOD PARC, provides an overall assessment of the MAPS II programme, looking in particular at **how MAPS II has contributed to reducing poverty and vulnerability**. In order to measure the contribution that MAPS II has made, the evaluation reviewed four broad and complementary areas:
 - The **development results** that MAPS has achieved;
 - The difference that MAPS funding has made to the **organisational capabilities** of each Partner;
 - The difference that MAPS funding has made to the **relationships between MAPS Partner Agencies and their 'southern' partners**, including the extent to which **'southern' partner capacity** has been developed;
 - The strength and quality of the strategic relationship between Irish Aid and the MAPS Partner Agencies.
- iii. This Synthesis Report is based upon a set of detailed studies that assessed four out of the five MAPS Partner Agencies, namely Christian Aid Ireland, Concern, GOAL and Trócaire. The studies included desk based reviews, interviews with staff from the non-governmental organisations and some of their in-country partners and staff from Irish Aid as well as three field visits to Uganda, Sierra Leone and Ethiopia.

Findings and Conclusions

The contribution of MAPS II to reducing poverty and vulnerability

- iv. Based on a set of findings and conclusions covering development results, organisational strengthening and southern partner capacity, our overall conclusion is that the **MAPS II funded programmes have made positive contributions to reducing poverty and vulnerability**.
- v. It is not possible to give an absolute value to the extent of contribution given the limitations of the monitoring systems and also the complexity of looking across four partners with programmes covering more than 40 countries and each partner having a distinct way of working – MAPS was not a conventional programme these respects.
- vi. **MAPS II funding has made a discernible difference to the nature and quality of the work undertaken** within the respective country programming of the four partners. Partners have improved their ability to monitor and report on their programmes, improved their partnership processes and improved the quality and depth of their work through using a greater level of analysis. Overall these changes were facilitated by both the funds (investment in organisational development processes such as finance, mainstreaming and learning) and – although somewhat belatedly – the constructive challenge the scheme offered in terms of reporting and accountability requirements. This all bodes well for the future in terms of Partners’ enhanced ability to deliver more effectively, using their individually nuanced programmatic approaches with the aim of making a real difference to the lives of the poor and vulnerable.
- vii. At the same time, **the potential of MAPS II hasn’t yet been fully realised**, particularly at the country level. While progress has been achieved by Partners to embed and implement an approach that tackles poverty in a direct way and also in a way that is likely to have broader benefits (through linking in with national processes, complementing other projects, thinking more strategically etc.), it has sometimes been at a slow pace. Additionally, the lack of clear linkages at the country level between partner programmes and Irish Aid’s country strategies represents a missed opportunity to have a more coherent approach to poverty reduction and perhaps achieve greater impact.
- viii. There have been **considerable gains for the poor and vulnerable**, although some further work could be done to understand the different challenges and needs of the poor, designing more effective programmes to respond to these needs and reporting in a way that disaggregates particular categories within poor and vulnerable populations.

Development results

- ix. The MAPS funds have been primarily invested in livelihoods (36%), health (18%), improving governance (14%), HIV and AIDS (13%) and education (12%). Most MAPS programming expenditure has been targeted at – and **has delivered results for – beneficiaries at the household/community level**. Benefits at this level include enabling poor farmers and their families to have more secure **incomes, providing access to water to poor people in remote villages** and in urban areas, providing education facilities for children who would otherwise not be able to attend school, challenging local legal systems for the benefit of the poor and changing attitudes to people living with HIV and AIDS.

- x. While there is much evidence that those supported through MAPS have benefited, there was **less evidence of MAPS expenditure contributing to systemic change** (e.g. improvements in sub-regional delivery systems and structures, in policy development, new legislation, or in national institutional architecture). Such results at these levels (meso & macro) could help significantly extend the reach of the benefits from MAPS and help to sustain improvements in the sectors and localities where MAPS Partners are engaged. Examples of contributing to systemic change included more activism in local communities which led to improved access to services, resolving of land issues through new legislation that enabled farmers to secure ownership of their land. Both of these types of results benefited a wider group beyond the target beneficiaries. There was **some evidence of MAPS Partners placing greater emphasis on strategy and programming for higher level results**. This was due at least in part to the predictability and assured nature of MAPS funding.

Organisational strengthening

- xi. **MAPS contributed to an increase in organisational capability across all four Partners.** The unrestricted nature of the funds allowed both time and investment in organisational development and learning at global, country and programme levels. This included improvements to financial systems, mechanisms for monitoring and tracking progress on the ground and adopting more joined up approaches at the country level. It has also led to an increased appreciation by staff of the importance of cross-cutting issues such as gender in development. There is a renewed emphasis on improving analysis to understand the needs of different vulnerable groups.
- xii. There is a sufficient momentum now built up in the organisations to sustain many of the changes that MAPS has influenced. Despite this, considerable effort is still required amongst all Partners to improve their monitoring and evaluation systems, especially their capacity to identify and monitor for higher level results. Mainstreaming as a strategy has matured within all four organisations and it is within their capability to take this to another level depending on their priorities.

Southern partner capacity

- xiii. There is some evidence **that capacity** among MAPS agencies' southern partners has been enhanced and they are becoming more sustainable. **However the evidence base for this is limited.** Some small but significant gains are being made among partners who are particularly weak and fragile. This is commonly the case in the more physically remote and disadvantaged areas, areas where MAPS partners are often engaged. In such situations confidence building within the local partner has been a critical factor underpinned by the long term partnership commitment that MAPS funding facilitates. However, stronger efforts are needed to track capacity improvements and their impact on the wider operations of the southern partner.
- xiv. A key challenge that will increasingly face the MAPS Partners is how to reconcile the inherent tension between having more ambitious and results driven programmes with the need to engage in ways that allow local partners the 'space' to learn and grow.

Strategic relationships

- xv. **The strategic relationship between the MAPS Partners and Irish Aid is the aspect of the MAPS II agenda that has developed least.** In the countries where both MAPS Partners and Irish Aid have representation, little connection was identified between Irish Aid's strategies and those of the MAPS partners. Whilst there were some examples of collaboration, the

relationship was not considered core to what the respective organisations were aiming to achieve, despite the increasing convergence of their in-country policy agendas and strategies. This contrasts with work at the international level and within Ireland, where there are examples of strong and effective collaboration on specific issues.

Recommendations

Recommendations for Irish Aid

1. Irish Aid should continue to provide flexible, consistent funding to the four MAPS Partners that have been reviewed.

MAPS has helped to improve the effectiveness, efficiency and programmatic approaches of all four Partners. Continued funding, support and challenge from Irish Aid will help these Partners to maintain that trajectory. This will be particularly important for embedding monitoring and evaluation systems, and the development of partner strategies that go beyond delivering outputs, towards delivery of higher level results and impact.

2. Irish Aid should engage with MAPS Partners to further refine each other's operational understanding of how to deliver strategic impact through programmatic working.

All Partners would benefit individually and collectively from a greater joint exploration of the collective MAPS experience around how to achieve strategic results. The process could be initiated by an Irish Aid-hosted event that draws out lessons from MAPS Partners' experience with a more programmatic way of working and the challenges they face in taking this approach forward.

3. Irish Aid should consider how best to improve linkages between MAPS-supported programmes and other Irish Aid interventions.

A number of approaches could be used to improve linkages:

- In Irish Aid programme countries where MAPS Partners work, a 'Team Ireland' concept could be piloted, whereby a single 'Irish Performance Framework' is developed to capture and monitor the contributions that the Embassy of Ireland and Irish development organisations are trying to make. The approach would clarify where and how each organisation works, the outcomes to which they are trying to contribute and the different mechanisms being deployed to realise that contribution. This approach should help avoid duplication of effort and flag areas for potential synergy. It should also help to develop a stronger, shared understanding of the various models of change that the organisations have, and how each prioritises at country level.
- i. In countries where MAPS Partners work – but which are not Irish Aid programme countries – a less structured 'Team Ireland' approach would see regular meetings between Irish development organisations (including Embassy representatives where they exist); although without the structure of a shared performance framework. This would still allow development organisations to identify linkages across their work. It would also inform and enrich an Embassy's policy influencing work. Where there is no Embassy present then Irish Aid might support a more self managed process between the organisations that would identify; (a) an aggregate Irish contribution, and (b) facilitate the learning of lessons that may be replicable in other contexts.
- At Headquarters level, Irish Aid has an opportunity to 'move away from a primarily transactional relationship with MAPS Partners, to a more strategic partnership that also has a clearer link between partner performance and funding levels. The process should be

collaborative, with all Partners agreeing on how performance is defined. A shared, facilitated event would be an appropriate way to initiate such a process.

4. Irish Aid should build on the experience it has gained through MAPS and engage with the broader Irish development NGO sector through a single ‘managing for results’ initiative.

A broader engagement could cover both the development and the humanitarian sectors, establishing organisation wide systems for monitoring, evaluation, data collection, analysis and reflection that service Irish Aid’s needs for performance management, reporting, accountability and corporate learning. Such an initiative would be of wider interest to the international community and could be an important contribution from Ireland to international practice in this challenging area, building on the reputation that Ireland already has in promoting aid effectiveness.

Recommendations for MAPS Partners

5. Partners should assess their programming with a view to making strategic adjustments where appropriate.

In particular, Partners should consider carefully the minimum scale of operation that is needed to be effective in terms of making a meaningful contribution to strategic change in a particular outcome area/ locality. Consideration should be given to working at different levels – local, sub-national (e.g. district/regional) and national. Consideration should also be given to the work of other development organisations. Based on appropriate analyses, partners may need to make quick and strategic adjustments, adjustments which could involve leveraging new resources or consolidating existing programmes to allow for redistribution of resources.

6. Partners should place more emphasis on monitoring outcome level changes.

In particular, MAPS Partners should work more intensively with southern partners on developing a shared understanding around how *outputs* from discrete interventions lead or contribute to higher level programme *outcomes*.

7. Partners should invest time and resources in shared learning and knowledge management between each other and among the wider group of Irish NGOs.

Drawing on improved monitoring and evaluation practices, Partners should analyse how policies and programmes across diverse contexts are (or are not) delivering for the extreme poor and most vulnerable. This understanding should inform policy discussions within the Irish development community, including Irish Aid, as well as the continuing public debate in Ireland on the justification for – and the effectiveness of – aid.

Introduction

1. In 2003 the Multi-Annual Programme Scheme (MAPS) was established following dialogue between Development Cooperation Ireland¹ (now Irish Aid) and five of its long standing NGO Partners; Christian Aid Ireland, Concern, GOAL, Self Help Development International and Trócaire. Participating NGOs were considered to have developed a strong relationship with Irish Aid and over time demonstrated adequate procedures and systems, as well as strong financial management capacity².
2. MAPS I provided multi-annual funding to enable partner NGOs to deliver on their strategic plans through a clear programmatic framework. This was a pilot phase with three year funding agreements totalling €115m³.
3. Each agreement with a MAPS partner was based on objectives set within the partner's corporate plan and a strategic partnership between the Irish Government and the NGO. MAPS I was a response to the Irish Government's desire to capitalise on the role of Irish NGOs in development as part of a broader agenda to improve the quality and effectiveness of Ireland's development contribution.
4. MAPS I was evaluated in 2005⁴ and this informed the design of MAPS II with over €380m originally allocated to the original five Partners for the five year period (2007-2011). The final allocation⁵ over the five year period of €302.9m falls short of this projection given reductions in the Official Development Assistance (ODA) budget from 2009⁶.
5. The Guidelines document⁷ for MAPS II made provision for an end-of-programme evaluation focusing on the poverty impact of MAPS II. This Evaluation was to be carried out no later than one year prior to the end of the five year programme period. There was also provision for an independent audit⁸ of the grants awarded to the MAPS Partners.
6. The Evaluation has been conducted by an independent team⁹ from IOD PARC, a UK based consultancy, between November 2010 and June 2011 with direction and support from the Evaluation and Audit Unit, Department of Foreign Affairs. Our enquiry¹⁰ has covered four out of the five MAPS Partners and a total allocation of €288m (2007-2011). The work of Self Help¹¹ who were allocated funding totalling €14.9m over the same period has not been included. A separate evaluation of Self Help is currently underway.

¹ Rebranded as Irish Aid.

² The White Paper on Aid, 2006.

³ This figure includes: Christian Aid € 4.5m, Concern €39.5m, GOAL €30m, Self Help €6.9m, Trócaire €34.3m

⁴ Evaluation of the Development Cooperation Ireland Multi-Annual Programme Scheme 2003-2005, DCI Dept of Foreign Affairs

⁵ Total Final Allocation from 2007-2011 is €303 million

⁶ The Irish overseas aid budget was cut by €45 million in July 2008, a further €15 million in October, by €95 million in February 2009 and a further €100 million in April 2009. This resulted in cuts to the annual MAPS II allocations to each of its partner agencies. For example in 2009 the total budget adjustment was €14.2m – approx 20% reduction.

⁷ MAPS II Guidelines for NGOs, 2006.

⁸ Audits have been completed or are underway for MAPS II grants provided to all the MAPS Partners.

⁹ Evaluation team from IOD PARC (www.iodparc.com)

¹⁰ See Annex 1 for Terms of Reference.

¹¹ Self Help Development International is now known as Self Help Africa following a merger in 2008 with UK NGO Harvest Help.

7. The analysis within this synthesis report provides an overall assessment of the achievements of MAPS II in respect to relevance, effectiveness, efficiency and sustainability. In conducting our enquiry we have been mindful of a number of strategic issues which we considered pertinent to developing a performance based Irish Aid funding strategy for the development NGO sector in Ireland beyond 2011 recognising that our assessment also has the potential to contribute to how the MAPS Partners strengthen their own programming. We have paid particular attention to:
- *Development results* – what are the types of changes in people’s lives that are being achieved through MAPS funded programmes? How far are benefits being extended? Are they likely to be sustained? What is the significance of such gains for the poor and vulnerable?
 - *Capacity and niche* – are the MAPS Partners (individually and collectively) now significantly better equipped and enabled to track, monitor and reflect on the results being achieved? Are they able to ‘manage for results’ in one or more of the policy areas where Irish Aid is looking to make a difference through its bilateral, multi-lateral and civil society engagement? Where might NGOs have a niche role to play?
 - *Focus and proportionality* – has a programmatic approach delivered a sharper focus and level of resourcing/ intensity of effort? Does this deliver (or have the potential to deliver) better and more sustained results?
 - *Fit* – has MAPS worked as an effective funding mechanism? How relevant is the multi-annual element to the future operating environment given the range of internal and external forces that will shape this?
8. The process of the Evaluation has been founded on an enquiry into the individual experiences of Christian Aid Ireland, Concern, GOAL and Trócaire and the effect that MAPS II has had on each organisation in terms of the results from MAPS funded programming and changes in their capacity and partnerships. This assessment has been captured in a set of ‘Partner Reports’¹² produced by the Evaluation team, the contents of which have fed into the analysis work of the synthesis.
9. The synthesis report is structured around a core findings section that provides answers to the key Evaluation questions. This is prefaced by two sections; one describing the context within which MAPS has operated and setting out the MAPS Programme objectives; the second showing where MAPS funds have been deployed. Findings lead into a conclusions section which discusses the relevance of MAPS II, what it has achieved and key considerations for future funding modalities for Irish NGOs. Based on this analysis a number of recommendations are provided to guide Irish Aid and the MAPS Partners as they move into a new funding era. The views expressed in this report are those of the independent Evaluation team.

¹² IOD PARC (July 2011) “MAPS II Evaluation Partner Report: Christian Aid”; IOD PARC (July 2011) “MAPS II Evaluation Partner Report: Concern”; IOD PARC (July 2011) “MAPS II Evaluation Partner Report: GOAL”; IOD PARC (July 2011) “MAPS II Evaluation Partner Report: Trócaire”

Context

Development assistance and Irish NGOs/Civil Society

Ireland's aid programme

10. In September 2000, the Taoiseach announced Ireland's commitment to reaching the target of contributing 0.7% of GDP to development by 2007. Following on from this, and made possible by the boom in the Irish economy, there were substantial increases in the Irish government's international development budget year on year, increasing the budget from €142m in 1996 to €813m in 2007 and reaching a peak of aid expenditure of €921m in 2008¹³. However, the downturn in the economy has seen the 0.7% commitment deferred to 2015, and in 2009 (€722m) there was for the first time in a decade a sizable reduction in the aid budget.
11. Irish Aid concentrates its bilateral aid on nine priority countries, using a mixture of programme-based modalities and managed as decentralised operations through the respective Irish Embassies. Irish Aid also works through a number of other funding instruments including support to multi-lateral institutions and support to civil society which includes support to the humanitarian and development sectors. Irish development NGOs have been longstanding recipients of Irish Aid funding as a complement to funding that they generate themselves through public donations and from other funding partners.
12. The White Paper on Irish Aid¹⁴ sets out the overall objective of Ireland's aid: '*poverty reduction, to reduce vulnerability and increase opportunity*'. Support to the development of a diverse and independent civil society in Irish Aid programme countries and encouraging governments to facilitate greater civil society participation and partnership in development planning are considered key to this. Guiding principles for Ireland's development programme¹⁵ include: '*partnership*' – with other donors and with international and non-governmental organisations who share Irish Aid's priorities; '*coherence*' – across the wide range of development assistance instruments employed, and; '*sustainability*' – durable interventions that bring real benefits over the long term, building systems to address the causes of poverty.
13. The areas of sectoral and/or thematic engagement for Irish Aid include some where there is a clear and strong connection with the focus of one or more of the MAPS Partners. For example; humanitarian relief and the linking of relief and development through recovery and transition work in 'post crisis' situations, reforming public health care institutions and systems and strengthening the voices of individuals, communities and civil society in articulating their rights and needs and holding governments to account.
14. The White Paper refers to the Irish non-governmental sector as a continuing key partner for the Irish Aid programme recognising that poverty reduction is a shared goal that development partners can work towards in both separate and complementary ways. The Irish Government perceives a number of advantages in working with the NGO sector. These include their ability to

¹³ Trends in Irish Aid expenditure 1995-2009, Dochas 2011, based on a report by Martin Gehem.

¹⁴ The White Paper on Irish Aid, Department of Foreign Affairs, 2006. The White Paper is currently under review.

¹⁵ The White Paper on Irish Aid, Department of Foreign Affairs, 2006, Guiding Principles, p.9

work with particularly vulnerable or excluded groups and the NGOs ability to provide a valuable alternative means of assistance when circumstances in a country make structured inter-governmental relationships difficult. Reference is also made to the important role that development NGOs in Ireland play in helping to keep development issues on the public policy and media agenda¹⁶. Recent pressures within the Irish economy have re-invigorated the public debate around aid and the means by which the public can have confidence in how Ireland's aid is making a difference in tackling poverty.

15. The professionalism and high quality of work for which Irish NGOs have become known is also acknowledged in the White Paper with reference to the excellent reputation that Irish NGOs enjoy domestically and internationally. The Government is committed to preserving this quality – with particular attention to aspects of transparency and accountability – in an era of considerable growth in the number of development NGOs.

Civil Society Policy and the NGO community in Ireland

16. Irish Aid developed its first Civil Society Policy in 2006. The policy remained dormant until 2008 at which point it was discussed with the NGO community.. The policy is designed to guide *'Irish Aid's future support for civil society in terms of engaging with the development of an active civil society in developing countries'*, and ...*'how to best work with Irish development NGOs and other Irish civil society organisations to strengthen civil society in developing countries and reduce poverty'*¹⁷. Partnership is the cornerstone of the policy and reference is made to how *'current funding mechanisms are intended to deepen the partnership between Irish Aid, Irish NGOs and other civil society groups, and enhance its impact in the developing world through dialogue and shared learning'*. Irish Aid's existing partnerships with Irish NGOs are seen as a valuable resource for delivering on these policy objectives.
17. There are a number of policy commitments which are particularly relevant to the context in which MAPS II has operated:
 - Working in partnership with Irish based Civil Society Organisations.
 - Providing a multi-annual framework of support where possible.
 - Developing NGO capacity and in particular their capacity to engage with innovation, networking and advocacy.
 - Channelling the bulk of resources programmatically, but recognising that the programmatic approach may not be the best approach for all activities.
 - Supporting networking among Irish civil society organisations.
 - Managing and measuring the performance of the Civil Society Policy.

