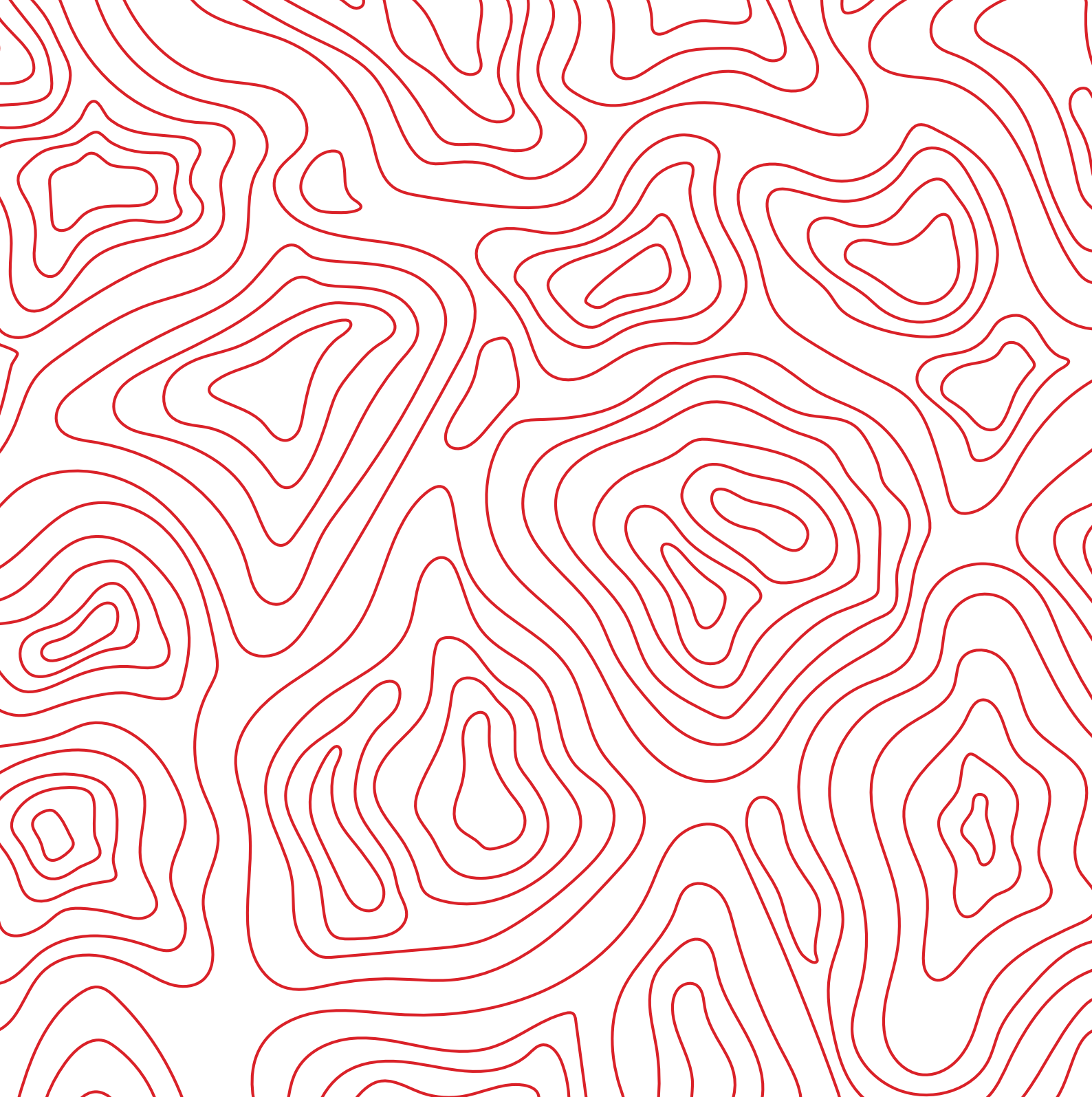


SUSTAINABLE DIETS FOR ALL

End-Term Evaluation of the
Citizen Agency Consortium
Sustainable Diets for All Program





Team composition

Lead consultants:

George Kasumba - Assess Africa Development Agency, Kampala, Uganda.
Pol De Greve – I&SConsulting, Mechelen, Belgium

National consultants

Gesa Grundmann, La Paz, Bolivia
José Carlos Campero, La Paz, Bolivia
Stephen Mukumbuta, Chilanga, Zambia
Wahyu Aris Darmono, Tangerang Selatan., Indonesia

Supporting consultants

Fons Van der Velden, Context International Cooperation, Utrecht, The Netherlands.
Geert Phlix, ACE Europe, Mechelen, Belgium (Lead Consultant for the thematic evaluation DW4W)

Context,
international cooperation



I&SConsulting

List of Abbreviations

10YFP	10-Year Framework of Programmes (on Sustainable Consumption and Production)
ASSP	Agriculture Sector Strategic Plan (Uganda)
ASPPUK	Association for Women in Small Business Assistance (Indonesia)
AZIEA	Alliance for Zambian Informal Economy Associations (Zambia)
Bappenas	National Development Planning Agency (Indonesia),
CAC	Citizen's Agency Consortium
CFS	Committee on Food Security (Rome)
COW	Coalition of the Willing (Zambia)
CSA	Climate Smart Agriculture
CSO	Civil Society Organisation
CSO-SUN	CSOs Scaling up Nutrition Alliance (Zambia)
CSPR	Civil Society for Poverty Reduction (Zambia)
CTPD	Centre for Trade Policy & Development (Zambia)
CUTS	Consumer Unity Trust Society (Zambia)
DMEL	Design, Monitoring, Evaluation and Learning
DW4W	Decent Work for Women
EKN	Embassy of the Kingdom of the Netherlands
ETE	End-Term Evaluation
FGD	Focus Group Discussion
FRA	Food Rights Alliance (Uganda)
GBDI	New Generation of Indonesian Cooking (Indonesia)
GEDI	Gender Equality & Diversity Inclusion
GPM	Global Programme Manager
HR	Human resources
IIED	International Institute for Environment and Development
IOB	Policy and Operations Evaluation Department of the Ministry of Foreign Affairs
KRC	Kabarole Research & Resource Centre (Uganda)
L&A	Lobby and Advocacy
MAC	Multi-Stakeholder Advisory Committee (of the SFS Programme)
MADM	Multi-Attribute Decision Making
MAI	Multi Actor Initiative
MENA	Middle East & North-Africa (region)
MFA	Ministry of Foreign Affairs
MIGA	Movimiento de Integración Gastronómica (Bolivian Gastronomic Integration Movement)
MSP	Multi-Stakeholder Process / Platform
NTFP-EP	Non-Timber Forest Products - Exchange Program (Indonesia)
ROAF	Regional Advocacy Officer Food
RPDM	Regional Programme Development Manager
SD4All	Sustainable Diets for All
SFS	Sustainable Food Systems
SME	Small & Medium Enterprise

ToC	Theory of Change
ToE	Theory of Efficiency
ToR	Terms of Reference
UNEA	United Nations Environment Assembly
VEDCO	Volunteers Effort for Development Concern (Uganda)
ZAW	Zambia Alliance of Women

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EXECUTIVE SUMMARY

Background and approach

The *Sustainable Diets for All programme* (SD4All) is one of four programmes that are implemented by the Citizen Agency Consortium (CAC) comprising Hivos, IIED and Article 19, in partnership with the Dutch government under the 'Dialogue and Dissent' initiative. The CAC Strategic Partnership programme focuses on strengthening the lobby and advocacy capacities of civil society partner organisations in countries in East & Southern Africa, Southeast Asia, and Latin America as well as at global level, and, together with these civil society partner organizations, on achieving lobby and advocacy goals by influencing policies and practices of market and government actors in four specific thematic programmes. The SD4All programme is implemented by Hivos and IIED. The programme aims to make more sustainable, diverse, healthy, and nutritious food available to low-income citizens. The programme is implemented in Bolivia, Zambia, Uganda, Kenya and Indonesia, and in addition in policy influencing at international levels and in the Netherlands. SD4All has set out to strengthen the capacities of civil society organizations (CSOs) to influence the policies and practices of governments, market actors and international institutions in pursuit of sustainable diets.

The SD4All programme can be characterised as having *citizen agency* at the **core** of the programme, *advocacy capacity of civil society* at the **centre** of its donor's strategy, and the *food systems of the majority* as its main **focus**¹. Key elements of the SD4All programme include generating and assimilating evidence, building multi-stakeholder coalitions, and using innovative facilitation methodologies in which multiple actors share knowledge, evidence and ideas.

The Citizen Agency Consortium commissioned this external end-term evaluation (ETE) of the five- year (2016-2020) strategic partnership program with the Dutch Ministry of Foreign Affairs. The objective of the evaluation was to assess the effectiveness, relevance, sustainability and efficiency of the SD4All programme. These four dimensions plus the additional perspective of partnership constituted the framework of the research matrix that guided the evaluation. The evaluation criteria were connected to the changes that the programme was meant to contribute to, and which constitute the fundament of its Theory of Change (TOC), namely:

- Changes in capacities for Lobby and Advocacy of (Southern) partner organisations,
- Changes in agendas, policies and practices of government and (market) actors.

Four country-based case studies in Bolivia, Indonesia, Uganda, and Zambia, and one case study on international and Netherlands lobby and advocacy constituted the backbone and foundation of the evaluation. The assessment of the cases was expected to be illustrative for the effectiveness of the entire programme. Case studies were complemented with an analysis of the programme's monitoring data collected through an outcome harvesting and related substantiation exercise, which enabled the evaluators to capture overall results (areas) achieved by the programme and assess the level of achievement of the country-based programmes as a whole. Validation was done based on two feedbacks, one from the SD4All team global and national staff, and a second one from the external reference Group and DMEL coordinators (who acted as evaluation managers). Four learning events were held: one with SD4All staff and three with partners from respectively Africa, Latin-America and Indonesia.

¹ Adapted from Bill Vorley et.al. in (draft) Reflection Paper (2020) on Citizen Agency – to be published later this year

Findings, general conclusions and recommendations

Thanks to the programme, partners have strengthened their capacity and gained confidence in preparation, planning and implementation of advocacy campaigns as well as in embedding evidence in advocacy. Even though countries were at different levels of achievement, largely all of them made significant strides towards sensitizing and mobilizing the minds of government actors, influencing policy agendas and to a lesser extent, putting in place and implementing improved policies and practices all in favour of sustainable diets. The programme succeeded in increasing awareness and knowledge of the food system concept and approach among a wide audience of policy makers and other stakeholders at local, national and international levels. Good results were achieved with changing the narrative around sustainable diets in the media and with policy makers whereby more attention was paid to healthy food, locally sourced food, informal markets and related issues. The concrete outcomes in terms of sustainable consumption and production of food may be still modest (in absolute terms) but often a critical mass of stakeholders and actors has been mobilised especially at local levels and in international fora. The initial SD4All programme design was ambitious, and the programme might have benefitted from a somewhat more narrow and contextualised focus (for each country). On the other hand, by highlighting the multi-dimensionality of sustainable diets, the programme greatly contributed to making the coverage by public sector of policy development and planning processes more coherent and comprehensive.

The programme was relevant in view of the positive linkage between initiatives taken by SD4All and the strategies that local and national authorities were adopting to reach the food and nutrition goals embedded in their development plans as well as in their commitment to the UN Sustainable Development Goals on fighting hunger and in promoting sustainable consumption and production of food. Linkages to ongoing institutionalised policy processes also enhance the likeliness of sustainability of programme outcomes.

Some key areas of expertise and knowledge that emerged from programme practice - and that could be particularly relevant for future policy work on sustainable diets - relate to urban food governance, informality in food systems, true costing of staple foods, and gastronomy as entry point for promoting sustainable diets. More research may be needed to fully explore these themes, while ability of CSOs and CBOs to develop and implement effective campaigning around such topics need to be strengthened.

A major lesson that was learnt, is that influencing policy and behavioural change on sustainable diets and nutrition is not something that can be achieved by a programme with a finite timeframe. It is a task that requires sustained effort. Lobby and advocacy alone may not be sufficient for realising food system transformation. In those cases where policy influencing was combined with or followed by service delivery actions in supplementary programmes, the results of the policy work were found to be more profound.

In the promotion of healthy and/or indigenous foods, emphasis in the programme was mostly on either production (diversification) or consumption (sustainable diets) but less on the dynamics that bridge both (the intermediate actors and processes). An assessment of the political economy of global food systems could have provided a better understanding of the power dynamics among actors in the system and of connections between local, national and global levels that have a bearing on the access of (low income) people to sustainable food.

At international level, more specifically in the SFS programme and in international fora like CFS, the programme has succeeded in bringing the Southern voice and citizen agency to high-level policy platforms, linking local and global levels. The SD4All programme has helped pushing the agenda setting for a transformation towards sustainable food systems with more actors, particularly governments as well as with global level players and networks. There was specific appreciation for Hivos efforts in widening the international debate on food systems beyond food security, advocating for more inclusive and participatory food policy making with special attention being paid to women and youth.

In the Netherlands, working in and with the AgriProFocus Policy Advocacy Group was a good and effective strategy to influence relevant policy makers. Hivos and the APF group have indeed contributed to raising awareness and knowledge on food systems with a wide audience of policy makers and other stakeholders in the Dutch agri-food-sector. Hivos thereby managed to position itself visibly as an expert on matters of sustainable diets and consumer interest in the food systems policy debates. As a matter of fact, these are indeed areas of increasing importance and relevance in the contemporary policy debates on food systems, nationally as well as internationally.

A core aspect of the programme approach was in fostering and strengthening citizen agency in policy influencing and furthering responsiveness of policies to citizens' priorities. While the concept of citizen agency was not new as such, the SD4ALL programme has been innovative and successful in operationalizing Citizen Agency in the context of food systems and sustainable diets. Evidence of its success is found in the dynamics of numerous citizen-led initiatives such as food councils, food parliaments, sustainable food movements, etc. These citizen groups covered a broad scope of functional mandates within the food systems and from their dynamics emerged the most visible and concrete outcomes of the programme.

On the other hand, it has been found that Citizen Agency needs time to emerge, mature and become effective especially in policy influencing. The programme may have underestimated time and effort needed to realise its ambition in this respect. A project-based approach (stop & go mechanisms) can offer incentives to strengthen citizen agency but sustaining the influence and power of agency requires a longer-term engagement that this programme could not offer. Another key challenge was in reaching out to low-income urban consumers on healthy foods or sustainable diets. There were positive experiences with reaching out to and engaging with lower income groups. This was achieved more in rural areas than in cities, and more with farmers and farming communities than with consumers. The most effective approach often was by working with small group-based initiatives with fairly homogenous member composition and – but less so - in multi-actor settings. An important lesson learnt is that a more diversified approach is required in working with urban low-income consumers with concrete interventions aimed at service delivery and focus on economic development as this challenge cannot be addressed with lobby and advocacy only.

