

# Annex 17: Stakeholder Map

## Briefing Note

Prosperity Fund - Evaluation and Learning

February 2018



HM Government

Prosperity Fund

Evaluation & Learning services delivered by:



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Document Title	Stakeholder Mapping Report		
	WYGB19-INC-06-01	Revision	3
Revision	Written By	Checked By	Approved By
Revision 0	Peter Davis	Toby Pragasam & Joel Burman	
Revision 1	Peter Davis, Toby Pragasam & Joel Burman	Toby Pragasam, Michael Schultz, Paddy Abbot & Joel Burman	PFMO
Revision 2	Peter Davis	Toby Pragasam & Joel Burman	PFMO
Revision 3	Peter Davis & Joel Burman	Toby Pragasam	PFMO
Revision 4			
Revision 5			

This report was prepared during the inception phase of the Prosperity Fund Evaluation and Learning contract. It forms an annex to the main Inception Report.

It was produced and approved by the Prosperity Fund Management Office before the main Inception Report and Workplan were finalised and agreed.

If there is any inconsistency between this annex and the main Inception Report and Workplan, the main Inception Report and Workplan provides the agreed position.

## Acronyms

AIIB	Asian Infrastructure Investment Bank
BEIS	Department for Business, Energy and Industrial Strategy
COs	Country Offices
CCS	Crown Commercial Service
DCMS	Department for Culture, Media and Sport
DFID	Department for International Development
DIT	Department for International Trade
E&L	Evaluation and Learning (contractor / team)
EITI	Extractive Industries Transparency Initiative
FCO	Foreign and Commonwealth Office
GDS	Government Digital Service
GNI	Gross National Income
HMG	Her Majesty's Government
HMT	Her Majesty's Treasury
HVC	High Value Campaign
ICAI	Independent Commission for Aid Impact
ICF	International Climate Fund
IEG	World Bank – Independent Evaluation Group
IEO	Independent Evaluation Office
IFC	International Finance Corporation
IPA	Infrastructure and Projects Authority
M&R	Monitoring and Reporting (contractor / team)
MDAs	Ministries, Departments and Agencies
MDBs	Multilateral Development Banks
MEL	Monitoring, Evaluation and Learning
MOU	Memorandum of Understanding
NAO	National Audit Office
NGO	Non-Government Organisations
NSC	National Security Council
NSS	National Security Secretariat
OECD	Organisation for Economic Cooperation and Development
ODA	Overseas Development Assistance
PF	Prosperity Fund
PIDG	Private Infrastructure Development Group
PFMO	Prosperity Fund Management Office
SRO	Senior Reporting Officer
StAR	Stolen Asset Recovery Initiative
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
VfM	Value for Money
WB	World Bank

## Executive Summary

This report presents the E&L team's stakeholder mapping and engagement work, including progress, findings to date and next steps. It sets out the interests, levels and types of influence of different E&L stakeholder groups. The analysis will inform the design of the broader E&L approach. We have considered:

- Interests in E&L: What needs and expectations (if any) does each stakeholder have of the E&L team; and what appetite do they have for engaging with us and using our work to improve their programmes or the Prosperity Fund as a whole?
- Influence over E&L: This may relate both to those who wield influence over E&L work at a strategic and operational level; as well as those who will have wider influence over the Prosperity Fund as a result of interaction with the E&L process. This latter point is related to the focus of our evaluation in supporting PF decision-makers and implementers.

Given that the intention is to employ a user-focused approach to evaluation, this report focuses on the likely primary users of E&L processes and outputs. Groups engaged with to date are:

- Programme managers and staff both in the UK and in-country Missions
- Staff of the Prosperity Fund Management Office (PFMO)
- Members of the Technical Advisory Group (TAG)
- Members of the Portfolio Board (PB).

In addition, a number of other stakeholders have been identified but have not been interviewed during this process. In undertaking the engagement process to support the PF E&L, collaboration and exchanges of information with the PF Monitoring and Reporting (M&R) provider have been an important element of stakeholder engagement.

The engagement process has helped develop our understanding of the needs and expectations that stakeholders have of the E&L process and insights that are being fed into the design of our team's wider approach. The key findings are:

- The PF is a new modality in international development and will be closely followed to assess its effectiveness. Some of this interest will be critical. Others, such as OECD governments, will want to see if there are lessons they can apply to their own development spending.
- Some stakeholders have a heightened interest in evaluations as a source of evidence of benefit to UK economic interests. This will cover both the relatively immediate benefits, e.g. in the number of trade deals signed, as well as evidence which explores the subtle long-term benefits to the UK, for example, in terms of 'soft power'.
- A number of challenges need to be addressed. Firstly, responsibility for some programmes is split between different departments and the detailed management arrangements have yet to be fully agreed. Secondly, other programmes are centrally managed, but require the support of country Missions to be able to operate effectively. Thirdly, in a number of cases, country programmes have themes in common. In these cases, it is not yet clear how lessons can be learned and shared. The evaluation process can help facilitate this learning and sharing.

- Teams understand the importance of delivering primary benefits through their programmes. The challenge is in demonstrating this. The International Development Act makes it a legal requirement that all spending under the PF has pro-poor and gender-positive impacts. Evaluations will therefore be expected to provide insights into whether these benefits are being generated, and lessons on how benefits can be further improved.
- At country and regional level there is a need to continue to refine the scale and mix of resources that are needed for managing complex programmes. Sharing learning about how to manage in such situations will be valuable for programmes.
- Gaps in programme design still remain, which pose challenges both to programme implementation, and to theory-based evaluation. The E&L process will need to take this into account in its planning and design.
- Programme teams are coming to terms with the wide range of modalities available to them for programme implementation – tenders, MOUs, MDBs, grants etc. Evaluating different implementation modalities and sharing learning about which are most effective in different circumstances, will ensure that future rounds of programming can be better informed in this regard.
- The PF is meant to take an adaptive approach to managing its activities – up-scaling activities which are working and down-scaling those which are not. However, the systems necessary to achieve this in practical terms may need further development. Over time, evaluation of how programmes have adapted their work will be important as a way of assessing which approaches are most effective, and why.
- Much of the change envisioned by the PF will take time. For example, the impact of policy changes will take time to manifest into practical change on the ground. Thus, even if programmes are well-conceived and take appropriate steps, some impacts are unlikely to be visible until after the current funding period for the PF has ended (i.e. after 2021). Evaluation design will therefore need to take this into account.

The stakeholder engagement process will continue but will be increasingly conducted by members of the E&L team focused on technical areas of the E&L design and implementation, supported by an ongoing co-ordinating function, as well as wider strategic engagement. This on-going process will enable us to further develop our understanding of stakeholder needs and interests, so as to be able to design and implement evaluation and learning processes which are as relevant and useful as possible.

## 1. Introduction

Mapping and engagement with key Prosperity Fund Evaluation and Learning (E&L) stakeholders underpins the E&L inception work plan and is at the heart of our implementation approach. This report updates on the E&L team's early mapping and engagement work, including progress, findings to date and next steps. In particular, it describes the key stakeholder groups for the Prosperity Fund Evaluation and Learning (E&L) team, the relevance of each for our work, and the interest and influence that the groups will have in what we are doing. The purpose of this paper is to reflect to the EL team and to the PFMO the needs and interests of different stakeholder groups to inform the design of our evaluation and learning approach.

Given that we intend to employ a user- and learning-focused approach to evaluation, we have been particularly interested in those who will be the primary users of our evaluations. Specifically, we have considered the following:

- Interest in E&L: What needs does each stakeholder have of our E&L work; what expectations (if any) do they have of us and our role; and what appetite do they have in engaging with us and using our work to improve their programmes or the Prosperity Fund as a whole?
- Influence over E&L: This may relate both to those who wield influence over E&L work at a strategic and operational level; as well as those who will have wider influence over the Prosperity Fund as a result of interaction with the E&L process. This latter point is related to the focus of our evaluation in supporting PF decision-makers and implementers.

### 1.1 Which stakeholders we have engaged

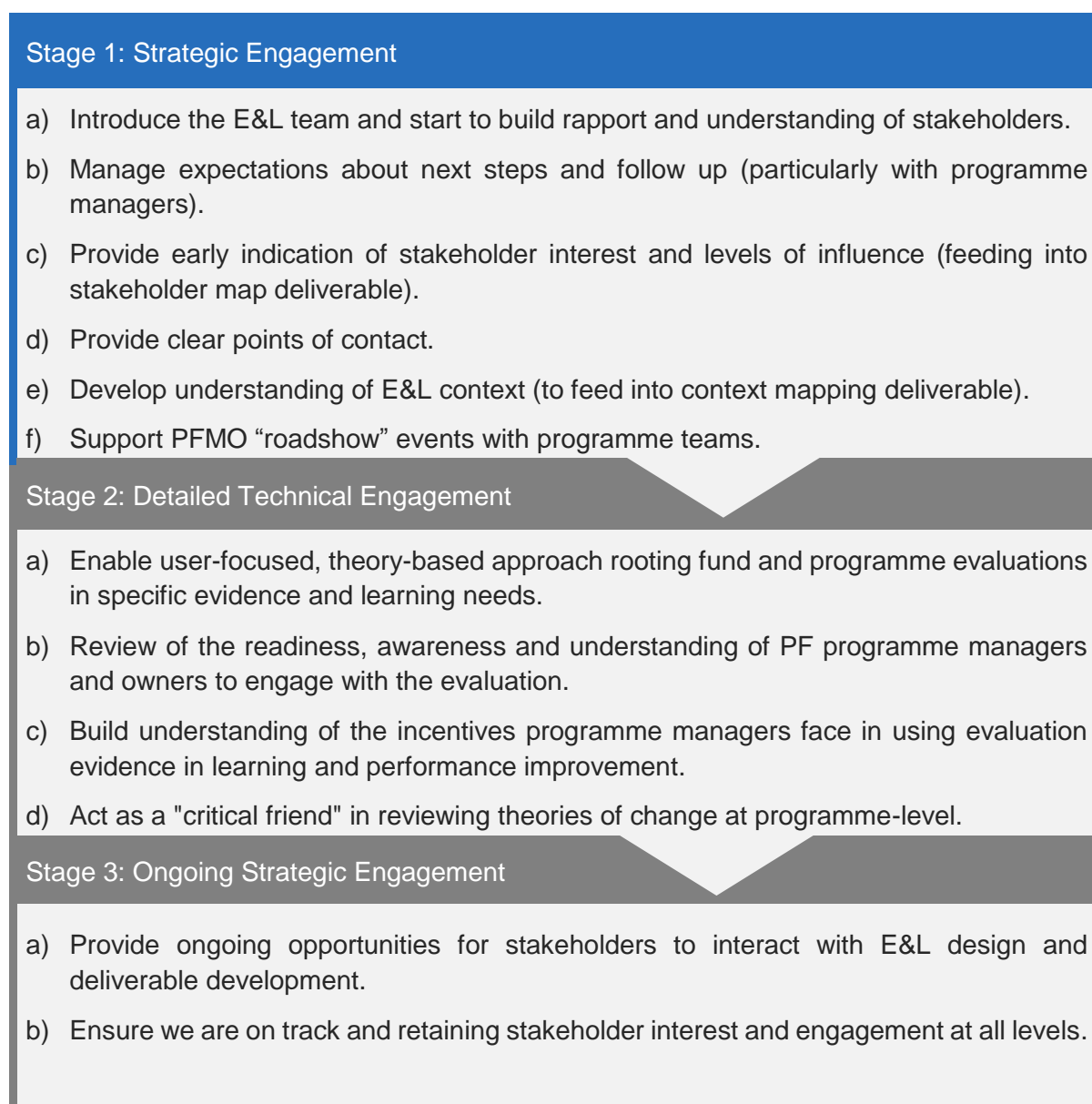
The Prosperity Fund is a large and diverse mechanism, with a significant range of stakeholders, both in the UK and overseas. The aim of our work has not been to engage with all stakeholders, though we are mapping these loosely where we can. Rather, in agreement with the MREL team at Prosperity Fund Management Office (PFMO), we have concentrated on mapping and engaging with those groups of stakeholders who are most likely to be contributors to, or users of, our evaluation and learning services and products.

