



UTENRIKSDEPARTEMENTET

*Ministry of Foreign Affairs*

# Evaluation Activities of the Norwegian Ministry of Foreign Affairs Annual Report 2002







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### **Evaluation projects**

In 2002 the Ministry of Foreign Affairs conducted 13 evaluation projects concerned with Norwegian-financed development co-operation and humanitarian measures, and several larger-scale studies of international assistance to developing countries. Most of the evaluations conducted in 2002 concerned the activities of Norwegian NGOs and international organisations that receive allocations from the ministry and NORAD.

Four of the projects have been completed, and the reports have been published in the ministry's evaluation report series. The reports are available on the ministry's website [www.dep.no/ud/engelsk/publ/rapporter/](http://www.dep.no/ud/engelsk/publ/rapporter/).

- Report 1/2002 is an evaluation of the Norwegian Resource Bank for Democracy and Human Rights (NORDEM), conducted by T&B Consult of Denmark.
- Report 2/2002 is an evaluation of the International Humanitarian Assistance of the Norwegian Red Cross during the period 1996–2000, conducted by Channel Research Ltd of Belgium.
- Report 3/2002 is an evaluation of ACOPAM, an ILO program for “Cooperative and Organizational Support to Grassroots Initiatives” in Western Africa in 1978–1999. The evaluation was conducted by Scanteam of Norway.
- Report 4/2002 is an evaluation of a civil rights project conducted by the Norwegian Refugee Council in former Yugoslavia, conducted by the Danish Centre for Human Rights in co-operation with T&B Consult.

The following projects were begun in 2002 and the reports will be published in 2003:

- An evaluation of the first five years of the Norwegian Investment Fund for Developing Countries (Norfund), which was founded in 1997. The evaluation is being conducted by the Institute for Applied Social Science (Fafo) and Nordic Consulting Group.
- An evaluation of the Norwegian-financed fund in the World Bank for improving the education sector in countries in sub-Saharan Africa. The evaluation covers the period since the fund was established in 1998, and is being conducted by Finnconsult.
- A joint international evaluation of external assistance to basic education from 1990 to 2001, with particular emphasis on the last six years of this period. The evaluation covers both bilateral and multilateral donors and is being conducted by the Association of Universities and Colleges of Canada in co-operation with the consultancy firm Goss Gilroy Inc., Canada, and Education for Change, UK.



- A joint international evaluation of the World Bank's Comprehensive Development Framework initiative. The evaluation covers the period since the initiative was introduced in 1998. It is being conducted by donor and recipient countries under the auspices of the World Bank's Operations Evaluation Department.
- A joint international evaluation of the United Nations Population Fund (UNFPA) and the International Planned Parenthood Federation (IPPF), both of which work with health and reproductive health. The evaluation is being conducted by the consultancy firm Options and the University of Heidelberg.
- A study of the social impact of the work of the Norwegian organisations Save the Children in Ethiopia and FORUT, Campaign for Development and Solidarity, in Sri Lanka, which is being conducted by the Chr. Michelsen Institute (CMI) and the Norwegian Institute for Urban and Regional Research (NIBR). The study will examine the results of the organisations' efforts over a two-year period beginning in 2003.
- A study of the peacebuilding efforts made during the last 10 years by the Netherlands, Norway, the UK and Germany, which are currently members of the Utstein group. The study is being conducted by the International Peace Research Institute, Oslo (PRIO), and a steering group made up of representatives from the respective countries meets regularly to discuss progress.
- A study conducted by PRIO on Norway's role in the Middle East peace process from 1993 to 1996.
- A study in collaboration with the UN Food and Agriculture Organization (FAO) on the positive and negative consequences of international trade in fishery products for food security. Information on the study can be found at [www.tradefoodfish.org](http://www.tradefoodfish.org).
- A study conducted in co-operation with Denmark, Canada, Germany, the Netherlands, Sweden, Switzerland and the UK of the activities of multilateral organisations in developing countries. In 2003 the study will include evaluations conducted by partner countries' embassies and missions of the activities of the World Health Organisation, UNICEF, the World Bank and the regional development banks in selected countries.

Development co-operation is increasingly taking the form of co-operation between donors and recipients of assistance, and involves representatives of the countries concerned, international organisations and others. This is the reason why the number of joint evaluation projects is higher in 2002 than in previous years. Among the advantages of joint evaluations are that they provide better information on the overall impact of the assistance and that the developing countries save on the time and effort that would otherwise be expended on separate evaluations conducted by the individual donor countries or organisations.