There is also a general recognition among programme partners of the relevance and importance of inclusiveness in issues related to food system transformation, in particular for women and youth. The programme offered space and resources to exploit and amplify gender-and youth-related potential among its partners. While some of these initiatives have proven to be successful, especially so in localised settings, what was missing was a comprehensive and contextualised programme strategy to address youth and gender in food system transformation.

The positive-constructive advocacy strategy adopted by Hivos and partners proved to be effective in building trust with government officials and influencing public sector audiences. Good relation management (with public sector actors) has been an important aspect of the advocacy approach and was taken up well in all countries by Hivos and partners. The programme could have benefitted from a good (longer) inception process, to make clear choices and develop related research, strategizing, partner selection, initial capacity building, and setting up the framework for DMEL.

Generation and assimilation of evidence meaningfully informed the advocacy initiatives. Research has gradually become more relevant and better connected to food system actors, thanks to concerted efforts to embed citizen agency in evidence generation. Communications contributed to a better framing of policy demands towards target audiences and proved instrumental in bringing the voice of Southern actors to policy discourse at different levels in programme countries as well as in international fora.

On the whole, it can be concluded that the SD4All programme has realised many of its objectives. The programme contribution to policy influencing on sustainable diets at different levels (from local to global) was not only significant but often also necessary to trigger policy processes and realising – mostly intermediate – policy related outcomes. Equally, the programme has strengthened the capacity of civil society actors in preparation, planning and implementation of evidence-based advocacy campaigns for sustainable diets. The programme created momentum for change at different levels and in different settings and provided valuable incentives and impulses for citizens and their organisations to continue working towards sustainable food system transformation and sustainable diets for all. However, there is still some way to go for citizen agency to fully serve as inspiration and driving force of policy influencing on sustainable consumption and production of food.

1. INTRODUCTION

1.1. BACKGROUND TO THE EVALUATION

The Citizen Agency Consortium (CAC), consisting of Hivos, the International Institute for Environment and Development (IIED) and Article 19, commissioned the external end-term evaluation (ETE) of the five- year CAC strategic partnership with the Dutch Ministry of Foreign Affairs under the Dialogue and Dissent framework (2016-2020). This external end-term evaluation consists of a number of separate but related evaluations.² The CAC Strategic Partnership programme focuses on strengthening the lobby and advocacy capacities of civil society partner organisations in countries in East & Southern Africa, Southeast Asia, and Latin America as well as at global level, and -together with these civil society partner organizations- on achieving lobby and advocacy goals (influencing policies and practices of market and government actors) in four specific thematic areas. The Sustainable Diets for All programme (SD4All) aims to make more sustainable, diverse, healthy, and nutritious food available to low-income citizens, initially in Bolivia, Zambia, Uganda, Kenya, and Indonesia. SD4All has set out to strengthen the capacities of civil society organizations (CSOs) to influence the policies and practices of governments, market actors and international institutions in pursuit of sustainable diets.

1.2. OBJECTIVES AND SUBJECT OF THE EVALUATION

In this evaluation, it was tried to find a balance between two purposes: learning and accountability. In order to realise this ambition, the ETE was carried out as a collaborative learning process. For CAC member organisations as well as their partner organisations, the ETE was designed with a view to contribute to strengthening their future advocacy efforts, while at the same time, the findings of the evaluation would account for the implementation of its programme both upwards to the donor agency (Ministry of Foreign Affairs) as to programme stakeholders. The objective of the evaluation was to assess the effectiveness, relevance, sustainability, and efficiency of the SD4All programme. These four dimensions plus the additional perspective of partnership constituted the framework of the research matrix that guided the assessments.

These evaluation criteria were connected to the changes that the programme was meant to contribute to, and which constitute the fundament of its Theory of Change (TOC), namely:

- Changes in capacities for Lobby and Advocacy of (Southern) partner organisations,
- Changes in agendas, policies and practices of government and (market) actors.

1.3 EVALUATION FRAMEWORK

The evaluation framework was built around of 5 evaluation questions:

- Which changes have occurred in agendas, policies and practices of targeted social actors and in the L&A capacities of participating organisations (effectiveness)?
- How relevant are the changes in the context in which the programme is operating (relevance)?
- To what degree are these changes sustainable?
- What has the programme done to ensure proper use of available / limited resources? What was learned from this (efficiency)?
- What has been the role of the CAC consortium members, partner organisations and the MFA/EKN in contributing to the observed changes?

² Apart from the SD4All, the CAC has the following programmes: Decent Work for Women, Green and Inclusive Energy and Open Contracting

For each evaluation question judgment criteria were formulated (see annex 2). For each of the judgement criteria guiding questions or indicators were identified that indicate what kind of information needs to be collected. The framework also gave an indication of likely sources of verification. Based on the evaluation matrix, interview guidelines were developed, as well as context-specific guidelines for focus group discussions. The evaluation matrix served also as an analytical framework to process data from desk study and interviews.

1.4. METHODOLOGY

The review process has gone through different stages: (a) Inception stage during which a detailed research plan (inception report) was developed; (b) desk research; (c) primary data collection primarily through 5 case studies; (d) a learning event with senior SD4All staff, (e) validation meeting (conference call) (f) and consolidated analysis, reporting and debriefing.³

The four country-based case studies in Bolivia, Indonesia, Uganda, and Zambia, and one case study on international and Netherlands lobby and advocacy⁴ constituted the backbone and foundation of the evaluation. In each case study, achievements of the in-country programme were presented, based on and inspired by M&E data, outcome harvesting by partners, outcome substantiation by an external bureau (in 2019), available documentation and, obviously, the primary data collection during country visits. The assessment of the cases was expected to be illustrative for the effectiveness of the entire programme. Therefore, cases were carefully selected and cover a broad scope of interventions by different partners. Case studies were complemented with an analysis of the outcome harvesting and the substantiation exercise, which enabled the evaluators to capture overall results (areas) achieved by the programme and so assess the level of achievement of the country-based programmes as a whole.

During visits to partners all five evaluation questions were addressed first with the Hivos team, next with programme partners. In Indonesia, Uganda and Zambia the evaluators did a more elaborate assessment of one partner's programme - and a quick assessment of the other partners' programmes using an elaborate item list (see annex 3) that was developed on the basis of the research matrix. In Bolivia all three partners were extensively assessed.

All the country cases included the following aspects:

- A start-up workshop with the Hivos team to run through a first general programme assessment on the basis of the above-mentioned guidelines,
- Programme assessment at the level of partners using workshop-like sessions with (separate) partner staff teams, Focus Group Discussions (FGDs) with citizens' groups and semi-structured interviews with individual resource persons.
- A contribution analysis for specific outcome(s) of a partner. This was done specifically in Zambia and Uganda, while in other countries (and international) it was found that the intermediate outcomes pointed at insufficient evidence and information on rival and/or complementary dynamics reducing the possibility and thus relevance to conduct of further full-fledged analysis.
- An efficiency analysis that established a link between programme outcomes and the resources used to generate these results. This exercise consisted of a multi-criteria assessment of different programme interventions that shed light on the perceived efficiency of different process approaches used. This analysis was done in Uganda (with the country team), in Indonesia (with country team and with one partner) and with the global team for international policy influencing. An adapted version was applied in Bolivia.
- Methodologies applied to assess changes in capacities at partner level and at consortium

³ With external reference group, DMEL coordinators and selected SD4All staff

⁴ to avoid repeated lengthy references in the naming of the international case, this case will further also be referred to as a *country case*

level were open-ended discussions with stakeholder based on a descriptive listing of actual capacity development initiatives implemented through the programme (at different levels for different categories of stakeholders) with subsequent reflections on impacts at organisational level and in functional terms. These discussions took place in-country start-up workshop, in visits (with FGDs and/or interviews) to partners and citizens' groups, and – where relevant – by exploring among informed external stakeholders.

- A half-day sense-making workshop at the end of the country visits with Hivos staff and (in most countries) implementing partners. The objective was to discuss preliminary findings/ issues and recommendations and to draw lessons learnt for future programming.

The case study on lobby at international level and in the Netherlands included the following components: extended exchange face-to-face with the 2 senior staff members involved in international lobby, semi-structured interviews with external stakeholders and with selected SD4All staff in the South, efficiency workshop with Hivos and IIED staff, validation with senior staff, and consolidation and reporting.

1.5. LIMITATIONS

The SD4All programme is a complex programme in terms of the variety of interventions and implementing organisations in different contexts. It was not possible to evaluate all types of outcomes or draw firm conclusions on the programme results in all countries. As it was likely that in programme implementation improbable, unpredictable and unexpected events occur that may influence programme implementation and results, the evaluators first and foremost focused on 'what has happened and emerged' in the day-to-day reality of the programme implementation rather than immediately on the assumed intervention logic of the Theory of Change.

As advocacy and lobby interventions often target political sensitive topics and hence policy makers are sometimes reluctant to contribute to an external evaluation, sufficient attention was given to approaching and engaging with policy targets. Here, the evaluators applied a combination of methodologies and used contribution analysis methods in order to be able to assess contribution (and not attribution).

Though the programme's final beneficiaries are the citizens, either as producer, consumer or market actors (or in a combination of these roles), no extensive research could be done (by lack of time and resources) on the developments and changes regarding achievements in terms of access by consumers to nutritiously diverse, healthy and affordable food. Focus group discussions were held which, to some extent, provided insights on results and impacts of the programme, but this information could not be generalised for broader groups, such as urban consumers at large.

In case studies, the evaluation team was able to meet and discuss with all SD4All staff and partners. All meetings were face to face except for the discussion with ASPPPUK in Indonesia whose programme coordinator was working in distant parts of the country at the time of the case study. The meetings and discussions did cover all five areas of research (see earlier sections) but obviously not all areas could be explored in full depth in half-day sessions with a partner. Nevertheless, by having the two lead evaluators work together in the first case in Uganda, they used experiences with this particular case to bring more focus in the research matrix and transpose this focus in an revised research framework and guideline for use in the subsequent four case studies.

The Covid-19 affected the evaluation to a certain extent. Luckily, the country visits for SD4All were planned and organised before the crisis necessitated Hivos to restrict face-to-face meetings. Only the Indonesian work visit was cut short by one day (as restrictive measures came into force on the very last day). Production of the report was delayed because of connectivity issues with Uganda that were affected to lockdown restrictions and serious disruptions in electricity supplies in parts of the country (where one of the lead consultants is living).

2. THE TRAJECTORY OF THE PROGRAMME

2.1. PROGRAMME DESIGN

The original long-term overall goal of SD4All⁵ reads as follows:

*Sustainable, healthy and affordable food available for all, in particular for low-income rural and urban citizens that respects the environment, now and in the future.*⁶

SD4All has set out to strengthen the capacities of civil society organizations (CSOs) to influence the policies and practices of governments, market actors and international institutions in pursuit of sustainable diets.

Initially⁷, three key strategies were elaborated based upon the initial proposal to frame the selection of country-specific and international lobby topics and targets. These included:

- Strengthen local voice and food choices of low-income producers and consumers. Farmers, consumers, and the actors that connect them have greater influence and control over the food they grow and eat.
- Build multi-stakeholder coalitions that promote local, national and global sustainable food systems and promote innovative methodologies such as food change labs;
- Promote efficiency and transparency in the food system. Decrease food losses and waste; reduce the external social and environmental costs. Ensure the independent measurement of progress, and greater accountability of decision makers towards all stakeholders in the food system.

Two levels of changes were earmarked:

- Changes in capacities for Lobby and Advocacy of (Southern) partner organisations,
- Changes in agendas, policies and practices of government and (market) actors.

The programme design indicated the following actors and envisaged targets (by 2020):

1. Public institutions at local, national and international levels have adopted policies and programmes that contribute to SD4All incorporating civil society positions (means: dialogue, MSP, NL policy coherence, international institutions that dialogue and collaborate with CSOs);
2. Market actors (companies, investors, formal markets) have adopted strategies that facilitate the availability of diverse, healthy and affordable food from sustainable sources (means: dialogue and collaboration with CSOs, companies having transparent policies and practices, stronger business cases for contributing to Sustainable Diets, investors contribute to Food System transformation)
3. Media reporting on Food Systems and Sustainable Diets and space for public debate is present to promote and influence Sustainable Diets in policies and practices of public and private sector actors (means: reporting flaws in food system and promoting sustainable diets, well informed citizens, citizens mobilised to pressurise governments).

Consortium partners are not only important actors in the programme but also targets of capacity development initiatives, that constitute one of two core pathways of change of the overall programme.

⁵ CAC Programme Document 2015

⁶ In later communications this was often reworded as The Sustainable Diets for All programme (SD4All) aims to make more sustainable, diverse, healthy and nutritious food available to low-income citizens (see among others ToR of the ETE) – or also – somewhat different now - *Sustainable Diets for All aims to build the lobbying and advocacy capacity of citizens and CSOs in selected countries to jointly challenge unsustainable practices and incentives in food production and consumption, while fostering changes in policies and practices that help make sustainable diets attainable for all. The programme has a particular focus on food systems of the poor (from 2018 CAC Progress report).*

⁷ From inception report SD4All

Three Focus areas were identified in the programme proposal and inception report:

- Healthy and diverse consumption,
- SMEs and informal market linkages,
- Nutritious and diverse production.

In addition, Citizen Agency and inclusivity are situated at the core of the programme approach

A concise summary of the core features of the programme: The SD4All programme can be characterised as *having citizen agency* at the **core** of the programme, *advocacy capacity of civil society* at the **centre** of its donor's strategy, and the *food systems* of the *majority* as its main **focus**.⁸ Key elements of the SD4All programme include generating and assimilating evidence, building multi-stakeholder coalitions, and using innovative facilitation methodologies in which multiple actors share knowledge, evidence and ideas. Together, they develop local, national and international examples of how food systems can be transformed.