During the early stakeholder engagement process, meetings have been held with all programme teams, some members of the Portfolio Board and the Technical Advisory Group. In addition, this report also maps the wider range of Prosperity Fund stakeholders who have not been directly consulted by this process, but who are nonetheless important as potential E&L stakeholders. Heads of UK Missions, for example, have a defined interest in how PF programmes fit into their wider country strategies.

As noted above, it has not been practical to undertake interviews with all Fund and programme stakeholders as part of this inception stakeholder engagement process. It is envisioned that this stakeholder mapping process serves as a basis for further engagement during E&L inception and implementation, and supports programme-specific stakeholder mapping once programme evaluations are underway.

### 1.2 How we have engaged stakeholders

E&L stakeholder engagement has followed a staged approach, as outlined in Figure 1 below.



**Figure 1: Stakeholder Engagement Staged Approach**

This paper predominantly reflects the outcome of Stage 1, implemented through a series of initial hour-long meetings with stakeholders and attendance at four PFMO “roadshow” events for programme managers held in Beijing, Miami, Singapore and London. These early discussions were designed to introduce stakeholders to the E&L inception process, draw out their initial E&L interests, and start to understand the status of their programme designs. As such, the detail provided for programmes is an abridged and initial view. Detailed technical engagement under Stage 2 is further building our understanding of stakeholder needs and interests attached to each design aspect of the E&L inception delivery. As part of this, for example, the Learning Diagnostic will go into more detail on specific stakeholder learning requirements.

In section 3.2, this report identifies some clear headline themes and issues which have emerged from stakeholder discussions to date. These will shape how the E&L team continues to engage within the PF space and will be used to inform wider E&L design, including evaluation, knowledge management and communications design.



### **1.3 Aligning stakeholder engagement with the M&R contractor**

The Monitoring and Reporting (M&R) contractor has also been conducting a stakeholder engagement process during its inception phase. Indeed, many of the meetings with stakeholders and the roadshow missions were undertaken alongside members of the M&R team. This collaborative working has been valuable to reduce the burden on stakeholders and to develop a mutual understanding of what each team is seeking to achieve, and of where those interests overlap. The stakeholder maps which have been developed are therefore complementary. Our focus within the E&L team has largely focused around programme and Fund teams, and those beyond, who will want to feed into or learn lessons from our evaluations – this includes scoping outwards from primary-users to understand the wider stakeholder environment. By contrast the M&R team’s work has focused more on PF internal stakeholders, to identify those who will need to engage with their ‘Observatory’ so that this can be an effective process for collecting data against key indicators.

### **1.4 Stakeholder mapping as an iterative process**

This paper therefore is the start of a gradually evolving process of understanding who our stakeholders are and their respective interests and levels and types of influence with respect to E&L, and the Prosperity Fund more generally. The map of key stakeholders will evolve iteratively over time, particularly as we develop specific evaluative interventions.

A further deliverable of the E&L team during its inception phase, related to this report, is a Context Mapping report. The Context Mapping report aims to map the Prosperity Fund E&L against other similar programmes and their E&L activities, so that any synergies can be identified, and duplications avoided. This current paper should be read alongside the Context Mapping report because although similar funds are not generally direct stakeholders of the PF, their lessons and experience will be of great value to the PF (including E&L) as it develops. These other UK, bilateral and multilateral funds are also noted in Figure 2 below.

## 2. Scope and Process

As part of the E&L team's inception phase, we have been guided by PFMO in deciding which stakeholder groups to focus on in the first instance. During initial meetings with key staff at PFMO, it was agreed to engage with the following groups, and in each case on the topics described in the Table below.

Stakeholder Group	Sub-Group	Function and fit within the PF	Key topics of Engagement
Prosperity Fund Management Office (PFMO)	Design Team	Supports programmes in design of concept notes and business cases, also providing input on gender, secondary benefit, cross-government engagement, and diagnostics on constraint to inclusive growth and poverty reductions.	Strategic priorities, secondary benefits, gender, poverty.
	Programme Delivery and Operations Team	Leads on assurance processes, M&R at the higher-level (budgets, risk, design of delivery operations – frameworks, T&Cs etc.)	Strategic priorities, risk, finance, governance, learning.
	Strategy and Design Advisor	Supports programmes to establish a clear idea of ToCs, results chains and delineation of primary vs. secondary benefit.	Evaluation Questions and learning.
	MREL Team	Leads on all aspects of MREL for the PFMO and acts as liaison with posts and programmes on these issues.	Understanding needs for support from EL team. Feeding back insights from programme teams. Sharing evaluations and learning processes and approaches.
	Portfolio Managers	Provide a link between individual programmes and the PF portfolio.	Learning needs and challenges.
	Secondary benefit lead	Provides leadership on integrating secondary benefit into programme design and provides links to DIT.	Approach to secondary benefit and link to DIT.
	Communications Team	Provide communications support to PF teams, strengthens understanding of the Fund, and 'frames' messaging around issues arising from PF delivery.	Early impressions on E&L communication priorities.
	Head of the PF	Provides senior leadership for the PF, reporting to the Portfolio Board.	Headline priorities for MREL.

Stakeholder Group	Sub-Group	Function and fit within the PF	Key topics of Engagement
Programme Managers (PMs) and staff	<p>Programmes are split into 3 groups:</p> <p>(1) Country-based programmes (largely FCO)</p> <p>(2) Thematic programmes (largely London based)</p> <p>(3) Multilateral-led programmes</p>	<p>These staff have been key in designing the programmes which will make up the PF and will be subsequently responsible for managing programme implementation.</p>	<p>Introducing the PMs to the E&amp;L team and its goals.</p> <p>Seeking to understand in more detail each of the programmes, their rationale, objectives and timeline. This process has been particularly important given the considerable differences that exist between programmes as planned, and the written documentation.</p> <p>Understanding, insofar as these issues have been considered, what programme managers want from evaluations, and what learning processes, tools and products would be most useful to them.</p> <p>Drawing-out initial impressions of key programme design issues which intersect with the E&amp;L process, such as: VfM, secondary benefit, cross-HMG and cross-PF working.</p>
Portfolio Board	<p>Includes representation from:</p> <ul style="list-style-type: none"> <li>– FCO</li> <li>– DIT</li> <li>– BEIS</li> <li>– HMT</li> <li>– NSS</li> <li>– DFID</li> <li>– Cabinet Office</li> <li>– CCS</li> </ul>	<p>As the key decision-making body within the PF structure, and with a top-level priority to ensure that the Portfolio Board ‘owns’ the Evaluation Questions.</p>	<p>How they see the E&amp;L function fitting into the wider functioning of the Fund.</p>
Technical Advisory Group	<p>Includes representation from:</p> <ul style="list-style-type: none"> <li>– FCO</li> <li>– DIT</li> <li>– BEIS</li> <li>– DFID</li> <li>– HMT</li> </ul>	<p>Given its cross-government representation, the TAG is also an important link into other relevant work across government.</p>	<p>How they see the E&amp;L work fitting into the wider work of the PF.</p> <p>Exploring their understanding of E&amp;L to build on their expertise.</p> <p>Drawing out lessons and reflection based on cross-governmental experiences (such as the ICF).</p>

Stakeholder Group	Sub-Group	Function and fit within the PF	Key topics of Engagement
	<ul style="list-style-type: none"> <li>– NSS</li> <li>– ICF Leads</li> </ul>		

The process has aimed to develop an E&L stakeholder map for the Fund as a whole. We have not sought to produce stakeholder maps for each of the individual programmes, although stakeholder groups represented in the map below will be relevant to stakeholder assessments undertaken as part of individual evaluations.

## 2.1 Overview of engagement methodology

The majority of meetings underpinning the early stakeholder engagement process have been face-to-face between PF stakeholders and members of the E&L engagement team. These have been undertaken along an agreed rubric designed by the engagement team and approved by the PFMO – the ‘Staged Approach’ described in Figure 1 above – and focused on Strategic Engagement. Where not possible to meet in-person, the meetings have been conducted by phone or Skype.