### **Technical co-operation**

Evaluations must be based on qualified expertise, and the ministry enhances and develops such expertise in various ways.

The ministry takes part in the OECD co-operation on the evaluation of development assistance programmes and activities. This is carried out in the Development Assistance Committee (DAC) by the Working Party on Aid Evaluation. Information about these activities may be found at [www.oecd.org](http://www.oecd.org). In 2002 the ministry and NORAD were part of the Working Party on Aid Evaluation and worked on the following tasks:

- A study of DAC's regular reviews of member countries' development policies with a view to improving the data on which the reviews are based and in particular to improving information about the impact of development co-operation. The study is being followed up by DAC and the OECD secretariat.
- An international conference in Oslo in September 2002 on lessons learned from supporting decentralisation and local government in developing countries. The report will be published at [www.oecd.org](http://www.oecd.org).
- The Glossary of Key Terms in Evaluation and Results Based Management contains words and expressions used in evaluations of international development co-operation. This can be found at [www.oecd.org](http://www.oecd.org).

The ministry is also in contact with the other Nordic countries on individual projects and technical matters. In 2002 a meeting was arranged for the exchange of information and another on evaluating co-operation with individual countries. Germany, the Netherlands, Norway and the UK have formed a political co-operation on development issues (the Utstein group), and these countries had a meeting on this topic in 2002 and maintained regular contact on projects and technical matters.

The ministry co-operates with the Operations Evaluation Department of the World Bank on enhancing evaluation expertise in the Bank, in developing countries and in Norway. The co-operation is being carried out within a framework agreement that has a time span of several years, under which Norway provides financial support for evaluations of Bank activities that have special priority. In 2002 this included projects in the field of water supplies and reform of the water and sanitation sector, the social consequences of the Bank's activities, knowledge development and the Bank's Common Development Framework initiative.

An overview of the Bank's evaluation activities can be found at [www.worldbank.org/oed](http://www.worldbank.org/oed).

The World Bank uses the Norwegian support it receives for evaluation activities to involve affected parties more closely in its consultation procedures. In the developing countries the Bank has included representatives of the authorities, private organisations and the business sector in its evaluation activities. Norwegian evaluation experts, including researchers and consultants from the Chr. Michelsen Institute, Scanteam, Interconsult and ECON, were involved in a number of evaluation projects in 2002.

In 2002 the ministry also contributed funds to an annual program for development evaluation training offered by Carleton University in Canada under the auspices of the World Bank. This program, which was being held for the second time, is for professional evaluators working with development matters in national or international organisations and is designed to build evaluation expertise in developing countries. Information about the program can be found at [www.carleton.ca/ipdet](http://www.carleton.ca/ipdet).

In 2002 the ministry helped to fund the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP), which provides information on good practices in humanitarian relief operations and conducts systematic reviews of evaluations in this field in order to maintain a high standard of quality. The network has 51 full members and about 280 observer members consisting of representatives of governments, organisations and research institutions, and consultants. The ministry participated in the network's two meetings in 2002, where strengthening co-operation with organisations in developing countries was one of the items on the agenda. Information about ALNAP can be found at [www.alnap.org](http://www.alnap.org).

In 2002 the ministry continued its support for Bistandstorget's evaluation network, which is a network to which most of the Norwegian NGOs involved in development co-operation belong, and which offers training in evaluation and in following up evaluations. The organisations' partners in developing countries are also included in this effort. The ministry's support was intended to help start the network, and will be discontinued as from 2003. The network's activities will be evaluated. Information can be found at [www.bistandstorget.no](http://www.bistandstorget.no).