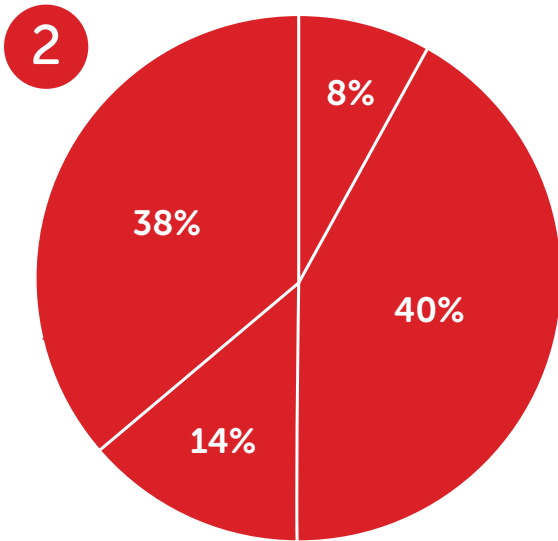
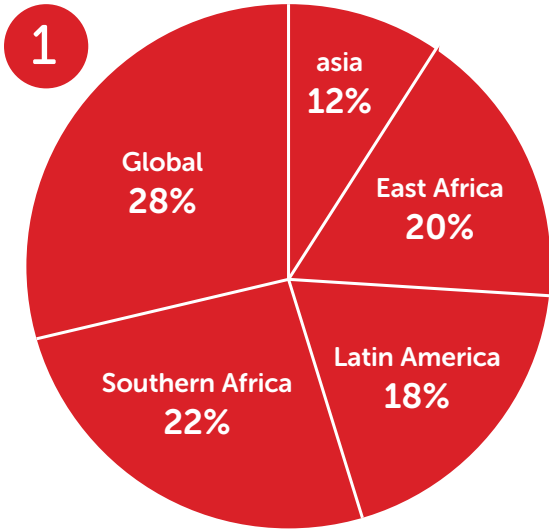
2.2. FINANCIAL DATA

Below are some key financial data that provide an indication of the scale of the programme. The figures presented are the actual expenditures for 2016 till 2018, the draft 2019 report (awaiting audit review) and the budget for 2020. The expenditure in the period 2016-2020 will approximate € 11.3 million. The two key outcome areas of lobby & advocacy and capacity development have absorbed comparable amounts of funding totalling over three quarters of programme expenditure; knowledge and research accounts for 14% while the remaining 8% is used for admin and PME. In geographic terms, funding in Southern Africa, East Africa and Latin America are each around 20%, Asia (Indonesia) received 12% of funding, and the largest quota was pledged at global level. The latter indeed combines a programmatic part (global and Netherlands L&A) with allocations for among others, admin, DMEL, management, communications, and research for consortium partners Hivos and IIED.

Table 1 – Total financial overview over period 2016-2020 (5 years)

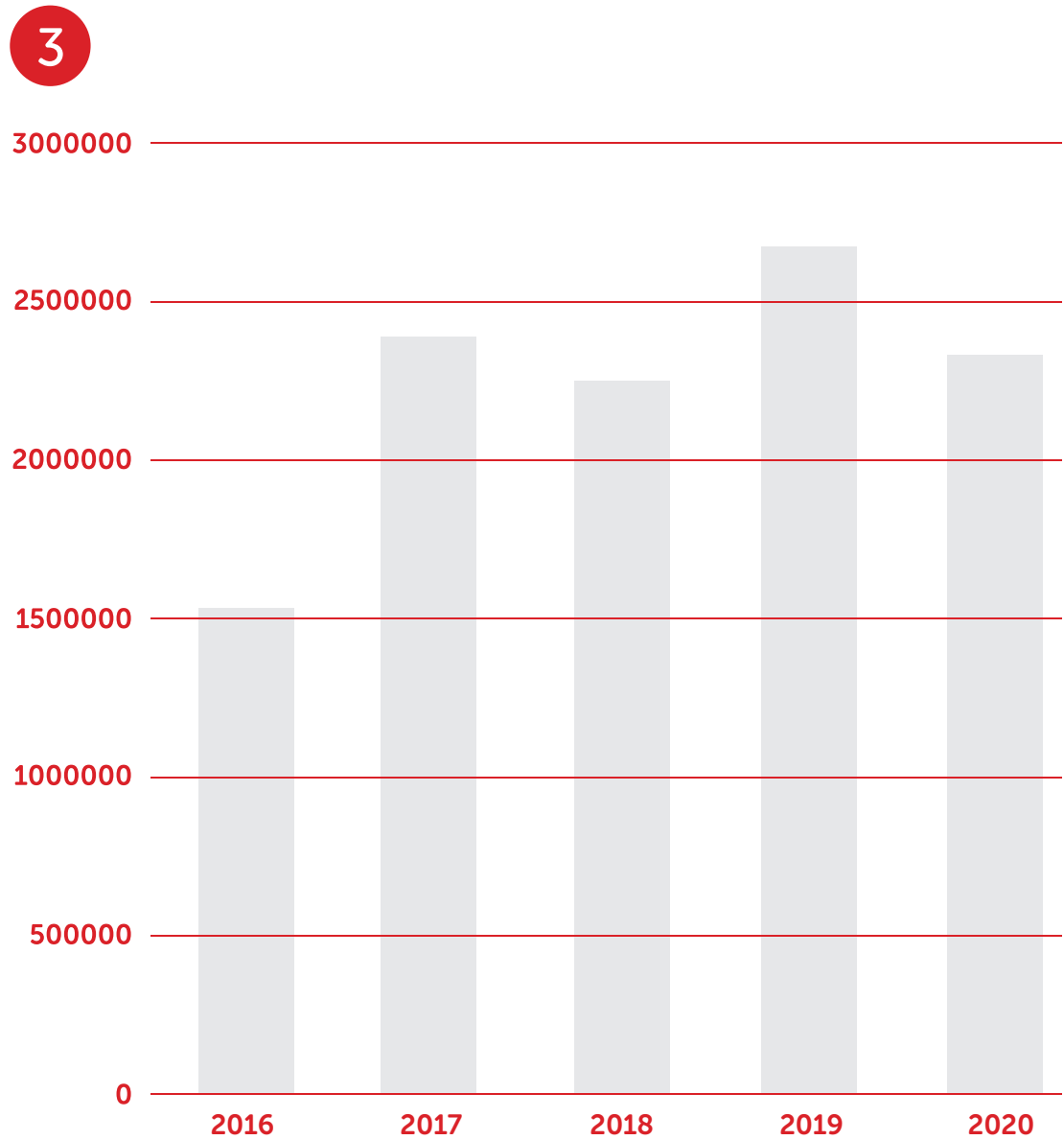
REGION	TOTAL €	%
Asia	1,328,851	12%
East Africa	2,214,832	20%
Latin America	2,079,162	18%
Southern Africa	2,524,781	22%
Global	3,163,515	28%
Total	11,31,1141	

⁸ Description by Bill Vorley et.al. in (draft) Reflection Paper (2020) on Citizen Agency – to be published later this year



- 8% Admin & PME
- 40% Capacity Development
- 38% Lobby & Advocacy
- 14% Knowledge & Research

FIGURE 1. TOTAL PROGRAMME EXPENDITURE PER REGION
FIGURE 2. TOTAL PROGRAMME EXPENDITURE PER CATEGORY
FIGURE 3. TOTAL PROGRAMME EXPENDITURE PER YEAR



3. THE TRAJECTORY OF THE PROGRAMME

An important implicit development that came with the initiation of SD4All programme was the *shift that Hivos made from a value chain approach, mainly focusing on small-scale farmers, and agro-biodiversity and markets, to a food systems approach which also includes consumers, health and nutrition topics.*⁹ The 'sustainable diets' concept was meant to link the sustainability of agriculture with the health and nutrition of food consumption. It is a concept that encompasses the whole food system. This broad coverage was indeed a challenge in the beginning of the programme. Unlike food systems, value chain models are linear, not too complex, and easy to understand. They provide for less complicated pathways to change than a food system's approach, but not necessarily less accurate or relevant pathways. *With a food systems' approach, programme development become more complicated.* Some partners indicated that initially (at inception stage) the food system approach was not clearly defined or at least not clearly spelled out, which led to some misunderstandings or confusion among partners and a limited influence in conceptualization and operationalisation of programme design.

Moreover, themes related to consumers, health and nutrition were new areas of work, not only for Hivos but also for IIED. Initially, Hivos and IIED struggled to position the programme sharply in the broad area of sustainable food systems. In the first year the programme started up with rather open-ended scope and ToC that was built around various dimensions of the sustainable food systems concept. It was by the second year that the programme team explored a sharper focus for the programme. Based upon existing experiences with partners, allies and multi-actor initiatives till then, it was decided to focus on three main areas of work : sustainable production, sustainable consumption and the linkages "in-between", and in particular small and medium enterprises and the informal sector. It was also decided not to pursue the original ToC focus on private sector engagement (except for SMEs in the informal sector). Over the years (2016-present), there have been changes and adjustments in emphasis and prioritisation in the ToCs (overall and in-country) and their intermediate outcomes. ToCs were regularly revised in annual reflection meetings and where appropriate adjusted in response to changes in context (including shrinking civic space), learning in relation to outcomes and assumptions (and related learning questions), capacity development of partners, etc. The evaluators could not always trace the argumentation and flow of decision-making that led to these changes as, presumably, these were not in all cases explicitly documented in annual reports. Eventually each country had its own unique ToC and subsequent programme strategies that were built around core aspects the food systems concept and approach.

There has always been flexibility at country levels to design and (annually) adapt contextualised pathways of change. This flexibility has been a key strength in the design and was in line with the philosophy of the Strategic Partnership funding modality of the MoFA. Following are some noteworthy developments in or adjustments to the initial programme outline and planning that emerged during implementation.¹⁰

Geographical coverage of the programme expanded from 4 to 5 countries (less than foreseen in the initial planning) by including Kenya in PY3. Plans to expand further to Central America or Malawi were not implemented because it was decided to focus resources in 5 countries instead of 7 as originally planned.

⁹ Excerpts from *Stories of our journeys*. Hivos & IIED. April 2018.

¹⁰ Mostly based on "Stories of our journey" and annual programme reports

Developments in conceptualisation and operationalisation of the concept of Citizen Agency¹¹ over the years largely under impulse of and inspired by work done by IIED staff and based on experiences and insights from working with informal groups and sectors. Developments that were observed included in the following areas: (a) deepening the concept on the basis of experiences in the programme, (b) publications of one discussion paper and one reflection paper, (c) communications internally and externally, and (d) capacity development on advocacy (toolbox). (see section 4.3 for details).

From PY2 onwards there has been a shift towards relatively more investment in capacity development of partners and target audiences (more than initially planned). This shift came from the realisation that Hivos itself as well as many of its partners did not have a very strong track record and expertise in policy influencing around food systems. The capacity to effectively plan and implement advocacy was - rightfully so - considered to be a prerequisite for effective advocacy, hence this relative shift towards capacity development.

Apart from re-assessing the balance between investments in respectively advocacy and capacity development, also the nature and foci of the capacity development investments have been subject of regular reflection and adjustments in response to refinement of the ToCs. In all countries, revised advocacy objectives or targets gave rise to new specific requirements and capacities for staff to be able to realise such revised goals. This will be discussed more extensively in section 3.2.

Box 1: Illustration of revising capacity needs

Multi-stakeholder initiatives are among the most important programmatic 'tools' used in all countries. The 'art' of facilitating the functioning of such platforms requires specific skills and capacities that may vary from case to case depending on the nature and goals of the respective MAIs. As and when a country programme team decided to adjust its ToC with the aim of strengthening work on existing MAIs or support newly established ones, this has typically given rise to new requirements in terms of capacity of Hivos and partners. We have observed such dynamics taking place in all countries.

Even though the initial design and ToC had a core component towards engaging with (larger) agri-food companies, this "line of business" was largely abandoned quite early in the programme (in the overall strategy as well as at country levels). The main reason was the need and decision to focus on fewer target audiences to avoid dispersing resources thinly over a broad scope of interventions areas. Further in the report, we will reflect more on this decision and somehow question whether this was indeed a valid decision.

There has also been a gradually increasing awareness of the importance of communications in policy influencing and the need to integrate the communications strategy more strongly and deeply in the advocacy approach. This also led to changes and adjustments in ToCs to better reflect closer alignment among different components of the advocacy approach.

Box 2 - Role of communication – an example

Production of the videos and the photo-stories for expositions turned out to be an excellent capacity development process for partners, Hivos and IIED advocacy and communication staff. It helped sharpening lobby messages in the different countries and sharpen plans for 2019, including capacity development plans on communication.

Source – Annual CAC report 2018

¹¹ See section 4.2 for the more details on citizen agency as applied in SD4All

An important dimension of iterative programme design and planning dynamics concerned the balance and alignment between policy influencing at national and at local levels. In all countries, there have been intermittent adjustments to this balance. Sometimes this concerned engaging with new partners such as FRA in Uganda to strengthen the emphasis on policy influencing at national level and to create space and opportunity to create added value by linking national and local level advocacy efforts. In Bolivia due to changes in political context in 2017 with reduced lobby opportunities at national level, the programme shifted focus to local municipal level with themes similar to those in Indonesia, namely urban, consumption and markets. In most countries, there were shifts in partnership following re-evaluation of partners' role and performance and/or to allow capturing new areas or levels of influence in advocacy. In Bolivia, the cooperation with the partner INNOVARE was terminated in an early stage of the programme. In PY3 in Zambia the programme started collaboration with Aziea in order to focus more on informal markets and with ZAW to have a stronger engagement around gender and women farmers. In PY3 the programme expanded geographically in Indonesia as well as with an expansion of partnerships (NTFP-Ep & ASSP) at the start-up of a new complementary programme with Switch Asia EU funding.¹²

Other shifts in the programme strategy and setting were limited to one or few countries. A few examples to illustrate this:

- In Zambia initially there was a stronger narrative in relation to climate change, for example at the start of the foodlab in 2016. However, it was realised that in order to address the problem of mono-cropping of maize, the nutrition argumentation was more effective and convincing to influence policy makers, including the use of media. The key message in short became: 40% of children are stunted, mainly from mono-diets, as a result of government policy that favoured maize in mono-cropping. Crop and dietary diversification address this threat but also make farming more resilient in the face of climate change.
- Acquiring insights and learnings in the dynamics of lobby and advocacy in the Netherlands was at the basis of a strategic focus that shifted away from initiatives in campaigning by Hivos on its own to more emphasis on the collaborative lobbying through the AgriProFocus Policy Advocacy Group which was deemed to offer more opportunities for influencing key players at the Ministry of Foreign Affairs and of Agriculture. This again was a shift that emanated from iterative reflections on ToCs, programme outcomes and learnings.
- In Bolivia, initially the emphasis in L&A was on national level government but later focus shifted more to local level policy influencing. This was due to perceived changes in political context whereby it was thought there would be more opportunities for positive change at local level than at national level. Moreover, from the observation that the country's agrobiodiversity was under threat, the programme decided to pick the Andean grains as a good entry point to address agro-biodiversity and foster this process through communication, with other partners notably in the gastronomical and consumer movements.
- In Uganda, the partners, Slow Food Uganda and KRC were trying to think through how their local level agenda or lobby and advocacy could be amplified at the national level. So, in the discussion they had with Hivos and IIED, they jointly explored how and with whom they could collaborate and align their work. The idea was to build new coalitions and seek new partner(s) to jointly implement lobby and advocacy interventions. From these reflections emerged collaboration with a new partner FRA, who was a well-established and influential player in national level lobbying on food rights and related areas. From this new coalition, active linkages between local and national levels emerged such as on the so-called GMO bill as well as on government policies and programmes on seeds for indigenous food crops.