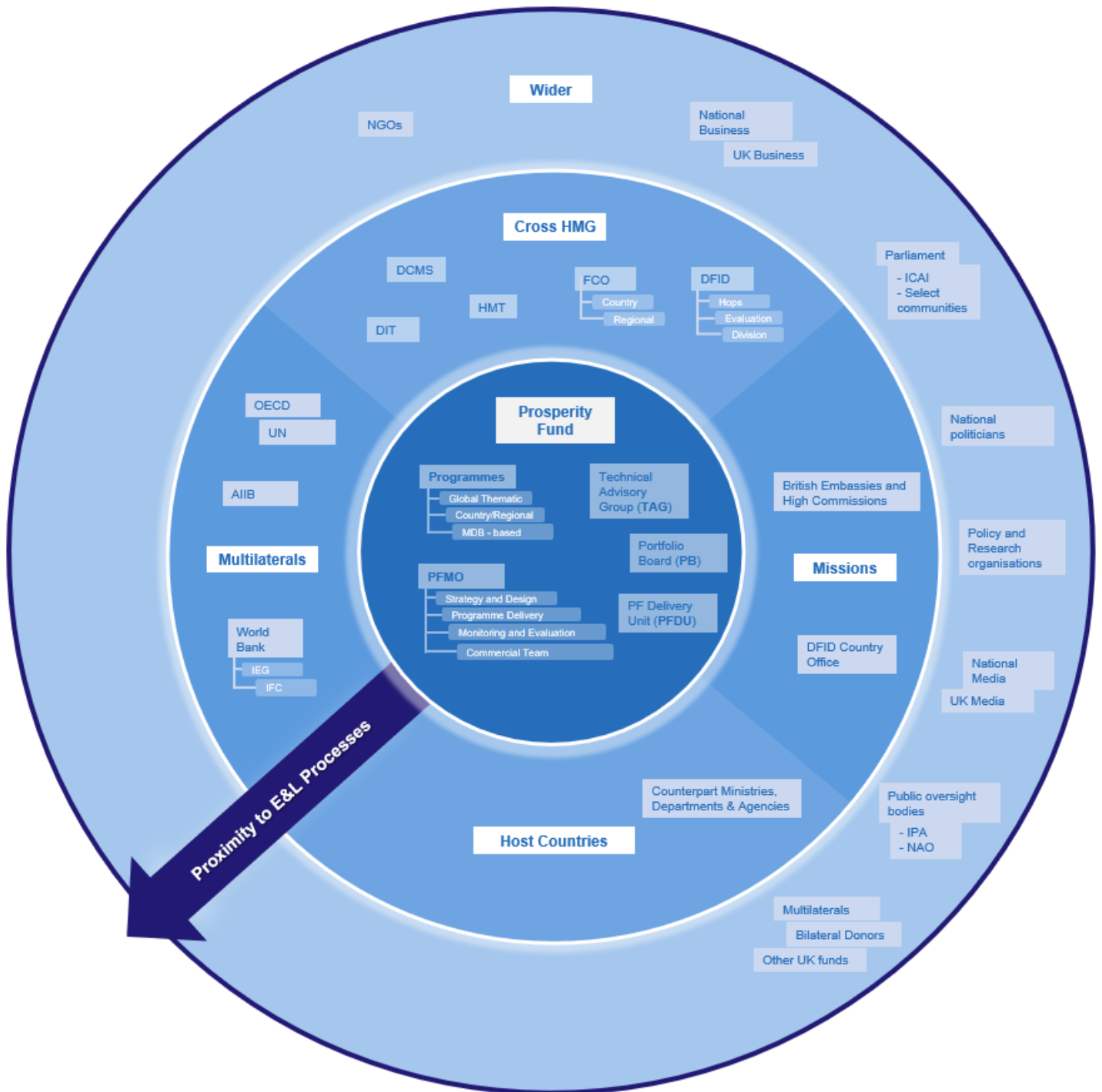
E&L team members have also attended three regional workshops: in Beijing for the China programmes; in Miami for the Latin American ones; and in Singapore for those in SE Asia. At these meetings our engagement has been as part of the training workshops provided by RedR. In each case E&L team members participated in the last day of the training and held a ‘clinic’ with programme teams to explore their needs and expectations. Informal discussions in the margins of the training events have also been helpful in building the relationship with the members of the programme teams. A further London event, attended by PF programme staff from across posts, was also supported by the engagement team providing ‘clinic’ support and delivering an outreach presentation to the audience as part of the plenary session.

The process has been a rolling one, with initial meetings often followed up by further information and documentation gathering. As engagement continues with increased discussions around E&L technical design issues, the engagement team will maintain a role as the established point of contact for stakeholders and the wider team.

### 3. Findings and analysis

The core aim of this paper is to map the key stakeholder groups for the PF E&L team. As noted above, this includes, with significant overlap, both stakeholders whom we will wish to engage in evaluation processes and those who will be the audience for our evaluation and learning outputs. A map of the key stakeholders is shown below.

**Figure 2:** Stakeholder Map by E&L Involvement



### 3.1 Interests of key stakeholder groups

#### 3.1.1 PF Management and Governance

The management and governance stakeholders of the PF are the most direct stakeholders of the E&L team since they are the direct client, as well as holding lead responsibility for overseeing the delivery of the Fund.

The key interests of the principal stakeholders are summarised below.

E&L Needs	Detailed E&L Interests
<b>Portfolio Board</b>	
<b>Providing evidence of primary and secondary benefits at the fund level.</b>	<ul style="list-style-type: none"> <li>Delivering insights into whether clear pro-poor benefits are being generated and lessons on how benefits can be further improved. This also includes gender and social inclusion issues.</li> <li>Supporting robust problem analyses providing clear identification of the causes of poverty in a country and the political economy backdrop to programming.</li> <li>Identifying evidence of benefit to UK economic interests, including those that are relatively immediate as well as subtler long-term or 'soft power' benefits.</li> <li>Establishing how the PF can help to drive relationships in key growth markets.</li> <li>Providing qualitative and quantitative information on what the PF is doing and the ability to disaggregate data by country, theme and sector.</li> </ul>
<b>Providing a value for money assessment of the PF's approach and delivery.</b>	<ul style="list-style-type: none"> <li>Evaluating value for money (VfM) across different programmes and families.</li> <li>Ensuring that the work of the PF is effectively leveraged as a part of the wider diplomatic effort.</li> <li>Supporting 'deliver at pace' in a way that is responsible, ensuring that the right staff with the right skills are in place to deliver effectively.</li> <li>Ensuring that the UK's ODA spending commitments are met.</li> </ul>
<b>Feeding into strategic decision-making points/cycles.</b>	<ul style="list-style-type: none"> <li>Feeding relevant analysis on the PF into future Spending Reviews.</li> <li>Helping compare the PF with other large cross-government funds.</li> <li>Recognising that, to some degree, the PF is experimental (spending ODA in new ways and in middle-income countries), demonstrating 'what works' so that this can be built on and replicated.</li> </ul>
<b>PFMO</b>	
<b>Providing evidence of primary and secondary benefits at the Programme, Family and Fund level.</b>	<ul style="list-style-type: none"> <li>Ensuring that the fund delivers on its overarching impact and effectiveness commitments.</li> <li>Demonstrating how to assess impact within diverse programmes and how to aggregate impact from programme, to family, to fund-level.</li> <li>Delivering insights into whether clear pro-poor benefits are being generated at the programme and family level and lessons on how the benefits can be further improved. This also includes gender and social inclusion issues.</li> <li>Identifying evidence of benefit to UK economic interests being generated at the programme and family level</li> </ul>
<b>Feeding into strategic decision-making points/cycles.</b>	<ul style="list-style-type: none"> <li>Feeding relevant analysis and evaluation into reviews of the PF.</li> <li>Informing management of programmes across and within the various families.</li> <li>Mapping and navigating cross-government relationships and interests in the PF.</li> </ul>

PFMO	
<b>Supporting adaptive programme delivery through targeted and curated learning approaches.</b>	<ul style="list-style-type: none"> <li>• Sharing learning about how best to manage complex programmes.</li> <li>• Ensuring that the programmes learn how they can improve and learn from each other.</li> <li>• Drawing out best practice in terms of technical approaches and in terms of the most effective operating modalities.</li> <li>• Championing organisational learning by the Prosperity Fund.</li> <li>• Working with influencers and informal networks within the PF.</li> </ul>
Programme Managers, Programme Teams and their SROs	
<b>Providing evidence of primary and secondary benefits at the Programme level.</b>	<ul style="list-style-type: none"> <li>• Supporting robust problem analyses providing clear identification of the causes of poverty in a country and the political economy backdrop to programming.</li> <li>• Evaluating likely impacts from programmes which expect primary and especially secondary benefits to take much longer to generate than the current delivery window.</li> <li>• Testing (and strengthening) the causal links expressed in theories of change.</li> <li>• Stress testing ToRs for programme evaluability.</li> <li>• Supporting an understanding of how programmes fit together to deliver greater impacts – both as workstreams and as part of the PF as a whole.</li> </ul>
<b>Supporting adaptive programme delivery through targeted and curated learning approaches.</b>	<ul style="list-style-type: none"> <li>• Demonstrating how an adaptive programming approach can be put into practice, understanding which elements of adaptive programming are most effective and why.</li> <li>• Where programmes implement in a number of countries (i.e. global programmes) - sharing experience and expertise between these different iterations of the programme.</li> <li>• Evaluating implementation arrangements and sharing learning about which is the most effective in different circumstances, to ensure that future rounds of programming can be informed by experience.</li> <li>• Assessing market responses to the challenges set up by programmes which seek to leverage the private sector.</li> <li>• Capturing and sharing evidence of ‘what works’ with the wider policy community.</li> <li>• Providing an understanding of the PF’s cross-government network, generating effective links between centrally-managed programmes and country missions and between different programmes with common themes.</li> </ul>
<b>Contextualising the PF within the wider implementation contexts to raise effectiveness.</b>	<ul style="list-style-type: none"> <li>• Demonstrating what is and what is not working to national government programme stakeholders, so that the officials can see the benefits of working with the PF.</li> <li>• Delivering lessons from the PF which could inform the wider work in-country.</li> <li>• Identifying how the PF and its projects relate to/ deliver the wider priorities of the Country Mission.</li> <li>• Ensuring that work delivered through MDBs will generate lessons and evaluations which fit with the wider PF.</li> </ul>

## PFMO

As demonstrated by the PFMO’s responsiveness to our engagement process to date, it is important as a stakeholder in its own right and as a conduit to others, notably the programme teams.

Interests & Influences: PFMO will continue to be a key stakeholder in a range of ways, including:

- **Customer:** A primary user of both fund and programme E&L products.