¹⁶ The White Paper on Irish Aid, Department of Foreign Affairs, 2006 (p.78)

¹⁷ Foreword, Irish Aid Civil Society Policy by Michael Kitt Minister of State for Overseas Development, Dept. of Foreign Affairs.

18. The Civil Society Section of Irish Aid is responsible for the implementation of the Irish Aid Civil Society Policy across the Irish Aid programme. It is the primary interface between Irish Aid and the Development NGO community and missionaries, and manages a budget of €101m (2009 figure¹⁸).

Table 1: Civil Society Section Budget for 2009

Civil Society Section	IDC Budget
Multi-Annual Programmes (MAPS)	€57.2m
Civil Society Fund	€24.8m
Misean Cara	€16.0m
In-Country Micro Projects	€1.5m
Capacity Building for the NGO sector (Dóchas, Comhlámh, Dtalk)	€1.2m
Information Centre and Volunteer Programmes	€0.4m
Total Civil Society Section budget	€101.1m

19. The Section collaborates with Dóchas (the Irish Association of Non-Governmental Development Organisations) and Comhlámh (an Irish association focused on helping address global inequalities) to improve quality standards in the sector as a whole. Irish Aid and Dóchas intend¹⁹ to strengthen dialogue mechanisms on policy and practice issues, within the framework of the White Paper. Civil Society Section also supports D-TALK, a training consortium that delivers knowledge and skills to development workers and contributes to increased professionalisation across the sector.
20. Funding for NGOs – both for development and humanitarian/ recovery work – is seen as a distinctive and important feature of the Irish Aid programme with the share of Ireland’s Aid going through NGOs from centrally managed funds increasing significantly²⁰ from around 15% in 2007 to around 25% in 2008 and 2009²¹. This figure will be higher when factoring in the proportion of bilateral funding at the country level that is currently directed through channels outside of the government systems. As the Irish Aid programme has expanded, so too has the total funding available to NGOs (approx. €48m in 2001, rising to over €100m by 2005 and reaching a peak of €137.5 in 2008 before dropping back to €101m in 2009).

¹⁸ Civil Society Budget 2009 – taken from Civil Society Section presentation to Audit Committee.

¹⁹ Civil Society Policy p7.

²⁰ Trends in Irish Aid expenditure 1995-2009, Dochas 2011

²¹ The humanitarian/ recovery budget is managed by the Emergency Humanitarian Assistance Fund (EHAF) within Irish Aid. In 2010 the total funding allocated from Irish Aid to NGOs was €56.7 million (development) and €6.6 million (humanitarian/ recovery).

21. MAPS II is one of the three mechanisms for providing assistance to NGOs for development interventions and accounts for over 50% of the total allocation. The two other mechanisms; the Civil Society Fund (funding poverty reduction activities) and the Micro Projects Scheme (grants up to €20,000) each receive approximately 24% and 1% respectively. The mechanisms have been designed to reflect the wide ranging needs of the NGOs. The White Paper commits to these funding mechanisms being robust and rigorous - appreciative of the diversity of the development NGO group while emphasising the importance of ensuring accountability.

Engagement with Irish NGOs on humanitarian policy

22. Ireland is actively engaged at a global level in shaping humanitarian practice and NGOs are an important partner for Irish Aid in the implementation of its Humanitarian Policy. Irish Aid emergency funding rose sharply from €20m in 2005 to a peak of €120m in 2008. Total emergency expenditure allocated via Irish NGOs has remained more or less stable although in relative terms the share has dropped. The Emergency and Recovery Section of Irish Aid is responsible for managing the humanitarian assistance funding and the associated bilateral relationships with the NGOs. These relationships are essentially contractual in nature. Three main funding schemes are in operation based on the trust that has built up over a number of years between Irish Aid and the various NGO providers and the strong Irish Aid commitment to reform in humanitarian systems. A key area for Irish Aid's engagement with the NGOs in the humanitarian field has been on strengthening M&E practice; bringing a stronger results focus. Concern, GOAL and Trócaire are all long standing recipients of humanitarian funds.

Aid effectiveness, changes in the aid landscape and focus on 'results'

23. Over the last 15 years there has been a general shift away from support for standalone projects and towards programme based approaches. This has been an integral part of the wider agenda on improving the effectiveness of aid which the international community including partner governments, donors and many civil society organisations have committed to²². The Irish Government has demonstrated its commitment on aid effectiveness through making a number of changes to the way it has organised and delivered aid including putting more resources through government systems and reducing project support. A recent study concluded that Ireland is a very good performer against its aid effectiveness commitments²³. The study observed that whilst the internal drivers within the Irish Government to improve aid delivery were strong, there is little external pressure placed on Irish Aid to improve its aid delivery from wider civil society. It also commented on the extent to which Ireland's aid can be fragmented; *'while a small donor it supports many NGOs and around 30 UN agencies, with little knowledge of the results achieved in each'*.
24. One of five principles of aid effectiveness is *'managing for results'*. The recent global evaluation of the Paris Declaration on Aid Effectiveness concluded that there was a common lack of precision and shared understanding about what is meant by *results*, and what this means in terms of where and how resources are to be used. Overall, the results agenda (despite being a part of the discourse on aid effectiveness for a number of years) is still at an early stage of development and many agencies (government, donors and NGOs) are still on a learning curve in terms of how to translate the concept of managing for results into practice. In general, attention

²² The Paris Declaration on Aid Effectiveness, 2005 and the Accra Agenda for Action, 2008

²³ Donor Study – Ireland2010) - component study for Joint Evaluation of the Paris Declaration Phase 2

has been overly focused on the technicalities of indicators, outcomes and results frameworks with insufficient attention to the changes in management and culture that are needed to support more efficient reporting and timely demonstration of impact.

25. The funding landscape for International NGOs continues to evolve and this provides new challenges and opportunities for the MAPS Partners. Globally the volume of aid is increasing and the range of providers is also growing with an increasing proportion of aid being channelled through global funds. Funds raised by philanthropists are also now an important element of the aid landscape. The drive for ‘results’ coupled with increasing funding and a squeeze on their own running costs is leading to some donors being more prescriptive on the areas of intervention and focused on the immediate results they are looking for.

Objectives and operation of MAPS II

26. The intended approach for MAPS II was to provide a supportive (not prescriptive) framework of multi-annual funding that enabled organisations and their partners to work effectively and programmatically and deliver on their strategic plans in pursuit of poverty focused development outcomes. The MAPS II Guidelines provided some stipulations for Partners including:
- Partners in receipt of MAPS II will not be eligible to receive any other Irish Aid funds (Emergency Humanitarian Assistance funds are an exception to this rule).
 - Support on a multi-annual basis would be provided to organisations who already had a long-term relationship with Irish Aid based on dialogue and mutual learning and who had a clear capacity to operate on a policy basis.
 - The opportunity to undertake a joint organisational assessment to assess the scale of an agency’s capacity to work programmatically at the level required...and an acceptance that as a result of this assessment, agreed steps and benchmarks may be identified to improve capacity.
 - MAPS Partners would make programmes submissions based on an organisational strategic plan and set in the three to five year timeframe.
 - For Development programming annual total funding from institutional donors should not exceed a 70/30 ratio in relation to what it raises from voluntary funds in Ireland.
 - The MAPS funds would remain distinct, and the outcomes from this investment would also be distinct and clearly visible.
 - The Partner should have the capacity to report at the level of outcomes and impact. Joint field visits would be used to monitor progress at this level.

The path from MAPS I to MAPS II

27. The MAPS I programme aimed to facilitate the incorporation of best practice methodologies within the MAPS Partners and their southern partner NGOs with the framework of coherent

strategic plans. The evaluation of MAPS in 2006²⁴ concluded that whilst in this regard the agencies had “made strides” relative to their starting positions in 2002, *‘the opportunities afforded by MAPS to work programmatically and creatively have not yet been maximised’*. Specific points from the early MAPS experience relevant to the design of MAPS II were:

- Proposals from NGOs contained a strategic focus and the work to be funded reflected the ongoing focus of the agencies as well as a move from project to programme.
 - The MAPS Scheme has conferred greater security and predictability of funding thereby providing scope for more strategic planning of programmes of development assistance/interventions.
 - Some reluctance to innovate within MAPS or to put forward programmes seen by the NGOs as potentially risky.
 - The spirit of partnership between DCI (now Irish Aid) and Irish NGO (in general) advanced during MAPS I. Also the diverse visions, cultures, priorities and emphases of five NGOs were preserved and valued within MAPS and this has given the venture significant strength.
 - The movement for stronger strategic planning, programming and attention to macro level outcomes and impact has been accelerated as a result of MAPS related processes – but there is “some distance to go”.
 - The long term aspiration implicit in MAPS that a programme ethos should permeate through to Southern NGOs was at an early stage.
28. An objective of MAPS was to move to a relationship between Irish Aid and its partners based on multi-annual strategic planning and partnership. This would enable development assistance to be delivered across a wide range of sectors in multiple countries. MAPS II was designed to build on this, and with a supportive framework of funding, a little more guidance and a focus on programmatic approaches Irish Aid aimed to influence the effectiveness of the work of the MAPS Partners in pursuit of poverty focused outcomes and impacts.
29. Irish Aid framed a number of interlocking policy and process level objectives for MAPS II (see Table 2) indicating aims of the scheme at an overall outcome and impact level. These objectives represented a commitment by Irish Aid to best practice methodologies in relation to development planning, implementation, monitoring and lesson learning.
30. To track the results of the ‘MAPS II programme’ and provide a basis for programme evaluation the Civil Society Section of Irish Aid initiated a participatory process of setting benchmarks, with (organisational) outcome and (development) impact targets for the policy and process objectives. This process ran from June 2006 – November 2007 and was supported, in a modest way, with technical assistance²⁵.

²⁴ Evaluation of the Development Cooperation Ireland Multi-Annual Programme Scheme, 2003-2005

²⁵ Consolidated report on MAPS Partners M&E systems, INTRAC, March 2008

Table 2: Policy and process objectives of MAPS II

Policy and Process Objectives	
Policy Level	<ul style="list-style-type: none"> ● Addressing multi-dimensional aspects of poverty and vulnerability ● Promoting justice and equality (especially gender equality) ● Strengthening civil society to participate in a) development processes and b) decision making ● Combating and mitigating HIV and AIDS and other communicable diseases ● Realising human rights and access to resources and services.
Process Level	<ul style="list-style-type: none"> ● Operating from a clear policy and programmatic basis ● Providing strategic funding for NGOs for enhanced programme impact ● Developing structures and processes that support and embed mainstreaming as an organisational strategy ● Promoting innovation and lesson learning through research, documentation and exchange ● Supporting the development of programmes that demonstrate outcomes and impact at a strategic level ● Encouraging Partners to improve overall programmatic coherence in relation to advocacy on development-related public policy issues

The MAPS Partners: Four unique organisations

31. The MAPS Partners are, and see themselves as, four unique organisations with different structures, organisational cultures, ways of working and each with a unique operational focus.
32. **Christian Aid Ireland** is the official aid and international development agency of Protestant churches in Ireland. Christian Aid Ireland has close working links with most major departments of Christian Aid UK, including Programme Funding, Global Advocacy and Policy, Programme Impact and Learning, and Humanitarian. Christian Aid Ireland works with approximately 50 partners in seven target conflict/post-conflict countries from Africa, Middle East, Asia and Latin America. Christian Aid has a strong focus on justice and conducts all of its work through partners in developing countries. It focuses on six areas of work: secure livelihoods; economic justice; accountable governance; HIV; strengthening the movement for global justice; and strengthening the organisation.
33. **Concern's** formative years were focused on humanitarian assistance and emergency response is still a core part of its identity. Over the past 30 years, the organisation has become more development oriented with an emphasis on self help. The current split is roughly 50% emergency work and 50% development with much of Concern's work focusing on the transition between relief and development. Concern works in 25 countries across Africa, Asia and the Caribbean and employs 3,500 national and international staff. Concern sees itself as having a strong 'pragmatic' orientation, its strengths reflecting a sense of realism and a grounded, practical and non-idealistic

approach. Concern is partially decentralised and is committed to continuing to have an ‘on the ground’ presence in its operational countries. It works across a diverse geography focusing on the more disadvantaged areas of Africa, Asia and the Caribbean and - within countries - often in the more remote and disadvantaged regions and communities. Key to Concern’s mission and values is its commitment to *‘working with, and for, the world’s poorest people’*. Concern works both through partners and direct implementation.

34. **GOAL** is non-political and non-denominational and was initially set up to respond to natural and man-made disasters. It has evolved into an agency which both responds to humanitarian crises and implements long term development programmes. With a clear mission to work with the poorest and most vulnerable, GOAL is underpinned by a strong culture emanating from its humanitarian beginnings. GOAL is decentralised and currently has offices in 12 countries with between 2,500 – 2,600 national staff and 120 expatriate ‘GOALies’. GOAL is increasingly working through partners across integrated multi-sectoral programmes aiming to deliver improvements in the lives of vulnerable communities in the areas of greatest need; by focusing on the sectors of Health (including WASH), Education, Livelihoods and HIV.
35. **Trócaire** is the official overseas development agency of the Catholic Church in Ireland and from the outset was given a dual mandate of working overseas to help those in greatest need in developing countries and working at home to raise awareness and campaign for structural change on the causes of poverty. Trócaire has always worked through partners rather than through direct intervention. Key to their approach is a focus on rights and justice and addressing the root causes of poverty. This implies working with marginalised people and empowering individuals and communities to claim their rights and participate in decisions that affect them. The focus of the overseas programme is a combination of emergency and rehabilitation support and long term development. Trócaire funds programmes across 27 countries in Africa, Asia, Latin America and the Middle East. With a staffing base of approximately 400, Trócaire has a global programme, regional programme plus country operations. Trócaire has a focus on Development Education and Advocacy, three broad based programmes: Sustainable Livelihoods, Governance and Human Rights and Humanitarian Preparedness and Response, and three “critical issues” programmes: HIV and AIDS, Gender Equality, Environmental Justice²⁶. Each has a corresponding policy.

Irish Aid: a changing organisation

36. Irish Aid is the Development Co-operation Division of the Irish Department for Foreign Affairs. It is a small organisation with around 140 staff in Irish Aid Headquarters operating across two locations; Limerick, where the main office is based and Dublin, where there is a smaller office close to the Department. There are 38 Irish-based staff managing the development cooperation programmes in the 10 overseas offices, assisted by 133 locally recruited staff (who are funded from the aid programme). Irish Aid has 9 country programmes as well as development cooperation programmes with Sierra Leone and South Africa and a total bilateral aid flow of €464m in 2009 (€615m in 2008). Of the bilateral assistance (€200m in 2009) approximately 80% is spent in Africa. Headquarters personnel provide support to delivery in the field and manage specific sectoral budget lines in key thematic areas.

²⁶ The Environmental Justice Programme has since been subsumed by the livelihoods programme.

37. Over the MAPS II period there have been a number of changes within Irish Aid which are relevant to the engagement with Irish development NGOs. The scale of Irish Aid's work has continued to grow but with only small changes in staffing. A Management Review in 2008 proposed increasing staff numbers in the Development Cooperation Division (Irish Aid) – in practice 13 additional personnel were recruited against the 84 suggested in the Management Review. There is now a moratorium on new recruitment. The complexity of work has also grown with the increased scrutiny on 'development results', the investments of staff time in working with new modalities and a more deliberate effort to work effectively in niche areas which reflect a comparative advantage of a small bilateral donor.
38. The descriptions above indicate how MAPS II is multi-faceted, innovative and ambitious. It involves an important and diverse group of Irish development NGOs each with its own distinct history and direction. The NGOs were all at different stages in their own organisational development at the point when they engaged with MAPS II.
39. Each agency had an existing relationship with Irish Aid. During MAPS II Irish Aid as an organisation has also gone through a number of changes, all set within an aid landscape that has continued to evolve.

Methodology

40. The purpose of the Evaluation is to provide an independent, evidence-based assessment of what has been achieved as a result of almost €240m²⁷ of funding allocated to Trócaire, Concern, Christian Aid Ireland and GOAL by Irish Aid through the mechanism of MAPS II for the four years under review (2007-2010).
41. To address the overarching question for the Evaluation - **to what extent have the MAPS funded programmes contributed to reducing poverty and vulnerability?** - a methodology was developed by the Evaluation team. This aimed to take account of the architecture and different dimensions of the scheme; the areas in which the effects of MAPS would be evident; and which collectively would reflect ‘a contribution’.
42. Each partner organisation participating in the scheme submitted a programme proposal to Irish Aid in 2006 covering the full five year period (2007-2011). These proposals were reviewed and approved as working documents by Irish Aid’s Projects Appraisal and Evaluation Group (PAEG). These proposals have provided the basis for annual allocations of MAPS funding to each partner. They also indicate the way in which MAPS II funding is positioned and used within the framework of the existing strategic priorities of the organisation. MAPS II was explicit in not seeking to change organisational priorities but saw differences in emphasis or priorities across partners as a basis for learning and innovation.

Approach and methods

43. The methodology centred around a number of key **judgement points** (see Annex 2) designed to allow an enquiry that took account of the different ways MAPS Partners through their respective programmes engaged with the scheme. It also considered their southern partners and the specific nature of the collaboration with Irish Aid, whilst ensuring some consistency in the overall approach to the Evaluation (the individual policy and process objectives of Irish Aid for MAPS II cohere with the different judgement points). As a package this provided a basis for a rounded assessment of the overall contribution of the MAPS II to the challenges of reducing poverty and vulnerability. The assessment was framed within an understanding of the context of Irish Aid’s Civil Society Policy and the landscape of the Irish community of development NGOs.
44. The judgement points bring into view, in a proportionate way, a number of discrete but inter-related elements:
 - The development results (in outcome terms) achieved or considered likely to be achieved through MAPS funds expended within the programming of the MAPS Partners (thematic and country/ sectoral).
 - The difference that MAPS funding through programme quality allocations has made/is making to the capability of MAPS Partners (including the mainstreaming dimension), and how

²⁷ This figure corresponds to funds allocated in the four funding years 2007-2010 – excluding 2011 - to the four MAPS Partners covered by the Evaluation

this in turn may have/will influence the wider performance of the organisation as an actor in development processes (country/ global).

- The changes in the strength of the partnerships that Irish MAPS NGOs through the MAPS engagement have developed with southern Civil Society Organisations (CSOs), and how this in turn may have/will influence the capability and wider development operations in-country of these southern partners.
45. In line with the focus of the Evaluation on development results the methodology took the ‘country level’ as the primary lens through which to identify and understand the processes lying behind ‘*contribution*’. This involved looking in detail at the MAPS II experience in three countries; Ethiopia, Sierra Leone and Uganda. These countries were selected on the basis that they had all had at least three of the partners running MAPS funded (development) programmes. A pilot visit was made to Uganda in January 2011 to test and refine the detailed methodology for the series of two week country visits.
46. To develop an overall picture of the ‘development results’ in terms of contribution to outcomes from MAPS funded programmes across the four Partners, we brought together enquiry work at the Partner Headquarter level and the Country visits. This created a composite view which drew on a number of inter-related and tiered elements (see Annex 4 ‘Assessing results for MAPS Partners’), and included:
- Corporate wide view/ aggregated reporting on the results achieved across all MAPS funded (development) programmes.
 - Individual country programme level reporting on results – taking for each partner a distinct sub-set of countries where MAPS funded (development) programmes together with the three ‘common’ countries. Within this focusing on a selection of ‘sectoral’ and/or thematic areas of engagement.
 - More detailed enquiry on results in the ‘common’ countries (including discussions with partners and field visits) in respect to a sub-set of outcome areas within targeted sectors.
47. To support our enquiry on development results within the three countries visited, we developed in consultation with the Partners²⁸ ‘Results Frameworks’ for three sectors in each country. These brought into one view for each of the selected sectors the work where MAPS II funding was involved, and associated outcomes. The Frameworks were constructed around a view of real and strategic change for poor and marginalised communities arising from the results of work across a variety of levels – micro, meso and macro (see Box 1 below). This was consistent with the MAPS II focus on a ‘programmatically approach’. Indicators were identified from within the existing programming logic of the Partners to reflect the level of ambition in terms of ‘making a difference’ for specific outcome areas.