¹² This ETE does not cover this programme

4. ANALYSIS OF THE LEVEL OF EFFECTIVENESS

Effectiveness refers to whether and to what extent envisaged changes took place and what the contribution was of the programme to these changes.

Outcome harvesting was introduced and used as a tool for monitoring the changes of the programme. Annually, partners and Hivos teams identified realised outcomes. The development of these outcome statements and accompanying evidence were controlled by the DMEL officers. In 2017 and 2019, an external substantiation assessment was done on the harvested outcomes. The 2019 exercise showed that the vast majority of outcomes (82%) relate to agenda setting, fewer on policy change (16%) and the least in practice change (9%). This, as will be argued in more detail later, also mirrors one of the key challenges in Lobby and Advocacy, namely that it takes a lot of time and many – often iterative steps - to bring a policy development / change process to its end phase, being the actual policy change. Many outcomes that partners reported upon, are indeed intermediate outcomes related to agenda setting (to be interpreted broadly) that are indeed important and often even necessary milestones in the policy process. On the other side of the spectre are changes in practice, which constitute the ultimate impacts, e.g. consumers adopting new diverse dietary practices with a larger share of healthy and sustainable foods.

Table 2 – Number of harvested outcomes and substantiated outcomes by result level and area

ALL OUTCOMES BY COUNTRY	Bol	Indo	Ken	Ug	Za	Glo NI	Total
	31	27	3	20	19	8	108
Result level	Total	Agenda setting		Policy change		Practice Change	
# harvested outcomes	108	82		16		10	
% by result level		76%		15%		9%	
Of which substantiated	32	24		6		2	
Result area (substantiated)	Total	Agenda setting		Policy change		Practice Change	
Urban food councils & MAIs	8	7		1		-	
Legal frameworks & policies (diversification and/or indigenous foods)	12	9		3		-	
Nutrition, Gastronomy and Diets	6	3		2		1	
Schools & Youth	4	4		-		-	
Other (SFS-NI)	2	1		-		1	
Strategy ¹³ (substantiated)							
Production	13						
Consumption	16						
'In-between'	4						
SFS NI	4						

¹³ Based on 3 core strategies of SD4All plus International lobby (and the Netherlands) separately. Some outcomes are categorised under 2 categories

The table also provides a rough interpretation and categorisation by the evaluators of substantiated outcomes by result area. This provides an indicative impression of core foci in the programme (an evaluators' selection). Admittedly, some of stated outcomes covered more than one area (in that case the predominant one was chosen) so the numbers must be interpreted with caution. The point we wanted to make is that – not surprisingly – there have been many outcomes in policy influencing around food diversification and/or indigenous foods (largely at production level) as well on policy settings and mobilisation of (urban) citizens around issues related to access to and consumption of healthy foods (e.g. with urban food governance and informality as themes). It is also interesting to note that nutrition aspects and gastronomy have been given specific attention in all countries as reflected in a number of – often innovative – interventions and related outcomes. This in our view is a good reflection of the effective adoption of a food systems perspective in the programme's ToC and strategy. Finally, the table provides evidence for the evaluation's conclusion (see section 3.2) that emphasis in the programme was more on consumption or production and less on the food system elements that are "in-between" production and consumption.

4.1. POLICY CHANGES

Findings

The Citizen Agency Consortium's SD4All programme is in essence a lobby and advocacy programme that is set up within the *Dialogue and Dissent* partnership framework with the Dutch Government. Lobby and advocacy is done by programme partners as well as Hivos itself and constitutes the first objective of the programme (and has the largest budget allocation).

- In all countries, significant and meaningful progress was made towards realising envisaged policy outcomes at different levels, that included: changes realised in agricultural sector development plans and/or allocation of government resources at national and local level to promote diversification in the production of food commodities with good examples in Zambia, Uganda (both national) and Indonesia (local). In some countries the L&A agenda and targets in the public sector were broadened to reach out to other sectors that also play influential roles in the sustainable diet and nutrition agenda in the country. Such sectors included the sector of public finance for its allocative roles (Zambia), the sector of health for its roles in coordinating nutrition actions (Indonesia, and Zambia), or in relation to women and youth empowerment (Uganda, Indonesia, Bolivia and Uganda).
- The adoption of the concept and approach of sustainable food systems in policy frameworks that promote provision of healthy and affordable food to all. In these cases, (Indonesia, Uganda, Zambia, Bolivia, SFS programme) interventions were often focused via multi-stakeholder interactions with actors from different sectors (public, academics, civil society and private). This way, the programme's L&A resulted in a wide acknowledgment among relevant actors of the multi-dimensionality of the issues surrounding sustainable food systems especially so (but not exclusively) in the urban areas.
- Contribution to breaking down longstanding negative traditions, customs, and viz-a-viz indigenous foods attitudes that have limited food and crop diversity. This was achieved among other through awareness raising in the public domain and among producers and consumers of food. This awareness creation was an instrumental contribution to government in targeting to unlock the food production sector in countries with high prioritisation of cereal mono-cropping (e.g. rice in Indonesia and maize in Zambia)

- Pieces of legal and policy instruments at both national and local government levels effectively guided by SD4All partners to ensure that the instruments adequately provide for sustainable diet and nutrition. There are many examples of how the programme effectively influenced national and local governments to establish, support and/or implement policies to promote *'local, healthy, fair, diverse, green, and sustainably sourced food'*¹⁴. In different countries this included different instruments such as the Crop Diversification Strategy in Zambia supported by Hivos and other SD4All partners. In Uganda examples included SD4All contribution to the Production and Environment Ordinance for the Kabarole district, the resolution on food production limiting the increasing monoculture of sugarcane in Buikwe district (local level) as well as at national level influencing the Genetic Engineering Regulatory Act (GERA) and the draft Nutrition Action Plan. In Indonesia it included the contribution to the food waste policy development and implementation in Bandung City. In Bolivia a new municipal law on urban agriculture was introduced.
- Citizen based institutions and structures that were established and capacitated with support of the programme took on active roles and responsibilities in policy related L&A activities at both local and national level. These took different shapes in different programme countries such as the coalition of the willing in Kabarole, the food parliament in Buikwe, the mothers' and fathers' schools in Indonesia, the food network initiatives in Kitwe city and the food policy council in Lusaka, both in Zambia or food security committees and a food and nutrition security observatory in Bolivia.
- The programme was instrumental in bringing the voice and opinion of the poor in policy debates and developments related to sustainable consumption and production of food. Bringing the voice of the South was particularly appreciated in policy settings at global level and in the Netherlands.
- The programme also focused on integrating developmental aspects, environmental and climate change concerns, as well as social dimensions (inclusiveness) in the conceptualisation and operationalisation of the food system's approach, as evidenced in its lobbying around the Netherlands' Government international policy on food and nutrition security and in its engagement in the SFS programme.

Analysis / conclusions

In many of the cited cases the programme's contribution to policy debates and policy changes was significant and often even necessary to realise the stated achievements. The influence and impact of the programme on policy processes is acknowledged and confirmed by external audiences. In all countries significant strides were made towards sensitizing and mobilizing government actors, influencing policy agendas and to a lesser extent putting in place and implementing improved policies in favour of sustainable diets and nutrition. The programme contributed to increased awareness and knowledge of the food system concept and approach with a wide audience of policy makers and other stakeholders at local, national and particularly also at international levels. Relation management (with relevant actors, mostly in public sector) was an important aspect of the advocacy approach and was taken up well in all countries (by Hivos and partners). Largely, the programme's contribution to agenda setting and observed policy changes was thus significant.

The largest number of outcomes harvested (roughly 70-75%) related to agenda setting, fewer (roughly 20%) to policy change and the least (5-10%) to practice change. This is thought to reflect well the intricacies and challenges of advocacy being a long-term process that typically must pass through different stages and different levels before a policy is actually

¹⁴ Wording adopted from ToC Indonesia

endorsed and put in practice by relevant authorities. The 'ambition' or objective of the programme as such is often to reach intermediate stages in the policy process, e.g. in agenda setting or informing the policy debate, and not necessarily to ensure that the policy process is fully accomplished up to the level of implementation. Eventually, the latter would of course be the ultimate long-term aspiration. In this context, it is also concluded that effective as the SD4All's policy influencing interventions may have been, in most countries and at international level lobby and advocacy alone was found not to be a sufficient input for bringing about the required changes in the food systems in the country (or in global policy settings). As a matter of fact, government allocation decisions are influenced by many factors that are beyond the influence of lobby and advocacy by CSOs. Besides, in a number of cases, it was also observed that there is a gap between having policies in place and their implementation on the ground. Influencing the process that bridges the gap from policy to implementation often requires other approaches, if only because other actors will then become key to realising this last step, e.g. technical government departments.

For example, often stakeholders interviewed within the farming community expressed a number of outstanding challenges hindering adoption of required innovations in the productive sector such as lack of appropriate production skills, technologies and inputs at the household level to support production of diversified food varieties. This is why – as we will argue later – policy influencing may sometimes trigger a transformation process but may need to be followed or accompanied by improved service delivery towards farmers, e.g. through extension services or credit schemes. In most countries, there was also limited focus on the policy issues related to 'forgotten foods' and the intermediate commercially-oriented actors (both formal and informal) that constitute the backbone of the supply chains. The programme could have paid more attention to capturing power dynamics in the present food systems that inhibit effective food system transformation, notably (open or covert) alliances between powerful private sector players or networks and influential actors in politics and public sector. The programme thus may have failed to strategically target those who benefit from a status quo in the food system and therefore oppose the development of policies that promote and support integrated value chain operations (from field to fork) for the non-traditional and commercially less traded food products and ingredients that the programme was aiming to promote. Therefore, complimentary interventions (e.g. extension) may be needed that aim at addressing the outstanding challenges to close the circles in food systems.

Other constraints faced relate to diversion in government budget allocation decisions to commitments like infrastructure development or debt servicing despite high-level policy decision to allocate budget to promote diversification and/or indigenous foods. Apart from the programme's efforts, pro-active support of government officials and/or the collaborative support of other civil society actors are needed to achieve the envisaged end results of policy influencing. In the latter cases, the programme often exerted positive influence on decision makers by investing time and effort in good relation management with these actors.

4.2. CHANGES IN FOOD SYSTEMS AND WITH ACTORS

Policy changes that SD4All is trying to realise, are meant to contribute to achievement of diverse, healthy, nutritious, fair and affordable diets that respect planetary boundaries, and is available for and consumed by all, in particular low-income rural and urban consumers. This evaluation does not aim to establish the impact of the programme in terms of changes in food systems and diets among the population. While such impacts may in fact not yet be tangible and distinguishable given the short programme period that elapsed, in this section

selected developments in different countries are presented that may hint at changes in food systems and/or diets that the programme contributed to.

In the country reports, coverage is provided of the different interventions and changes that the programme sought to achieve in the food system of the specific countries and locations. A few selected highlights are presented below to illustrate the road to food system transformation that the programme has been contributing to. For more complete and comprehensive coverage, reference is made to the five case study reports.

Table 3 – Selected highlights in changes that SD4All achieved or contributed to in food systems and diets

KEY STRATEGIES	ACHIEVEMENTS / LESSONS LEARNT
Zambia	
<ul style="list-style-type: none"> • Awareness raising for the campaigns to end mono-cropping through engagement with the media, as well as via the food lab events, • Promotion of diversified food varieties through farmer training, farmer days, food labs, etc., • Strengthening the integration of issues of food diversity and nutrition in the delivery of agriculture extension services in local governments. 	<p>Important strides forward at national levels in establishing policies and creating incentives for promotion of crop diversification. Consumer mobilisation and creation of public awareness have been achieved especially so in the towns of Kitwe and Lusaka.</p>
Uganda	
<ul style="list-style-type: none"> • Mobilising and sensitizing farmers in production and preservation of indigenous food varieties through training, seed banks, demo plots, etc., • Mobilising and educating households foods through community sensitisation, food festivals, and training of chefs, vendors, and women groups, • Engagement with Informal food actors such as food vendors in Fort Portal, Orugali women in Kabarole, market food sellers, etc. 	<p>Effects on the food systems at local level (district, municipality, sub-county to community) with increases in farm production of indigenous crops, and increased awareness on preparation, consumption and preservation of indigenous.</p> <p>Policy work at national level had a bearing on the programme strategies at local level and vice versa. An example is joint work (FRA & VEDCO) on reviewing existing seed policies that excluded indigenous crops (vegetables) that created incentives at local level to improve access to such seeds.</p>
Indonesia	
<ul style="list-style-type: none"> • Interventions focusing on the demand side i.e. processing and consumption of healthy food • Promotion crop diversification, Tanoker focuses a lot on solving the problem of consumption of unhealthy food by children. • <i>Food of the Month</i> as a multi-functional multi-targeted vehicle • Targeting urban consumers with the involvement of chefs with cooking demonstrations and training of other chefs, school canteens, catering services and street vendors. 	<p>Food of the Month and healthy food campaigns by master chefs have increased awareness among public and policy makers about healthy food at local level (Bandung town and expanding to other cities). Children and their caretakers have become advocates for healthy food in their communities.</p> <p>Improved availability of local, healthy, fair, diverse, green, sustainably sourced food at district levels</p>