- **Influence and Access:** The PFMO will be a key influencer in facilitating required E&L activities, as has been the case, for example, with our participation in the training workshops. They will be able to bring relevant influence to bear to help ensure that an evaluation is able to cover the ground it needs to and to access relevant stakeholders.
- **Learning:** Part of the PFMO's role is to ensure that the programmes learn how they can improve and learn from each other. At present, the intense nature of the design phase often means that programmes are working in silos. Our work will therefore be critical in facilitating this process by drawing out best practice in terms of technical approaches, and in terms of the most effective operating modalities. Consideration of the PFMO's capability and interest in the following areas will also be important to E&L processes going forward: (i) mapping and navigating cross-Whitehall stakes and relationships in the Prosperity Fund; (ii) working with influencers and informal networks within the Prosperity Fund; and (iii) championing organisational learning by the Prosperity Fund.
- **Fund-level Role:** As well as helping to improve the individual programmes, a role of the PFMO is to ensure that the Fund delivers on its overarching commitments. Our fund-level evaluations will be key to unpicking this and to identifying ways in which the different programmes under the Fund's umbrella knit together as a coherent whole.

### Portfolio Board

As the key decision-making body of the PF, the Portfolio Board is also a key stakeholder for the E&L team, with representatives from across relevant parts of HMG.

### FCO

- FCO is the main operating department for the PF, spending around £800 million of the circa £1.3 billion of the total funds available.
- Interests and influences: A key area of concern for the FCO is to 'deliver at pace', but to do so in a way that is responsible, and with appropriate safeguards in place to ensure the monies are well-spent and not wasted. Key to this is ensuring that the right staff with the right skills are in place to deliver effectively. More broadly, the FCO wishes to ensure that the work of the PF is effectively leveraged as part of the wider diplomatic armoury.

### DIT

- DIT's main role is in relation to the secondary benefit component of the PF – the concomitant benefit to the UK from investment in development projects.
- Interests and influences: The Department is sufficiently interested in the work of the PF to have established a central team to manage the engagement with the Fund. In the short-term their interest is in monitoring immediate benefits to UK companies. However, in the longer run, they see the secondary benefit in improved regulatory frameworks in target countries providing easier access for UK business.

### BEIS

- Like DIT, BEIS have a close focus on secondary benefit in their role within the PF. BEIS is also home to other large cross-governmental funds which will be important context for the PF E&L process.



- Interests and influences: BEIS' interest lies in being able to understand the different dimensions of the PF's work. They want to see qualitative as well as quantitative information on what the PF is doing and the ability to disaggregate data by country, theme and sector.

#### HMT

- As 'the holder of the purse strings', HM Treasury is of key importance to the PF and is actively engaged at ministerial level (the Chief Secretary to the Treasury chairs the Ministerial Board) and at Portfolio Board level.
- Interests and influences: The PF is key to the Treasury in terms of achieving the legally-mandated ODA spend of 0.7% of GNI. HMT's core interest therefore is that the PF disburses its funding as planned, given that the margin of error on the 0.7% figure is only £100 million. Given the post-Brexit environment, the Treasury also wants to understand how the PF can help to drive relationships in key growth markets. HMT will also be interested in E&L feeding relevant analysis on PF into future Spending Reviews.

#### National Security Council (NSC)

- The PF emerged from the Security and Defence Review, and forms part of the UK's wider international foreign and security policy. The NSC oversees this and has clear interests in what the Fund is able to achieve.
- Interests and influences: There is a recognition that, to some degree, the PF is experimental, since it is spending the UK's ODA funding in new ways, and in middle-income countries (in contrast with the norm). There is therefore a strong desire to know 'what works' so that this can be built on and replicated. Equally there is a need to ensure that the UK's ODA spending commitments are met.

#### DFID

- DFID has a keen interest in the PF both as a vehicle for spending ODA funds, and as a way of addressing the needs of middle-income countries.
- Interests and influences: DFID's core focus is on delivery of primary benefit by the PF programmes. They refer not just to the legal issues, but also to the reputational implications if ODA funding is not properly used for pro-poor development. DFID is therefore particularly interested in robust problem analyses – what are the causes of poverty in a country – and political economy analysis (to ensure that the political backdrop to programming is properly understood).

#### Technical Advisory Group (TAG)

The TAG brings expertise from across HMG to inform and guide the operations of the PF. In addition to independent advisors, the TAG includes representation from some specific parts of HMG, as outlined below.

**The FCO Economics Unit** has been focused on helping programmes to quantify primary and secondary impacts. To date this has been based on a re-working of the Treasury Green Book to apply core government processes to ODA spending.

Interests & Influences: How to better understand the way in which pro-poor economic growth stems from PF work. At present, the main pathways have focused on the link between GDP growth and poverty reduction. Issues such as gender impacts have not been monetised to

date, but there is interest in testing this to inform a more rigorous approach in future. A further interest is to better understand the 'additionality' that PF adds in terms of secondary benefit: how much additional change has happened than would have been the case without the work of the PF.

**DFID's Evaluation Unit** brings a wide range of evaluation experience to the TAG, including its experience with comparable aid instruments, such as the ICF. However, this team does not consider itself as a primary audience for E&L work given that it is not part of the day-to-day running of the PF.

Interests & Influences: Stakeholders need to more fully understand the PF's requirements for information and the details of the PF portfolio, which is seen as a key role for E&L delivery. An additional question for E&L is whether the PFMO MREL requirements are realistic and relevant. The PF E&L will need to deliver tangible learning insight 'quick wins' at a relatively early stage to support the PFMO to demonstrate the relevance and value of E&L to senior decision makers.

Reflecting on the ICF experience, the PF has an opportunity to instil consistent approaches and questions across programmes, which in turn supports synthesis and aggregation into portfolio level analysis.

E&L should also avoid an overly heavy focus on planning and getting the evaluation theory right, but rather focus on testing and refinement. The E&L process will also attract interest around its quality of delivery and whether it meets OECD DAC good practice.

**The ICF team at BEIS** has a specific focus on MEL (working with DFID counterparts). As such, and given the relevant experience of the ICF to the PF (see Context Mapping report), their inputs shape many of the priorities and lessons learned feeding into the design of E&L process for the PF.

Interests & Influences: Programme-level evaluations need to add value to the programmes first, as well as supporting fund-level senior stakeholders. Programmes need to feel like they have control over the evaluations, and portfolio-level evaluations should not influence programme-level evaluations to the extent that programme-level evaluations fail to inform programme-level decision making (which is a risk if they become too focused on delivering portfolio level findings).

There is also a need to clarify the relationship with MDBs and test the rigour of their evaluation processes. Additionally, several areas of the PF E&L are of interest, including: the focus on secondary benefits, the methodologies that are to be applied, and E&L's processes to support cross-governmental learning.

**DIT Research and Evaluation** offers particular insight into secondary benefit and the link to DIT's role supporting programmes with this.

Interests & Influences:

DIT is heavily involved in developing metrics around secondary benefit and VfM and will be keen to see how the PF deals with these issues. Since the role of the PF in export wins and other secondary benefits will not always be clear, there is strong interest in how this is going to be understood and attributed. Interest was also expressed around the potential conflict between primary and secondary benefit, and the possibility of ODA displacing trade opportunities (i.e. helping a country to trade more competitively which pushes out UK businesses).

There is also interest in how the PF measures success in policy and development-based change, and the contribution effect of PF alongside DIT's broader work. Related to this, DIT expressed a recognition of the need to leverage what the PF is doing. This would include a matrix showing how PF money is spent (i.e. programmes/projects) and the secondary benefit impact attributed to these projects/programmes.

In terms of learning and engagement, DIT noted the need to identify 'the hook' for PF work within DIT workstreams and sector teams of most relevance (trade, export, foreign direct investment, etc.). The interests of regional Trade Commissioners and the shape of the relevant High Value Campaign (HVC) portfolio may also be important.

## **Missions**

Most of the PF programmes – including those with a country and thematic focus – will ultimately be operated through UK Missions (Embassies, High Commissions and DFID Country Offices) in target countries.

Interests & Influences: How the PF and its work operates within the structure of each Mission, and how its work fits with the wider efforts of an embassy will be important to the Fund's success. Key staff at the different Missions will therefore be key stakeholders for the E&L team.

It is worth noting that Missions also include a number of distinct stakeholder interests, as detailed below.

### **Ambassador / Senior team (Missions)**

For programmes operated out of UK Missions, the Ambassador or High Commissioner is the SRO and has the delegated responsibility for the overall management of PF programmes. However, in addition, the PF represents a significant new aspect of economic diplomacy to add to a Mission's capability.

Interests & Influences: In some embassies, the PF is facilitating quite significant expansions in headcount. In China, for example, the PF has a staff of around 30. This provides significant additional resource in an environment where many Foreign Office budgets have been cut, thereby raising the profile of the PF within the existing context of individual Missions. Ambassadors and their senior teams will therefore have an interest in the PF E&L from a number of perspectives, for example:

- How does the PF and its projects relate to/ deliver the priorities of the Mission?
- What lessons might there be from the PF which could inform wider work in-country?

### **Technical teams (Missions)**

In many cases, existing teams at Missions are seen as a key delivery mechanism for PF programmes. In China, for example, the Financial Services programme intends to use the Embassy's policy team as a key vehicle to affect the necessary policy changes envisaged by the programme.

Interests & Influences: These teams will therefore be important E&L stakeholders in the following ways, as:

- Key interviewees for any evaluations of their work.
- Beneficiaries of the learning generated through the evaluation process.

## Related teams (Missions)

The work of PF Programmes can be expected to fit alongside other activities at a Mission, for example the economic diplomacy team, or DFID staff if they are co-located at a Mission.

Interests & Influences: These teams will therefore be important E&L stakeholders with an interest in the following key question:

- Are there lessons from the PF work which they can use to improve their own effectiveness?
- How far are the programmes delivering on a holistic view of primary and secondary benefit to the country?

### 3.1.2 Cross-HMG

The PF is led by and managed from the National Security Secretariat (NSS), with physical location in the FCO. However, the PF is a cross-Whitehall programme. Beyond their representation on the Portfolio Board (see above), other departments are also key stakeholders in a broader sense and will have significant interest in the outcomes of programme, thematic and Fund level evaluations. Whilst we have not met them all, indirect stakeholder conversations have suggested that their interests are largely defined by their departmental mandates.

#### DIT

DIT is seen as the lead in understanding the secondary benefit (to the UK) of the activities of the PF. This has two impacts. Firstly, there is significant demand from the programme teams for support from DIT on assessing secondary impact. Secondly, the work of the PF may be a significant tool for DIT in its work to develop additional commercial relationships for the UK.