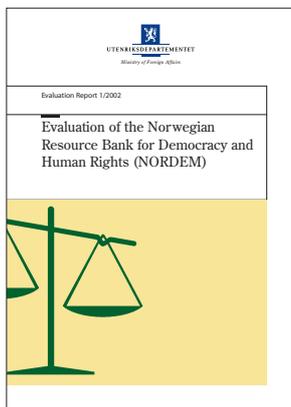
The Foreign Ministry's Advisory Committee on the Results of International Development Policy is an independent committee that was set up in 2001 with the following goals:

- to assess the results of Norwegian development policy and activities
- to identify development policy challenges with a view to modernising development activities and making them more effective
- to promote performance orientation and more target-oriented co-operation between the various actors involved in development co-operation
- to encourage public debate on development policy issues
- to propose evaluation projects

The committee is headed by Professor Helge Rønning. The other members are: Regine Andersen, researcher, Per Øyvind Bastøe, senior adviser, Ingvild Broch, research director, Professor Grethe Brochmann, Bjørne Grimsrud, researcher, Ellen Hofsvang, editor, Professor Torbjørn Knutsen, Professor Raino Malnes, Ottar Mæstad, researcher, Petter Nore, assistant director, Professor Sanjeev Prakash, Anne Hege Simonsen, journalist, and Stig Utnem, general secretary.

The ministry's evaluation section is the secretariat for the committee and the ministry and NORAD participate in the committee's meetings. In 2002 the committee had two three-day meetings. Meetings are prepared and followed up by an executive committee.

The committee has produced a separate annual report on its activities in 2002. The report characterises the Government's action plan for fighting poverty in the South as an important development policy document, and discusses how the plan should be implemented. The committee has made a number of recommendations to the ministry and NORAD on how to make their efforts more performance-oriented. The annual report can be found at [www.dep.no/ud/norsk/publ/rapporter](http://www.dep.no/ud/norsk/publ/rapporter)



## Evaluation of the Norwegian Resource Bank for Democracy and Human Rights (NORDEM)

### Evaluation Report 1/2002

Pages: 68

ISBN: 82-7177-673-8

Conducted by:

T&B Consult, Denmark

### **Evaluation of:**

NORDEM's activities in the period 1993–2000 regarding its secondment of personnel to international organisations such as the United Nations (UN) and the Organization for Security and Co-operation in Europe (OSCE) and other international actors.

NORDEM is now made up of a resource bank and a stand-by force. The resource bank consists of approximately 120 persons who are ready to render assistance and advice in various areas, such as election assistance, minority protection, human rights education, rule of law, democratic organisations, news media and good governance. The stand-by force, consisting of approximately 250 persons, was established to ensure the rapid deployment of trained personnel in frequent demand, i.e. for election assistance and observation, human rights monitoring, investigation of human rights abuses and democratisation projects.

NORDEM is financed by the Ministry of Foreign Affairs (MFA) at a rate of approximately NOK 20 million a year, a total of some NOK 136 million since 1993.

### **Purpose:**

The purpose of the evaluation was to investigate and report on NORDEM's secondment of personnel 1993–2000. Keeping in mind NORDEM's mandate to promote human rights and democratisation globally, the evaluation team explored impact, effectiveness, capacity and competence building. Other areas looked at were cost-efficiency, management and administration. The evaluation team was to recommend steps that could strengthen NORDEM and make it more professional, streamlined and institutionalised.

### **Evaluation Summary:**

The findings of the team are generally positive when it comes to NORDEM's efficiency and effectiveness to second staff to international organisations, and to prepare and support them. Staff were also found to be suitably and adequately trained to meet the demands of actors like the UN. However, more could have been done to stimulate further development and upgrading of secondees.

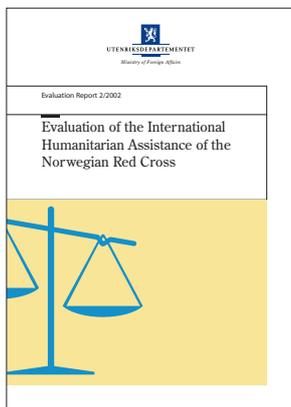
Although the team found that the secondees had a positive impact on the democratic values of the seconded organisations and country of assignment, a definitive conclusion could not be drawn due to methodological difficulties. Another task was to assess whether local personnel could substitute for NORDEM staff. The evaluation finds that, theoretically, they could, but for political reasons, neutral "outsiders" are to be preferred for tasks in sensitive political areas. NORDEM is cost-effective when compared to similar organisations, though in some areas there is room for improvement. For instance, more could be done by NORDEM to develop Norwegian human resources and to promote contact with relevant partners abroad. The team also found that NORDEM's current management structure was not optimal.