²⁸ Guidance on how the results frameworks would be used by the Evaluation team as a tool in their enquiry work was developed and shared with Irish Aid and the partners.

Box 1: Three levels of change

Distinguishing the difference that MAPS funded programmes have made in a particular outcome area in respect to three levels of change;

- Realising a set of immediate and direct benefits to targeted groups (*micro level changes*);
- Working with the responsible local authorities/ structures to bring systemic change on service delivery within a locality thereby widening the reach of the improvements/flow of benefits (*meso level changes*); and
- Strengthening of institutional arrangements (policies, legislation, institutions, programming) at regional and/or national level in ways that can sustain improvements (*macro level changes*).

48. In both respects – country and corporate – the methodology also considered the extent to which there have been changes in the scope and dynamic of the strategic partnership between Irish Aid and the four MAPS Partners. This in recognition of the fact that some of the partnership characteristics may have already proved (or are set to prove) valuable in terms of domestic policy processes and collaborative engagement in the international arena. The different – mutually supporting – facets of the methodology were confirmed in an Inception Report²⁹ discussed with Irish Aid and MAPS Partners in early February 2011.
49. The five members of the Evaluation team³⁰ - operating through a series of sub-teams - organised their time within the evaluation process around two main workstreams (partner enquiry centred on Headquarters discussions and document review, and the country visits) and two supporting areas (Irish Aid enquiry centred on Civil Society Section, and understanding the landscape of Irish development NGOs). Sub-teams for both partner enquiry and the country visits were configured in a way to ensure cross fertilisation of observations and perspectives on partner and country specifics feeding though into the general analysis stage.
50. In order to build a body of evidence to feed into the synthesis analysis and to provide an opportunity for the evaluation process to engage with and inform the work of the MAPS Partners the Evaluation team prepared four individual Partner Assessment Reports. These individual assessments were designed to understand the effect of the MAPS experience and were structured around the judgement points. In recognition of the distinctiveness of the four NGOs in delivering against the MAPS, each assessment was based on understanding the MAPS II programming and the Partner in the context of their own organisational objectives, results, environment, capacity and culture and also within the MAPS II framework.
51. The methods of data collection for the Evaluation included interviews with NGO Partner staff in three country offices, with Irish Aid staff in Limerick and the Irish Embassy in Uganda and Ethiopia and the Sierra Leone mission, with MAPS Partners' CSO partners and (to a very limited

²⁹ MAPS II Evaluation: Inception Report – Methodology, IOD PARC, February 2011.

³⁰ Multi-disciplinary team drawn from the UK and Ireland.

extent) programme beneficiaries in Ethiopia, Sierra Leone and Uganda³¹. Other information sources³² have included the MAPS Annual Reports, a sample of Country / Programme Annual Reports, selected Evaluation Reports, Country Results Frameworks where available and other corporate reviews. The Evaluation of MAPS I and the Mid Term Review of MAPS II have also been consulted. There has been consultation and exchanges of information with the recently concluded Audit exercises, discussions with members of the departmental Audit Committee and with Dóchas.

52. Using the information gathered from the partner reviews, and a broader assessment of the context and landscape, we linked our assessment back to the more detailed Evaluation questions within the ToR; a set of questions which map across to the policy and process objectives of the MAPS II Guidelines. The stages and timeframe of the Evaluation can be found in Annex 3.
53. A key feature of this Evaluation has been the close collaboration and communication with Evaluation and Audit Unit, the MAPS Partners, Civil Society Section and other relevant stakeholders within Irish Aid at every step in the process. A Reference Group comprising staff from the Partner organisations and Civil Society Section was set up, and regular meetings took place, including presentations by the Evaluation team of the initial methodology and the emerging findings. Report drafts have been shared with the Evaluation and Audit Unit, Civil Society Section and NGO partners to allow for feedback.

Limitations

54. Due to the size and complexity of the Evaluation, the Evaluation team has had to focus on a sample of each NGO's MAPS II funded activities for detailed analysis. This limitation was addressed by conducting a broad brush assessment of the achievements of the whole organisation, and a more in-depth review of the sample of activities/programmes. That said, as evaluators we are conscious that we have not been able to look in detail at all of the MAPS funded programmes, particularly for the NGOs who work across many different countries. However, we do think that cross-matching our findings with documentation on each organisation's portfolio of work has enabled us to form the opinion that these findings are broadly representative of the wider organisational work in each case.
55. Given the relative immaturity of the monitoring and evaluation systems, there has been limited data to draw on in respect to assessing progress of MAPS funded programmes at the level of development outcomes. The Mid Term Review (MTR) in 2009 concluded that in this respect the M&E systems of the Partners were still at an embryonic stage. Although the MTR did serve to accelerate progress with more baselines being conducted in 2009 and 2010 the availability and quality of data that has been drawn on both directly by the Evaluation team and indirectly through the reports of the Partners has been limiting.
56. The clear expectation within the MAPS Guidelines that Partners would – within their programme document – outline a 'monitoring framework, with indicators and benchmarks at outcome and impact level' or would submit a plan with timeline not exceeding one year from the start of MAPS for developing such a monitoring framework' was not met. This – partly explained by the

³¹ See Annex 5 for a full list of interviewees.

³² See Annex 6 for a list of documents consulted by the Team.

difficulties in the collective benchmarking exercise – meant that there was no direct baseline on which to assess progress against the process and policy objectives of MAPS II.

57. The financial analysis in this report includes data from Irish Aid’s investment (allocated funds/ payments made) and reported spend by the Partners, all of whom account for the funds slightly differently and across different financial years. Whilst we have done our best to ensure that these all “add up”, there may be some minor discrepancies that without an in-depth analysis it would not be possible to avoid. We have, where possible tried to distinguish between MAPS investment and MAPS spend.
58. The Evaluation has taken place one year before the completion of the MAPS II Programme, and therefore some of the changes indicating progress towards outcomes may not yet be realised.

Finance

How MAPS II funds are deployed across and within Partner Organisations

59. The total allocated funds under MAPS II for the five years 2007-2011 is €288m³³. This builds on earlier MAPS allocations and is divided between the Partners as outlined in Table 3 below.

Table 3: Total investment for MAPS I (2003-2006), MAPS 2006 and MAPS II (2007-2011)

	MAPS I	MAPS 2006	MAPS II
Concern	€ 39.5m	€ 21.0m	€111.4m
Trócaire	€ 34.3m	€ 14.8m	€86.0m ³⁴
GOAL	€30.1m	€ 14.7m	€75.2m
Christian Aid Ireland	€ 4.5m	€ 2.5m	€15.4m.

60. Table 4 overleaf provides a breakdown of the main areas of expenditure for MAPS II as reported by the Partners for the period 2007-2010. This shows that 88% of expenditure has been on direct implementation of the programme – almost exclusively focused at the country level. There are variations in terms of how MAPS Partners have chosen to allocate items of expenditure across the main budget lines but this does not make any major difference to the ordering within the figures.

³³ This figure reflects the four MAPS Partners. It excludes funding for Self Help Africa. All figures quoted subsequently in this report relate to the four partners only.

³⁴ Trócaire figure includes a provision (€4.6million) for reallocation of under spent funds to different programmes from previous years (i.e. to programmes other than those to which it was originally allocated).

Table 4: Overview of MAPS II spend (2007-2010)

MAPS Programme Budget Line	MAPS Partner	MAPS expenditure 2007-2010 ³⁵ € m	Percentage of partner's total MAPS expenditure
Direct Programme allocation (implementation of the overseas programmes)	Christian Aid Ireland	€12.4 ³⁶	93%
	Concern	€85.6	94%
	GOAL	€55.1	90%
	Trócaire	€60.3 ³⁷	81%
Programme Quality Allocation (increasing organisational effectiveness to work programmatically including organisational development, mainstreaming, research and documentation)	Christian Aid Ireland	€1.0	7%
	Concern	€1.1	1.2%
	GOAL	€2.4 ³⁸	4%
	Trócaire	€10.0 ³⁹	13%
HQ Administration/ Personnel (management support allocations including some personnel associated with the direct implementation of the programme)	Christian Aid Ireland	See footnote 37	-
	Concern	€3.6	4.5%
	GOAL	€3.4	6%
	Trócaire	€3.9	5.5%
Development education	Concern	€0.3	0.3%
	Trócaire	€0.4	0.5%
TOTAL		€239.5	

³⁵ 2008 and 2009 figures for Organisation development, Innovation and Head Office are estimates against budget based on percentage basis of allocation.

³⁶ This figure includes a grants element (€9.4m) and a portion (€3m) of programme support, programme quality, management support, organisation development or research.

³⁷ This includes €4.5m of MAPS 'Recovery Fund' which is a fund that is allocated to emergency and recovery work on the basis of where there is most need as a result of humanitarian emergency.

³⁸ GOAL reports that each Country programme also has a programme quality budget which includes mainstreaming and R&D therefore MAPS spending on quality is higher than €2.4m.

³⁹ Figure provided is a mix of programme quality allocation (OD - €1.3m) and indirect programme support (programme quality - €8.7m) where some of the HQ support directly linked to programme activities are not included in the 'direct programme allocation' figures although these are costs that are likely to influence design and operation of programmes.

61. Within ‘overseas programme’ MAPS II funding has been used by the Partners across a range of ‘programme areas’ (see Table 5) corresponding to the organising framework of ‘sectors/ thematic areas’ that they use within their Strategic Plans.

Table 5: Country Programme (MAPS) spend (2007-2010)

Programme area	Christian Aid Ireland	Concern	GOAL	Trócaire	Total
Sustainable Livelihoods	€2.9m	€50.5m	€7.7m	€15.6m	€76.7m
Health		€13.2m	€24.1m		€37.3m
Governance	€5.3m			€23.8m	€29.1m
HIV and AIDS	€1.2m	€6.7m	€12.4m	€7.2m	€27.5m
Education		€15.1m	€10.8m		€25.9m
Gender				€4.7m	€4.7m
Emergency preparedness and recovery				€9m	€9m
TOTAL	€9.4m ⁴⁰	€85.6m	€55.1m	€60.3m	210.4m

62. As Table 5 shows, MAPS II ‘development programme’ funds have been directed at the broad programme area of livelihoods (36%), health (18%), governance (14%), HIV & AIDS (13%) and education (12%). Looking across the more detailed information within the Partner reports there is no clear pattern in terms of major shifts in spending emphasis across the sectoral areas over the last four years. In total, the levels of development programme expenditure peaked in 2008, dropping in 2009 and 2010 as a result of the cuts to the MAPS budget.
63. In terms of geography MAPS II spending on development programmes (see Table 6) has been very much focused on sub-Saharan Africa (68%) with the balance divided between Asia/ Middle East (21%) and Latin America and the Caribbean (11%). Across the Partners, GOAL has had the strongest concentration in sub-Saharan Africa – 93% of its spending on development programmes, and Christian Aid Ireland and Trócaire the least, both averaging around 52%.

⁴⁰ Figure based on grants made (does not include €3m of the €12.4m indicated in Table 4).

Table 6: Breakdown by region of Country Programme (MAPS) spend (2007-2010)

	Christian Aid Ireland	Concern	Trócaire	GOAL	Total
Asia / Middle East	€4.2m	€23.1m	€12.9m	€3.7m	€44.0m
Central and West Africa	€5.3m	€24.1m	€6.8m	€8.5m	€44.7m
Horn of and East Africa	-	€14.6m	€12.2m	€38.4m	€65.2m
Southern Africa	€1.1m	€20.0m	€9.2m	€4.5m	€34.8m
Latin America and the Caribbean	€1.8m	€3.8m	€19.2m		€24.8m

64. Within the MAPS Guidelines there is no explicit direction or expectation regarding the use of MAPS II funding by Partners within the ‘priority countries’ of Irish Aid. However, given the policy objectives of MAPS II and respective strategic focus of the Partners, some level of spending in the nine countries would be anticipated. Table 7 shows the distribution of MAPS II spending within ‘priority countries’ – approximately 25% of the MAPS II total expenditure directed at development programmes.

Table 7: Level of MAPS II spending (2007-2010) in Irish Aid priority countries

Irish Aid Priority Country	Christian Aid Ireland	Concern	GOAL	Trócaire	Total
Ethiopia	-	€7.1m	€7.5m	€3.0m	€17.6m
Lesotho	-	-	-	-	-
Malawi	-	€2.4m	€4.5m	€1.4m	€8.3m
Mozambique	-	€ 3.8m	-	€3.1m	€6.9m
Tanzania	-	€3.1m	-	-	€3.1m
Timor Leste	-	-	-	€0.9m	€1.3m
Uganda	-	€3.2m	€11.5m	€2.3m	€17m
Vietnam	-	-	-	-	-
Zambia	-	€4.3m	-	-	€4.3m

65. MAPS II funds have been spent across a wide range of countries; Christian Aid Ireland (7), Concern (29), GOAL (10) and Trócaire (27) – in total reaching close to 40 different countries. The spread of funding across the five main sectoral areas are livelihoods (50 programmes), governance (31 programmes), HIV & AIDS (29 programmes), health (28 programmes) and education (23 programmes). Overall the pattern is a highly dispersed one reflecting a composite of four strategic plans/ frameworks.
66. The average level of MAPS II investment per sector/ country is fairly consistent across the sectors – around €1m for a four year period or €250,000/ year. Around this average there is a wide range with up to €600,000/ year in some programmes . However the way in which the Partners have used MAPS II funds to support a particular programme in a country varies considerably both within and between Partners and ranges from a 100% MAPS funded programme to a 10% MAPS contribution to a total programme budget. In the case of Concern, it is estimated that MAPS funds are an active component within programmes that have a combined budget of €160m (i.e.around 50% of their total global development programming over the 2007-2010 period). Our assessment of the results arising from MAPS II investment is based on the total programme activity at country level that involves some component (however large or small) of MAPS II funds.

Findings: Key Evaluation Questions

67. The Evaluation focuses on the extent to which the investments made (2007-2010) through the MAPS II funded programmes⁴¹ have in total contributed to reducing poverty and vulnerability. As reflected in the methodology for the Evaluation this contribution is examined against the perspectives of:
- The development results from MAPS funded programme interventions.
 - The wider effects of MAPS on the nature and quality of the work of the NGOs and their southern partners.
 - The strategic partnership of the NGO(s) with Irish Aid (in Ireland, in-country and internationally).
68. Our analysis considers issues of relevance, effectiveness, efficiency and sustainability. Key findings are presented below against each of the Evaluation questions posed in the Terms of Reference.

Relevance

69. To what extent were the MAPS Partners' programmes (as per the individual MAPS funding proposals) a relevant response to the multi-dimensional aspects of poverty and vulnerability?
70. All the MAPS II proposals set out the Partners' respective understanding and interpretation of how their MAPS II development programme investments - set within the strategic frameworks of the organisation - would engage with the multi-dimensional aspects of poverty and vulnerability.
71. The MAPS II Guidelines defined 'programme' as 'a set of long-term coherent strategies that work at a variety of levels (micro, meso and macro) to contribute to a set of high level objectives that result in real and strategic change for poor and marginalised communities'⁴². Each of the Partners have their own particular construct of 'programme' around which their operations are directed and managed. This is a reflection of where and how they see themselves delivering on their respective mission; each of which addresses poverty and vulnerability and within this the needs of the poorest and most disadvantaged. Looking across the four Partners – and generalising – we see a diversity in terms of how they set out to develop programmes working at different levels of engagement:
- Christian Aid Ireland – programming focus on influencing change at the macro level drawing from the voice and actions of micro level work.

⁴¹ As stipulated in the ToR the evaluation does not examine the smaller amounts of funding received by the NGOs from budget lines managed by Irish Aid's Emergency and Recovery Section.

⁴² MAPS II Guidelines for NGOs, Irish Aid, March 2006.

- Concern – programming focus on forging effective linkages between the meso level and strong grassroots micro level work set within an understanding of the macro level.
- GOAL – programming focus on working on multi-sectoral (horizontal) linkages at the micro level with some selective engagement at the meso and macro level.
- Trócaire – programming focus on connecting local, national and international actions through work in the local context which may take micro, meso or macro as an entry point.

72. We found relevance to the the approach taken by all of the Partners as illustrated below:

Christian Aid Ireland aims to bring change to the lives of poor people through entry points at different levels; (i) bringing changes in attitudes and awareness of the media, government officials, policy makers, Christian Aid Ireland supporters and the general public through its development awareness work, (ii) bringing direct benefits on the ground through its development and emergency work, and (iii) influencing positive change in systems and structures that perpetuate poverty and inequality through its advocacy and campaigning work. This was clearly evident in Christian Aid Ireland’s work in Sierra Leone.

Concern’s approach to its MAPS programming aims to connect a strong engagement at the grassroots (micro) level with meso and macro levels; actively working with national and international institutions who can help to forge these linkages. We found evidence of programmes which had strong elements of this (e.g. health) and also examples in-country (e.g. Uganda) of where Concern had built on its knowledge of trying to work in decentralised environments and was engaging in new ways with district structures to improve the access to and quality of services for the poor.

GOAL’s approach is focused on horizontal linkages (integrated multi-sectoral programming) as a way to offer practical assistance to the poor. Their MAPS proposal refers to their intention to demonstrate outcome and impact at the strategic level by exerting pressure on governments and other institutions that have the capacity to bring about real change. We found evidence of this within their work in Sierra Leone on child protection which brings multiple and multi-level strands.

Trócaire set out in its MAPS II proposal to work in ways that aim for impact at local, as well as at national and international levels, using different partners and different approaches consistent with these three levels of engagement. It sees effective partnerships as offering important opportunities for local CSOs to identify macro issues that affect the livelihoods of their constituencies and for local CSOs to work in collaboration with others on this. We saw evidence of this in the livelihoods work in Uganda on the issue of land rights, where Trócaire was playing a highly effective brokering role linking national and local level CSOs.

73. Across all of the agencies, we did also find a number of cases where the nature and scale of intervention in-country within a particular sectoral or thematic programme area was loosely defined in respect to the contextual needs. This indicated a lack of clarity in terms of the linkages required between programmes, or strong connections across the different levels, which at times prevented the investments from contributing to an outcome reflecting real and strategic change for the very poor. Factors behind these weaknesses include; the slow progress in developing a strategic basis of analysis in-country (captured by a Country Strategy document), the time it has taken to develop and apply smarter tools for contextual analysis, and the time it has taken to re-set programmes.

74. We found evidence that the all of the Partners are targeting and reaching some groups of poor and vulnerable. They did this through geographical targeting, targeting specific groups (such as orphans and vulnerable children) and the types of programmes that they were involved in such as non formal education. However, we also found evidence that this was not always the most relevant approach for achieving outcomes for the poorest of the poor, that there was not always a recognition that different people may require different interventions to achieve the same outcome, and that the monitoring processes did not always differentiate between different groups.
75. The MAPS Partners all proposed slightly different approaches to tackling poverty (which were in line with their own strategic frameworks) each of which were relevant to working with some groups of the poor and vulnerable, and these have framed the way the Partners are currently working. However, they have not always gone far enough in targeting and understanding the challenges and solutions for different vulnerable groups.

To what extent did the MAPS Partners work programmatically (as defined by the MAPS Guidelines) and how relevant was this for tackling poverty and vulnerability?