Interests & Influences: In the current environment of uncertainty around Brexit, it is highly likely that there will be strong interest from DIT and other relevant ministries in the effect of the PF in generating trade deals and other benefits for the UK. Evaluations will be valuable input to DIT's own developing understanding for how secondary benefits can best be generated. It will be useful if evaluations can explore, over time, how to develop a more nuanced understanding of secondary benefits.

#### DFID

Although the FCO is the lead department in terms of management and spending for the PF, DFID remains an extremely important partner given its experience and expertise in ODA spending, and on development work more broadly. Some programmes are managed, or co-managed with DFID.

Interests & Influences: DFID's core interest is in ensuring that the spend under the PF has genuine pro-poor, gender-positive impacts. For the most part, the footprint of the PF and DFID offices is different, but there is overlap and DFID will want to ensure that PF programming coheres with its own work. Given DFID's developing interest in how to operate in middle-income countries, it will also be keen to learn lessons from the PF on working in these contexts. There is also a lot that evaluations could tell us about how to draw on DFID's expertise. Some key issues include:

- How can programmes best draw on the technical expertise at DFID, for example by working with the different professional cadres?

- How does the work of the Fund cohere with the wider development goals for target countries, and DFID's country strategy?
- Is the primary purpose being adequately understood and delivered, and how might this be improved over time?

### Other departments

From the stakeholder engagement process to date, DFID and FCO appear to be the most significant players in the PF. However, other ministries are involved, including, BEIS, HMT and DCMS, most of which have a place on the PF Portfolio Board<sup>1</sup>.

Interests & Influences: They will all have their own interests in different evaluations, and lessons that they might wish to learn from PF activities, and these are likely to be aligned with departmental responsibilities. While these interests are being further validated by ongoing engagement – particularly with the Portfolio Board – tentative areas of focus include: HMT, for example, being primarily concerned to ensure that the PF spends its money effectively, and is transparent in its financial dealings; DCMS, leading on the establishment of 'tech hubs' under the Digital Access programme, will also look for related evidence of secondary benefit linked to their wider work; BEIS stakeholders also identified a broad interest in evaluation and learning around 'transformational change' in the climate change policy space.

### Other elements of the FCO

In the same way as at individual embassies and in the FCO more broadly, the PF will have overlaps with on-going work of the FCO. Regional and country desks, for example, will have a natural interest in PF programmes within 'their' target localities and/or themes, and are additionally likely to be delivering elements of their work alongside or closely linked to PF programme work.

Interests & Influences: Cooperation will be needed to maximise the relevance of these evaluations. Learning generated will also have high value/interest for these stakeholders. These stakeholders, by virtue of their country/thematic expertise, will also be influential in validating/accepting evaluation findings.

### 3.1.3 Host countries

Moving beyond the UK context, there are a range of stakeholders in host countries whose interests in our evaluations will need to understand and, to some extent, respond to. These stakeholder groups have not been mapped in any detail at this point, however our interviews with programme teams suggest that audiences in the countries where the Fund operates will impact on the E&L process in the following ways:

#### Politicians

Many of the PF's programmes rely on a theory of change that envisages domestic politicians in recipient countries making policy-changes. The China Financial Services programme, for example, anticipates the authorities making regulatory changes in areas such as bond market regulation. Some programmes also work jointly with host country governments.

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<sup>1</sup> Includes representation from: FCO, DIT, BEIS, HMT, NSS, & DFID

Interests & influences: These stakeholders may well look to evaluations to be clear about the benefits that accrue locally from the programme. Where evaluations are able to show the “sweet spot” between country benefit and benefits to the UK derived from that, this would be an extremely powerful tool in driving programmes forward.

### **Officials in host country Ministries, Departments and Agencies (MDAs)**

In many cases, interventions planned under the PF are seeking to effect regulatory as well as other types of changes. As such they will work through ministries and agencies of host country governments.

Interests & influences: Although in some cases PF activities focus on “soft” change connected to relationship building, officials in host governments are nonetheless also going to be interested in evidence. Whilst these people will not be a primary audience for the E&L team, it is highly likely that PF programme teams will wish to share evidence about programme outcomes – for example, whether policy changes generate positive national impacts – and lessons about issue-specific factors, such as business environment reform, and operational concerns such as the use of different delivery mechanisms.

#### **3.1.4 Wider audiences**

The PF is a new development in UK government policy, and as such will be of interest to a number of wider, indirect audiences. Although these stakeholders are unlikely to be part of the PF’s implementing structures, their attitudes and behaviours may, in many cases, be influential on the context in which the PF operates.

#### **Wider UK political context**

The wider public and media in the UK are an important stakeholder, likely to pick-up and respond to E&L findings (particularly challenging ones) given that the formal evaluation reports will be made publicly available.

Interests & influences: The PF operates within a context of entrenched agendas around ODA, and E&L must remain cognisant of this whilst delivering independent and technically robust services. On the one hand, there is a constituency which wants to see ODA directed towards pro-poor development as (narrowly) defined as targeted to low-income countries; on the other, are those who believe that public funds, including ODA, ought to be leveraged to provide benefits to the UK. It is highly likely that the evaluations will be of considerable interest to both sides of this debate.

This interacts with a changing and challenging UK political context, which is likely to include parliamentary oversight activities (e.g. ICAI) attached to the PF, in which E&L products will likely be referenced.

Given the secondary benefit element of the PF, UK Business groups will be interested in the effectiveness of generating private sector engagements in new/emerging markets.

#### **Host country domestic audiences**

Although the PF operates largely at a government-to-government level, it is anticipated that there will be interest expressed in it by the media and wider public in some of the operating countries.

Interests and influences: There will be differing sensitivities in different countries, but here again, evaluations produced by our team are likely to be of interest to key audiences and pressure groups looking for information such as:

- What benefits does the PF provide to the host country?
- Is this cooperation or development? This is a particularly sensitive issue in middle-income countries which resent the idea that they still need outside 'development' support.

### Policy community

The PF represents a different approach to recent UK aid and development policy and programming. Firstly, it reflects the idea of mutual interests between the donor and recipient countries – that the UK has positive gains to make from working on development issues in target locations. Some stakeholders have described this as 'enlightened self-interest'. Secondly, it is a significant attempt to 'do development' in middle income countries. Donors have much experience in working in low-income countries but, as the 'middle income trap'<sup>2</sup> demonstrates, they have less experience at working in countries which are no longer the poorest, where the challenges are different. Thirdly, the Fund focuses squarely on the economic development agenda.

Interests & influences: How the Fund operates, the modalities it selects and the results it achieves will be of considerable interest to the wider international development policy community, including policy think-tanks and other donors. PF E&L will therefore contribute insights to what works and what does not in the quest to deliver both primary and secondary benefits.

### 3.2 Developing the stakeholder mapping process.

In addition to mapping our stakeholders, it is also important for us to understand the relative power and influence that different stakeholder groups will wield in helping us undertake effective evaluations, and in ensuring that the lessons arising from those evaluations, and our learning tools, are effectively used and implemented.

Whilst more nuanced and focused stakeholder power maps may be useful for specific evaluations, even at this early stage it is important for us to analyse the broad stakeholder groups already identified in terms of interest and influence, while acknowledging that there will likely be diversity within groups. For example:

- **Ambassadors/Heads of Mission:** As the SROs for PF programmes, these individuals and their senior teams will almost always be in a relatively strong position of power in relation to the PF E&L processes. Some may take a strong interest in the evaluation process and ensure that lessons emerging are built on both in the PF programme

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<sup>2</sup> See, for example, Robertson P E & Le Y. 'On the existence of a middle income trap'. *Economics Discussion Paper 13.12*. University of Western Australia. Feb 2013; Jankowska, J, A J Nagengast & J R Perea. 'The Middle-Income Trap: Comparing Asian and Latin American Experiences'. *Policy Insights No96*. OECD Development Centre, Paris. May 2012; and, Felipe J, A Abdon & U Kumar. 'Tracking the Middle-income Trap: What Is It, Who Is in It, and Why?' *Working Paper 715*. Ley Economics Institute of Bard College. April 2012.

teams and more widely in the Mission. Others however may resent what they see as interference from London and try to obstruct an evaluation.

- **The UK media:** The PF is high-profile and politically-sensitive. As a result, there is likely to be a considerable degree of interest in it from the UK media. The media's power in the Fund is weak – or rather indirect – as they are not part of the direct management structures of the Fund. However, it is clear that key elements of the media can be highly influential in shaping government policy. We need to be aware that our evaluations may be picked up and used in these public dialogues.

Nevertheless, as a starting point, we have attempted to map the stakeholders identified to date which are described in this report, shown in Figure 3. Figure 3 specifically relates to stakeholder interest and influence attached to the PF E&L process – rather than the PF as a whole. As can be seen, some stakeholder groups are shown in more than one location, reflecting the diversity likely to exist within the group (as described above).

As with the stakeholder map, developing an understanding of the relative power, influence and interest of different stakeholders will be a gradual process conducted over time. However, the core aim of this power mapping process is to allow prioritisation of relationships with different stakeholders. Management time will be limited, and therefore equal attention cannot be paid to all stakeholder groups. Focusing on their relative power and influence allows a better understanding of whose support or opposition is most significant, and so the relationships with those stakeholders prioritised. To do that however, requires clear understanding of their needs and interests, and ensuring that these are met and fulfilled.

It should be noted that this diagram differs somewhat from the similar stakeholder influence map developed by the PFMO (Annex 3). The differences lie in the fact that Figure 3 below seeks to map the influence and interests of stakeholders in the E&L process specifically, rather than with respect to the PF as a whole (as with the PFMO power map). Consequently, while there is similarity in the stakeholders captured, placement with respect to influence and interests differ in some cases. For example, we anticipate Policy and Research organisations to have a more focused (and therefore higher) interest in evaluations of the PF specifically, compared to the PF as a whole.