Bolivia	
<ul style="list-style-type: none"> • Initially focus on promotion of farm production of traditional food crops (later scaled down – see section 2) • Promotion of production of food in urban and peri-urban environment (urban gardens, school gardens, family gardens). • Focus on food consumption among middle-class urban segments with support to the gastronomy sector, organisation of gastronomic fairs, coordination between producers and restaurants, food festivals, artistic installations and promotion of regional gastronomic tourism. 	<p>Incorporation of the issue of healthy food into formal and informal policy agenda in the cities of La Paz and El Alto i.e. main centres of influence for the rest of the country.</p> <p>Contribution to the resurgence of the Bolivian food heritage in recent years especially so in the metropolises of La Paz and El Alto.</p> <p>The programme accelerated urban agriculture, establishment of community and school gardens in the two cities.</p> <p>It also contributed to effective employment of multi-stakeholder platforms at city level working around urban food and nutrition security in policy and practice.</p>
International and The Netherlands	
<p>Interventions and achievements were principally policy oriented – see above and in case study report</p> <ul style="list-style-type: none"> • The co-leadership of the 10FYP Network SFS programme • Policy influencing with the AgriProFocus Policy Advocacy Group. • Hivos independently raising awareness to public and government on sustainable food in campaigns and via World Food Day events 	<p>Increased awareness of the food system concept and approach among key actors within the UN system and affiliated networks and organisations</p> <p>The voice of the South was incorporated into the global policy debate at SFS and in other fora like CFS.</p> <p>Integration of developmental aspects and social dimensions in the food system's concept in policy development processes at UN (SFS) and in policy debates in The Netherlands.</p> <p>Wider adoption within Dutch government of the food system concept and related concepts such as circular agriculture and used in national and international policy development.</p>

Conclusion

The different country interventions have contributed to the growth of the ecosystem of healthy, sustainable consumption and appreciation of food heritage in the rural and urban settings. This is evidenced by observed changes in engagement of farmers, consumers, SME processors and food vendors and their tangible commitment to the consumption, production and preparation of sustainable foods. The concrete outcomes in terms of sustainable consumption and production of food may be still modest (in absolute terms) but often a critical mass of stakeholders and actors has been mobilised especially at local levels. This is evidenced by the large number of citizen groups and multi-stakeholder platforms that have merged and are engaged in different aspects (from farm to fork) of sustainable diets. Achievements in terms of *strengthening local voice and food choices of low-income producers and consumers* (key strategy 1) have been mixed in the different countries (see detailed discussion in section 4.3 inclusiveness). Case studies in Bolivia, Indonesia and Uganda have proven that engagement with small-scale food vendors and chefs in different countries contributes to making more locally produced food available and by consequence to retain more economic value with local entrepreneurs. In all countries, the programme was able to prove that multi-stakeholder coalitions (key strategy 2) in combination with food labs or similar initiatives effective and successful in promoting local food systems. Finally, achievements in the strategy on *promoting efficiency and transparency in the food system*

(Strategy 3) have been less pronounced as far as the envisaged decrease in food losses and waste was concerned. This aspect was not systematically pursued but some partners did venture into this domain.

4.3. CAPACITY DEVELOPMENT

Observations

Central in the design of the programme was the notion that strengthening the capacities of civil society organizations (CSOs) was a critical condition for influencing the policies and practices of governments, market actors and international institutions in pursuit of sustainable diets. Building the capacity of civil society actors was seen as an important way of identifying priorities for policy influencing and collaborating around a common cause. Capacity development is therefore integral to the partnership model of Dialogue and Dissent.

In the programmatic context of SD4All, Capacity Development was centred on building capacities of programme actors to do advocacy more effectively and efficiently. The 5C model¹⁵ was used at the start of the programme and a 5C-assessment was actually carried out for a number of the initial partners in different countries (e.g. Tanoker, C SPR, KRC among others). According to the CSOs, the biggest capacity gaps for many implementing partners at the start were in the areas of skills for lobby and advocacy and working in the food systems domain, concept of Citizen Agency as well as multi stakeholder approaches.

Partners in the different countries referred to the following developments in capacity ordered according to the 5C framework¹⁶:

CAPABILITY	OBSERVATIONS
To act and commit	<ul style="list-style-type: none"> strengthening governance structures and dynamics strategic steering and management using ToC is thread mobilisation of different actors into MAIs targeted communication in clear formulation use of different media for different purposes & audiences help organise citizens in groups and platforms
To deliver on development objectives	<ul style="list-style-type: none"> ToC as guidance in work plans and assessing capacity needs. competencies in outcome harvesting, monitoring policy changes and impact of campaigning skills and competencies with regard to lobbying government policies like stakeholder analysis, agenda setting, negotiation, etc. capability for social media campaigning evidence based L&A resource mobilisation with external (foreign) donors, less so with domestic funders or in exploring other sources of funding.
To adapt and self-renew	<ul style="list-style-type: none"> ability to assess and analyse the political and policy contexts and develop L&A strategies accordingly assess actions and realisations and viz-a-viz stated pathways of change. capability to conduct research

¹⁵ The 5C model is a framework for planning, monitoring and evaluation of capacity and the results of capacity development processes. It aims to guide organisations in developing countries that operate individually or as collaborative associations on how to use a framework based on 5 capabilities ('5Cs'). Source: Keijzer N., Spierings E., Phlix G. and Fowler A. (2011). Bringing the invisible into perspective. ECPDM. Maastricht

¹⁶ The 5C framework (ECDPM, 2008) is not always an appropriate tool for capacity needs assessments, but can nevertheless be used as a tool for analysis and reporting.

To relate to external stakeholders	<ul style="list-style-type: none"> • working in / with networks • building political credibility either at national & local level • facilitate multi-stakeholder platforms • connecting to other players in the field of food and nutrition security or sustainable food systems. • Increased knowledge on international advocacy fora • enhanced capability of organising and mobilising citizens and collecting input from grassroots level to inform L&A • enhanced joint lobbying and ability to speak with one voice
To achieve coherence	<ul style="list-style-type: none"> • establish a clear and coherent mandate, vision and strategy, to guide its decision-making process. • engaging different layers and geographic areas in agenda setting • leadership to deal with diverging opinions and interests among actors in food system

The SD4All programme engaged in capacity development in various forms and approaches and with different modalities that were directed at a diverse range of stakeholders, not only CSO partners. In addition, Capacity Development covered a wider scope of areas than only the L&A capacity of partners. Capacity Development-related initiatives were directed towards Hivos programme staff, staff of implementing partners in the countries, to members of citizens groups and multi-stakeholder initiatives established and/or supported by SD4All and finally, towards *third parties* such as Government officials, private actors or (potential) allies.

In the case of capacity development for government officials and third parties, it was not always possible (or meaningful) to distinguish between Capacity Development for advocacy targeting primarily CSOs and citizens groups and Capacity Development as an advocacy strategy primarily focusing on public sector officials as beneficiaries as well as media representatives. There are some good examples of Capacity Development as an advocacy strategy such as in the orientation of Buikwe district (Uganda) technocrats on multi-sectoral nutrition planning and coordination which eventually resulted in the development of a Multi-Sectoral Nutrition Action Plan for the district. Similar effects were realised in other countries by sensitising government ministers or members of parliament (Zambia), media people (Zambia and Bolivia) or city councillors (Bolivia and Indonesia), district councillors (Zambia, Uganda and Indonesia) on healthy food, urban agriculture, indigenous foods, agricultural diversity or the role of informal food sector (to name a few of the key topics covered in different places).

There was wide-spread appreciation by programme stakeholders of the variety, relevance and quality of Capacity Development initiatives. This obviously included training delivered through workshops, and seminars. But capacity building stretched beyond conventional training and included diverse initiatives with different levels and kinds of outcomes, including:

- peer-to-peer linking and learning such as between KRC & FRA in Uganda which eventually contributed to linking local and national level policy influencing creating a win-win situation (more effective L&A at both levels) or between the three partners in Bolivia where the effect was that partners adopted from each other new perspectives or dimensions of food system transformation own their approach,
- exchange visits and exposure to international events such as the SFS programme international conferences in South Africa and Costa Rica, the CFS meetings in Rome, or the 'Labbing your World' workshop and WFD events in the Netherlands has contributed to learning by Southern partners about the dynamics and challenges of policy debates at international levels and the linkages with local and national level dynamics,

- exchange visits to SD4All partners in other countries e.g. Zambia and Uganda was a good and effective way to be exposed and learn from others such as on how to work with informal food sector or about establishment and functioning of city food councils,
- on-the-job hands-on learning by being engaged with other actors in policy influencing and advocacy activities such as in research, networking, preparation of policy briefs, organisation of conferences, or development of media content. This is a common feature in multi-actor settings that are commonly to reinforce influence and allow mutual learning and exchange of knowledge and insights. This was a general feature of lobby and advocacy campaigns in all countries and particularly also in the international policy arena (SFS) and in the Netherlands (AgriProFocus Policy Advocacy Group),
- coaching by Hivos (e.g. in Bolivia and Uganda Slow Food) to accompany partners throughout the implementation phase has helped these partners to pick up new skills and capabilities notably in the design, planning and implementation of advocacy plans was a new area of work for some partners ,
- as indicated earlier, participation in the in-country partners' bi-annual MEL and Annual Review Meetings created opportunities to share experiences, lessons learnt and best practices for cross learning and replication among programme partners. This not only enhanced the strategic agility and relevance of the programme's strategy (e.g. through ToC adjustments and subsequent adjustments in implementation), but also constituted an area for learning in its own right
- engagement of partners in design and implementation of research as an entry point for learning and opportunity for Capacity Development as occurred in most countries, e.g. Food Diaries (Uganda and Indonesia), True Cost of Maize as well as Informality research (Zambia), Women Cooks (Bolivia), to name a few of the richer experiences. Apart from primarily serving the purpose of evidence generation to inform the agenda setting and policy debate, such exposure intrinsically also created opportunities for staff to learn both in terms of content (e.g. about food and nutrition standards) but equally so on the technicalities of related data collection and analysis
- Establishing an Ecosystem (nexus) approach among partners to share knowledge and management tools and developed joint actions like the initiative in El Alto where the partners had complementary contributions in developing a programme approach to promote local indigenous foods,
- Linking local partners to national partners (such as in Uganda and Zambia) intrinsically created space and opportunity for mutual learning and capacity development, leading to ad-hoc subject-matter advice, coaching and training by Hivos, IIED or other experts in all countries. The outcome was that in some important policy field (like seed policies in Uganda) the national policy framework was informed by and better attuned to the realities faced by farmers, while (more practice oriented) local level regulatory frameworks now find a stronger legitimate grounding in the higher-level (national) policy framework.

Capacity building was also through specific tools and initiatives including

- the Advocacy Toolkit which was developed by IIED to support partners to reflect on their advocacy strategies and provide them with concrete advocacy tools, especially so to mainstream citizen agency in policy influencing.
- the Advocacy Learning Programme: a coaching programme for continued learning and use of the citizen agency and advocacy toolkit that was delivered in Uganda and Zambia to staff of Hivos and partners.

For the citizen groups or agents and SD4All implementing partners, training and collaboration on specific agendas and campaigns have been the main channels for delivering capacity development. Feedback of Hivos staff and partners pointed at significant achievements in terms of building knowledge, raising awareness and commitment of citizen groups/ agents

on different aspects of sustainable diets and food systems that have been realised as a result of participation in programme advocacy activities.

Content-wise, a wide variety of topics was covered in Capacity Development initiatives. In the interviews and FGDs, ample reference was made to L&A related topics, first and foremost the Advocacy Toolkit but also in related areas of public policy analysis, communications and media for influencing policy and practice or on gender mainstreaming in L&A. Capacity development was organised in programme management such as on outcome harvesting, M&E of advocacy, reporting as well as on financial planning (budgeting), management and control.

Members of citizens groups and multi-stakeholder initiatives indicated that different forms and approaches of Capacity Development were offered to them which were thought to be functional and relevant in strengthening the performance of their groups. This happened in all countries and concerned a large number of different groups / multi-actor initiatives (MAIs) with different objectives and goals such as Coalition of the Willing, Food Parliament, Children Forum, Orugali Women Groups, *Sekolah Yang-Eyang* (Grandparents School), GBDI in Bandung, food policy councils in different cities, farmers' groups, and many more.

Last but not least, the interactions and engagement in international advocacy networks and initiatives not only contributed to the visibility of Hivos and partners¹⁷ in international arenas but also strengthened the organisational capacity to deal with and be engaged in high-level dynamics of international policy development and policy influencing. The Participation of Hivos staff and partners in and contributions to events like CFS, Global SFS Conference or World Food Day not only strengthened their understanding and knowledge in policy matters at international levels but also strengthened their capabilities to engage in such policy fora.

Analysis

Based on feedback from partners in different countries it is concluded that, thanks to the programme, they gained confidence in preparation, planning and carrying out of advocacy campaigns as well as in embedding evidence in advocacy. The evaluators consider this to be possibly the most important and enduring achievement of the programme. Overall, the programme's capacity building efforts for policy influencing have been effective on account of a number of reported changes such as improved knowledge and skills in lobby and advocacy for the sustainable diet and food diversification trajectories; stronger influence and improved functioning of multi-stakeholder platforms in promoting and advocating sustainable diet and agriculture diversification; the deepening of the concept of Citizen Agency and its operationalisation by various citizen groups; CSOs picking up or strengthening policy dialogue with government discussing relevant policy and budgetary instruments.

While numerous capacity building achievements were acknowledged, there were also some **challenges** related to capacity development planning and delivery, as presented below¹⁸.

- While an overview of activities and outputs of capacity development by the programme could be reconstructed through interviews and by consulting secondary data sources, it proved far more difficult to describe and assess the outcomes of capacity development and especially its contribution to the realisation of the overall programme objectives. As a matter of fact, the outcome harvesting tool was not designed (or used) to provide evidence of (causal) linkages between outputs and outcomes in terms of strengthened capacities

¹⁷ Including for instance co-leads in SFS or members of the MAC of SFS mutual learning took place including formal capacity development with the collaborative framework for food systems transformation

¹⁸ A number of observations and findings of the evaluation on the aspect of capacity building coincide with conclusions and lessons learnt presented in the internal CAC document Building Blocks for Dialogue and Dissent 2 – Background to Capacity Assessment and Development.

on one hand and realised (and duly reported) outcomes related to policy influencing, policy development and implementation on the other. This makes it more difficult to assess the effectiveness and relevance of capacity development against stated outcomes and to judge whether indeed form and function of capacity development plans were indeed appropriate and adequate.