76. The *programme approach* implies: designing interventions in ways that take account of government (and other actors’) strategic coordination frameworks; working from a strong organisational policy basis; using a results framework with programme-level objectives, indicators and baselines; using strategic partnerships with actors committed to common goals whilst building institutional capacity building to strengthen partners and interventions. Developing linkages to policy and the wider institutional environment with a view to advocacy for pro-poor outcomes is also considered important.
77. The transition from Project to Programme was a key feature of the MAPS I Programme, and the MAPS I Evaluation noted that there was a lack of understanding of the differences between the two approaches within the NGOs and their CSO partners. By the end of the MAPS I funding period they had made “some progress”, but the programme ethos had not percolated through to Southern partners. The MAPS I Evaluation team encountered a degree of ‘evaporation’ between programme policy thinking at the Head Offices and in country. Five years on, we find that all of the MAPS Partners are clearly moving in the direction of a ‘programme approach’ and they have all taken steps – with strengths and weaknesses in different aspects - along the path that is reflected in the individual elements of the ‘programme approach’ as set out in the MAPS Guidelines. Areas of note include:
- A clearer articulation of organisational policies, country programmes and sectoral programme frameworks and alignment of work to these.
 - A delayed and gradual move towards developing results frameworks with programme level objectives. This has taken different paths within each of the Partners, partly driven by the way in which they interpret ‘programme’ (global, country, area, sectoral, thematic) and the starting point they have taken. In some instances the resulting frameworks are the sum total of smaller projects, whereas in others there is a true integration and a programme level view. As yet there are no clear examples of a results framework at the corporate level cascading down through the organisation.
 - Some of the Partners have actively and constructively engaged with the wider institutional environment using their field experience to advocate for pro-poor outcomes.
 - Partners – some more strongly than others – have developed strategic partnerships with other organisations from both the Irish Development community or with organisations who share

common goals. All have relationships with a wide range of institutional actors and demonstrate an openness and flexibility to continue to broaden this.

78. In terms of working programmatically - bringing together work at different levels (micro, meso and macro) and drawing on the elements of a programme approach – we can see some progress but overall, there is still some distance to go before programmes ‘tighten’ comprehensively in ways that can feed through into stronger results. We did find some examples of effective programmatic working (for illustration see Box 2 below) which illustrates the kind of results we would expect to see coming through more strongly in future if Partners are able to make a more concerted effort to build on the platform for programmatic working now established.

Box 2: Examples of effective programmatic working

There have been strong impacts in a Christian Aid Ireland MAPS funded initiative in **Sierra Leone**, the National Coalition on Extractives, NACE. This was set up after the war, and is hosted by a member NGO (Green Scenery). The key results so far are that in 2010 NACE was influential in persuading the Government to review a ‘closed door’ deal between the Minister of Mines & London Mining on iron ore extraction: the Minister was subsequently changed. A further indicator of progress is that community dialogues are now held by NACE before mining contracts are issued and, with the affected communities themselves becoming far more demanding, NACE is increasingly being asked to mediate in these dialogues. NACE pressure as part of a wider group of actors led to the Mines Act in 2009. This requires companies to spend 10% of gross profits on community development – but the President still has the right to override this legislation, and enforcing compliance with the law remains difficult. NACE appears the strongest of the Christian Aid Ireland-funded networks, its capacity having been built with MAPS I funding.

The Trócaire /CAFOD/SCIAF joint office in **Ethiopia** has been working through two partners to improve community natural resource management, the provision of potable water, income generation and building the capacity of local institutions to tackle food insecurity in the pastoralist lands. Through its strong relationship and investment in two partners, they have been able to work at a variety of levels through these partners - both in implementation of very useful projects (for example in Water, rangeland management) but also at a more strategic level - bringing together different actors, such as NGOs and local administration. Trócaire also plays a role in facilitating engagement with the Pastoralist Forum Ethiopia.

79. All of the Partners have invested MAPS II funding into strengthening processes of cross organisational learning at different levels; in-country, region, global. For example Trócaire led the MAPS Thematic Study on Disaster Risk Reduction undertaken in collaboration with other Partners. MAPS funds have also facilitated a number of learning processes across Trócaire including some areas of research which staff felt would not have been undertaken without the presence of MAPS support (e.g. the CARITAS network research around the politicisation of aid led by Trócaire and CAFOD). Concern has used MAPS funding to fund knowledge sharing events across its staff groups as a complement to its investments in an Intranet. GOAL has used MAPS funding to support cross organisation learning and sharing, for example regional learning workshops on the Community Led Total Sanitation approach. GOAL’s roving team of advisors have also been a valuable source of cross organisational learning.
80. There is strong support across the partner agencies for the relevance of the programmatic approach. Trócaire staff noted that the programmatic approach led to greater impacts and improved facilitation of the relationship with partners, and most importantly helped focus partners on outcomes; Concern staff also saw the benefits of a joined up, policy driven approach.

The GOAL policies and strategies that were developed during the MAPS period are helping to provide a focus and common understanding within the organisation.

81. Each of the MAPS Partners bring their own particular ‘flavour’ to a common commitment to tackle poverty and vulnerability. Concern targets and works with the poorest of the poor, GOAL prioritises the most vulnerable, Trócaire adopts a rights based and social justice approach and Christian Aid Ireland looks to challenge systems that favour the rich and powerful. In doing so they all target and work with very poor groups. However, it could be argued that they could go further to understand the particular needs and vulnerabilities of the poorest and marginalised groups. There was no uniformity of evidence that they had analysed the different needs within the ‘poor’ groups, or incorporated different strategies for them. Nor were the impacts on the ‘poor’ always singled out in their reporting processes. In some cases, (Concern through its contextual analysis work; Trócaire through setting baselines; and GOAL through its integrated baseline work) there are initiatives underway which are starting to provide a deeper understanding of the complexities of the poor and poverty and helping the agencies ensure that they are reaching the right groups and fostering a better understanding of the structural dimensions of poverty.

82. In summary, all four Partners have been working to address – in ways that relate to their own mission, strategies and approaches for targeting – the needs of the vulnerable and the causes (rather than the symptoms) of poverty. Their MAPS II proposals also contained an element of organisational development which included improving monitoring and evaluation processes and cross organisational learning. These were situated within the organisations’ own corporate strategic plans, most of which started at around the same time as the MAPS II Programme. There are cases where programming has been actively informed by earlier experiences and where the direction taken clearly builds on the identified strengths of the Partner⁴³. In respect to the MAPS funded development interventions and the allocations for organisational improvement, the **MAPS Partners’ programmes reflect a relevant response** to the multi-dimensional aspects of poverty and vulnerability. We believe that programming could in future be tightened to ensure that activity at country level is a stronger reflection of the clarity of thinking evident in the long term and coherent corporate strategies of the partner organisations.

83. For all MAPS Partners the **concept and direction of a ‘programme approach’ is firmly established** and they have all taken steps toward programmatic working that is in keeping with the ‘programmatic approach’ as set out in the MAPS Guidelines. In all cases their approach to working programmatically has strengthened over the period 2007-2010. The extent to which MAPS has influenced this change varies across the agencies. For Christian Aid Ireland it could be said that MAPS “nudged” them towards more programmatic working, with a stronger influence coming from the wider Christian Aid organisation; for Concern and Trócaire, MAPS was an influential factor, particularly on efforts to measure the outcomes of a programmatic approach; and for GOAL it was very influential.

84. Our field visits provided an opportunity to see at first hand some of the ‘spaces’ in which the MAPS Partners are engaging. In the vast majority of cases we found evidence to suggest a **strong relevance of their particular programming approach** in terms of tackling poverty and vulnerability. In some countries this has involved making a shift in the location, focus and nature

⁴³ For example in Uganda Concern drew on the learning from their experience in western Uganda in working with decentralised government structures to inform the design of their programming in northern Uganda.

of interventions within a programme area with allied changes in partners. There were some strong examples in Uganda of the MAPS Partners engaging with particular social groups, issues and critical points in the cycle of development assistance (transitioning from relief to development); aspects which bilateral and multi-lateral aid (working largely through government to government channels) has hitherto had limited opportunity or capacity to engage with. There were also some examples where more indepth analysis had improved strategy and targeting, as seen in the Ethiopia Joint Office Livelihoods Programme.

Effectiveness

To what extent have the MAPS Partners been effective (immediate and intermediate outcome levels) in helping reduce poverty through supporting responses to; chronic crises; strengthening the development of civil society organisations and communities, and; improving access to resources and services?

85. In assessing effectiveness the team have looked for evidence that MAPS funded programmes have made progress against their intended outcomes. Our enquiry focused on the five broad sectoral areas of education, governance, health, HIV & AIDS and livelihoods. Together this represents over 90% of the total MAPS II expenditure on development programmes. The scale and spread of the MAPS II investment (by number of countries/ by partner) in each of these areas is indicated in Table 8.

Table 8: Scale and spread of MAPS II development programme expenditure 2007-2010

	Livelihoods	Health	HIV & AIDS	Education	Governance
Concern	€50.5m (26 progs.)	€13.2m (18 progs.)	€6.7m (7 progs.)	€15.1m (13 progs.)	-
Trócaire	€15.6m (12 progs.)	-	€7.4m (9 progs.)	-	€23.8m (25 progs.)
GOAL	€7.7m (8 progs.)	€24.1m (10 progs.)	€12.4m (8 progs.)	€10.8m (10 progs.)	-
Christian Aid Ireland	€2.9m (4 progs.)	-	€1.2m (3 progs.)	-	€5.3m (7 progs.)
Total MAPS II	€76.7m (50 progs)	€37.3m (28 progs)	€27.5m (29 progs)	€25.9m (23 progs)	€29.1 m (31 progs)

86. The programming choices that MAPS Partners have (individually) made within these broad sectoral areas aligns – with varying degrees of precision – to a diverse set of outcome statements⁴⁴. In some cases these are country specific and fairly bounded. In others, where derived from global programmes, they relate to a high level of generality. The extent to which associated indicators and monitoring data sets have been developed also varies. Given the above, the Evaluation team took an approach of looking for points of commonality across the Partners’ stated objectives and related outcome statements with respect to tracking progress at the country level. This generated 13 outcome statements that MAPS II funds contributed to.
87. The Evaluation team used these 13 outcome areas, and adopted a common frame of reference which looked for change at three different levels, including: immediate and direct benefits to targeted groups (micro); systemic change within service delivery at district level (meso); and the strengthening of national level institutional arrangements (macro). Using the evidence gathered through our sampling, we reached a summary assessment of the contribution to development outcomes from MAPS II funding (see Table 9).
88. We offer this assessment with the qualifier that it is based on our interpretation of evidence specific to the outcome level that has been gathered through the Evaluation and that within this there has been some weighting of results from different Partners relative to their areas of spend. Many of the results in terms of change at the outcome level are only now starting to come through given the complexity and level of challenge inherent within the targeted outcomes (particularly given the social groups and geography on which MAPS programmes are focused) and the fact that the first half of the period 2007-2010 was (in terms of the actual activity in the field) a continuing transition to a programmatic approach.
89. The information in Table 9 (see overleaf) indicates where we have found evidence of MAPS funded programmes making a visible contribution to positive change in the lives of poor/ vulnerable groups either in immediate outcome terms (for example *improved food security*), or in the improved provision of local services (e.g. *strengthened health care systems*) and/or the policies and institutions that shape their lives (e.g. *fairer law and justice system*); both of which represent steps (intermediate outcomes) towards the reach of benefits being extended and/ or sustained.
90. We have used a rating scale of ‘*strong, partial, limited*’. This signals the extent to which we found evidence relating to outcome level change looking across our sample of countries and those MAPS funded programmes where this type of change has been targeted. We have taken evidence of progress in relation to specific outcome indicators and/or a narrative (report) and/or field observation that convincingly relates to the targeted change. In this way ‘*strong*’ refers to a positive result being found in the majority of candidate programmes, ‘*partial*’ where a result is noted in around half the programmes and ‘*limited*’ where evidence of the intended change was noted in only a few of the candidate programmes.
91. Our Summary Table captures where the evidence of contribution is strongest from the sample programmes - based on the outcome evidence seen, type of results and frequency. This Table should be interpreted carefully as it is based on the level of evidence of progress at the outcome level as seen by the Evaluation team relative to what we understand to have been the ambition of

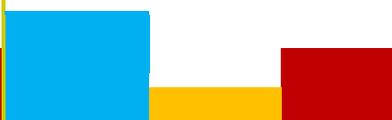
⁴⁴ Within their planning documents the respective partners have all articulated ‘outcome’ statements/ or related objectives which are pitched at different levels, bring a different emphasis and/ or conflate a number of outcomes together in a single statement.

MAPS programming over the period 2007-11 and over the spread of countries sampled. In that respect '*limited*' may mean that there is change happening but the evidence at the programme level hasn't been gathered/ presented, or that the foundations have been laid within a transitioning programme, or that monitoring systems are not yet attuned to pick up the early signs of progress in terms of key process milestones and other early indicators of change. Typically progress at the meso and macro level is harder to detect in the short-term than change at the micro level.

92. In interpreting the Summary Table it is important to take into consideration the following:

- These results are partly reflective of the difficulty of tracking progress towards outcomes at the systemic and institutional level (because of the myriad of contextual, environmental and political factors which may influence results and therefore the complexity in reflecting a pathway to change through a limited set of indicators). This is particularly the case in the area of governance.
- In general, the monitoring systems established by the MAPS Partners are more complete in terms of measuring direct and immediate changes in the lives of those households/ individuals targeted rather than tracking either the processes and effects of systemic change at district level, or processes of national level policy change.
- In respect to our enquiry with the Partners on results – in the country visits and through desk review – we have aimed for a broadly representative view of the totality of their work under MAPS II. Whilst the extent to which in practice this has been possible has varied across the Partners the larger areas of spending have been reasonably covered. We are therefore confident that the results indicated through this assessment are broadly reflective of the 'type' of results that you could expect to find across the MAPS II programming – and as such provide a credible basis for drawing a conclusion on the extent to which MAPS II funds have been/ are proving to be effective in helping to reduce poverty.

Table 9: Summary of the MAPS funded programmes contribution to development outcomes

Livelihoods	Health	HIV & AIDS	Education	Governance													
Evidence of poor / vulnerable groups having:																	
Improved food security 	Improved health and nutrition status (focus maternal and child) 	Reduced vulnerability to HIV infection 	Improved access to formal education 	Stronger voice [through CSOs] in shaping service provision and accountability for delivery 													
Improved income (through agriculture/ other non-land based activities including economic empowerment) 	Strengthened health care systems (focus maternal and child) 	Improved treatment for HIV & AIDS 	Improved quality of primary education 	Fairer law and justice system 													
Improved access to and control over natural assets. 	Strengthened and responsive national institutions and policies 	Improved care and support for people living with HIV 	Key: <table border="1"> <thead> <tr> <th colspan="3">Outcome level change</th> <th>Level</th> </tr> </thead> <tbody> <tr> <td rowspan="3">Strong</td> <td rowspan="2">Partial</td> <td></td> <td>Micro</td> </tr> <tr> <td></td> <td>Meso</td> </tr> <tr> <td>Limited</td> <td></td> <td>Macro</td> </tr> </tbody> </table>		Outcome level change			Level	Strong	Partial		Micro		Meso	Limited		Macro
Outcome level change			Level														
Strong	Partial		Micro														
			Meso														
	Limited		Macro														

93. Across the range of engagements covered in Table 9, there are a number of examples which illustrate some of the differences that MAPS funded programmes are making:
- One of the outcome areas under Concern’s livelihoods programme is increased food security, economic advancement and livelihood options for marginal and smallholder farmers. Here there is evidence of change for targeted beneficiaries across all the countries sampled (*Bangladesh, Cambodia, Ethiopia, Liberia, Pakistan, Sierra Leone, Uganda, Zambia*). One example from Ethiopia is the rise in the number of households who have acquired livestock as a result of locally available veterinary services, another is the reported increase in agricultural production from rehabilitated irrigation areas in Pakistan. There is, however little evidence of any progress in terms of local systemic factors that would influence the wider reach of this kind of benefit, nor of engaging with institutional challenges. That said, it is evident that in some of the locations where Concern is engaged on increasing food security the benefits that are arising for targeted groups are – in the absence of any other obvious provider/ working structures - significant for the quality of lives of people involved.
 - In many of the GOAL health programmes examined (*Ethiopia, Uganda, Sierra Leone, India and South Sudan*) there is good data to indicate improvement on maternal and child mortality from 2007 to 2010 and district comparators suggest a wider value to GOAL’s activities in the districts where they work, with these districts outperforming the surrounding areas. Systemic change is not systematically measured across all activities although there is sufficient evidence to support a view that GOAL is at least having partial success at the systemic level in many of the locations where it works. This however is tempered by a concern that in some areas GOAL may be filling gaps (e.g. provision of Septrin to HIV positive people to treat opportunistic infections in areas where there are stock-outs in government-run health facilities in Uganda) and it is not clear that the government have the staff or resources at district level to continue to build on GOAL’s achievements when the partner withdraws from these districts⁴⁵. GOAL does not always explicitly target change at the institutional level though there is evidence that in some countries its activities have had some influence on national government capacity or policy, such as the capacity support to the Ministry of Health in Sudan.
 - Trócaire’s approach to livelihoods places an emphasis on tackling both the structural issues that undermine livelihoods and more immediate needs such as income or food security. Its results are reflective of this approach, and there is evidence of progress at the beneficiary level in terms of improving food security through improving crop yields and access to markets, as well as tackling more structural issues such as land reform. The *Nicaragua Livelihoods Programme* provides a good example of this, where in specified municipalities there has been increased income and also strengthened access to natural resources for the beneficiaries. This has been achieved through a three pronged approach which focused on sustainable agriculture and access to food, promotion and protection of natural resources and advocacy and citizen participation⁴⁶. Similarly, as a result of the *Rwanda livelihoods programme*, there are also results evident at the beneficiary level, the broader systemic and national levels. For example, there is increased household income through the support of Trócaire, as well as the development of micro-finance institutions which have a broader reach⁴⁷. The micro-finance

⁴⁵ GOAL is aware of the sustainability challenge in these situations and is monitoring the issue.

⁴⁶ External Evaluation of the Nicaragua Sustainable Livelihood Programme, Marvin Ortega, 2009.

⁴⁷ Rwanda Monitoring Visit, 2010.

legislation at a national level was also influenced by Trócaire's partner agency, a micro-finance umbrella organisation.

- In *Rwanda* the beneficiaries of Christian Aid Ireland's livelihoods programme have experienced clear improvements in diet and incomes. However, the sustainability of this work is hampered by vulnerability to the changing climate. In both *Colombia* and *Angola* there have been positive results from resettling people on land from which they have been displaced: for instance, in the Colombian province of Choco, from which there was massive displacement in the 1990s, Partners have supported the return of Afro-Colombian people to their lands and housing has been provided for 142 people.
94. The different Partners all have strengths and areas for further improvement. Areas of complementarity in respect to making an effective contribution to a particular outcome are also emerging. The work of Concern and Trócaire on land reform in Uganda provides a good example of this with Concern working effectively to support and build capacity of district level actors and Trócaire playing a coordinating role between district and national level actors through its support of the Northern Uganda Land Platform.
95. The MAPS Guidelines identifies three broad cross cutting areas of intervention and these are reflected in the ToR for the Evaluation. Our assessment, with some illustrations of where and how MAPS funds are making a difference in this respect is given below:
- *Supporting responses to chronic crises* – All of the MAPS Partners have supported responses to chronic crisis, with different areas of focus. GOAL in Sierra Leone, for example, is contributing to the provision of potentially sustainable local health care facilities and structures, and through Community Led Total Sanitation there is an increased number of communities who are reporting as being "Open Defecation Free".
 - *Strengthening the development of CSOs and communities* – All of the Partners have contributed to the strengthening of CSOs and communities, albeit using different methods and with different outcomes. For example, GOAL adopts quite an instrumental definition of partnership, whereas Trócaire places a high emphasis on not over imposing an agenda whilst still expecting a contribution to its outcome areas. Both approaches have led to stronger CSOs. For example in *Uganda*, civil society supported by Trócaire has been strengthened and is influencing policies and planning approaches at the local and regional level. An example of this is the way in which community based monitors in Pader, Katakwi and Amuria Districts exposed poor workmanship in school construction causing duty bearers to take corrective action.
 - *Improving access to resources and services* – All Partners are active and generally effective (with some variation in terms of success) vis-à-vis the role they play in providing access to resources and services. Trócaire has contributed to the strong delivery of outcomes at the beneficiary level and at the systemic level, Concern programmes are transitioning to a key district orientation with strong partnerships and some patchiness in delivery, GOAL focuses on addressing service delivery gaps with strong outcomes for beneficiaries and finally Christian Aid Ireland has taken more of a political level orientation with some positive results.
96. Overall our assessment of the extent to which the MAPS Partners have effectively 'contributed to outcomes' across the different programmatic areas indicates considerable strengths in terms of an effective contribution being made to improvements in the lives of targeted beneficiaries (micro level). It also shows some contribution to systemic change at a district/regional level that extends the reach of benefits (meso level). Finally, there is some contribution in terms of change with broader and wider institutional arrangements to promote and sustain such benefits (at a macro level).