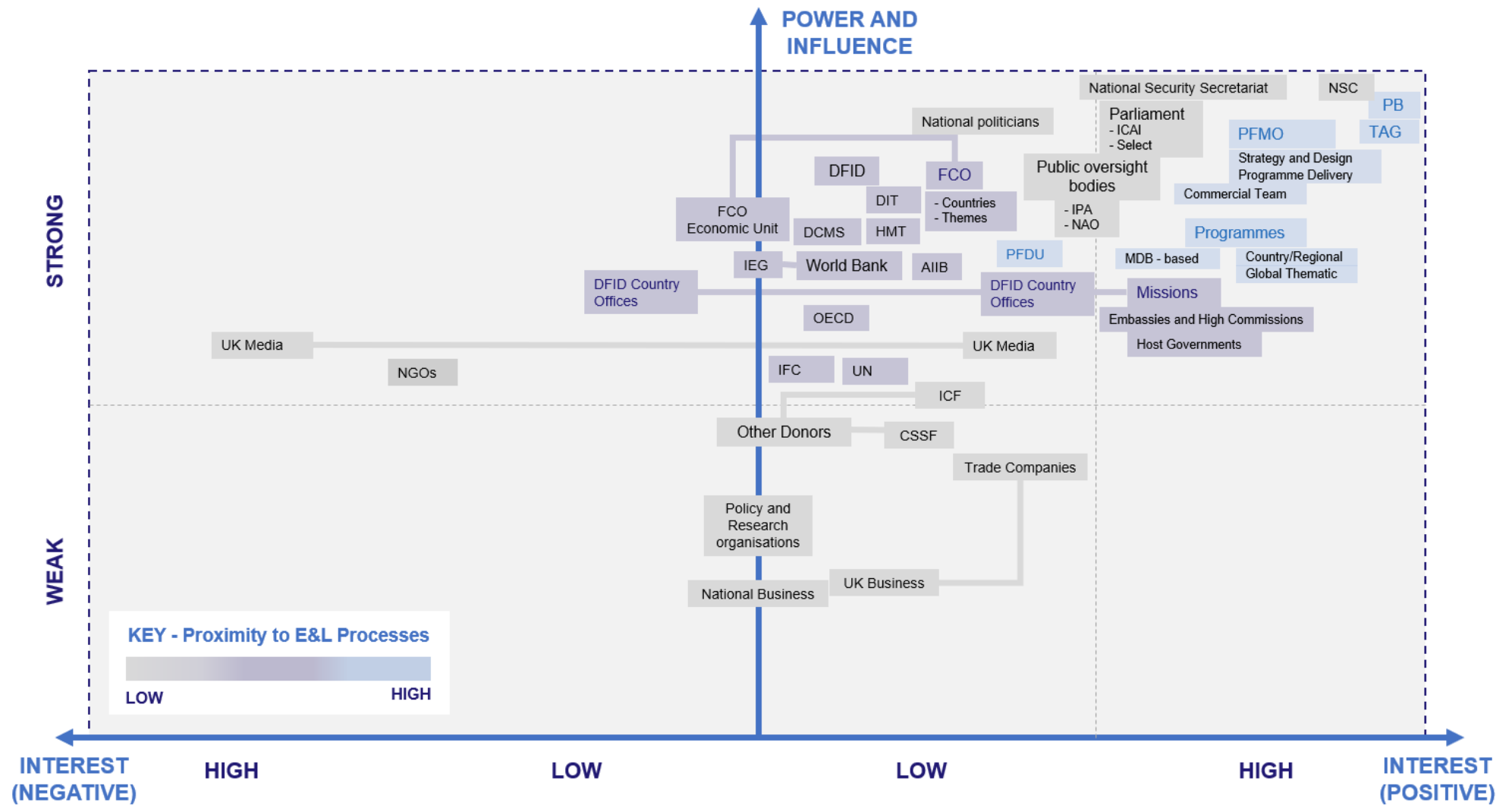


Figure 3: Stakeholder power map

### 3.3 Emerging themes

Whilst a wide range of issues have emerged from the stakeholder engagement process to date, a number of core themes have been identified in relation to the work of the E&L team:

#### Primary benefits

Since the PF spends ODA funding, it will be under scrutiny to ensure that its work provides clear pro-poor benefits in the countries where it operates. The International Development Act makes it a legal requirement that all spending under PF has pro-poor and gender-positive impacts. Evaluations will therefore be expected to provide insights into whether these benefits are being generated, and lessons on how benefits can be further improved. Within this broad topic, issues of gender and social inclusion will also need to be addressed. It is clear, however, that all the stakeholders with whom we have engaged understand and accept the importance of delivering primary benefit.

#### Secondary benefits

Given the current political environment, some will be looking to evaluations for evidence of benefit to UK economic interests. At present, the focus in the programme teams is very much on relatively immediate benefits, for example in the number of trade deals signed, or increased trade flows stemming from PF activities. However, over time, there may be interest in evidence that explores more subtly the benefits to the UK. This could include developing a better understanding of how the PF might provide benefits in terms of 'soft power'. Also, to understand how the use of funds for the purposes of 'enlightened self-interest' (undertaking activities which are beneficial both to the host state and to the UK) can be best leveraged.

#### Overall impact and effectiveness

The PF is a new modality in international development, and therefore will be closely followed to gauge its effectiveness. Some of this interest will be critical – those who mistrust a more 'economic diplomacy' approach to international development – whereas others (other OECD governments, for example) will be interested to learn lessons that they can apply to their own development spending.

#### Detailed programme design and planning

Although the teams have worked hard on developing their programmes, gaps still remain which pose challenges both to programme implementation, as well as to the undertaking of robust theory-based evaluation. Areas where programmes have identified specific needs include<sup>3</sup>:

- Stress-testing Theories of Change.
- Developing programme results chains.
- Strengthening log-frames and indicator development.

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<sup>3</sup> This does not imply that these needs will be addressed by the EL supplier.

- Improving coherence within programme business cases, with regards to: embedding adaptive management; gender considerations; and ensuring the scale of ambition matches funding and resources available.
- Gap-filling in programme design where macro-level outcomes have yet to be fully translated into workable, operational projects with clear sets of activities, outputs and outcomes.
- Providing guidance to market engagement documents, such as how to include EL requirements within terms of references.

### **X-HMG working**

Whilst the PF is meant to be a cross-Whitehall endeavour, the links to and support from other HMG departments are not always clear. There are a number of issues. Firstly, responsibility for some programmes is split between different departments and the detailed management arrangements have yet to be fully agreed. Secondly, other programmes - Future Cities, for example – are centrally managed, but require the support of country Missions to be able to operate effectively. Thirdly, in a number of cases, country programmes have themes in common, “green energy” for example. In these cases, it is not clear how lessons can be learned and shared. Finally, DIT is central in helping to assess secondary benefit, but programmes do not always seem clear on how to access DIT’s support.

### **Managing diverse programmes**

The issue of managing programmes split between country offices and London, and between government departments, has been referred to above. However, at the country and regional-level too there are also issues of how best to manage complex programmes. The SE Asia programme, for example, seeks to manage activities across four countries in the region. Further, issues have been raised about how to aggregate impact within diverse programmes, and then from programme to fund-level. Sharing learning about how to manage in such situations will be valuable so that programmes do not always have to learn from scratch.

### **Implementation modalities**

Programme teams are coming to terms with the wide range of modalities available to them for programme implementation – tenders, MOU, MDB, grants etc. Not only are the teams largely inexperienced at taking decisions on such matters, but also the novelty of the PF means that there is not a well-established ‘norm’ for how best to manage programmes of this sort. Evaluating implementation modalities, and sharing learning about which are most effective in different circumstances, will ensure that future rounds of programming can be better informed in this regard.

### **Adaptive programming**

The PF is meant to take an adaptive approach to managing its activities – up-scaling activities which are working and down-scaling those which are not. However, there are questions about how this can be achieved in practical terms, especially given the management structures dictated by the Fund itself, and likely contractual arrangements with implementing partners which may make adapting programme activities harder. Over time, evaluation of how programmes have adapted their work will be important as a way of assessing which approaches are most effective and why.

## Impact timing

Much of the envisioned change will take time. For example, even if programmes achieve the policy changes at which they aim, the effect of this will take time to manifest in practical change on the ground. Thus, even if programmes are well-conceived and take appropriate steps, the impact level of what they do will not be apparent probably until the current funding period for the PF has ended (i.e. after 2021). Evaluation design will therefore need to take this into account. We also understand that an impact evaluation is planned by PFMO for 2025.

### 3.4 Mapping stakeholders' key issues by programme

At this point, our interaction with programme teams has not been in-depth enough to allow us to develop a detailed stakeholder map for each. This process will be taken further as we move towards undertaking specific evaluations (see Section 4.3 below). However, our work to date has allowed us to identify some key issues raised by different programme teams. Some initial interests and influences in relation to E&L have been already mapped in each case.

#### 3.4.1 Asian Infrastructure Investment Bank Special Fund

This programme is essentially a grant to the AIIB to undertake quite specific activities. A key stakeholder of the E&L team therefore is the managing entity within the AIIB since they will be the ones with responsibility to build lessons from E&L work into their decision-making. It may also be valuable to be able to use the evaluations to draw lessons from other similar entities, for example the Private Infrastructure Development Group (PIDG).

#### 3.4.2 Business Environment

As with the AIIB programme, the BE programme will be operated through a large international institutional partner, in this case, the World Bank. This has distinct advantages in that the Bank's existing work, in particular the Doing Business indicators, can be used as a good basis for assessing where best to focus the funding provided by the PF. Conversely, there is a potential challenge in demonstrating secondary benefits given that the UK's funding will be part of a larger set of programmatic activity.

#### 3.4.3 China (Phase 1)

The China programme will be dependent to a considerable degree on the willingness of key Chinese government departments to respond with relevant regulatory and other changes. Evaluations will be important to demonstrate what is and what is not working, so that those officials can see the benefits of working with the PF. Where the China programme works at provincial, rather than national, level, evaluation will be useful to understand the collective impact of different parts of the programme on particular locations.

#### 3.4.4 Future Cities

This programme relies on the collaboration of city authorities in the 19 focal locations. There are also a number of country-level 'versions' of the programme. Evaluations will be important in helping to share experience and expertise between these different iterations of the programme. They will also allow transparency around which projects are working best, allowing the programme to shift funding if relevant.

### **3.4.5 National Infrastructure Investment Facility (NIIF)**

This programme is working in India and is keen to understand how its activities cohere with the other programmatic activity in India. They are also keen to learn from the experiences of infrastructure programmes in other parts of the world.