**Recommendations:**

The report recommends that a NORDEM Steering Committee made up of five members be created, comprising two representatives from the MFA, one each from the Norwegian Centre for Human Rights and the Norwegian Refugee Council and a chairman from outside the constituent parties. This committee should prepare a mandate and policy guidelines for NORDEM. It should further develop a system for benchmarking NORDEM performance. Other recommendations cover competence building of NORDEM members, a lowering of the tax burden for secondees, and facilitating smoother communications between NORDEM and the seconded organisations. NORDEM should avoid complex operational management roles in specific projects but work instead with NORAD to provide support when needed.

**Follow-up:**

There are plans to establish an advisory NORDEM contact group comprising one member from the MFA, one from the Norwegian Centre for Human Rights and one from the Norwegian Refugee Council. NORAD and the head of the NORDEM secretariat will be permanent observers. Several other recommendations will be seriously considered, such as the elaboration of a mandate and the improvement of practices related to communications and information.



## Evaluation of the International Humanitarian Assistance of the Norwegian Red Cross



### Evaluation Report 2/2002

Pages: 66

ISBN: 82-7177-682-7

Conducted by:  
Channel Research Ltd

### **Evaluation of:**

The performance of the Norwegian Red Cross (NRC) in international humanitarian aid and its role as a channel of support to the International Red Cross Movement.

### **Purpose:**

With the intent of improving the effectiveness of public Norwegian support to international humanitarian assistance, the two major objectives of the evaluation were to describe and assess the international humanitarian assistance of NRC, and examine NRC as a channel for support to the International Red Cross Movement.

### **Evaluation Summary:**

In 2000 there were NRC operations in 65 countries. The funding received from the Norwegian Government was NOK 250 million – equivalent to approximately 10 per cent of the Government's total spending on Norwegian NGO's international operations. NRC is hence the largest recipient of humanitarian aid funding in Norway. NRC seeks in its international activities to provide humanitarian assistance and protect civilians in times of conflict and natural disasters, and to promote knowledge and practise of international humanitarian law. NRC operates through projects implemented by the Red Cross and Red Crescent Movement, mainly in cooperation with the International Committee of the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies (IFRC) and National Red Cross Societies.

In addition to study of written material and interviews, the evaluation team assessed NRC's work through field visits in four countries: The Federal Republic of Yugoslavia, Bosnia-Herzegovina, Rwanda, and India. The team found NRC to be highly effective in deploying supplies and personnel quickly to crisis areas, thanks to exceptional access to funding, timely actions and very qualified personnel. NRC responds in original ways to needs not covered by other parts of the Red Cross system. However, when set against the aim of the continued prevention and alleviation of suffering and enhancing local capacity, overall effectiveness is reduced. The value of the International Red Cross Movement in protection and capacity building is not fully utilised; long-term impacts are slight inter alia because little effort is put in to develop relations with local partners who could have continued to manage the projects after NRC's withdrawal.

### **Recommendations:**

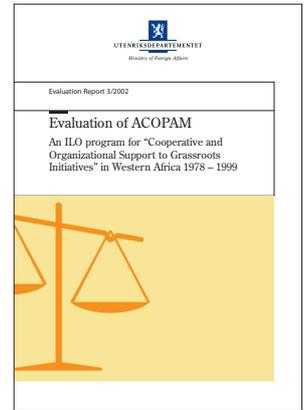
The evaluation recommends that the Government maintain NRC as a channel of funding. In order to facilitate project hand-over, especially in community health and psychosocial services, NRC should provide training and strengthen the local Red Cross societies. Also the Norwegian Government should require a higher level of monitoring and analysis of the factors of success, and train staff with that purpose in mind. Improvement of reporting practices, including outcome assessments, should be required.

### **Follow-up:**

It is decided that NRC will continue to be the Government's primary channel of funding to ICRC and IFRC. Initiatives aimed at strengthening NRC's work in the intermediate and long-term perspective will be given serious consideration.



## Evaluation of ACOPAM An ILO program for “Cooperative and Organizational Support to Grassroots Initiatives” in Western Africa 1978 – 1999



### **Evaluation of:**

The acronym ACOPAM refers to the French name for this programme. Most of the funding came from Norway and was channelled through the International Labour Organization (ILO). The programme, which lasted from 1978 to 1999, was started in response to the severe drought and subsequent famine that devastated the Sahel region in 1976, and was designed to improve the impact and effectiveness of food aid. ACOPAM provided technical experts who advised local farmers, of both sexes, on how to form co-operatives that would strengthen local rural self-help groups mainly in Burkina Faso, Mali, Mauritania, Niger and Senegal.