97. Our assessment also suggests that there is considerable scope to increase effectiveness in line with the ambition of the respective MAPS Partners to deliver results in terms of real and strategic change for poor and marginalised communities (as would be marked by stronger progress against indicators of change at the micro, meso and macro levels). This is consistent with the original rationale for Irish Aid to support Irish NGOs (engaging with/through southern partners) in order to have a broader impact.
98. In most cases a platform of successful interventions bringing direct benefits – albeit limited to an area or affecting a limited number of people - now exists on which to build. However, the degree of focus and effort required to engage meaningfully at the associated meso and macro levels in pursuit of a particular outcome is likely to be considerable. This is particularly the case given the environments in which the MAPS Partners are operating where the base capacity of national and local institutions is often weak and where governmental policy and institutional focus is generally aligned to serving the needs of the majority (many of whom are poor) rather than the specific needs of the extreme poor and/or specific vulnerable groups. This suggest the need for a minimum scale of operation – establishing a critical mass - by one or more of the MAPS Partners if change is to be supported effectively. It could imply collaborative work between Partners.
99. In summary, we have found strong evidence that MAPS funding **is making an effective contribution to helping to reduce poverty** in terms of delivering immediate benefits to those households/ groups who the Partners have directly engaged. This is the level where the majority of MAPS funding have been invested. There is a mixed picture at the systemic/institutional levels. It is through change at these levels that the potential impact in terms of the spread of (sustained) benefits would ultimately be higher.
100. To what extent were cross-cutting issues effectively mainstreamed in the Partners’ programming, particularly in relation to gender equality and combating HIV and AIDS, and did participation in MAPS help the partners become more effective in mainstreaming such issues?
101. There is a strong commitment and direction for practice on gender throughout the strategy and programming documentation of the partners. There is evidence of the partners having embraced gender mainstreaming and pushing hard in this area; mainstreaming inputs have been delivered and outcomes are coming through. Two of the agencies have a specific focus on Gender Based Violence and have woven this into some of their programmes as well as running stand alone programmes. An example of this work is in Kenya (see Box 3 below).

Box 3: Example of work on gender based violence

Trócaire managed a Gender Based Violence Programme with the aim of reducing the incidence of GBV in **Kenya**. According to the Kenya GBV Evaluation, the Kenya Demographic Health Survey 2008/9 reports a reduction of physical and sexual abuse from 49% to 39% in five years, which corresponds to the programme’s life time. It concludes that given that the programme worked with partners who are leaders in the GBV activities in the country, it is plausible that the programme contributed to this reduction as initially intended⁴⁸.

⁴⁸ Kenya Gender Based Violence Programme Evaluation, Resource Use and Capacity Building Consultants, 2010. Externally commissioned evaluation by Trócaire to assess the impact of the programme against its objectives.

102. MAPS has been critical in this respect for all of the Partners, both in terms of financing of specific mainstreaming related actions and also by giving key people in the organisations the space and time to take this agenda forward.
103. There are still some questions around the extent to which gender is considered an equality issue rather than a targeting issue and evidence of disaggregated data across the different results areas is patchy. This implies that although some progress has been made, all Partners have further to go, and there is acknowledgement within all the organisations that there is much to be done to mainstream gender at the programme level.
104. There has also been some improvement in the work on HIV & AIDS across the agencies, although it is harder to find evidence of this having moved on significantly since 2007. The MAPS Partners acknowledge that where HIV & AIDS incidence is low it is more challenging (some argue that it is less relevant) to mainstream HIV & AIDS. The aspect of tackling stigma is being widely integrated into much of the programming. MAPS Partners are also working to combat HIV & AIDS through stand-alone programmes with the shifting away from prevention to helping people living with HIV (PLHIV), hence a strong emphasis on reduction of stigma and provision of livelihood options for PLHIV.
105. MAPS funds have helped facilitate the mainstreaming focus. For some agencies they have used a specific mainstreaming project or programme quality budget line and for others, MAPS funds have funded the development of material, analysis and staffing. There are also examples of where the flexible nature of MAPS funds had allowed for specific innovative ideas to be taken up around mainstreaming. For example Christian Aid Ireland developed a manual on masculinity in conjunction with other INGOs.
106. Within two agencies, specific HIV and gender programmes have been enabled and sustained with MAPS funding. In the case of Trócaire MAPS funding represents a high proportion of the funds for this programme area. All four agencies have standalone HIV & AIDS programmes whilst Trócaire has a standalone gender programme.
107. In summary, our assessment is that since 2007 there has been good progress on mainstreaming gender equality as a cross cutting issue. There has also been some progress on mainstreaming the combating of HIV and AIDS but this has been faltering and there is a sense that there is no clear momentum to this. In both cases, MAPS has been an important factor in progress made.
108. To what extent did the MAPS Partners' programming, informed by situational analyses and policies, focus on the achievement of results, mutual accountability and the measurement of longer term impacts?
109. In March 2008 an assessment⁴⁹ on the status of the MAPS Partners' M&E systems was produced. This acknowledged the valuable work that had already been completed by the respective Partners on defining or revising M&E policies and improving their organisational M&E systems. This had been helped by the provision of funds through the MAPS I programme. Since then all Partners have continued to invest in structures and processes to support M&E practice. Whilst progress has been made (moving slowly up to the 2009 Mid Term Review and quickening thereafter) much of this has been driven by the demands for reporting and accountability from Irish Aid and

⁴⁹ Irish Aid: Consolidated report on MAPS Partners M&E systems, INTRAC, March 2008.

to service other donors. This has been at the expense of the respective partner shaping their systems to meet the specific and multiple needs of their own organisation. They are not focusing on, and using, the results information to inform management decision making at the different levels of programme delivery. Nor is it comprehensively feeding into wider corporate learning whilst also satisfying in an efficient way reporting and accountability requirements. One reason for this is the lag – common across development practice – in recognising the need within a programme approach to bring M&E into the core of the organisation as part of performance management, rather than occupying its more traditional, and reporting focused, peripheral position.

110. In the case of MAPS II there was a clear expectation at the outset that results frameworks would be prepared by all Partners and agreed with Irish Aid. This was not done by the Partners nor followed up by Irish Aid. A benchmarking exercise was a focus of attention at the start of MAPS II. The original intention was that the benchmarks, in association with strengthening of the Partners M&E systems, would provide evidence of progress on MAPS II. In practice, *‘the benchmarks have not informed M&E in any organisation, Irish Aid included, other than in the most general sense. Initial efforts to work with them (benchmarks) were abandoned and there is no appetite for their revival⁵⁰’*. The Mid-Term Review (MTR) of MAPS II in 2009 concluded that the *‘failure of the benchmarks and absence of an alternative means that there is no overarching results or performance framework for M&E of MAPS II’*.
111. In practice (2007 and 2008) the respective Partners found ways of reporting annually against the MAPS II benchmarks which the Civil Society Section of Irish Aid appear at the time to have been satisfied with. We found no evidence to suggest that either Irish Aid or the Partners felt exposed or disadvantaged by this situation. This changed in 2009 with the arrival of a new team within Civil Society Section and by the time of the MTR there was already a move to re-connect MAPS II to its original emphasis on results and reporting on outcomes in ways that served the pursuit of real and strategic change for poor and marginalised communities. This led (positively) to an exercise (post MTR) within each Partner of developing retrospective results frameworks for the direct funded MAPS programmes.
112. These exercises were able to converge with and provide a valuable stimulus and in some cases direction to the wider M&E developments in the Partner organisations. There was no separate provision made for tracking through a common indicator set – as one MAPS programme – the delivery on the policy and process objectives detailed in the MAPS II Guidelines. We believe that the right choices in terms of where to focus effort were made post MTR. We attribute the fact that there was essentially a ‘dormant’ period of over two years (before this point was reached and a clear path set), to both a reluctance on all sides to really work through the challenge of developing a functional approach to tracking the results of MAPS, and a question-mark that persisted over the utility of putting such an effort on results on the objective of a MAPS II programme.
113. Our discussions with Partners and Irish Aid and the observations of the MTR suggests a number of possible reasons for the specific difficulties with the benchmark exercise;
 - There were different perceptions amongst different stakeholders as to how far MAPS II can be considered a programme and therefore the extent to which it can be measured and evaluated.

⁵⁰ MAPS II Mid Term Review para. 21.

- The MAPS II objectives were broad and therefore open to considerable interpretation in terms of what each Partner was expected to contribute in absolute terms.
 - Many of the initial (outcome level) changes that the MAPS Partners aimed to achieve are subtle and context specific and do not lend themselves to a common ‘impact’ indicator approach at the organisational level. It is difficult to see how such common indicators can capture the impact as well as reading change and interpreting performance in terms of an effective contribution within the country context.
 - The Partners were struggling with a set of (basic) challenges within their wider M&E systems as they moved to a programmatic approach and it was unclear as to how the specific monitoring ‘for MAPS’ could fit within their respective needs and approaches.
 - The guidance at the start of the benchmark process wasn’t clear enough and as a result Irish Aid’s expectations of the Partners mapping their indicators directly onto the indicators in the MAPS II benchmark document wasn’t generally met.
114. As indicated previously there was some initial confusion in terms of how to structure monitoring given the uncertainty over whether MAPS II should be seen as a programme to which the five agencies were expected to contribute or whether MAPS II was a vehicle for core funding to specified elements of a Partners strategic plan⁵¹. The Mid Term Review in 2009 clarified the situation and it is clear that since then the emphasis has moved to an organisation-specific approach on M&E and an across the board effort to ‘step up’ on developing systems for tracking results. However this has yet to be completed and has not as yet translated into management informed by results.
115. An attention to narrative reporting and satisfying the internal and external demand for more anecdotal stories of change has filled this gap and has led to a rather confused approach for M&E with multiple streams of data emerging and with some uncertainty over how this will be quality assured and analysed in ways that will prove useful to the partner. An added complication which is still to be resolved is defining what is the appropriate role of southern partners in the level of programme (as opposed to project) monitoring.
116. Situational analyses are a clear feature of strategy development exercises at the country level and there are clear examples of these informing programming decisions. What is less clear is the extent to which situational analyses are informing the decision making processes on strategic choices to be made between countries/sectoral areas. For example, what would be the critical scale of an intervention required to make a meaningful contribution in a particular setting and would it be preferable from a results perspective to intensify the resources in a particular location/sector rather than support a number of smaller scale and more dispersed interventions.
117. Mutual accountability is largely dependent on ‘results tracking’, making it clear what results the partner is accountable for and also being clear as to whom the ‘mutual’ element refers. At one level the MAPS Partners are concerned with accountability to beneficiaries (Concern has

⁵¹ Irish Aid: Consolidated report on MAPS Partners M&E systems, INTRAC, March 2008, and MAPS Benchmarking Framework, INTRAC.

extended the Humanitarian Accountability Partnership standard (HAP)⁵² across its emergency and development programming, Christian Aid Ireland was the first Irish development agency to be HAP accredited and Trócaire has started the process of adopting HAP). MAPS Partners as ‘donors’ within a country setting are also expected to meet standards on providing timely, transparent and comprehensive information on their resource flows. There is also the aspect of mutual accountability to the Oireachtas⁵³ and public in terms of the effectiveness of the MAPS investments set within the partnership between Irish Aid and the NGO. We found that the structures for mutual accountability are not strongly developed and that there is still a lack of clarity on where the ‘mutual’ aspect of accountability for the decisions being taken within MAPS Partners should lie.

- 118. In many of the settings where MAPS funding has been deployed, government monitoring systems are very weak and therefore the opportunity for MAPS Partners and Irish Aid (who may also be providing support through other modalities) to tap into government owned data to read longer term impact is very limited⁵⁴. We found no evidence of discussion or initiatives on the way in which MAPS Partners – and Irish Aid – could collectively engage with the specific challenges of long term impact assessment.
- 119. In summary, whilst there has been **real progress on strengthening the M&E practice** of the Partners there is **still some way to go** before there will be a flow of results information informing the strategic decisions and tactical adjustments of programming linked with raising quality and effectiveness. The genuine momentum that does exist in terms of the journey of design, trial and refinement that each partner needs to take with regard to results-based M&E does provide the promise of sharper and more coherent programming at the different operational levels. However, further collective consideration is needed by the MAPS Partners and Irish Aid on the expectations on mutual accountability and the opportunities for efficiencies on long term impact assessment, particularly in those Irish Aid priority countries where MAPS Partners are engaged.

Efficiency

To what extent have the Partners efficiently managed their programmes?

- 120. All of the Partners have disbursed the MAPS funds in a way that has suited their strategic priorities in their programming and organisational development, as set out in their approved MAPS proposals. Within Trócaire and Concern, MAPS has been used to either core fund or “top up” a specific sectoral programme allowing incremental growth in programmes and management of the peaks and troughs in funding cycles. Christian Aid Ireland chose to use the MAPS funds to work in seven countries emerging from conflict and GOAL funded work in 10 of its 12 operational countries.

⁵² The Humanitarian Accountability Partnership (HAP), established in 2003, is the humanitarian sector’s first regulatory body aiming to make humanitarian action accountable to beneficiaries and ensure quality management. The HAP Standard provides a tool that represents a broad consensus of what matters most in humanitarian action. HAP certification indicates compliance with this standard

⁵³ Irish Houses of Parliament.

⁵⁴ In respect to the measuring of long term impact GOAL has laid down a system of tracking a set of core indicators at the district level which potentially can provide a basis for assessing the extent to which there has been a sustained improvement in the lives of targeted groups within a district.

121. Concern, GOAL and Trócaire have undergone audits of the MAPS II programme and Christian Aid Ireland is in preparation for audit. Broadly speaking, these audits have noted that the funds were used for the purposes intended and accounted for in the proper manner.
122. In reviewing the mechanisms for MAPS monitoring and reporting, we have found that whilst generally regarded as 'light' in terms of transaction costs, the mechanisms have not in themselves always been efficient. The emphasis on narrative based reporting has proved time intensive and of limited value in nurturing joint reflection by the MAPS Partners on the extent to which progress towards outcomes is being achieved and the reasons behind this.
123. The MAPS Partners have different organisational models which, whilst broadly suited to their nature and style of operation, bring different tension points regarding efficiencies.
- There is a sense that MAPS funding has allowed Concern to take more time to initiate and work through internal processes than would have been the case given a more pressured funding environment.
 - Trócaire's implicit partnership model has meant that it has not placed a high emphasis on articulating what it wants to achieve and what is expected from its partners – something that has at times resulted in the work with partners being less efficient than it might be.
 - Within Christian Aid Ireland there are questions over the efficiency of setting up a specific reporting structure for MAPS within a much larger organisation (Christian Aid UK) where MAPS forms a small percentage of the overall budget.
 - Within GOAL the focus on making a 'clear difference on the ground' has at times been more of a consideration than some of the broader long term 'impact' areas such as policy change or shifts in institutional frameworks that may offer greater reach and/or sustainability.
124. All of the organisations have gone through organisational change processes during the MAPS period in order to improve efficiencies at the programme level. For example, Trócaire has decentralised its operations, Concern has closed down a number of its country offices and GOAL introduced a "roving" team of technical advisors. There have also been efforts to improve efficiencies, and manage the rapidly changing context (growth then cutbacks) internally through organisational restructuring, and there is an appreciation of the way in which new demands are being placed on Desk Officers, Programme Officers and Country Directors.
125. It was found however that two of the Partners might have managed their programmes more efficiently had they consolidated their funding around a smaller number of countries and themes. These organisations are spread widely and rolling out change coherently across multiple 'operating units' consistently and coherently is more difficult and can take more resources when working in more countries and in more outcome areas. This was particularly evident in policy implementation, the development of programme level results frameworks and the uptake of programmatic working.
126. In summary, **the MAPS programmes have been managed efficiently** within the partner organisations. In general the partner has been able to utilise existing corporate systems for financial management. There have been some concerns over the extent of time put into the narrative based reporting exercises to Irish Aid relative to the value of the very limited dialogue on results – at least up until 2011 – that has ensued both within the MAPS partner and with Irish Aid. In terms of the efficiency of the programmes that have received MAPS funds, there is some concern that two of the Partners are either working in **too many countries, or trying to achieve too many different outcomes** with insufficient resources, which has at times slowed down the effects of the wider set of changes underway within the organisations.

To what extent have the Partners worked in partnership with national and local civil society organisations thereby helping strengthen the CSO’s and contributing to greater efficiencies in the delivery of poverty focused programmes?

- 127. MAPS Partners have all brought a strong commitment and different approaches to ‘partnership’, they have recognised different ‘types’ of partners (including looking beyond CSOs) and they have applied their different approaches to partner engagement.
- 128. In the case of GOAL there has been a significant shift since 2007 in that they are increasingly able to take a more holistic partnership approach and there is evidence that capacity is being built with an emphasis on fostering the self-sustainability of the partners. GOAL works with a range of partners from civil society, community development committees, government and the private sector. In Ethiopia, for example, GOAL works with community development committees at kebele level, and with the government at zonal, woreda and kebele level.

Box 4: Examples of partnership working

In **Uganda**, GOAL has been working with established partners that are relatively large NGOs operating in areas of HIV prevention, care and mitigation. Two of the organisations had humble origins starting off as CBOs but over the last five years have grown into local NGOs with relatively significant budgets. GOAL Uganda has focused on NGOs as the appropriate model for delivery in view of the capacity already in existence in the organisations and the expertise they bring to the programme. Their focus on building capacity is to ensure organisational growth which allows for the expansion of programmes to be delivered on the ground⁵⁵.

In **Ethiopia**, the Trócaire /SCIAF/ CAFOD Joint Office works with an NGO called the Brothers of Good Work on an HIV Programme. When interviewed, the partner noted the role Trócaire had played in helping them to improve their work and share lessons with other partners. They also noted that the flexibility of funding enabled them to continue funding important aspects of the programme. They appreciated the contribution of the Trócaire Joint Office to their Strategic Plan, but in a non- “pushy” way, and the training that they provided. It was clear that there was an element of influencing from both sides.

- 129. Concern has demonstrated strength on district level partnerships and there is evidence of some strong examples of partnerships with local Government underpinned by a well-established field presence in the regions in which they work. There is also evidence of ‘commitment to a relationship’ which includes a readiness to work through the inevitable ‘highs and lows’ that local partner organisations will go through as part of their own journey.
- 130. Most of Trócaire and Christian Aid Ireland’s overseas expenditure goes through partners. They are particularly strong in building coalitions of partners; brokering effective links between partners operating at national and district level around issues/ agendas and building capacity in advocacy.

⁵⁵ Case study taken from GOAL Evaluation Synthesis Report (on partnerships), INTRAC 2011.

131. In general there continues to be a (rapid) growth in the number of NGOs registered within the countries where MAPS Partners are engaged. However, the number of NGOs who are already present and operating within the specific geographical areas where much of MAPS programming is being implemented is limited, and their capacity is generally low. This means that there is a period where investments in local partners are ‘heavy’ and given their low base of capacity it will take time for the effects including greater efficiencies emerge. There is also a “closing down” of the NGO space in some of the countries where the MAPS Partners are working. This was seen in Ethiopia where International NGOs and resident Ethiopian charities are prohibited from engaging in advocacy, human rights, conflict resolution and governance related activities. In this environment, the Partners demonstrated flexibility of approach in adapting to this challenging context.
132. In summary, there is evidence to support the view that MAPS Partners to a large extent have worked in partnership with national and local civil society organisations **in ways that have contributed to strengthened organisations and local networks**. There is no evidence base by which we could form a view on whether this is leading to greater efficiencies in programme delivery.