### **3.4.6 Indonesia Bilateral Programme**

The programme currently plans a budget of £13.5 million for renewable energy and £1.5 million for regulatory reform. At the programme-level there is interest in the core evaluation question of 'Have we delivered the carbon saving reduction and target level of investment?'. A lot of the design will depend on market response, and the programme aims to set-up a challenge around how the outcomes can be best delivered. The programme manager expressed keenness for support in assessing market responses in terms of MREL (spring 2018).

### **3.4.7 Global Trade Programme**

The programme currently plans a budget provision of £15 million for a service provider to develop the £150 million programme. The programme is planned to start in early 2019. By the time the programme is through procurement there will probably be less than 2.5 years to deliver, which raises the question of how to achieve the impact and benefit when realistically this will take much longer to generate. There is consequently a need to understand the processes of change.

### **3.4.8 Better Health**

Work is still on-going on the business case for this programme. They are focusing specifically on the areas of life sciences in Brazil and the need to deepen the engagement work in SE Asia. The programme will not define output targets: these will be agreed with the implementing partner when they are appointed. The programme anticipates developing a Terms of Reference (ToR) for the main delivery phase to take to market, and the programme would welcome an iterative approach to evaluation so that lessons can be learned as the programme proceeds.

### **3.4.9 Anti-Corruption**

This is a complex global programme working with FCO, DFID, NCA and partners with OECD, UN, EITI, GDS, Cabinet Office, and Stolen Asset Recovery Initiative (StAR). The programme has clearly defined learning priorities recognising that anti-corruption programming is quite a new area and there is limited evidence on what interventions make a difference. While there is some measurement around the impact of corruption on growth etc., there is missing intelligence on what difference anti-corruption interventions will have. A key programme priority is to capture this and share with the 'wider world of Anti-Corruption' (i.e. UN and OECD).

### **3.4.10 Infrastructure**

The aim of the programme is to work on the regulatory and process context in which infrastructure projects are developed. It will introduce UK practice in infrastructure regulation and will be rolled-out in three phases, covering 15 countries. A key risk therefore, is host government cooperation– the programme will only be as successful as the willingness of governments to institute change. The programme is keen to use E&L to understand what sort

of programming works, and why, and what to avoid. The programme also needs greater insights on VfM.

### **3.4.11 India Prosperity Reform Programme**

Business case approval came with a few points of improvement on the economic case and ToRs, and the team are now working through these. On procurement – the intention is to go to market for each of the programme strands, and the programme has expressed interest in evaluating what approaches to procurement have been the most successful and why. Additionally, the programme is looking for learning on how best to work across HMG, and on how to measure and report secondary benefit.

### **3.4.12 Commonwealth Marine Economies**

The Commonwealth Marine Economies Programme is somewhat of an outlier within the PF; relatively small budget, already implementing (since 2016/17), and not working through Posts, MDBs or private suppliers (they implement through HMG agencies). The programme is looking for MREL support in strengthening/creating frameworks such as the log-frame and theory of change. There is also a desire to understand how responsive the PF can be to changes and how flexible and adaptive it can be.

### **3.4.13 Colombia Programme**

Colombia is one of the most advanced programmes: MOUs with implementing organisations are now in place. The programme has requested in-country support in February 2018 to coincide with planned activities focused on the validation of the log-frame. The programme has identified four key audiences for learning from their programme: (i) Internal to the programme (ii) Wider PF, but particularly the three PF Americas programmes (they already have a regular learning session set up) (iii) Colombian government (they aim to influence policy to improve the social impact of government spending and reduce corruption) (iv) Other like-minded donors (they are setting up working groups).

### **3.4.14 SE Asia Prosperity Fund - Clean Energy**

The programme has two core aims, and they are yet to decide whether there will be separate delivery partners for each, or a single one. The programme is not yet clear about what actual activities will be undertaken. The programme anticipates doing this through baseline research. The programme is also looking to undertake a UK-end survey on green finance to see whether there is a greater willingness to invest in “green finance” projects in SE Asia. The programme team commented that more work is needed on the theory of change. Thus far the programme team has tended to conflate activities, outputs and outcomes, and these causal links need to be teased out in more detail.

### **3.4.15 SE Asia Prosperity Fund - Economic Reform**

A key challenge of this programme is that it operates in multiple countries and therefore has to respond to the specific challenges presented by quite different locations. There is also a challenge of coordinating activities between different country programme streams. Furthermore, there is a need to be able to draw all the strands together into a coherent whole. The programme team asked for guidance about what fund-level indicators they could link to in order to provide overall coherence.

### **3.4.16 Digital Access**

A cross-HMG programme with each department taking responsibility for separate ‘pillars’. DFID will use an implementing partner to deliver the two pillars which they lead, FCO will also use an implementing partner, whereas DCMS will use in-house expertise. The programme has expressed interest in how the evaluation information will flow – who will collect it; what will the role of programmes be; and how will this feed into the Fund evaluation? The programme also expressed an interest in formative evaluation to feed into adaptive programming. There was also explicit interest in stress testing the programmes’ ToR to assess whether these will be evaluable.

### **3.4.17 Global Insurance and Risk Facility**

The business case was submitted in April 2017 and sign off was in June 2017 (now live on DFID’s Development Tracker). The secondary benefit assessments were contentious. M&E plans are not fully populated and are intended to be developed as part of the inception phase. There is interest in MREL stress testing the log-frames including for adequate ambition. For the programme, a key area for evaluation is to understand the contribution of insurance to disaster recovery.

### **3.4.18 Education**

DFID leads this programme which is still in its design phase. DFID will cover their focus countries, and others will be led by FCO, reflecting the footprint of the two ministries. The draft business case is out at the moment but being sent for Ministerial approval until March 2018. The team is broadly happy with the log-frame but need some assistance on this and the ToC. They are interested also in the idea of a thematic approach to E&L, for example, the India programme includes a skills component. How can these cross-programmatic themes best be captured, evaluated and learned from?

### **3.4.19 Brazil**

The Brazil programme has a diversity of programme elements, including trade, future cities and “green energy” investment. The ToC exists at country-level rather than at the level of the individual programmes. However, this ToC has not been updated in over a year. Within this country portfolio, projects are at different stages of development. The “green energy” component, for example, is more developed than trade. They anticipate going to market in the first half of 2018.

### **3.4.20 Mexico**

The progress of developing the programme in Mexico has been delayed by the effects of the terrible earthquake earlier in the year. The programme has a number of strands, including education, future cities and business environment reform. The team believe that more work is needed on their log-frames, theories of change and indicators, with a view to going to market in the first half of 2018. They are also considering what the impact on their plans might be of the elections to take place in Mexico next year.

## 4. Next Steps

### 4.1 Ongoing strategic engagement

At the time of writing, initial meetings have been held with most of the primary stakeholder groups identified. There are some meetings outstanding with members of the Portfolio Board: which will be held over the coming weeks subject to members' availability.

As the interactions between the E&L team and the PF continue and develop over time, the stakeholder map will be developed further, and the linkages between different stakeholder groups will be made clearer. Findings from other work on the programme will be periodically fed back into the stakeholder map. As we move toward evaluations of specific programmes, stakeholder maps relevant to each of these may be developed as required and this will be built into evaluation methodologies.

The aim of E&L engagement going forward will be to remain as the overall point of contact with all stakeholders, to ensure that links between them and the wider E&L technical team are managed effectively. The E&L team will also be proceeding to identify and meet with additional 'secondary' stakeholders to the PF E&L during the remainder of the inception period (many of these already appear on the stakeholder map but have not yet had dedicated discussion with the E&L team).

### 4.2 Moving to technical engagement

The engagement process to date has been focused on introducing the E&L team to all key stakeholders who will be important to us, either in supporting and facilitating E&L activities, or in using E&L services and outputs. As has been demonstrated by this report, this process has enabled us to develop a good initial sense of who the key stakeholder groups are for our work, and their specific interests, needs and levels of influence with respect to E&L.

Moving forwards, the engagement between the E&L team and PF stakeholders will increasingly be undertaken by E&L technical specialists to address in more detail issues including VfM, secondary benefits, theories of change, synthesis and evaluation frameworks. Given our focus on a user-focused evaluation approach, this will allow us, over time, to deepen and widen relationships with key stakeholders and to ensure that the tools, processes and outputs we develop will be most useful to those whose job it is to make the PF and its programmes operate as effectively as possible.

A key theme to emerge, particularly from meetings with the programme teams, has been that many of the programmes are at a significantly less sophisticated level of MREL development than had been expected. Many programmes still have significant gaps in their log-frames and ToCs, and often the link between the programme and primary and secondary benefit is not clear. To address this need, technical assistance is being provided by the MR provider and other suppliers through existing HMG supplier frameworks.

### 4.3 Stakeholder mapping for each individual evaluation

The technical teams are continuing to develop their approach to evaluations both at programme- and fund-level. As part of this process they are focusing on how best to map stakeholders in relation to each individual evaluation. The mapping undertaken so far has provided valuable insights both into some of the key stakeholders and their interests (PFMO,



for example), but also some of the more generic groups of stakeholders (Heads of Mission, for example).

It will be particularly important for similar stakeholder mapping exercises to be undertaken at the programme-level, both to support future engagement and as a key part of the evaluation methodology. This will be undertaken alongside programme-level context mapping (see Context Mapping Report), to support coordination both within and beyond the Fund, and provide an understanding of stakeholder and contextual factors which may interact with programme theories of change.

As part of the preparation for each evaluation, therefore, a stakeholder mapping process will be undertaken looking at two factors. Firstly, which stakeholders' cooperation will be required in undertaking an evaluation. Given the need for qualitative insights about the functioning of PF programmes, it will be necessary to engage quite widely with a range of stakeholders and their engagement and collaboration will be important. Secondly, which are the stakeholders who will need the lessons from the evaluation. Asking this question is important as part of the process of defining what an evaluation is for and what it will achieve. In each case, asking 'what learning is needed, and why is this important?' will be important in defining how evaluations are undertaken.