### **Evaluation Summary:**

The aims of the programme were to promote self-sufficiency among Sahelian farmers of both sexes, to boost food security by enhancing local communities' organisational capacity, for example by forming co-operatives, and to develop and expand the economic activities of local organisations. ACOPAM's strategy was to assist grassroots organisations and stimulate a multiplier effect by developing and disseminating training programmes and manuals and preparing new projects with relevant partners. ACOPAM supported a total of 32 sub-projects of this kind. Support for individual sub-projects evolved over time in five main areas: cereal banks, small-scale irrigation systems, microfinance to women, land management and cotton marketing. ACOPAM gradually built up a four-tier strategy: at the micro-level it provided mainly technical advisory services on training and organisational matters to local rural self-help groups, at the meso-level it developed close contacts with other support structures in order to ensure project sustainability, at the sub-regional level it developed and distributed training programmes and manuals, established co-financing arrangements with partners and collaborated with other ILO programmes and development actors, and at the national level it supported the development of national strategies for cereal banks and national co-operative reforms.

### **Conclusions:**

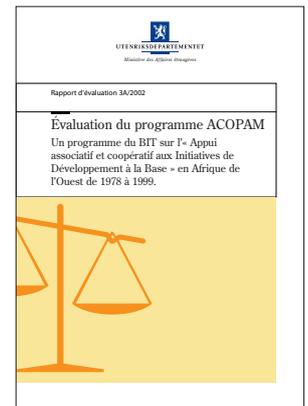
The programme has ended, and the point of the evaluation is to provide conclusions and point to lessons learned. The evaluation team found ACOPAM to be an innovative and functional response to the prevailing food crisis in the Sahel at that time. Its most successful result was empowering and strengthening local organisations and promoting participation at grassroots level through its production and distribution of training programmes and manuals. However, it was less successful in promoting food security and job creation. The team also found that the move from direct, local-level support to indirect, higher-level support came too late, thus hindering sustainability.

### **Evaluation Report 3/2002**

**Pages: 83**

**ISBN: 82-7177-698-3**

**Conducted by:**  
Scanteam, Oslo



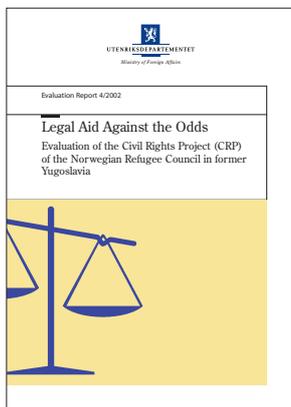
**Évaluation du programme  
ACOPAM  
Un programme du BIT sur l'« Appui associatif et  
coopératif aux Initiatives de  
Développement à la Base »  
en Afrique de l'Ouest de 1978  
à 1999.**

**Evaluation Report 3A/2002**

**Pages: 87**

**ISBN: 82-7177-697-5**

**Conducted by:**  
Scanteam, Oslo



## Legal Aid Against the Odds Evaluation of the Civil Rights Project (CRP) of the Norwegian Refugee Council in former Yugoslavia



### Evaluation Report 4/2002

Pages: 78

ISBN: 82-7177-707-6

#### Conducted by:

The Danish Centre for  
Human Rights

#### **Evaluation of:**

The ongoing Civil Rights Project (CRP) of the Norwegian Refugee Council in former Yugoslavia.

#### **Purpose:**

The evaluation's remit was to analyse the CRP's performance during the period 1996–2000, looking at relevance, efficiency, quality, cost effectiveness, administration/management and human resource development. This included assessing the impact of the project on democracy building and the establishment of the rule of law, assessing the project's applicability in other areas/countries, and looking at possible exit strategies.

#### **Evaluation Summary:**

Today the CRP has a total of 13 offices located in Croatia, Federal Republic of Yugoslavia, Bosnia and Herzegovina, and Kosovo. In the period 1996–2001 a total of 43 personnel from different countries, mostly young lawyers, were stationed at these field offices. According to the evaluation team they provided sound legal services of a high standard under difficult conditions, and worked hard at finding creative solutions to their clients' problems. The co-operation with other international organisations was productive, due largely to the CRP's high credibility in the region.