What factors enabled Partners to deliver efficiently on the objectives of their strategic plans as elaborated in their proposals for funding under the MAPS scheme?

133. Our enquiry suggests four key enabling factors: the foundation established with the Partners through the three year MAPS ‘pilot’; the partner expectations on MAPS II; the change in the nature of the interaction between MAPS Partners and Civil Society Section during MAPS II; and the changing nature of the wider funding environment for MAPS Partners. Each of these is specified below.
134. **The foundation of MAPS I:** In looking at the various policy and process objectives of MAPS and considering the starting point for the respective Partners at the beginning of MAPS II, it is clear that in most cases the base position in terms of organisational capacity was already reasonably high – to which MAPS I was a contributing factor. Whilst there has been continued progress, in the main, the nature of the ‘step up’ has been relatively small. During MAPS II efforts have been focused for the most part on: (i) operating from a clearer policy and programmatic basis, (ii) developing structures and processes that support and embed mainstreaming as an organisational strategy, and (iii) developing programmes that demonstrate outcomes and impact at a strategic level. This third element has hardly moved forward until very recently.
135. **Partner expectations on MAPS II:** Each partner had their own unique motivation for engaging with MAPS II linked to their corporate strategy and this has had some continuing influence over the way in which MAPS has contributed to delivering on the wider aims of the organisation. Our interpretation is that for Christian Aid Ireland, an important factor was the desire to learn from operating in conflict/post conflict States. For GOAL, MAPS funding was seen from the perspective of explicit objectives they could achieve organisationally – in terms of organisational improvements and in the implementation of their programmes focused on delivery of services at the household level. For both Trócaire and Concern, MAPS funding was seen in terms of providing security and continuity for their continuing growth strategy and their ability to push ahead with delivery of their respective strategic plans.
136. **The changing nature of the interaction between Irish Aid Civil Society Section and MAPS Partners:** This has gone through different phases with the degree of challenge from Irish Aid Civil Society Section to the Partners varying. At the outset the relationship was characterised by some distance and interactions focused on the administration of the MAPS funding. All sides appeared to have been ‘comfortable’ with this given the challenge they were respectively facing with rapidly expanding funding. This is illustrated by the way in which the benchmarks exercise

in 2007 (see earlier) was allowed by both Irish Aid and the Partners to effectively drift into the margins without a discussion or collective effort at that time to look for an alternative means of tracking results and driving performance. In 2009 the changes in personnel within Civil Society Section and a greater solidity of the team, the drop in funding as a result of the wider economic difficulties and the key messages of the MAPS Mid-Term Review all culminated in a definite shift in the nature of the Partners' interaction with Civil Society Section and in particular with the Section's challenge function in relation to a focus on results becoming more evident. Overall this has been a positive factor in terms of helping the Partners to deliver on the objectives of their strategic plans, with the nature and frequency of the interactions between Civil Society Section and the Partners changing in step with a 'programme management' rather than 'fund administrative' orientation.

137. The relationship has yet to mature into the form of a strategic partnership as envisaged by the MAPS Guidelines and consistent with the expectations of the Civil Society Policy. The MAPS Programme is aligned to the broader Civil Society Policy. However, the contribution of MAPS is not explicit, the policy objectives have not been monitored or evaluated, and there was/is no theory of change explicit in the Guidelines nor the Partners' proposals for MAPS funding that links with the Civil Society Policy. The main link with the Policy is that the MAPS Guidelines strongly emphasises the role of partnerships between Irish NGOs and Irish Aid, and between Irish NGOs and indigenous NGOs in Irish Aid's programme countries. However at the country level there seems to be little connection between what Irish Aid is trying to do and what the MAPS Partners are doing in terms of the type of interventions that they seek to support vis-a-vis civil society. The concept of a more collective vision on 'programmatic working' in relation to both advancing the civil society policy or delivering on Ireland's Country Strategies in its priority countries, has not advanced in respect of use of MAPS funding. Interestingly, there was a clear example in Uganda of Irish Aid and Trócaire collaborating – through a third party (Oxfam) – on a significant new initiative in the Karamoja region.
138. **The changing nature of the funding environment:** Up until 2009 the internal drivers for Partners to pursue their corporate strategy objectives were strong given the focus on programme growth and the relatively healthy funding environment. Within this operating context MAPS funding provided the space for more reflection and gave opportunity for potential change agents within the partner organisations to start to get more engaged. The organisational commitment to raise quality continued but in an era of growth/programme expansion received less attention than it might otherwise have done. Reductions in MAPS funding (from 2009) and the continued shifts in the wider environment to more competitive funding for NGOs have served to change the 'landscape'. In this new era some of the Partners have successfully used MAPS funding as a basis for leveraging competitive funding into programming areas. For example, Trócaire's HIV programme in Zimbabwe secured substantial co-financing from Comic Relief. The extent to which this is reinforcing the efficiencies of a programmatic approach or serving to dilute a programmatic focus is unclear. Our assessment is that MAPS has critically provided some continuity in a period of instability/cuts; without the MAPS element it is unlikely that the 'programmatic approach' would have been established to the point where – in practice - it has become the dominant framework.

Sustainability

Is there evidence that the benefits resulting from MAPS funding are likely to be sustained?

139. In considering the likelihood of the sustainability of the different types of benefits resulting from MAPS funding, the Evaluation team focused on five main areas; development results, programmatic working, addressing gender and HIV & AIDS as cross cutting issues, working with

poor vulnerable groups, innovation and learning. In each case we comment on some of the influencing factors.

140. *Contributing to development results* – the Partners are able to contribute to more and better development results across the different sector programmes partly as a result of the MAPS II investment in their programmes. It is likely that in most cases where the programme approach is firmly established the quality and type of contribution would be sustained without MAPS funding. But the scale of outcomes achieved would be significantly reduced (due to a reduction in overall programme investment and the need to accommodate the specific interests of an external funder within the Partners’ programme framework). Most of the Partners have gone some way to secure other institutional funding for their programmes, but this would not substitute directly for the MAPS investments. To maintain quality at the country level, Partners would probably need to rationalise their work given the transaction costs involved in the organisation engaging with multiple donors.
141. *Programmatic working* – the MAPS Partners are likely to continue to work programmatically as they have policies and strategies in place, identified benefits for implementing programmes, and in the main have recognised and appreciated the benefits of working at the micro, macro and meso levels. However, this may be vulnerable to “project capture” as some funders focus on monitoring beneficiary numbers and at the project level which, when unbalanced, can serve to discourage Partners to work at a programmatic level.
142. *Work on gender and HIV and AIDS* – the foundations for gender and HIV and AIDS mainstreaming have been laid across all of the organisations, and there is clear corporate commitment which would imply a degree of sustainability. However, there is still evidence of poor understanding at the field level on how to mainstream this in the programmes which, unless continued pressure is applied corporately, could risk policy evaporation. Gender is more likely to be sustained as it is high on the agenda of most other donors. HIV and AIDS is less likely to be sustained as it seems to be slipping down the global/donor agenda.
143. *Working with, and for, poor and vulnerable groups* – the MAPS funding and the allied work on baselines have provided space for the Partners to closely examine their target groups and Partners are scrutinising their own programmes to ensure that they really are working with the poor and vulnerable. Some examples of changing practice are:
 - Increased emphasis placed on working with the vulnerable and marginalised, but evidence suggests no uniform practice in terms of targeting disaggregated outcomes which in turn suggests that programme design continue to treat the poor as a homogenous group and a lack of recognition that different groups of poor may require different interventions to achieve the same outcome.
 - Improved approach to contextual analysis which increases the attention to issues of equality in the design step; bringing into view greater conceptual clarity on understanding the differences within the extreme poor and the limits of external intervention.
144. The organisations that work in many different contexts are also asking themselves how sustainable it is to carry out the in-depth analysis required to really understand the needs and barriers of the different groups of the poor.
145. *Innovation and learning* – In an increasingly competitive funding environment where demonstrating results is key, innovation and learning is dependent on the Partners being able to demonstrate the benefits of learning to potential donors and funding sources. The MAPS II Programme has provided the space, funds and at times, strategic partnerships for learning internally and externally. It has also provided space for some innovative practice. Two examples of innovation are: GOAL’s Kenya mobile school visits to slum areas around Nairobi bringing

education to street children and youth in their own environment; and Concern Uganda which took an innovative approach by partnering with private sector on livelihoods development.

146. MAPS II funding has often been instrumental in shaping the programmes of the Partners in a real ‘on the ground’ sense. Given this and the relatively short timeframe through which to see benefits arising, **it is difficult to reach an evidence based judgement on the extent to which the benefits resulting from MAPS funding are likely to be sustained.** Our overriding impression is that benefits have been embedded within the respective partner organisations, but their M&E systems are not yet sufficiently attuned, robust and mature to allow them to convincingly make the case for donors to ‘buy into’ their programming based on evidence of results. As a consequence of this the partner (assuming they are looking to maintain their current overall scale of operation) is likely to be focused on meeting the individual demands of potential donors which may or may not reinforce the programmatic approach that the partner has established.

Conclusions

147. This section brings together the different threads of the findings to draw out some key conclusions on relevance and effectiveness⁵⁶. In concluding on the results of MAPS funded programme interventions, the strengthening of the organisational capability of the MAPS Partners and their partnerships with southern organisations, we address the overarching question of ***‘to what extent have the MAPS funded programmes contributed to reducing poverty and vulnerability?’*** We also draw conclusions on the extent to which MAPS II has realised its ambition of a strategic relationship between MAPS Partners and Irish Aid. Based on our conclusions we make recommendations to Irish Aid relating to some key considerations to be taken into account in a future funding strategy for the development NGO sector in Ireland and to the MAPS Partners in respect to their future programming.

The contribution of MAPS II to reducing poverty and vulnerability

148. Our overall conclusion with respect to answering the overarching question of the Evaluation – *to what extent have the MAPS-funded programmes contributed to reducing poverty and vulnerability* – is a positive one given our findings with respect to the three considerations of development results, increasing capacity within the Partner NGOs and strengthening of their partnerships with southern organisations. There has been a discernible contribution of MAPS to development outcomes particularly at the level of immediate benefits to targeted households and communities.
149. MAPS II funding has also made a discernible difference to the nature and quality of the work undertaken within the respective country programming of the four Partners. In respect to Concern, GOAL and Trócaire this is seen as significant with respect to the scale of the MAPS influence within the total operations of the Partners’ operations. For Christian Aid Ireland the relatively small amount of MAPS II funding when placed in the ‘pool’ of funding for Christian Aid UK (MAPS II representing 3% of total funding) means that the overall effect is far smaller. However this MAPS II funding made up not less than 30% of the total Christian Aid programme funding in the targeted countries and as such influenced the shape of those country programmes and the associated results.
150. For all of the Partners there have been gains for poor and vulnerable households and communities targeted through the use of MAPS II funds. There is, however, still a question as to whether the Partners consistently analysed and provided appropriate support to particularly excluded or vulnerable households within targeted geographical areas. In the past few years, renewed effort has been made to conduct more in-depth analysis on this and there was evidence of some programmes that had been adjusted accordingly.
151. It is not possible to give an absolute value to the extent of contribution given the limitations of the monitoring systems and the complexity of looking across four partners with programmes covering more than 40 countries and each partner having a distinct way of working – MAPS was not a conventional programme in these respects. What we can say is that there is sufficient

⁵⁶ Audit reports provide detail on elements of the efficiency of the scheme.

evidence on the types of results to give confidence in a view that MAPS II funding is delivering benefits. Moreover, the journey that all of the MAPS NGOs have gone on over the MAPS II period has been highly relevant. They have improved their ability to monitor and report on their programmes, improved their partnership processes and improved the quality and depth of their work through a greater level of analysis that is in keeping with their strategic aims. This all bodes well for the future in terms of Partners' enhanced ability to deliver more effectively, using their individually nuanced programmatic approaches with the aim of making a real difference to the lives of the poor and vulnerable. An appreciation of the potential of the Partners to make substantive contributions needs to take cognisance of their respective comparative advantage and the natural limitations of each of the Partners' scale of operations and ability to influence developments in a particular context.

152. We conclude that the experience of MAPS II with the important emphasis on embedding and implementing a programmatic approach (albeit at times slowly) signals more opportunities to build on than concerns to address (with regard to delivery and results). In this respect we believe that the results of MAPS II haven't as yet been fully realised and the potential contribution has not been fully tapped at the country level. Moving forward, an important element in realising the potential of the capability developed under MAPS funding (phases I & II) will be a careful consideration of the desired form that the strategic relationship between Irish Aid and the individual MAPS partner should take in terms of Ireland's international development agenda. This to be complemented by a critical look at how, in relation to Irish Aid's programme countries, the potential synergies between Irish Aid and the individual Partners can be best advanced by funding and other mechanisms, mechanisms which take account of each others comparative advantage.

Relevance of the MAPS approach

153. The MAPS approach is highly relevant within the board framework/landscape of international development in relation to what it is trying to achieve. It is coherent with the greater focus on programmatic approaches and the importance of linking progress at the micro, meso and macro levels so that benefits can be extended and sustained, thereby realising the potential catalytic effect of external assistance. It is also relevant to the aid effectiveness agenda and the principle of managing-for-results, and the recognition of the value that a diverse set of aid modalities can bring, in particular when trying to tackle poverty and vulnerabilities.
154. For the Irish NGOs who received MAPS funds, MAPS was a relevant approach as it supported and strengthened the NGOs' own strategic processes, and in doing so recognised that they are professional organisations with the capability for quality work, often in geographical areas and/or distinct spaces that Irish Aid do not directly engage in. By providing funds to support their organisational development MAPS was also an appropriate mechanism for helping those NGOs to strengthen their systems in order to deliver more effectively and efficiently.
155. MAPS has also been relevant in terms of raising quality within the Irish development NGO sector. It is important that the larger and long standing NGOs continue to demonstrate a growing professionalism in areas such as programming, financial management, M&E, building capacity of southern partners and partnering. In doing so they help to set the standards for the sector in Ireland. Dóchas, with Irish Aid support, provides a structure through which the areas of good practice can be widely shared and adapted across the sector. However, the practical link between this and MAPS II has been limited. The numbers and diversity of organisations in the NGO sector make these types of exchanges challenging.
156. The approach of MAPS is pertinent to a number of Irish Aid's Civil Society Policy commitments, including providing multi-annual support, developing NGO capacity, promoting programmatic approaches and improving performance measurement. The design of the MAPS programmes

were aligned to areas of the Policy, but detailed design was not strongly attuned to the policy aims of an enhanced partnership between Irish Aid and the NGOs and supporting networking among the NGOs.

157. MAPS is highly relevant to the aims of Ireland's aid programme and its growing focus on addressing the needs of the most vulnerable and increasing opportunities given the potential niche role of NGOs in this area. The MAPS Partners are all stepping up their effort to ensure that their programmes support the poorest of the poor. In many countries the most vulnerable are often found in areas that are physically remote, more underdeveloped and/or emerging from conflict, or in urban areas where they are living in situations which exclude them from accessing government services. In these environments the capacity of local NGOs and civil society organisations are often very limited and therefore the partnering with and/ or the direct intervention of international organisations can play an important role.
158. Recent developments in Ireland which are putting the allocation of public funds for development assistance under increasing scrutiny highlight the benefits of close collaboration between Irish Aid and the development NGO sector in Ireland. This might entail linking up through their work at the country level, on the international stage and on public education in Ireland ensuring an effective common endeavor where joined up working can add value. The collaboration in relation to the Hunger Task Force and the 1000 day nutrition initiative are examples of where this is already happening.

What has MAPS II achieved?

159. Through the work of the four NGOs, MAPS II has both contributed directly in terms of development benefits for targeted groups of the poor and vulnerable, and challenged/brought changes to some structures and processes that have the potential to impact more widely. For examples, from within the Africa region, MAPS funded programmes are influencing:
 - The development of mining legislation in Sierra Leone which now provides for a percentage of company profits going to community development.
 - The institutionalisation of the community based management of acute malnutrition approach within the Ministry of Health structures in Ethiopia.
 - Wider thinking in Sierra Leone on how to work effectively with street children on access to education and vocational training through a community driven approach.
160. MAPS II has also contributed to organisational improvements within the NGOs, and they have all developed their programming in ways which have laid the foundations for making a more effective contribution to poverty reduction. In some cases the coming together of the scale of MAPS II funding, the development of corporate strategy, and the point in the evolution of the partner organisation all combined to accelerate organisational improvement. In other cases this combination produced a double edged effect of growth in operations and some positive shifts on programming coupled with a lag factor to some areas of improvement. Overall these changes were facilitated by both the funds (investment in organisational development processes such as finance, mainstreaming, learning) and – somewhat belatedly – the constructive challenge the scheme offered in terms of reporting, accountability etc. The finding in the evaluation of MAPS I that there was some reluctance to put forward programmes seen by the Partners as potentially risky is also to be seen in MAPS II. There has been some innovation, but largely within established programming. Different areas of achievement are elaborated below.

Contribution to development results (in outcome terms)

161. Across the different programme areas the strongest contribution to development results is at the level of direct benefits to targeted households/ communities. Some examples from Asia, Latin America and Africa are:
- In Pakistan assisting 5,000 bonded labourers to access their freedom through legal aid.
 - In Bugiri district in Uganda helping to significantly shift attitudes and behaviour in respect to HIV & AIDS and improving the well being of people living with HIV.
 - In Bangladesh improving the learning achievement rate of the poor and underperforming children across 150 targeted schools in Shariatpur district.
 - In the Colombian province of Choco supporting the return to their land and housing of displaced Afro-Colombian people.
162. Most of the MAPS programming expenditure has focused on immediate benefits for particular populations and groups. There is less evidence of results in terms of contributing to systemic changes (i.e. change in district/ sub –regional delivery systems and structures, or change in the wider institutional arrangements of policy, legislation, and institutional architecture). Such systemic changes have the potential to extend the reach of benefits and sustain the improvements brought about by the work of the MAPS Partners. Over 90% of MAPS expenditure on country programming has been focused on 13 broad outcome areas with interventions spread across a diverse set of countries.
163. Our field enquiries provided a number of strong examples where the work of the MAPS Partners in support of a range of local partners has engaged effectively with the district level and with national processes. Such local partners have included national and local scale NGOs, local government structures, NGO federations and wider coalitions. Two examples from the work of MAPS Partners in Uganda are;
- The Pader District Integrity Forum with a membership comprising representatives from community based organisations and wider civil society, civil servants and political leaders and a mission of zero tolerance to corruption. The influence of the Forum has resulted in an increased level of activism in local communities which in turn has contributed to improved access to social services, helping ensure that the resources allocated by the Government of Uganda to this post-conflict region are more effectively utilised.
 - The Northern Uganda Land Platform which brings together a range of local and national bodies and interest groups with a stake and interest in the resolution of land issues in ways that protect the interests of the poor and vulnerable. Local processes of identifying and resolving land disputes through traditional clan structures are being reinforced by legislative actions at regional and national level.
164. We found cases where engagement at the micro level (targeted households/ communities) appeared disconnected from direct action, or the actions of others, to address and/or be informed by the challenges of systemic change. This suggests that the full intent of a programmatic approach is still working its way through some of the programmes.
165. In drawing conclusions on results, we have been constrained by limitations in the nature and volume of monitoring data, particularly data and information that provides an insight into the often subtle outcome level changes. All the Partners have invested significantly in their M&E

capacity and systems – in particular following the Mid Term Review in 2009 – and are now firmly engaged with the challenge of finding a monitoring system that can efficiently meet their respective needs for managing performance, providing accountability and informing corporate learning. That said, we are reasonably confident given the representativeness of our enquiries, that our findings and conclusions reflect, at a general level, the ‘types’ of results and their prevalence that we would expect to find across the full ambit of the MAPS funded programmes if more detailed enquiry was undertaken.