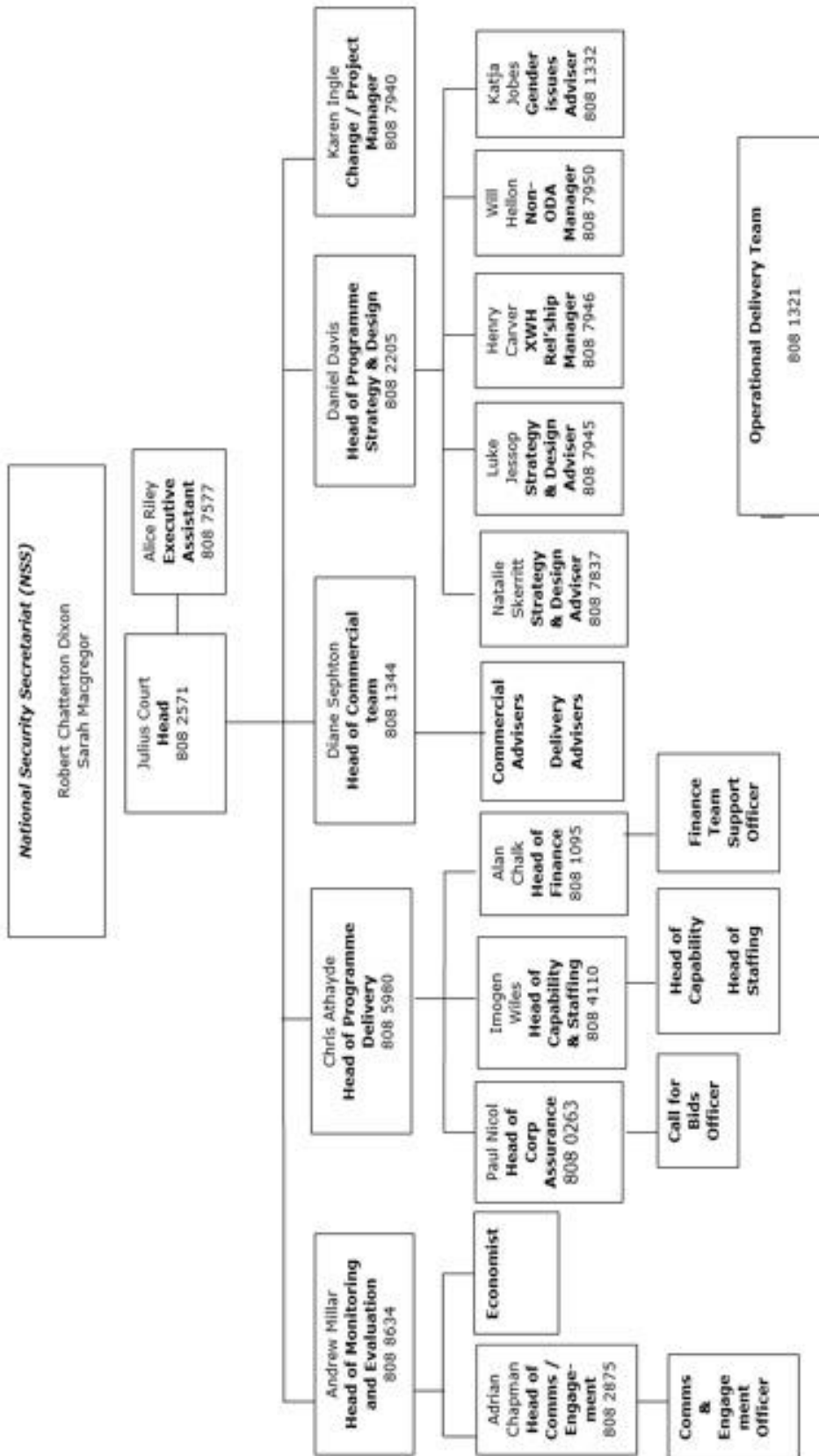
## Annex 1: List of Stakeholders met

Role	Organisation
<b>NIIF</b>	National Infrastructure Investment Fund - NIIF (DFID)
<b>Finance Manager</b>	Brazil Prosperity Programme (FCO)
<b>MREL China</b>	China Prosperity Facility (FCO)
<b>Deputy Head, PF China</b>	China Prosperity Facility (FCO)
<b>Head of Programme, Low Carbon and Energy, China</b>	China Prosperity Facility (FCO)
<b>Senior PSD Advisor, Head of Digital Access programme, SRO</b>	Digital Access (global) (DFID, FCO, DCMS)
<b>MREL Anti-Corruption</b>	Global Anti-Corruption Programme (FCO, NCA, SFO, DFID, HMT)
<b>Evaluation Advisor</b>	Technical Advisory Group
<b>VfM Lead</b>	PA Consulting
<b>MREL Trade Programme</b>	Global Trade Programme (FCO,DIT, DFID, BEIS)
<b>Head of MREL</b>	PFMO
<b>Cross-Government Policy Advisor (Prosperity Fund)</b>	Global Education Programme (DFID, FCO)
<b>Energy</b>	Brazil Prosperity Programme (FCO)
<b>Technical Advisor</b>	PFMO
<b>Head of Climate and Clear Energy</b>	South East Asia Clean Energy (FCO)
<b>Communications and Engagement</b>	PFMO
<b>Digital Policy and Programmes Manager, Emerging Policy, Innovation and Capability Department</b>	Digital Access (global) (DFID, FCO, DCMS)
<b>(currently covering green finance)</b>	Brazil Prosperity Programme (FCO)
<b>Head of Prog Delivery and Operations team</b>	PFMO
<b>Future Cities Programme Manager</b>	Mexico Prosperity Programme (FCO, DIT)
<b>Team Leader on Design / Deputy-Manager PFMO</b>	PFMO
<b>Prosperity Fund Health Programme Lead</b>	Health Programme Lead
<b>Programme Manager, Indonesia Bilateral Programme</b>	Indonesia Bilateral Programme (FCO)
<b>Programme Manager, Commonwealth Marine Economies Programme, Global and Economic Issues Department</b>	Commonwealth Marine Economies
<b>Economist</b>	PFMO
<b>Education and Health Programme Manager</b>	Mexico Prosperity Programme (FCO, DIT)
<b>Economist</b>	PFMO
<b>Head of Global Programmes - Business Environment and Competitiveness  Economic Diplomacy Directorate</b>	Global Business Environment Programme (FCO)
<b>Climate Risk</b>	Global Insurance and Risk Facility (DFID, FCO, DIT)
<b>Infrastructure strategic manager</b>	Brazil Prosperity Programme (FCO)
<b>Cabinet Office (MREL India)</b>	India Prosperity Reform Programme (FCO, DIT, DFID, HMT)
<b>Department for Digital, Culture, Media &amp; Sport (DCMS) counterpart</b>	Digital Access (global) (DFID, FCO, DCMS)
<b>Brazil programme</b>	Brazil Prosperity Programme (FCO)

Role	Organisation
Design Team - stakeholder management and cross-government management	PFMO
Financial Services Programme Manager	Mexico Prosperity Programme (FCO, DIT)
Staffing and capability within PF	PFMO
Indicator development lead	PA Consulting
Economist, MREL team	PFMO
Future Cities	Global Future Cities Programme
Head of Prosperity Programmes  SE Asia Prosperity Fund	SE Asia Prosperity Fund
Programme Manager	Digital Access (global) (DFID, FCO, DCMS)
Head of Economic and Trade Policy Network	South East Asia Prosperity Fund Programme
Stakeholder management	PA Consulting
MRSO Development Lead	PA Consulting
ICF MREL Lead (BEIS)	ICF
Head, PF	PFMO
Senior Evaluation and Results Advisor   Private Sector Department   Economic Development Directorate   Department for International Development	Department for International Development (DFID)
Operations Team - Change Manager and Risk	PFMO
Poverty/Gender	PFMO
Trade	Brazil Prosperity Programme (FCO)
Deputy Programme Manager	Colombia Programme (FCO, DIT)
Prosperity Fund Programme Administrator	Colombia Programme (FCO, DIT)
FCO - MREL Trade Programme	Global Trade Programme (FCO,DIT, DFID, BEIS)
DIT	Portfolio Board
Commercial Advisor - Prosperity Fund Management Office	PFMO
Commercial Advisor - Prosperity Fund Management Office	PFMO
Prosperity Fund Programme Manager, South Asia and Afghanistan Directorate	India Prosperity Reform Programme (FCO, DIT, DFID, HMT)
FCO (MREL Colombia )	Colombia Programme (FCO, DIT)
Portfolio Board	HMT
Prosperity Fund Counsellor	China Prosperity Facility (FCO)
Infrastructure	Brazil Prosperity Programme (FCO)
Prosperity Fund Portfolio Manager	PFMO
Programme officer, China PF Infrastructure programme	China Prosperity Facility (FCO)
Head of Research and Evaluation	DIT
Strategy and Design Advisor	PFMO
Senior Insurance and Risk Advisor   Financial Sector Team   Private Sector Department	Global Insurance and Risk Facility (DFID, FCO, DIT)

Role	Organisation
Director	National School of Government International
Insurance, and G8 on M&E and Resilience	Global Insurance and Risk Facility (DFID, FCO, DIT)
Operations Team - Assurance	PFMO
Advisor, Private Sector Department	Global Insurance and Risk Facility (DFID, FCO, DIT)
Prosperity Fund: Global Infrastructure Programme	Global Infrastructure Programme (FCO)
ICF Lead	Technical advisory group
Service design team	PA Consulting
Communications and Engagement Officer	PFMO
Prosperity Counsellor	Brazil Prosperity Programme (FCO)
AIIB & EBRD   Prosperity & Multilateral Investment   IEU	Asian Infrastructure Investment Bank - Special Fund (HMT)
Health and Development Consultant	Independent Advisor
FCO	Portfolio Board
Programme officer, financial services programme, China	China Prosperity Facility (FCO)
Economist (FCO Econ Unit)	Technical advisory group
ICF DFID Lead	ICF
Business Environment Programme Manager	Mexico Prosperity Programme (FCO, DIT)
Senior Climate & Environment Advisor  DFID Asia Regional Team	National Infrastructure Investment Fund - NIIF (DFID)
Green finance	Brazil Prosperity Programme (FCO)
Commercial Advisor	PFMO
FCO (MREL Mexico )	Mexico Prosperity Programme (FCO, DIT)
Service Design Lead	PA Consulting
Deputy Programme Manager (Global Infrastructure Programme)	Global Infrastructure Programme (FCO)
Head of Programme, Rule of Law for Business programme, China	China Prosperity Facility (FCO)
MREL China (Senior Programme Officer)	China Prosperity Facility (FCO)
Secondary Benefit	PFMO
Prosperity Fund Portfolio Manager, Economic Growth and Business Department	FCO

## Annex 2: PFMO Organogram



Last reviewed: 24 July 2017

## Annex 3: PFMO Stakeholder Power Map