- Few partners have given follow-up on 5C assessment in later years and the model was largely abandoned by most countries and partners; its main flaw being the sheer complexity of the model and its limitations in assessing core capacities in various dimensions of policy influencing. Learning cycles were established that to carry out capacity assessment, e.g. in Uganda, the Hivos team indicated that in reflections on 'lessons learnt' in annual reporting as well in planning / ToC reflection meetings, linkages were explored between developments in organisational capacities and the realisation of certain outcomes in the pathways of change. The same mechanisms were used to explore capacity development needs, i.e. from adjustments to pathways of change, Hivos and partners would jointly identify capacity gaps that may hamper the realisation of the revised pathways to change. These mechanisms were very important as they established the – otherwise little pronounced – linkage between programme achievements (and goals) and capacity development needs and priorities.
- The evaluation did not find clear paths for capacity building of citizen groups and community-based actors in the different countries. Owing to the fact that most Citizen Agency actors were either loose networks of the willing or individual champions, there was a need for a broader CD agenda that was more aligned to specific needs of these grassroots actors. The evaluation feels that in view of the wide diversity of the many citizens initiatives supported by the programme, in terms of mandates, functionality, operational modalities and organisational maturity, there simply is no one-size-fits-all approach towards Capacity Development planning and design that suits all these different types of groups. A broader 5C-like approach in combination with a contextualised (quick scan) assessment of envisaged pathways of change for policy influencing may be a useful to develop and plan target-specific Capacity Development strategies for such groups and where applicable MAIs, provided of course that the partners are willing and interested to apply such approach.
- Furthermore, so far, most L&A activities in which citizen groups have participated have been in topics and areas identified by implementing partners, mainly to serving SD4All programme objectives. These groups are yet to be further capacitated to be able to identify, prepare and present an agenda for lobby and advocacy on their own.
- Finally, capacity strengthening of partners (training, coaching, exchange, etc.) has not received much focus in the programme's component of international advocacy because it was thought that from a strategic and institutional point of view, influencing policies and practices at an international level could be done best through strategic collaboration with likeminded and peer organisations rather than through traditional capacity building of partners.

4.4 CITIZEN AGENCY

In the original programme document, specification of Citizen Agency was incorporated in one (out of 5) long term outcomes as being: *Citizens' (local, national, Netherlands) are well informed and their voice and food choices are taken into account by governments, private sector and international institutions.* However, despite it being the brand name of the CAC consortium, the concept of citizen agency was not very well developed in the early stages of the project. The way in which citizen agency should / could be operationalised was not explicated in the 2015 programme document nor in the 2016 inception report apart from listing *citizen agency research and advocacy capacity (based upon people's voices and*

choices) as one of the (7) selection criteria for CSO partners. The stated pathways of change in the ToC did not clearly indicate where and how citizen agency was expected to contribute to the stated (intermediate and final) outcomes.

A more focused incorporation of the citizen agency concept came in the second year of the programme when Hivos and IIED revisited and enriched the concept and embarked on a trajectory to reposition and embed it as a guiding principle in SD4All's programmatic approach. The rationale hereby was that food system of the poor is not receptive to 'classic' top-down interventions by central Government and that an appropriate approach could only emerge from the (poor) citizens themselves who best capture and understand the dynamics of their food system. *This was followed by concerted efforts made to strengthen partner's capacity* in promoting citizen agency in the programme, reflected most clearly in the development and roll-out of the advocacy toolbox in all countries. This toolbox proved an effective means of bringing the principles and practice of citizen agency into the programmatic approach for policy influencing, advocacy planning and campaigning of the programme. As a result, partners (like Tanoker in Indonesia or KRC in Uganda) actually finetuned their approach to citizen-driven policy influencing. While the inspiration to do so was found in the toolbox, the actual realisation was different and related to the nature and objectives of the citizen groups that were supported in L&A, e.g. the heterogenous Coalition of the Willing in Kabarole needed a different kind of backing for lobbying around informal food vendors in the city than the grandparents groups in Jember who promote household food preparation with indigenous local healthy foods.

The SD4ALL programme was quite successful in introducing and operationalizing the concept of Citizen Agency in the promotion of sustainable diets. At the core of citizen agency¹⁹, lies the ability of citizens to jointly conceive their policy objectives and (L&A) strategies. In the programme's strategic approach towards citizen agency, citizen groups are considered to be core vehicles for realising such dynamics. The programme has supported many different groups, covering a broad scope of functional mandates within the food systems ranging from farmers' groups, women groups dealing in traditional dishes (Orugali), street vendor associations, chefs' alliances, and so on. It was also appreciated that the advocacy toolbox training capacitated the SD4All partners to become facilitators of the concept, which skills they used to cascade the concept to other levels of the SD4All partnership including allies and grassroots actors taking part in programme activities. In the draft reflection paper on Citizen Agency²⁰, it is noted that a somewhat unintended outcome of rolling out this toolkit was the discussions it triggered about the meaning of citizen agency in the programme, and its contribution to the strategic direction of advocacy in each country. It prompted reflections about who is driving the agenda, and which citizens CSOs work for. These conversations in the four countries were instrumental to sharpen the advocacy focus.

The concept brought together groups of different interests and social-economic perspectives to cooperate in policy making processes, including those making policies and those being affected by the policies. The SD4All programme has indeed been appreciated for creating multi-stakeholder platforms, bringing together a wide range of citizen actors to dialogue and share their points of view, generate new ideas and work towards a common advocacy goal. Such multi-stakeholder dialogue has been operationalised in all countries such as with in food policy councils (Zambia), coalition of the willing in Kabarole District (Uganda), Food parliament in Buikwe (Uganda), the multi-stakeholder platform on sustainable food systems in Indonesia, Food and nutrition security observatory in Sucre (Bolivia), and Executive Board of GBDI (Bandung, Indonesia), to name a few.

¹⁹ see draft position paper on citizen agency

²⁰ To be published in 2020

In other cases, the SD4All programme has provided a working / operative environment for citizen agency to be used as an advocacy strategy on food system and policy transformation. This working environment has come in different forms of dialogue meetings and exchanges from local level (numerous examples of policy dialogue are presented in the country case studies) to international levels (such as in CFS Rome or UNEA).

Analysis

While the programme has succeeded in stimulating and inspiring citizen interest in influencing policy agenda as a way of protecting and promoting their interests in the food and nutrition sector, the evaluators are of the opinion that programme initiatives were necessary but not always sufficient in as far as building the essential capacities within the citizenry to stand for and promote their interests. In some cases, like informal food vendors in Zambia or Indonesia or among low-income urban consumers at large, the ability of citizen groups to conceive their own advocacy agenda and initiate own engagement with government institutions is yet to be strengthened. From the information gathered in case research, the evaluators also concluded that ensuring all-round effective citizens participation and agency often (or in most cases) requires more resources and more time than originally factored into budgets and work plans. Mobilizing and organising citizens indeed is a very particular challenging and long-term approach and practice that does not truly fit well into a stop & go project mechanism. A programme like this can indeed offer short-term incentives to strengthen citizen agency in lobby and advocacy but it cannot have the ambition to round off the process in its own project lifetime. This was acknowledged pretty soon into the programme and initiatives were taken (like the toolbox by IIED) to embed continuity on citizen agency within partners.

Secondly, while the range of citizens groups was quite broad, it did not (yet) comprehensively cover all food system actors. As a matter of fact, representation of commercial (intermediate) value chain and of (urban) low-income consumers was not common in the citizen groups and multi-actor initiatives that the programme has been supporting. A more comprehensive contextualised assessment of the food systems in different countries / locations in an inception phase could have yielded better insights in the social and economic power dynamics in these systems. This could have shed light on what critical challenges (such as specific levels and processes in the value chains) would need to be addressed and which related actors may need to be targeted in pushing for new or adjusted policies that favour sustainable diets especially for the poor. It is also true that for multi stakeholder platforms to be effective as a tool for linking differing citizen interests, a number of enabling conditions such as effective leadership and adequate management of power dynamics of the platforms are essential. This was recognised and integrated in the food change lab set up/structure

Thirdly, value-based motivation such as evidence on malnutrition among children in a district, can be an important incentive and driver for the development of hot spots of energy, where citizens – or children themselves such as in Jember - raise their voice and deploy agency for improved and diversified family diets. However, while such value-driven motivation is important, it may not be sufficient to mobilise (economic) actors such as food vendors, traders or farmers. These actors will also need economic incentives for them to support a food system transformation that eventually contributes to sustainable diets for all. After all, they may be socially oriented citizens but at the same time, the food system means business to them, business that must generate the needed family income. Therefore, in supporting citizen agency, CSOs must also duly acknowledge, respect and foster the business interests of (small- and medium-scale) entrepreneurs that constitute the economic backbone of a food system.

Finally, transposing citizen agency to the international policy arena (of SFS) required connecting the local agendas and experiences to the SFS Programme. This has proven to be a challenge and took some time but Hivos managed to enrich SFS Programme engagement with relevant experiences from the global South. In interviews in-country as well with the global team, respondents confirmed that stories from practice brought by Southern stakeholders not only added flavour to the Hivos' policy messages and demands but in a number of cases also reinforced and enriched the conceptual argumentation that Hivos and its partners presented for promoting a food systems approach. Nevertheless, it was felt, that mutuality between local and global policy dynamics is often hard to capture or translate into concrete action points at the country level. Alignment of priorities between these levels is by no means an easy task.

4.5. CONTRIBUTION

In contribution analysis, it is important to focus on one or two steps (the most critical ones) in the causal chain. When exploring ToCs with partners in Uganda and Zambia who were actively involved in advocacy at local or national levels, they referred to input of CSO's in policies and programmes on sustainable diets as one of the most critical outcomes in their respective country-based ToCs. When discussing what outcomes they themselves would like to assess in a contribution analysis, all three suggested outcomes from influencing local or national governments on specific decrees or laws that has an important bearing on the realisation of sustainable diets.

Consequently, contribution analyses were carried out on specific cases in programme countries. In Uganda, it was on three cases of interventions: (1) influencing the formulation, approval and enactment of district-based decrees and ordinances by KRC Kabarole districts (2) influencing a national Bill on bio-engineering by FRA, and (3) engagement of Slow Food Uganda with the Buikwe District local government for the approval of a resolution on food production limiting the increasing monoculture of sugarcane in the district. Two cases were analysed in Zambia. More concise exercises were done with Tanoker in Indonesia on their role in Jember being recognised as a Child-Friendly District and on a case in the Netherlands, i.e. policy influencing on the drafting of letter by two Dutch Ministers about the international food security policy of the Netherlands. In annex 5, we present populated contribution analysis for the 3 Uganda cases.

The three Ugandan and one Indonesian case yielded fairly comparable insights and conclusions on the contribution of the SD4All programme (mainly partners and citizen groups) to observed outcomes in policy development at local or national levels. The thread in all Ugandan cases was that robust evidence was established of the meaningful contribution of SD4All to realising specified outcomes whereby the programme's contribution was deemed **necessary** but **not sufficient** to ensure the stated policy outcomes. As a matter of fact, it was concluded that apart from the programme's interventions, pro-active support of government officials and/or the collaborative support of other civil society actors were needed as well to achieve the stated result in the same time period.

In the case of Tanoker, there is ample confirmed evidence that Tanoker was influential in putting the issue of healthy food for children firmly on the agenda with officials in Ledokombo sub-district as well as that it influenced high-level officials in the Jember District Planning Department (Bappeda) as well as with Department of Health on the same issue. The contribution of Tanoker to having Jember declared a child-friendly district was necessary but not sufficient as the conditions included other criteria that Tanoker is not actively working on. Equally, in Zambia, while there was proven influence of SD4All on demand for sustainable

diet and it has been noted that consumer mobilisation and creation of public awareness were necessary, this was not sufficient to fully achieve the overall outcome planned in SD4All programme's theory of change concerning demand for sustainable diets. Some of the remaining bottlenecks identified by stakeholders included issues of attitudes especially within the youth segment of the consumers; supply related limitations, poor incomes to afford food diversification especially for the urban poor, etc.

At policy influencing levels in the programme countries, a similar conclusion was reached whereby it was observed that there was limited extent to which L&A by CSOs can influence government policy decisions. It was observed (by many respondents) that government allocation decisions are influenced by many other factors apart from lobby and advocacy by CSOs. As an example, in Zambia, it was pointed out that in most of the five years of SD4All programme implementation government expenditure has been consumed by commitments on infrastructure development and debt servicing.

As far as Hivos interventions on policy development in the Netherlands is concerned, the programme's contribution to policy development is hard to establish. Policy makers acknowledged that Hivos has drawn their attention to specific dimensions of the food system (such as inclusiveness) but would not confirm being influenced in their policy work. They would rather state that the contribution of Hivos (either in direct action or through the AgriProFocus policy advocacy group) helped them to reaffirm their policy position which (in their eyes) had been very much in favour of a comprehensive food system approach for quite some time already. Civil society actors (including Hivos) provided some evidence to counter this latter statement and claimed some contribution in shifts of positioning by the Dutch Government vis-à-vis the food system concept and approach.

At the international scene, participating agencies in the SFS programme and its secretariat expressed appreciation for the role and contribution of Hivos to the programme. They appreciated the contribution of Hivos in bringing the voice of the South to the global policy debate and for more strongly integrating developmental aspects and social dimensions (inclusiveness) in the conceptualisation and operationalisation of the food system's approach. There was also appreciation for Hivos' contribution to the identification and development of focus themes and core initiatives of the SFS programme. Co-leads and members of the MAC also indicated that they appreciated Hivos' experience and contribution to transposing the narratives on food systems to practice in local situations in the South e.g. through its food labs.

Conclusion

It can thus be concluded that the programme did contribute significantly to a number of policy development processes and related dynamics at local, national and international levels. Often the contribution was relevant and even necessary but, in most cases, not sufficient to trigger the final envisaged policy change. This was often because of the complexity of policy processes that typically take place through volatile dynamic processes of action and reaction by various actors with different interests and expectations, influenced by various factors in the socio-economic and political sphere. In many cases the interventions were work in progress pending finalisation of the processes. In these cases, further actions by the programme were crucial.

5. ANALYSIS OF THE RELEVANCE

Relevance is about the importance of changes i.e. their significance for longer term changes

5.1. POLICY CHANGES

SD4All programme's policy influencing focus has been at four levels – international policy fora, national government, local government, and community levels. In different programme countries, this influencing has been framed in different dimensions and perspectives. For example:

By focusing on raising awareness about the food system concept and approach among key actors within the UN system and with some governments, bilateral agencies and international INGOs, the programme has influenced agenda setting on sustainable food systems at international level with a stronger consideration of systems thinking and stakeholder engagement. The programme team advocated at high-level global settings for more inclusive and participatory food policy making. In addition, it contributed meaningfully in bringing the Southern voice and citizen agency to these policy platforms. It thereby sought to link local to global levels, which was useful and relevant as it strengthened and enriched the (policy debate on) the food systems' concept and approach in international policy fora with inclusiveness and related social dimensions. Over the last few years, more and more governments, donor agencies and investors are adopting a food system's narrative and approach in policy and programme development (as evidenced by upcoming 2021 UN Food Systems Summit). Even though available data did not permit to establish to what extent the SFS programme has contributed to this development, anecdotal evidence would support the assumption that the SFS programme contributed to raising awareness of the food system concept and approach among key actors within the UN system and with some Governments. Looking ahead, the challenge of SFS will be to position itself proactively and prominently in the international arena on food systems that is rapidly evolving with many new and often influential newcomers on the scene. If this succeeds, it will provide proof of the relevance of SD4All involvement and investment in the SFS programme.