An important – and very successful – CRP activity has been provision of vital documents to refugees and persons with a minority background by means of its network of offices, which are able to operate across borders. The CRP has also provided legal assistance and representation in connection with conflict-related matters, including recovery of real property, pension rights, tenancy rights, questions of nationality, and labour and employment matters, which the evaluation team considered to be highly relevant. Overall, the project has focused more on the possibilities of return than on local integration in the place of refuge. In the latter case, solutions have been slow in coming, due to political and legal obstacles and poorly functioning legal and administrative systems.

The CRP has received more than half of its funding from the Norwegian Ministry of Foreign Affairs, amounting to approximately NOK 58 million between 1996 and 2001. The project has in general been run in a cost-effective manner, although it was found to have higher costs per case than national NGOs in the Balkans because of the higher salaries. Further comparisons were difficult due to the lack of adequate data.

#### **Recommendations:**

Even though useful data registration and information tracking systems were developed under the project, reporting and comparison procedures could be improved to enable a more accurate assessment of relative rates of success between the various strategies and offices. Statistical reporting internally and to the Ministry of Foreign Affairs may also be improved.

Working more closely with national NGOs providing similar services would have several advantages. It would enhance capacity building and also help achieve a secondary goal, i.e. strengthening civil society as part of the Norwegian Refugee Council's exit strategy.

#### **Follow-up:**

The Ministry of Foreign Affairs and the Norwegian Refugee Council are currently discussing the recommendations and several may be incorporated into the work of the CRP at a later date.

## Evaluation activities of the Norwegian Ministry of Foreign Affairs

In order to ensure control over the use of Ministry of Foreign Affairs (MFA) resources and contribute to the enhancement of ongoing activities and development of future projects, evaluations of the MFA's activities are undertaken on a regular basis. Separate instructions have been drawn up for the evaluation activities of the Ministry of Foreign Affairs in compliance with the financial management regulations for the central government. These regulations require ministries to carry out evaluations of their activities at regular intervals to determine whether the objectives of their activities, supports and guarantee schemes are achieved, and to identify their impacts on society. The evaluations cover the entire range of activities and thus encompass the areas of responsibility of both the Minister of Foreign Affairs and the Minister of International Development. The activities of the Norwegian Directorate for Development Cooperation (NORAD) are also evaluated, in addition to those of NGOs and others that receive grants from the MFA and NORAD.

Annual evaluation programmes are approved by the MFA's political management. The programme is prepared on the basis of proposals from the MFA's divisions, the Norwegian Directorate for Development Cooperation (NORAD) and foreign service missions. The programme includes priority policy areas and the MFA's and NORAD's various instruments, working methods and support schemes.

The Foreign Ministry's evaluation section is responsible for preparing and following up the evaluations. The evaluation work is carried out by professionals who are not linked to the MFA and have not in any other way been involved in the activity that is to be evaluated. The evaluation assignments are outsourced to interested researchers and consultants in Norway and abroad, in compliance with the rules on public procurement.

All of the MFA's evaluation reports are made public and published by the Ministry of Foreign Affairs in a separate report series, which is distributed free of charge. The reports are also distributed via the Internet at [www.dep.no/ud/engelsk/publ/rapporter/032091-990133](http://www.dep.no/ud/engelsk/publ/rapporter/032091-990133). The reports are published in English, with the exception of reports that deal exclusively with activities in Norway and are published in Norwegian.

The evaluations are conducted in contact with relevant persons and organisations in Norway and abroad. Emphasis is placed on organising the work in the form of seminars and meetings to exchange knowledge and viewpoints so that the process of collecting and preparing the information to be used in the evaluation reports also allows and encourages those concerned to learn from the process as well. All evaluation reports should include follow-up recommendations suggesting improvements and other modifications in projects that are evaluated.

After circulating the report and its recommendations for comments among the parties concerned, the MFA's political management takes decisions regarding the follow-up of

each evaluation on the basis of the proposals drawn up by the evaluation section. A separate meeting is held between the political management, the divisions concerned and NORAD to discuss the proposals further. Implementation of the decisions is then assigned to the responsible divisions in the MFA and NORAD, which shall report to the MFA's political management on the status of implementation of the decisions within six months. The objective of the evaluations is to contribute to a better and more efficient foreign service.

The evaluation activities of the Ministry of Foreign Affairs are carried out in an international context, and the MFA co-operates with other countries in the evaluation of joint international projects and multilateral organisations. In addition, the MFA takes initiatives to organise and participate in international meetings and conferences. In order to develop evaluation expertise in developing countries, the evaluations are also organised to include experts from the relevant countries.



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