166. The relative quality of the results from ‘MAPS funded’ programmes compared to programmes funded exclusively by other donors and/or the Partners own resources was not assessed. However, there is evidence to suggest that the predictability and assured nature of MAPS funding has enabled the NGOs to place a greater emphasis on a more strategic approach to their programming – both on paper and on the ground – than would have been the case without MAPS. Examples can be seen in the work on land issues and gender based violence. The reach of this effect of MAPS within each of the Partners has varied depending on the way in which MAPS funds have been deployed across the organisation.

Organisational strengthening

167. All four organisations have increased their capability over the last four years, and MAPS has been a contributory factor to this. The unrestricted nature of the funds allowed both time and investment in organisational development and learning at global, country and programme levels. We conclude that in addition to the general benefit in organisational development that MAPS has provided it has also been critical in certain areas for particular Partners. For examples, Trócaire was able to invest in their management information systems as a result of MAPS, GOAL in their M&E systems and Concern in refining and testing and improving field level contextual analysis.
168. There is a sufficient momentum now built up in the organisations to sustain many of the changes that MAPS II has influenced. The measurement of results/M&E area remains one where an ongoing concerted and reflective effort is required. Mainstreaming has matured within all four organisations and in our view it is within the capability of the respective organisations to sustain and/or take this to another level depending on their priorities. There is also a renewed emphasis on improving analysis to understand the needs of different vulnerable groups.
169. The extent to which MAPS has had a positive effect on the respective organisations has been heavily influenced by the way in which MAPS II intersected with the stage of development the organisations had reached as part of their own evolution. We conclude that for Concern there has been some areas of incremental improvement, but the wider effects of this have been countered by the overall scale of the organisation and the continued focus on growth of operations alongside raising quality. The organisation continues to consider its options in terms of how best to position advisory resources to help improve programme quality.
170. For Trócaire MAPS has contributed to a more outward looking organisation in a period marked by a transitioning programme. The changes within the organisation - including a reconfiguration of core systems and structures - have cascaded down through the centre-region-country arrangement. Whilst it is still too early to fully judge the effect of all these changes, our findings suggest that the changes have not always gone as far as they could have.
171. The partner that we feel has benefited to the greatest extent from MAPS II is GOAL with the push on a programmatic and stronger results approach coinciding with the organisation having just consolidated around some clearer priorities and a tighter geographical focus and a well established and resourced decentralised delivery structure. MAPS has proved to be ‘the right thing at the right time’. GOAL has used an internal benchmarking exercise from 2004 to periodically (2007, 2009 and 2011) take stock of its position against a range of organisational

dimensions using both internal and external assessors. This provides clear evidence of changes in GOAL's capability over the entire MAPS (I & II) period. The funding cuts in 2009-2010 contributed to a need for GOAL to review some of its operations and to think more creatively about its future strategy and funding sources.

172. As a direct result of MAPS, Christian Aid Ireland has transformed itself from being the Irish 'branch' of Christian Aid to a well respected and legally independent affiliate, with its own fund-raising, advocacy and programme development capacity. In respect to its operations 'on the ground' its work sits within the much wider profile, structures and influences of Christian Aid UK and as such the MAPS funding has operated as a 'programme within a programme' (part-funding for a diverse set of 7 countries out of a total of 38). This makes it more difficult to discern the full value of MAPS II within the 'total operations' of the Christian Aid organisation.

Southern partner strengthening

173. Irish Aid identifies partnership at the core of the MAPS funding mechanism. In their own way and reflective of their individual stance and starting point with regard to partnership working, each of the four Partners have made some improvements in the way in which they have engaged in building the capacity of southern partners and have brought a strong commitment to this area. In all cases there is a limited evidence base to say how this has translated into enhanced capacity of southern partners and, therefore by extension, to greater quality and effectiveness of the southern partners wider work. Overall, there has been insufficient attention by the MAPS Partners to measuring change in southern partner capability given its importance under MAPS II.
174. There were some strong examples of where capacity in southern organisations had clearly grown during the period 2007-2010 with the partnership with the Irish NGO being an important contributing factor. These included cases of civil society organisations, NGOs and networked arrangements successfully leveraging funding and expanding their scope and area of work, including local NGOs forming effective linkages with national NGOs on particular agendas. Examples from Uganda include; the work of district level organisations on HIV & AIDS and on gender issues; national and local organisations working together on land issues; and the collaboration between local organisations and networks on increasing the accountability of government service delivery.
175. The building of confidence within the local partner has been of critical value where the partner has been a small relatively new NGO or CSO that is typical of some of the more physically remote areas where MAPS Partners have been active. In this respect the stability (the multi-annual nature) of MAPS funding has been instrumental in supporting the Irish NGOs to commit to a longer term relationship and live through the inevitable highs and lows that most partner organisations will face. In this respect some of the advantages of programmatic working and predictable funding have started to be passed on to southern partners.
176. A clear change has been the move to consider partnership within the frame of a programme and to consider its value in terms of delivering for beneficiaries rather than focus on the partnership itself. In turn this may have contributed to greater differentiation on the modalities for partnering and also a broadening of the range of southern partners (including local government, networked bodies and private sector alongside local NGOs and CSOs) which is evident in some of the MAPS work.
177. Whilst all of the MAPS Partners have sharpened their approaches to partnering, we found evidence of a number of issues (common to the experiences of two or more of the Partners) suggesting a need for greater clarity in terms of objectives and further improvement in practices. Examples of such challenges are:

- An inconsistency – across and within countries – in the way in which a MAPS partner provides broad support to a southern partner’s strategic plan in areas of shared purpose without imposing their own agenda.
 - Some gaps in identifying and tackling key areas of capacity building for southern partners such as governance.
 - Managing the relationship with southern partners through the inevitable shifts in funding.
 - Avoiding the temptation for ‘micro-management’, getting drawn into direct implementation, or ‘taking over’ from the southern partner in ways that clearly hinder capacity development.
178. Overall we conclude that there is greater capacity and sustainability among the MAPS NGOs’ southern partners, but the evidence base for this is limited. Our country visits suggest that there are some small but significant gains being made in areas where the base capacity is particularly weak and fragile. One challenge that will increasingly face the four MAPS Partners is how to reconcile the inherent tension between more ambitious and results driven programmes with working through and alongside local partners in ways that allows the local partner the ‘space’ to learn and grow.

Strategic relationship between MAPS Partners and Irish Aid

179. The MAPS II Guidelines identified the issue of overall coherence with Irish Aid’s poverty focus and cross-cutting priorities as a focus for “ongoing policy dialogue” between Irish Aid and the MAPS Partners⁵⁷. Whilst not an explicit ‘headline’ objective, MAPS II was expected to provide an opportunity for closer engagement in countries where Irish Aid and its MAPS Partners both had a presence. This included dialogue both in-country and globally.
180. The strategic relationship between the MAPS Partners and Irish Aid is the area of the original MAPS II agenda that has developed least since 2007; both at the country level and at their respective Headquarters. In the countries where both the NGOs and Irish Aid have country teams/ representation, we found generally little connection between what Irish Aid is trying to do and what the MAPS Partners are doing. Whilst there were examples of information sharing and some discussions around specific (shared interest) issues, this was still characteristic of a relationship that we felt was not considered important to what the respective organisations were aiming to achieve despite the increasing convergence in terms of in-country policy agenda’s and strategy. This contrasts with the international level and within Ireland where there are examples of strong and effective collaboration on specific issues/ agendas.
181. One of the reasons for the relationship not maturing as anticipated in the Civil Society Policy and MAPS II Guidelines, appears somewhat contradictory. On the one hand at Headquarters level, the donor / recipient relationship of MAPS has at times caused tensions, whilst at the country level the very fact that there was no (donor / recipient) relationship because of the way MAPS is disbursed through the respective organisations, has resulted in a lack of incentives for the collaboration.

⁵⁷ MAPS II Guidelines for NGOs, Irish Aid.

182. The MAPS Partners are four very different organisations and this is reflected in the individual character of the relationship each has had with Irish Aid. There are also differences in the extent to which the relationship has had a positive or neutral effect on furthering the programmatic approach and a focus on result.
183. Some have acknowledged the potential and missed opportunity of this relationship. Through the NGOs Irish Aid may get access to valuable information and perspectives around the realities facing poor and vulnerable groups. Irish Aid may also get enhanced opportunities in priority countries to leverage the effects of sectoral or area focused government to government aid, or more effectively pursue agendas, such as gender based violence, which are not in the mainstream of bilateral aid . Through Irish Aid the NGOs (either independently, or through their southern partners) may get greater opportunity to provide policy makers, government and donors with a picture of what is actually happening on the ground, and to leverage funding for strategic interventions at the district level.
184. Going forward we see considerable potential in Irish Aid and the MAPS Partners building on the experience of MAPS II and consciously investing their time in Irish Aid programme countries in a dialogue of equals. This would take stock of the respective organisations' strengths and weaknesses, and consider where and how the added value of closer working could be realised, irrespective of funding modalities.

Recommendations

185. Our recommendations are framed as actions for Irish Aid and for the MAPS Partners. For Irish Aid the emphasis is on key considerations to take into account in shaping an Irish Aid funding strategy for the development NGO sector in Ireland beyond 2011. For the MAPS Partners the emphasis is on a number of generic actions that they can take which we feel will continue to improve the quality of their work.

For Irish Aid

186. **Recommendation 1 – Irish Aid to continue to provide ‘flexible’ consistent funding to these four MAPS Partners.** Through MAPS I and II, Irish Aid has helped the support and development of organisations that are delivering results and are becoming more effective at doing so. All four organisations are on a positive trajectory in becoming more effective and efficient and have developed a sound foundation for programmatic working. To maximise the returns on Irish Aid’s investments to date, additional support should be provided to help MAPS Partners ‘complete the process’ by; (a) fully testing and embedding their monitoring and evaluation systems, and (b) further refining their programmatic approaches, in particular looking at how they can more strategically link up intended impact (rather than just outputs) at all levels of engagement.
187. It could be argued that the MAPS Partners should be further advanced in organisational development and not be reliant on further MAPS funding to continue this improvement. However, the Evaluation team does not hold this view. Nor does it feel that if funding of this nature was to stop the benefits would be lost, or that the Partners would be unable to achieve their strategic goals. However, an additional period of funding of a similar nature could help maximise the sustainable impact of previous MAPS funding. Consistency of funding rather than the amount should be the central priority in deciding on allocation levels, provided there is confidence in achieving a minimum level of performance.
- Recommendation 2 – Irish Aid to work with MAPS Partners so that all organisations may further refine their operational understanding of how to deliver strategic impact through programmatic approaches, while at the same time maintaining their own individual values and approaches.**
188. The Evaluation findings suggest that; a) all Partners have clearly moved on in this area, b) they are operationalising ‘programmatic’ approaches in different ways, and c) results are more visible at this stage at the household and community level.
189. The Evaluation team is of the view that greater joint exploration drawing from the collective MAPS experience and learning about how to achieve strategic results would benefit all Partners individually and collectively. This could include ways to improve programming through a greater appreciation of the expected timeframes for results at different levels and the connections between them. For example, an important area might be how to scale up community level change for influencing national policy; or how to ensure that policy change is actually implemented at district level in a way that leads to real improvements in the lives of beneficiaries.
190. The Evaluation team suggests that Irish Aid should initiate this process by hosting an initial two day learning event which focuses on drawing out lessons from the experience of the four MAPS Partners in moving to a more programmatic way of working and the challenges in taking this further.

Recommendation 3 – Irish Aid should consider how best to improve linkages between MAPS-supported programmes and other Irish Aid interventions. The Evaluation team suggest this could be undertaken on a number of levels:

- ***In Irish Aid programme countries where the MAPS partners work.*** The team suggest piloting (maybe in Ethiopia and/or Uganda) a ‘Team Ireland’ concept. This approach would involve a more structured level of engagement between the relevant Irish Embassy as facilitator and the MAPS Partners. It should include the creation of an ‘Irish Performance Framework’ highlighting the overall contribution Irish development organisations are making and the approaches they take towards achieving strategic impact. The framework would identify the agreed outcomes (at different levels) that the organisations collectively are contributing to, and their expected approaches. By collectively aggregating these it should be possible for the partners to monitor the overall performance of any future ‘MAPS instrument set within the bigger picture of Ireland’s engagement. This should help to reduce unnecessary duplication; promote joint working, learning and scale up where appropriate; and feed lessons learnt into future programming. While it will be important to preserve organisational autonomy this should not be overly challenging.
- ***At a country level in non Irish Aid priority countries.*** We suggest a less structured ‘Team Ireland’ approach where MAPS agencies have quarterly meetings to share lessons and experience and reflect on where and how their respective programmes are making a difference. Where the country has an Irish Embassy, a representative could attend these meetings and, where appropriate, use the experiences to inform any opportunities for policy influence. Where the country does not have an Embassy, an individual MAPS partner could be identified to facilitate this process with support from Irish Aid HQ if appropriate. The NGOs might also consider a joint mapping of their performance frameworks and change models. This could provide opportunities to realise efficiencies through monitoring of shared outcomes in cases where there might be overlap/ complementarity or opportunities for synergy, collaboration or scale up.
- ***At headquarters level.*** The conclusion of MAPS II and this evaluation provides an opportunity for Irish Aid to ‘reset’ its relationships with the MAPS partners but in a collaborative way. This would; (a) provide the basis for a more productive engagement, (b) help to move away from a primarily transactional relationship to one based more on strategic partnership, and (c) focus more on the link between performance and funding levels⁵⁸. With the defining of performance and expected results being the product of a collaborative exercise.. A shared facilitated event would be an appropriate way to initiate a process towards greater strategic integration and learning.

Recommendation 4 – Irish Aid to build on the MAPS II experience by engaging more broadly with Ireland’s NGO sector through a single ‘managing for results’ initiative. This initiative should cover both development and humanitarian sectors, strengthening organisation wide systems for monitoring and evaluation that service Irish Aid’s needs for performance management, reporting, accountability and corporate learning. Linkages could be explored with Irish Aid’s own ‘results tracking’ systems in the priority countries. This initiative would be of wider interest to the international community and could be an important

⁵⁸ The assumption here of course is that there will be continued funding after MAPS II.

contribution from Ireland to international practice in this challenging area, building on the standing that Ireland already has on its commitment to aid effectiveness.

For MAPS Partners

191. **Recommendation 5 – Partners should assess their programming with a view to making strategic adjustments where appropriate.** Consider carefully the minimum scale of operation that is needed to be effective in terms of making a meaningful contribution to change across strategic levels (micro, meso and macro) in their focal sectors or localities. Based on this analysis, quick adjustments may need to be made, including actively increasing funding if the required capacity is in place or rationalising and consolidating existing programmes to allow for redistribution of resources.
192. **Recommendation 6 – Recommendation 6 – Partners should place more emphasis on monitoring outcome level changes.** Work more intensively with southern partners on developing a shared understanding of how outputs contribute to higher level outcomes. This should include an appreciation of the need to disaggregate categories among the poor and better identify who is benefiting from the programme.
193. **Recommendation 7 – Partners to invest time and resources in shared learning and knowledge management between each other and the wider group of Irish NGOs.** Partners should feed their analysis of how their work is or is not leading to real improvements in the lives of the extreme poor and the most vulnerable, into individual/ shared policy and advocacy agendas. This understanding should be brought into policy discussion forums within the Irish Development NGO community, into collaborative initiatives with Irish Aid on global platforms, and into the continuing public debate in Ireland on the justification for - and the effectiveness of - aid.

Annex 1: Terms of Reference

Terms of Reference **For an Evaluation of the** **Multi-Annual Programme Scheme, Phase II, 2007-2011**

1. Introduction

As part of Irish Aid's commitment to supporting Irish-based NGOs as strategic partners to help reduce poverty and promote equitable and sustainable development, Irish Aid's **Multi-Annual Programme Scheme** (MAPS) has been providing support to five Irish NGOs⁵⁹. Now in a second phase, MAPS-II (2007-2011) has the overall objective:

“To provide a supportive framework of funding that enables organisations and their partners to work effectively and programmatically in pursuit of poverty focused development outcomes and impacts.”

Under MAPS-II, between 2007-2010 more than €242m has been provided to four partners on the basis of multi-annual funding agreements with an additional €9.3m provided to a fifth partner on the basis of annual funding agreements. Additional MAPS funding will be available for 2011. The MAPS scheme and its funding is managed by Irish Aid's *Civil Society* section⁶⁰.

The guidelines for MAPS-II make a commitment to an evaluation which will focus on “*the poverty impact of MAPS II*”. To maximise the utility of such an evaluation, this evaluation needs to be carried out before the end of the programme period, 2007-2011.

2. Purpose

To provide Irish Aid with an independent, evidence-based assessment of how Christian Aid Ireland, Concern, GOAL and Trócaire⁶¹ have contributed to reducing poverty and vulnerability as a result of the funding provided through MAPS-II, 2007-2010. The assessment will help inform the development of a performance-based Irish Aid funding strategy for the development NGO sector in Ireland beyond 2011 and contribute to how the MAPS Partners might strengthen their programming.

⁵⁹ Christian Aid Ireland, Concern Worldwide, GOAL, Self Help Africa and Trócaire.

⁶⁰ Most of the NGOs receiving funding under MAPS-II also receive some humanitarian assistance related funding managed by Irish Aid's Emergency and Recovery section.

⁶¹ The fifth partner who received funding on annual basis will not be included in the sample and will be assessed at a later time.

The primary audiences for the evaluation will be the Minister, the Department of Foreign Affairs and the highest levels of Irish Aid management. Other audiences will include Irish Aid’s operational sections (especially Irish Aid’s *Civil Society* and *Emergency and Recovery* sections), the MAPS Partners and other stakeholders.

3. Scope

The evaluation will focus on the contribution that the four MAPS NGO partners have made to poverty reduction and what they (and their partners) have achieved with the funding provided under the MAPS scheme⁶². The overarching question for the evaluation will thus be:

To what extent have the MAPS funded programmes contributed to reducing poverty and vulnerability?

In respect of this question, the evaluation will provide an assessment based upon outcomes and achievements of the programmes supported with MAPS funding. This assessment will examine in detail qualitative and existing quantitative evidence from a substantive and representative sample of the MAPS Partners’ programmes. In assessing performance, the evaluators will take cognisance of the theory of change, results’ framework, and strategy for poverty reduction of each of the partners, in addition to the stated objectives of the MAPS-II Guidelines⁶³.

The evaluation will use the OECD-DAC evaluation criteria of Relevance, Effectiveness, Efficiency and Sustainability⁶⁴. As appropriate, assessments against these criteria will be backed by evidence of outcomes at the immediate and/or intermediate objective levels. Assessments will refer to the partners’ original proposals for MAPS funding.

Key questions for consideration include:

Relevance

1. To what extent were the MAPS Partners’ programmes (as per the individual MAPS funding proposals) a relevant response to the multi-dimensional aspects of poverty and vulnerability?
2. To what extent did the MAPS Partners work programmatically (as defined by the MAPS Guidelines) and how relevant was this for tackling poverty and vulnerability?

Effectiveness:

3. To what extent have the MAPS partners been effective (immediate and intermediate outcome levels) in helping reduce poverty through supporting responses to; chronic crises; strengthening the development of civil society organisations and communities, and; improving access to resources and services?

⁶² The evaluation will not examine the smaller amounts of funding received by the NGOs from budget lines managed by Irish Aid’s *Emergency and Recovery* section.

⁶³ See Annex “MAPS Objectives”

⁶⁴ While it is recognised that the evaluation may not be able to measure long-term effects resulting from interventions supported by the MAPS-II programme (impact level), it is expected that where evidence of such impact is available (positive or negative) this will be documented.

4. To what extent were cross-cutting issues effectively mainstreamed in the partners' programming, particularly in relation to gender equality and combating HIV and AIDS, and did participation in MAPS help the partners become more effective in mainstreaming such issues?
5. To what extent did the MAPS Partners' programming, informed by situational analyses and policies, focus on the achievement of results, mutual accountability and the measurement of longer term impacts?

Efficiency:

6. To what extent have the partners efficiently managed their programmes?
7. To what extent have the partners worked in partnership with national and local civil society organisations thereby helping strengthen the CSO's and contributing to greater efficiencies in the delivery of poverty focused programmes?
8. What factors enabled partners to deliver efficiently on the objectives of their strategic plans as elaborated in their proposals for funding under the MAPS scheme?