Box 3 – National level policy influencing

In Uganda, SD4All partners have worked with national government agencies including the Ministry of Agriculture Animal Industry and Fisheries (MAAIF), the Ministry of Health (MoH), the Office of the Prime Minister (OPM) and the National Planning Authority (NPA) to influence various national level policies, programmes as well as budget priorities. In Zambia, SD4All programme Partners are working it out with the Ministry of Agriculture of Zambia to develop a Crop Diversification Strategy and in development of the dietary guidelines for the country. Also in Zambia, the CPR was also very active with the national Planning authority in the formulation of the 7th national development plan for Zambia. In the Netherlands, Hivos pushed for stronger and more permanent dialogue with relevant officials in the Dutch Ministry of Foreign Affairs and Ministry of Agriculture about priorities and directions for food security/food systems, including the Dutch international policy on food and nutrition security.

By prioritizing lobby and advocacy at national government level, the SD4All programme has successfully offered significant and relevant contribution to the government efforts with respect to sustainable diets in all programme countries. The SD4All Programme influence to national level policy changes has mainly been via inspiring the development of national legal and policy instruments and, in other instances, guiding the choices governments were making during formulation of national development priorities all in favour of sustainable diets. As these mechanisms are thus meant to either strengthen policy making or development planning processes, the emergent changes that the programme contributes to, are thus institutionally embedded and contribute to longer-term development planning and policy processes and/or outcomes.

Box 4 – Local level policy influencing

One example was Tanoker in Indonesia who played an important role as a member of Jember District task force on Child Friendly District contributing to agenda setting and influencing policy makers on healthy food for children and sustainable diets (Food of the Month).

Another example was a resolution of Buikwe District Council addressing the monoculture of sugarcane that found its origin in Slow Food Uganda's collaboration with the Food Parliament.

In other cases, policy influencing at local government level was achieved via extension services delivery and grassroots planning mechanisms. Here, the best example was found in Zambia, where ZAW worked very closely with the Agriculture extension departments in programme districts to incorporate aspects of nutrition and indigenous food production in the government extension delivery. Good results were achieved in Bolivia through multi-stakeholder platforms on municipal level where food related issues were discussed and in-depth studies on selected topics commissioned. The results were used to formulate concrete policy proposals for the municipality.

In most countries the programme also put a lot of focus on influencing local government policies. Pro-active engagement with / towards local Government has proven to be an important way of triggering and fostering concrete approaches to food system transformation, which is key to realising the long-term ambition of the programme. Prototyping of intervention types and modules at local levels was instrumental in identifying good practices and exploring opportunities for upscaling and replication also by other actors. In many locations, programme partners contributed to the creation or enhancement of a supportive legal and policy environment for food system transformation. Often this was done with and through multiple-stakeholder platforms as drivers and advocates of policy reforms. The relevance of the programme was thus not only in streamlining the processes of evidence-based policy reforms that contribute to sustainable diets for all but also to help establish and sustain institutionalised local level settings where policy debate and development will take place.

Box 5 – Engagement at community level

In Indonesia, Tanoker chose to use community grounded influences as a strong base for building sustainable changes in food systems in the country. It was found that Tanoker's interventions at the village level later had influences on policies at sub-district and district levels through providing feasible examples on, for example, processing of healthy foods from indigenous food varieties. The Mud Market activity that began in April 2017 has become a monthly event for healthy food innovators, handicraft, and others to show their products. In Zambia, community-based experiences were also visible in the development of dietary guidelines for the country through the participation and influence of CSO-SUN, one of the SD4All CSOs. Similar initiatives took place in Bolivia where MIGA organized the yearly gastronomic fair TAMBO and Les Ningunes initiated conscious food festivals for urban consumers.

At the community level many of the activities for policy influencing were focused at generating capacities and evidence that could be used for upstream policy influencing. The relevance of these intermediate outcomes lies in the fact that increased L&A capacity and generation of relevant evidence at community level will lead to more effective lobby and advocacy process starting from citizen-led agenda setting via influencing policy debates to possibly contribution to policy formulation itself. There are ample examples of citizen-led initiatives, such as the food parliaments in Buikwe Uganda, which were developed by the programme and later used as instruments to push for policy changes at the local government level. Other examples are the community food events that provided real case experiences for national policy makers e.g. the food festivals by KRC in Uganda informing national Ministry of Agriculture on its recipe book.

The evaluation also concluded that in many cases of the legal instruments and/or policies which the SD4All programme was focusing on in its L&A, were still work-in-progress and needed follow up. It was also concluded that naturally CSOs always have limitations when it comes to influencing the development of government instruments (policies, bills, or strategies) especially when the process reaches the level political deliberation or decision-making. This is also a challenge in international policy settings where a programme like SD4All may not have had sufficient bearing to influence influential global players and networks.

5.2. INCLUSIVENESS

Observations & findings

The evaluation got a mixed impression about the extent to which the programme has succeeded to design and implement an approach that ensures that programme outcomes are can be considered truly inclusive. There is a general recognition among Hivos and partners as well as other resource persons of the relevance and importance of inclusion in matters related to sustainable food systems and diets for all. In this assessment (and also in the programme for that matter), focus is on 3 aspects of inclusion, e.g. youth, gender and low-income groups.

From the design stage, the overall objective of the SD4all Programme (Theory of change) had a strong and explicit focus on low-income groups, stating the aim was to realise *sustainable, healthy and affordable food available for all, in particular for low-income rural and urban citizens that respects the environment, now and in the future*²¹. It was noted that some of the programme partners have a very strong track record and excellent expertise in

²¹ Initial proposal to Ministry of Foreign Affairs

inclusiveness, e.g. Tanoker and ASPSPUK in Indonesia, VEDCO and Slow Food in Uganda, Les Ningunes in Bolivia, and ZAW and AZIEA in Zambia, to name a few. They take on inclusiveness in outcomes (mostly referring to gender) in programme design and implementation as a matter of principle. Some partners for instance organise specific initiatives to address gender aspects in the programme such as the special session ('pre-lab') with women vendors that was deliberately planned in the SD4All multi-actor 'lab' process in La Paz. In Bolivia, the programme with its partners and different axes of intervention has had a clear focus on working with youth and women. These were all examples of context-specific interventions to strengthen inclusiveness in food systems.

Overall, stakeholders in the SD4All programme consistently acknowledged the need for a more pro-active engagement with and support to the marginalised (low-income) groups, results so far of working with these groups on food-and diet-related issues are rather moderate and have not been realised at any substantial scale. There were positive experiences in different countries of targeted interventions with lower income groups, more so in rural areas (like Tanoker in Jember or KRC in Kabarole). These are often group-based initiatives with fairly homogenous member compositions such as the Orugali women in Kabarole or the different Schools (*Sekolah's Yang-Eyang, Bok-Ebok, Pak-Bapak*) in Jember, Indonesia.

Stakeholders in the SD4All programme consistently acknowledge the need for a more pro-active engagement with and support to youth. Despite such positive intentions, results so far of working with youth on food-and diet-related issues are relatively moderate and have not been realised at any substantial scale. The programme organised interventions with school children, school gardens or school meals (such as in Indonesia and Bolivia) as well as programme interventions that focus on out-of-school youth. Slow Food in Uganda is one partner who has been focusing on young citizens quite specifically such as with youth academy, food communities and young farmers clubs. Other partners had relatively less focus on youth, or did so more indirectly, i.e. having youth participating in group- or MSP-based initiatives. Other activities included the food Lab in Zambia engaging youth in agriculture and prototypes like sack gardening, youth networks in Bolivia raising awareness about climate friendly diets, youth academy in Uganda creating awareness and mobilising youth around indigenous foods, or creating opportunities for youth to join international fora such as at World Food Days. Also, at international level, a youth-oriented initiative coordinated from the Hivos global office was the 'building future food leaders' trajectory, an informal collaboration with Slow Food International and its Food Youth Network. This included different capacity building workshops to foster youth leadership and advocacy in food and agriculture and a change makers guide'(toolkit).

Analysis

Hivos teams at different locations and levels stated that inclusiveness has implicitly been present in the programme strategy and was integrated in implementation modalities used throughout the programme. However, in assessing the country programmes, we have found few cases of comprehensive strategies to systematically address the root causes of exclusion or absence of benefits for specific groups in sustainable food systems. To some extent, this gap is caused by lack of contextualised evidence and insights in dynamics of inclusion in the actual food systems in the context and locations where partners are working or targeting their interventions. The research, notably food diaries in Uganda and Indonesia, did have disaggregated data collection which was utilised to inform agenda setting and policy debate. In this sense, research conducted in the course of the programme (thus not ex-ante) provided a kind of baseline (for use in policy development) of the state of nutrition and diets in delineated geographic areas. Researchers in Indonesia pointed out to the evaluators that the research was much richer on evidence (on inclusion among other aspects) than what has

been used so far in L&A. Also, the results of research have mainly been used to back-up specific (rather concrete) statements and policy points for agenda, but they have not yet been fully utilised at strategic level, i.e. to derive strategic entry points for policy influencing based on the assessment (research) of the dynamics of inclusion in food systems. Ideally coherent strategies to address inclusion are based on evidence from such research in combination with other (secondary) data and perspectives e.g. results of the contextualised assessment of power dynamics and/or stakeholder analysis in the food system.

Overall, in programme practice, the focus has not consistently or coherently been on the low-income segment in society. Nor has it been possible to confirm a “trickle down” effect that was sometimes taken as an assumption in the programme logic, meaning that working with middle-income class around sustainable food (such as in the case of GBDI in Indonesia or MIGA in Bolivia) would eventually trickle down to low-income segments of the population who may subsequently adopt similar consumption patterns. A key challenge is the mere income barrier itself, that keeps poorer people from buying sustainably produced locally sourced food products when these products are in fact more expensive than ‘regular’ processed foods or cheap street food offered by vendors. Eventually, the programme in Bolivia took a turn and started looking at ways in which the programme partners could more directly collaborate with poorer consumers. The challenge was that their established programme, activities and approach (even before SD4All) were not meant to focus on these groups and that therefore they had to reposition themselves strategically. This was still a *transformation* in progress at the time of evaluation. In some countries, a reverse effect occurs like in Uganda where partners indicated that higher income strata of the population are more reluctant to buy and prepare traditional / indigenous foods as they consider these to be ‘food of the poor’, not compatible with their ‘improved’ level of livelihood.

In some cases, there was a deliberate focus on middle income groups. This stemmed from the observation of a rather general shift towards the adoption of ‘westernized’ and (often) environmentally unfriendly diets in most low- and middle-income countries. The programme’s initial direction (especially so in Bolivia and Indonesia) of targeting middle class groups to halt this development by promoting the consumption of indigenous and locally produced food, worked out well. An important strategy was to reach out to and collaborate with media outlets and politicians as champions to achieve this outcome.

Innovative investments in diverse, green and sustainable food systems that are rooted in local citizen-led dynamics may offer interesting opportunities for youth as economic agents. On the other hand, it is acknowledged that there are more facets to address inclusion of youth than just entrepreneurship and job creation for youth, such as in matters of attitude and mind-set (e.g. the *unpopularity* of employment in agriculture or of rural life in general among youngsters), and the *Westernisation* of food, i.e. popularity of fast food culture.

As far as gender is concerned, a fundamental challenge might be that in the programme (programme reporting as well as in discussion with Hivos country teams and partners) gender aspects are almost always exclusively linked to the issue of inclusion of women in food system (transformation) dynamics. Clearly, one thereby seeks to ensure realisation of benefits for women e.g. in terms of livelihood, skills and knowledge, income, empowerment, access to resources, etc in an improved food system constellation. On the other hand, it is realised that inclusion of women is not necessarily beneficial for women but may for instance lead to an increase in time pressure or in economic exploitation. Differentiation between gender and inclusion of women serves a point of attention for future programming in food system transformation, While capacity development on gender mainstreaming was organised in all

countries and a number of interesting initiatives were launched, there is still need for exploration of challenges and opportunities for addressing gender aspects in the policy agenda's as well as in the interaction with different actors in food system transformation. This conclusion, in fact equally applies to youth and low-income groups.

5.3. ENVIRONMENT AND CLIMATE CHANGE

In the original programme document of CAC-SD4All (p.7), one of the four programme impacts related to environment and climate change, namely: Environmental sustainability and climate resilience: mitigation of natural resource depletion (*soil degradation, deforestation, water pollution*) and *greenhouse gases in addition to climate adaptation*. The document further specified that *interventions like sustainable climate smart landscapes, reduction of water and production losses, enhancing agro-biodiversity in production systems were part of the rural agenda. Reduction of environmental hazards and reduction of waste at the consumption level were also targeted as part of the urban agenda.*

The elements of the urban and rural agendas mentioned in the previous paragraph have only partially been addressed in SD4ALL programme in the different countries. It must be pointed out however, that quite a number of partners such as Fundación Alternativas and Les Ningunes in Bolivia, Tanoker and NTFP-EP in Indonesia, or Slow Food, KRC and VEDCO in Uganda do have a clearly spelled out environmental mission and objectives, and implement various interventions in this respect but not necessarily as part of the SD4All programme. Partners like VEDCO and Slow Food in Uganda implement activities that promote agricultural diversification. Partners in other countries have implemented interventions related to environmental conservation, agro-forestry, climate smart agriculture and related areas. In Uganda and Bolivia, SD4All has promoted indigenous and traditional food systems as one way of adapting to climate change among and as a means of ensuring local food and nutrition security. Partners in Bolivia, Uganda and Indonesia show a strong commitment to environment by promoting consumption of sustainable, green, locally sourced healthy foods which are both nutritious and environmentally sustainable and have a smaller climate footprint. In Zambia, partners and SD4All always used the (adaptation to) climate change narrative in advocating for diversified food production systems.

It was assumed at programme design that the concepts of Sustainable Food Systems and Sustainable Diets have a (presumably strong) implicit ambition to strive for environmentally sound practices (from production to consumption of food including food waste management practices). Approaches to bring these concepts into practice would ideally be informed by contextualised assessment of the likely impacts of climate change. However, while these assumptions might have been true, they did not yet offer an assurance that firm evidence-based strategies to address environmental concerns and/or strengthen climate change resilience are developed and implemented in the programme²². Similar to our observations on gender, there was a need for deeper and more systematic exploration of challenges and opportunities to address environmental and climate change concerns in food system transformation²³. Possibly lessons can be learned from what others like WWF are doing in this respect²⁴.