Sustainability:

9. Is there evidence that the benefits resulting from MAPS funding are likely to be sustained?

4. Methodology

It is envisaged that the evaluation will consist of two broad phases.

The **first phase** will essentially involve **an extensive review of documentation** - reports, reviews, evaluations and other documents related to the performance of programmes supported with MAPS funding. As this initial phase will be followed by field visits to specific countries⁶⁵, the documentation review will examine carefully the evidence in relation to these particular countries. The documentation review will also sample major and materially significant MAPS funded programmes being implemented in countries other than those which will not be subject to a field visit. In addition, this first phase will involve **initial interviews with key informants** from Irish Aid (HQ)⁶⁶, the MAPS Partners and other relevant actors⁶⁷. Following from the review of documentation and interviews with key informants an interim report will be prepared which will provide quantitative and qualitative evidence in relation to outcomes, and will present preliminary findings. This interim report will help inform the next phase, sharpening the focus for the field visits.

⁶⁵ Whereas a decision on the countries for the field visits has yet to be finalised, it is anticipated that they will be in East/Horn of Africa and Western Africa.

⁶⁶ It should be noted that Irish Aid's HQ is the city of Limerick approximately 3 hours travel time from Dublin.

⁶⁷ In the case of one of the partners, some of their MAPS funding has been used for public advocacy and development education in Ireland.

Field visits to three countries will be carried out in a **second phase**. These visits will validate, or otherwise, the evidence arising from the review of documentation and interviews with key informants, and may identify new evidence. Separate Terms of Reference for field visits will be prepared whose scope will be informed by; issues arising from the documentation review and possible information gaps or important issues that need further examination.

Consultants should propose a detailed methodology as part of their tender proposals setting out:

- (a) Their understanding of the ToRs
- (b) A methodology showing the evaluation tools to be used and a plan to conduct the assignment
- (c) Allocation of consultant days across team members
- (d) Indicative timetable for completion of the assignment.

5. Outputs

The expected outputs of the assignment are as follows:

10. At the end of the review of documentation and interviews with key informants (first phase), an interim report will be submitted setting out preliminary findings and summarising key issues to be addressed during the second phase of the evaluation, and setting out a refined work plan for the remainder of the assignment.
11. Individual MAPS partner assessment reports (maximum 30 pages excluding appendices) that will include the findings, analyses (including financial analyses), key lessons and recommendations. These reports will also outline key challenges and emerging opportunities for both the partner concerned and Irish Aid. The preliminary findings will be supported by quantitative and qualitative evidence related to outcomes.
12. An overall synthesis report with a standalone Executive Summary that answers the key evaluation question and is structured around the evaluation criteria.

Throughout the process short reports tracking progress of the evaluation process will be requested. At the completion of the consultancy a short 3 to 4 page report in plain English that highlights the main findings will also be required for dissemination to the Minister of State, the Department of Foreign Affairs Audit Committee and the Oireachtas⁶⁸.

Reports should demonstrate familiarity with the revised OECD-DAC *Evaluation Quality Standards* and be written to a high standard, ready for publication.

6. Evaluation team and Selection Criteria

Expertise required: Intending service providers will demonstrate the following:

⁶⁸ The Oireachtas is the Irish Houses of Parliament.

- Proven capacity and experience in development strategic planning, the use of programmatic approaches and the management of complex evaluations, particularly in an NGO environment
- Strong understanding of NGO and donor relationships in MAPS type schemes
- Extensive evaluation experience
- A balanced team with regards to the objectives of the Terms of Reference
- Experience in mainstreaming cross-cutting issues (gender, HIV/AIDS, environment, governance)
- Availability within the time frame outlined

The Evaluation team will have a clearly identified Team Leader with relevant experience. He/she should have demonstrable experience of leading evaluations of complex programmes. The Team Leader will be responsible for the overall management of the assignment and the production of the final report and thus should have experience in managing multi-disciplinary teams, producing high quality reports and working to demanding deadlines. The core team will include international evaluators. For field visit phase, the core team may wish to involve national evaluators once the countries to be covered by phase two have been selected.

Consultants will be selected according to the following criteria:

- Understanding of the Terms of Reference, proposed methodology and planning of the assignment (25%)
- Experience of the Team with respect to the evaluation of complex development programmes, particularly in the areas anticipated for the field visits (15%)
- Experience with and understanding of the wider development NGO community (10%)
- Overall balance and complementarity of the skills and experience of the team with respect to the required expertise (15%)
- Experience, communication skills and overall suitability of the Team Leader (15%)
- Overall cost (20%)

The service provider must be able to demonstrate how it can assure quality control of both the process and the outputs described above.

To enable the Evaluation Committee to thoroughly evaluate tenders it may be necessary for the Committee to request clarification of information provided in a tender. Tenderers may be requested to attend interview to clarify their tender and provide the opportunity for the Evaluation Committee to ask questions. In such cases the Contract Officer will be responsible for documenting the interview and coordinating the clarification process. This clarification does not allow tenderers revise their original offer and therefore no new or additional information will be requested or permitted during interview.

7. Timeframe

It is expected that the evaluation will commence by mid-November 2010 (or earlier) with the field visits anticipated between February and April 2011. It is expected that the individual partner assessment reports and the synthesis report will be ready by the end of June 2011. A maximum of 312 consultancy days will be available for this assignment.

8. Management Arrangements

The evaluation will be an independent, external exercise managed by the Evaluation and Audit Unit of the Department of Foreign Affairs. The Consultants will report directly to Mr. Donal Murray of the Evaluation and Audit Unit in Dublin.

Annex: MAPS Objectives

(As stated in the MAPS Guidelines, 2006)

Objectives of MAPS II

The overall objective of MAPS II is to provide a supportive framework of funding that enables organisations and their partners to work effectively and programmatically in pursuit of poverty focused development outcomes and impacts.

Policy Level Objectives

- 1. To address the multi-dimensional aspects of poverty and vulnerability in the context of preventing and responding effectively to chronic crises;*
- 2. To promote sustainable development processes which reduce poverty and promote justice and equality, especially gender equality;*
- 3. To strengthen, through partnership, the development of autonomous civil society organisations and communities in the South to enable participation in development processes and decision-making at local and national levels;*
- 4. To support communities and organisations to combat HIV/AIDS and reduce risk and vulnerability to this and other communicable diseases;*
- 5. To support communities to realise their human rights and improve their access to resources and services.*

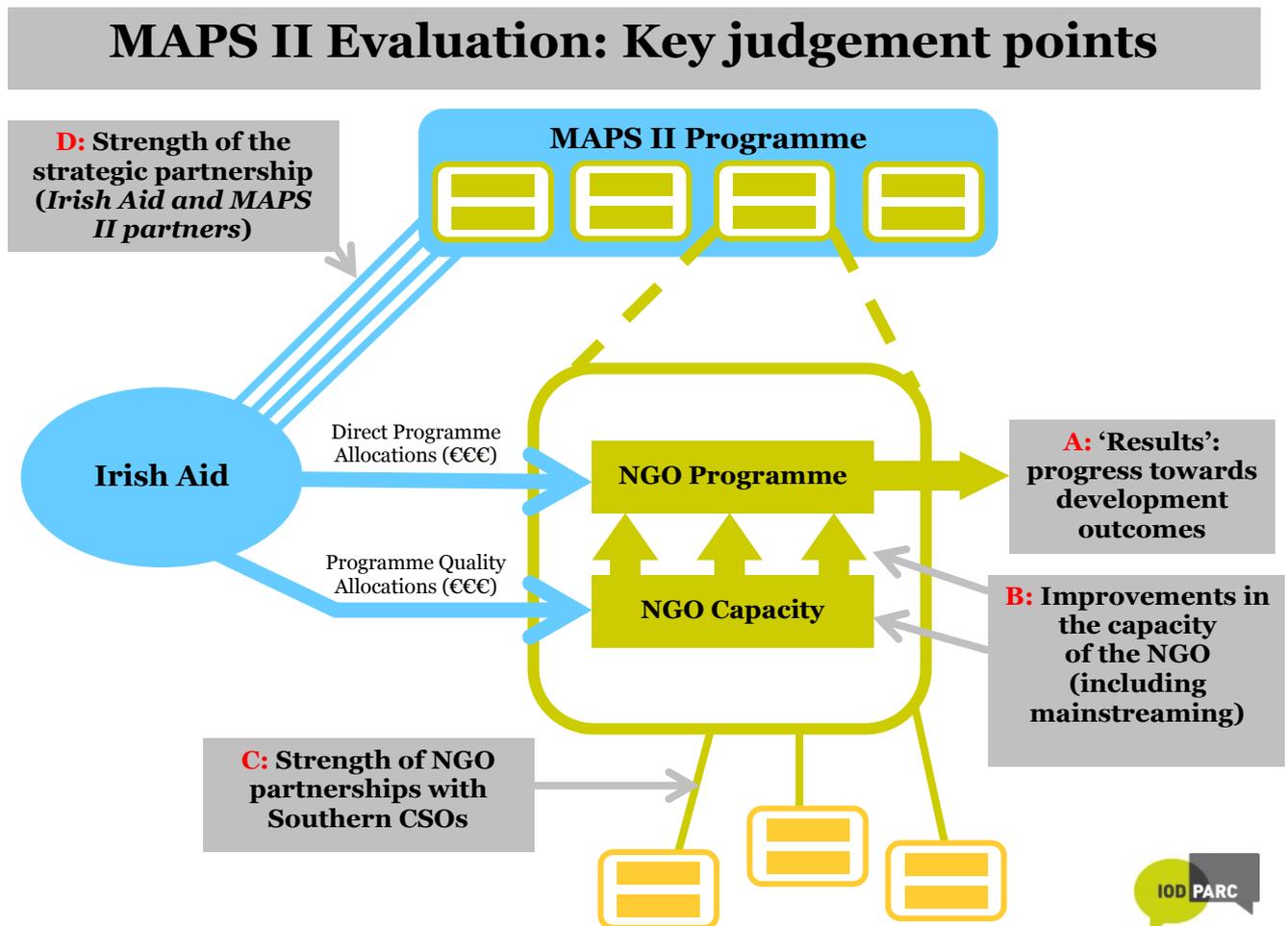
These interlocking set of objectives represent what Irish Aid wishes to achieve at an outcome and impact level through MAPS II. Each MAPS partner will make a particular contribution based on its comparative advantage and set of strategic objectives; however, it is hoped that all partners, at some level, will make a contribution to all five.

Process Level Objectives

- 1. To encourage organisations to operate from a clear policy and programmatic basis;*
- 2. To improve organisational effectiveness and viability for enhanced programme impact by providing strategic funding to NGOs;*
- 3. To develop structures and processes that support and embed mainstreaming as an organisational strategy;*
- 4. To promote innovation and lesson-learning through research, documentation and exchange;*
- 5. To support the development of programmes that demonstrate outcome and impact at a strategic level;*
- 6. To encourage each partner to improve overall programmatic coherence in relation to advocacy on development-related public policy issues.*

Annex 2: Diagram of Judgement Points

Figure 1: Key Judgement Points

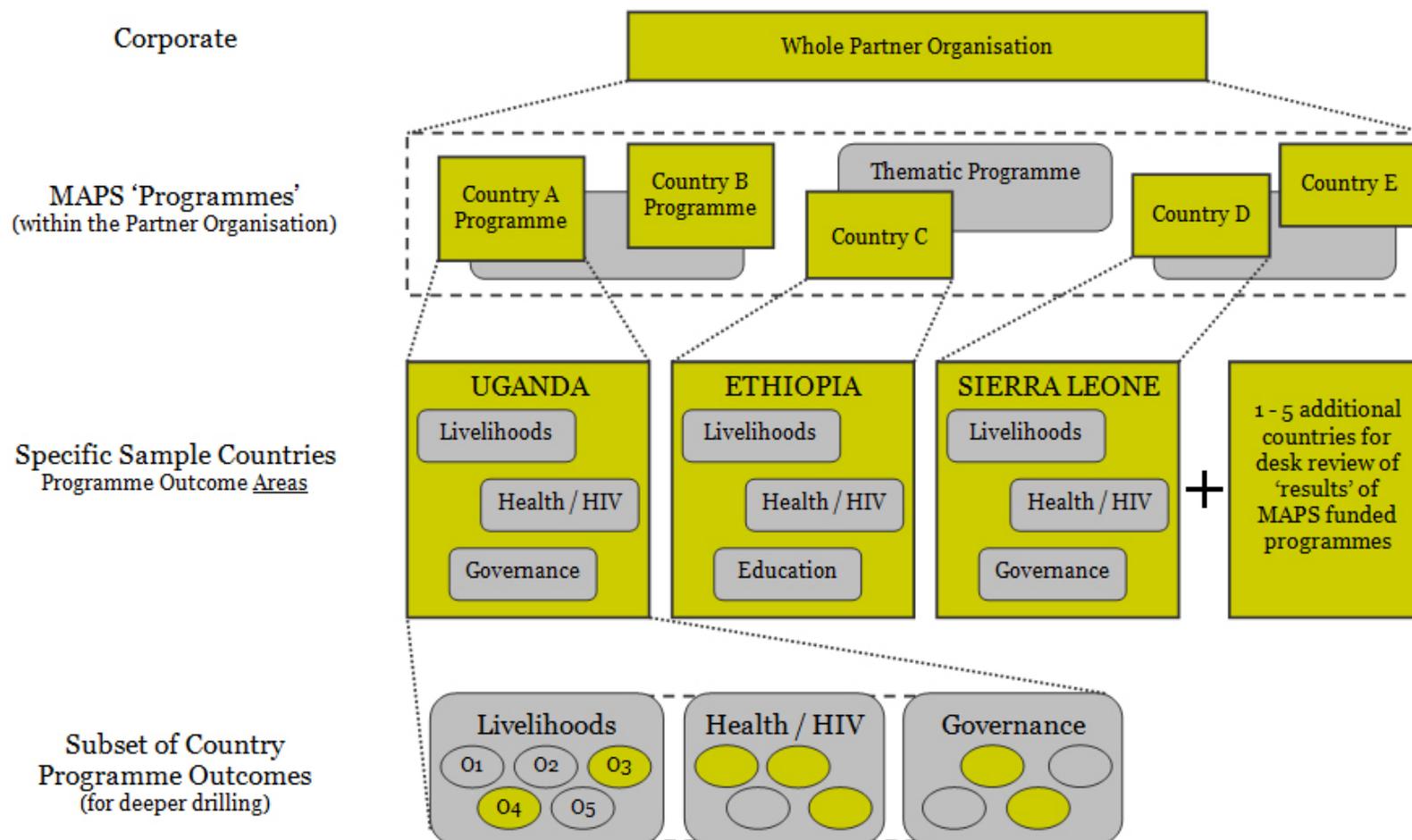


Annex 3: Timeline of MAPS Evaluation

Timeline of MAPS Evaluation

Month	Activity
November	Presentation of methodology to partners and initial inquiry
December	Inception report
January	Pilot visit to partners and Irish Aid in Uganda
February - March	Interviews with Partner staff and other relevant stakeholders/ desk based review of relevant documents
March – April	Field visits to three countries (Ethiopia, Sierra Leone and Uganda). Desk review of an extended sample of countries – designed to cover (in total) a minimum of 30% of the Partners total MAPS expenditure.
May - June	Initial analysis, drafting of partner reports and presentation to partners
June/ July	Finalising partner reports, analysis and drafting of synthesis report

Annex 4: Assessing Results for MAPS Partners



Annex 5: List of People Interviewed

For full lists of people interviewed, please refer to individual Partner Reports.

Irish Aid and Stakeholders

Person interviewed	Role/job title
Brendan Rogers	Director General, Irish Aid
Michael Gaffey	Deputy Director General, Irish Aid
Paul Sherlock	Senior Development Specialist, Irish Aid
Finnuala Gilsenan	Director, Civil Society Section, Irish Aid
Alison Milton	Civil Society Section, Irish Aid
Orlagh Condrón	Civil Society Section, Irish Aid
Tom Hennessy	Evaluation & Audit Unit, Irish Aid
Johnny Regan	Irish Aid Consultant
Kevin Carroll	Head of Development, Irish Aid, Uganda
Kevin Kelly	Ambassador, Embassy of Ireland, Uganda
Colleen Wainright	Head of Development Irish Aid, Ethiopia
Ben Siddle	Irish Aid, Ethiopia
Anne Barry	Irish Aid, Ethiopia
Richard Boyle	Institute of Public Administration
Hans Zomer	Director, Dóchas

MAPS Partners

Person interviewed	Role/job title
Concern	
Chief Executive, Senior Management and Key Staff, Concern Headquarters	
Country Director, Senior Management and Key staff, Concern Uganda, Concern Ethiopia, Concern Sierra Leone	
Sample of Concern Partners beneficiaries in Uganda, Ethiopia, Sierra Leone	
GOAL	
Chief Executive, Senior Management and Key Staff, GAOL Headquarters	
Country Director, Senior Management and Key staff, GOAL Uganda, GOAL Ethiopia, GOALK Sierra Leone	

Person interviewed	Role/job title
	Sample of GOAL Partners beneficiaries in Uganda, Ethiopia, Sierra Leone
	Trócaire
	Director, Senior Management and Key Staff, Trócaire Headquarters
	Country Director, Senior Management and Key staff, Trócaire Uganda, Trócaire Ethiopia, Trócaire Sierra Leone
	Sample of Trócaire Partners beneficiaries in Uganda, Ethiopia, Sierra Leone
	Christian Aid
	Chief Executive, Senior Management and Key Staff, Christian Aid Ireland and UK Headquarters
	Country Director, Senior Management and Key staff, Christian Aid Sierra Leone

Annex 6: Documents Reviewed

For a detailed list of all documents reviewed for the Evaluation, refer to individual Partner Reports.

Background Documents

Development Cooperation Ireland Department of Foreign Affairs (2006), <i>“The White Paper on Irish Aid”</i>
Irish Aid, Civil Society Section presentation to Audit Committee
Irish Aid, Thornton, Barrington & Carroll (2010), <i>“Donor HQ Study”</i>
OECD-DAC (2005), <i>“The Paris Declaration on Aid Effectiveness”</i>
OECD-DAC (2008), <i>“Accra Agenda for Action 2008”</i>

Strategic Documents and Policies

Irish Aid (2006), <i>“MAPS II Guidelines for NGOs”</i>
Irish Aid Department of Foreign Affairs (April 2008), <i>“Civil Society Policy”</i>

Evaluations Referenced in the Report

Gaynor, C. (2010), <i>“Mid-Term Review of Irish Aid’s Multi-Annual Programme Scheme 2006-2011”</i>
IOD PARC (July 2011), <i>“MAPS II Evaluation Partner Report: Christian Aid”</i>
IOD PARC (July 2011), <i>“MAPS II Evaluation Partner Report: Concern”</i>
IOD PARC (July 2011), <i>“MAPS II Evaluation Partner Report: GOAL”</i>
IOD PARC (July 2011), <i>“MAPS II Evaluation Partner Report: Trócaire”</i>
IOD PARC (February 2011), <i>“MAPS II Evaluation: Inception Report” (Methodology)</i>
INTRAC (2011), Partnerships Case Study from GOAL Evaluation Synthesis Report
INTRAC (March 2008), <i>“Consolidated report on MAPS Partners M&E systems”</i>
INTRAC (March 2008), <i>“MAPS Benchmarking Framework”</i>
INTRAC and Annesley Resource Partnership (2006), <i>“Evaluation of the Development Cooperation Ireland Multi-Annual Programme Scheme 2003-2005”</i>
McEvoy, P. and S. Methven, Development Cooperation Ireland Department of Foreign Affairs (2005), <i>“Evaluation of Development Cooperation Ireland Multi-Annual Programme Scheme 2003-2005”</i>
Ortega, M (2009), <i>“External Evaluation of the Nicaragua Sustainable Livelihood Programme”</i>
Resource Use and Capacity Building Consultants (2010), <i>“Kenya Gender Based Violence Programme Evaluation”</i>