Among the four country studies, Zambia is the only country that developed a specific country programme strategy on environment and climate change. The programme in Zambia included policy influencing on increased government budgetary allocation to climate smart agriculture, promotion of drought resistant crops by government, and government

²² The programme team is currently in the process of preparing a food and climate positioning based upon programme experiences.

²³ A similar consideration may apply to resilience to unexpected shocks like COVID 19.

²⁴ See for example <https://www.wwf.org.uk/updates/sustainable-food-systems-and-diets-review-multi-stakeholder-initiatives> or <https://www.wwf.org.uk/what-we-do/food#sustainable-food-consumption>

investment in early warning systems. In addition, the programme introduced some climate-smart agriculture (CSA) techniques in some of its interventions and supported extension staff in 2 locations with training on CSA.

5.4. RELEVANCE OF THE L&A STRATEGY

Relevance is about the importance of changes i.e. their significance for and contribution to longer term outcomes.

It was stated in the original CAC-SD4All programme document that *“supporting citizens and their organisations in low- and lower middle-income countries to influence government and market actors was to be the core of SD4All program”*. And that *“partnership was about citizen agency: giving citizens and their organisations a podium and strengthening their ‘indispensable lobby and advocacy role’ as stated in the Dialogue and Dissent framework”*. Two aspects were analysed by the evaluation with regards to the relevance of lobby and advocacy strategy in the SD4All programme. The first aspect was on the approach for L&A that was engaged by the programme, and the other aspect was the institutional focus of programme L&A interventions.

L&A Approach

In terms of approach, the programme adopted key notions of the Dialogue and Dissent concept promoted by the Dutch Government (see textbox below). The programme strategy on L&A was one combining insider (advisory) and outsider (advocacy) approaches both strongly evidence-based but embedded in an overriding value-based programme mandate grounded on principles of Right to Food as well as on Sustainable Development Goals (Goal 2: Zero Hunger and Goal 12: Responsible Consumption and Production).

Programme partners indicated that in order to become influential, civil society organisations had to build trust with government officials which apparently was easier to achieve using insider approaches and evidence-based advocacy, while value-driven external lobby was thought to be less effective for such purpose. This explains why working with government representatives, policy makers, civil servants and politicians has been a key strategy of the SD4All programme. It is acknowledged that overall, the programme and partners succeeded in influencing policy agendas and triggering policy changes, thanks to the internal influencing of government staff. Although this does not provide full guarantee that internal (administrative, political and/or legal) government processes will be duly completed, there is ample evidence that in many cases relation management has largely helped to streamline these processes, for instance by strengthening evidence-based insights and understanding of food system dynamics among policy makers. Some partners (e.g. in Zambia and Uganda) also successfully combined insider and outsider approaches to influence national-level policy makers and politicians. It can thus be concluded that there was no standard formula to influence governments on food system transformation but generally speaking, the largely positive-constructive approach adopted by Hivos and nearly all partners in SD4All did, in many cases, pay off.

Box 7. Dialogue and Dissent: building the advocacy capacity of civil society²⁵

Instituted in 2014 by the Netherlands Ministry of Foreign Affairs and funded from the start of 2016, Dialogue and Dissent (D&D) is a new donor approach to aided change. Its objective is to drive changes in policy, structures and processes, and ultimately people's lives through increasing the capacity of civil society to lobby and advocate around their priorities. It is a recognition, at least within parts of the aid and development architecture, that markets, big

²⁵ Copied from draft paper (2020) on Citizen Agency by Bill Vorley et.al., IIED-Hivos

business, and information technology have their limits in delivering impacts for low-income populations. Development agencies have invested heavily in 'making markets work for the poor' and 'inclusive business'-- often with NGOs and CSOs in a service delivery role -- but with limited results. Dialogue & Dissent therefore marks a move into the higher risk environment of strengthening a political role of CSOs in their struggle against poverty, injustice and insecurity, at a time of shrinking civic space in many countries.

In all programme countries, local and national government officials did recognise and to a variable extent appreciate the role of civil society actors in policy influencing. Many Government officials confirmed that thanks to constructive engagement with CSOs, the subject of nutrition and sustainable diets became more topical in policy development and development planning. The evaluators noticed that in many cases government officials were highly receptive on both technical (e.g. on matters of nutrition, agriculture diversification, climate smart agriculture, indigenous foods, and so on) as well as policy-related advice and support by civil society organisations. This was often more prominent at local level where officials are generally more 'accessible' and receptive, than at national levels as evidenced by feedback from officials in locations like such as in Kabarole, Buikwe, Lusaka, La Paz, Jember, Bandung among others.

As far as policy related interactions in the Netherlands were concerned, these took place largely through the AgriProFocus Policy Advocacy Group. This was more of a 'regular' kind of policy influencing which cannot really be characterised as a 'Dialogue & Dissent'-like approach to policy development. There have been very few reports of policy-related interactions let alone partnership collaboration between Hivos-IIED and the embassies in the SD4All programme countries (see chapter 7 for details).

Institutional Focus: Local-national-international L&A and linkages

In terms of institutional focus, there were differences in the L&A strategies of different programme countries. In Indonesia and Bolivia, for example, the emphasis in L&A is mostly on local level government. In Bolivia this was due to changes in political context whereby it was thought there would be more opportunities for positive change at local level. In Uganda initially the focus was at local level but later on it broadened the scope to national level and to the interchange between local and national levels, while Zambia has introduced a mixed model with somewhat more emphasis on national than on local level policy work. In some countries the lack of legal frameworks at national level for promotion of sustainable, fair, green (preferably indigenous) foods was quoted as a reason to pursue and advocate for the development of local ordinances and regulations to make up for this gap at national level. In countries like Indonesia, national level policy influencing was thought to be very complex and beyond reach for a modestly sized programme like SD4All. The case of Uganda (FRA – KRC – Slow Food interactions) has shown that, strategically speaking, combining a local (district) focus in policy influencing with higher policy levels and strengthening local-to-national linkages is an effective mechanism because it creates benefits in terms of improved capacity and networking of partners working at different levels, and strengthens of the quality and possibly the influence / impact of policy campaigning.

With regard to connecting the local and national SD4All agendas and experiences to the international lobby and advocacy activities of Hivos some successes were achieved although a number of challenges remained unresolved. Respondents confirmed that stories from practice not only added flavour to the Hivos' policy messages and demands but in a number of cases also reinforced and enriched the conceptual argumentation that Hivos and its

partners presented for promoting food systems approach. Generation and analysis of relevant evidence as well as quality communication products and services to transmit stories and information from practice to high-level policy fora have proven to be not just instrumental but of crucial importance in informing high-level policy debates. Admittedly, it took some time before Hivos managed to meaningfully customize/feed local SD4All experiences into the global policy debate. , Eventually they reportedly managed to enrich engagement and events at international levels with relevant experiences from the global South. Hivos also acknowledged that although it has helped SD4All partner CSOs in some cases to further advance their national advocacy efforts, the 'sandwich approach' of pushing nationally and using the SFS Programme as an international mechanism/lever to push for domestic change has remained somewhat of an artificial construct.

As stated earlier, aligning of policy issues that are relevant at local level with policy agendas at high-level international fora has proven to be a challenge. More research and reflection is needed to pinpoint and select relevant policy issues and developments at either level (global, national or local) that might have a bearing on the other levels. Where and what is the connection between these different levels in terms of topics, gaps and opportunities in policy development?

Multi-actor initiatives and multi-dimensionality of food systems

Another relevant finding on the institutional focus for L&A strategy of the SD4All programme was on programme effects to multi-actor initiatives (MAIs). On this aspect, the evaluation observed a strong appreciation for the SD4All programme in all countries for creating multi-stakeholder platforms, bringing together a wide range of citizen actors to dialogue and share their points of view, generate new ideas and work towards common advocacy goals. While the multi-actor initiatives in the different countries have been able to bring together diverse actors from public sector, private sector and civil society, often it was more of a challenge to engage urban low-income consumers so that they too can influence food policy debates (see section 3.6 on inclusiveness for more coverage on this issue).

MAIs have provided a way to 'get the whole system in the room' with a broader range of stakes and roles beyond the usual representatives from the development sector, and where possible across old divides (such as state versus civil society). They have also provided opportunities to pool evidence for a systemic understanding of the current food systems of the majority, and their challenges. Innovation Labs also build on multi-stakeholder approaches to trial and prototype solutions for practice, behaviour or policy change²⁶.

The programme contributed / participated in a number of Influential MSPs at national and international level. Some concrete examples of functional MAIs included:

- SD4All partners FRA and KRC playing a significant role in the formulation of the second nutrition action plan for Uganda working through multi-stakeholder technical teams.
- AZIEA setting up a food network in Kitwe city in Zambia which is a multi-stakeholder platform involving the city authorities and actors in both the formal and the informal food market in the city.
- development of a comprehensive framework to guide sustainable food system in the city of Lusaka Zambia as an outcome of CUTS efforts to establish and support a multi-actor setting i.e. the Food Policy Council in the city.
- collaboration with the Indonesian National Development Planning Agency (BAPPENAS) in establishing a multi-stakeholder platform on sustainable food system in Indonesia.
- co-leadership of Hivos in the (multi-actor) SFS programme has in been instrumental strengthening / enriching (the debate on) the food systems concept and approach in terms of inclusiveness and related social dimension.

²⁶ CA paper 2020

With regards to L&A, the programme has proven that Multi-Actor Initiatives can be a powerful tool to link citizens with differing interests in win-win alliances aiming at or supporting transformation towards more sustainable food systems. Partners like FRA in Uganda, for instance, created spaces of engagement through convening multi-stakeholder consultative meetings on food system related policies. This resulted in the growth in partnerships for the indigenous and traditional food systems agenda beyond the known SD4All partners. Moreover, in a number of cases (such as in SFS programme) the participation in multi-actor initiatives and networks allowed for exposure to and learning from the processes and practices of other organisations. The most critical conditions for sustained functioning of MAIs is trust, leadership and adequate internal management of power dynamics. It is recommended that Hivos and its partners should not take the lead in MAIs but rather be facilitating and where possible and feasible, strengthen internal capacities of the MAIs.

5.5. EVIDENCE GENERATION

The 2014 Dialogue and Dissent policy framework by the Netherlands Ministry of Foreign Affairs stresses evidence-based lobby and advocacy. Consequently, evidence generation and assimilation are key ingredients of the SD4All L&A strategy for influencing policy change. Strictly speaking the use of the term research is not correct as we speak of assimilation²⁷ of existing evidence or generation of new evidence. For sake of readability, we will use the term research to refer to these two activities.

The partnership between Hivos and IIED in the CAC-SD4All programme centres around the complementary role of both organisations with IIED expected to carry out *action research, generating robust evidence and know-how that is informed by a practical perspective acquired through hands-on research with grassroots partners*.²⁸ Hivos, in its turn, would support local CSOs to become successful advocates for sustainable diets by *co-designing positive solutions, providing evidence of good and bad policies and acting as a broker*²⁹ between local, national and international actors. Putting Citizen Agency in the centre of the programme approach was based on the assumption that if communities can generate evidence themselves, either as primary data or from existing credible sources, they may be more effective in lobbying and advocacy around their priorities, and less dependent on others to set the agenda³⁰.

The country case studies provide more information on specific research initiatives and in what way the use was made of the findings to inform policy development and policy influencing. Following are some selected observations from the country studies. Most of the research findings find their relevance first and foremost in the specific context of a country or region. Typical examples are the food diary studies in Kabarole district in Uganda and Jember district in Indonesia. For example, the findings of the Kabarole food diary study were appreciated by many stakeholders including public sector actors. More specifically, the striking findings on child malnutrition in the district³¹ were widely quoted as a (compelling) entry point for triggering affirmative policy-related action by duty bearers not only at district government level but reportedly it also influenced national level policy makers. The research in Kabarole thus provided a rich source of information and grounded evidence that was used for agenda setting in policy influencing but also in strategic orientation of the programme.

In Zambia research took a prominent place in the programme. The research projects on understanding the opportunities and constraints to agricultural diversification, with a focus on listening and understanding the views and concerns of farmers; and the study of the

²⁷ assimilating existing evidence (example agrobiodiversity) or generating new evidence with citizens (example of food diaries)

²⁸ Project document 2015 p.32

²⁹ ibid

³⁰ CA paper 2020

³¹ Showing that 41% of children in Kabarole district are stunted

informal food markets in Kitwe and Lusaka were crucial contributors to programme approach in that country. Research was well appreciated by target audiences for its relevance in policy development most especially with respect to widening Government of Zambia's agriculture development focus putting more emphasis on issues concerning nutrition, diversification and climate change and influencing the shift in government focus to agriculture diversification and nutrition. From their findings of the case study, the evaluators concluded that evidence from grassroots-based research initiatives conducted by SD4All partners had a significant contribution not only in the programme's advocacy campaigns, but also that evidence has been instrumental in direct participation by SD4All partners in sectoral planning processes at local and national levels in Zambia.

There were, however, some challenges with regard to research. Reportedly, selection of research methodologies was not adjusted to capacities of partners who were expected to contribute to its implementation. In some cases, this resulted in delays in the planning and implementation of the evidence generation, like in the case of Bolivia women cooks. In other cases, communication and alignment between the implementing agencies was hampered by linguistic challenges, lengthy deliberations on methodological issues and perceived data gaps, and delays in production of the report. In Indonesia, for example, it was felt (by local stakeholders) that a local representation of IIED (i.e. having an Indonesian national as lead researcher) could have made the process more cost-effective. Similarly, a few respondents in Uganda raised questions about the *value-for-money* of the food diary research and were wondering whether possibly other (less resource-intensive) approaches could have produced results that would equally serve its intended purposes in policy influencing (agenda setting). However, the overall appreciation of food diary research studies by relevant stakeholders was certainly positive and it was found that these studies effectively contributed to programme achievements in policy influencing (see 3.1).

The work in Bolivia focused on supporting a research initiative with women cooks in La Paz. IIED and Hivos staff had high hopes that the process would be leading to a truly citizen-driven research process whereby people would generate their own research questions, relay the information and analyse the results. The research met some difficulties in trying to gain the trust of these cooks. Eventually the help of a popular chef was called in to mobilise the women. Another challenge was the perception among some women of the programme being municipal agents. Finally, however, the research got under way in collaboration with partner MIGA, looking into perceptions of cooks and clients of the challenge that the women face of losing customers due to increased competition. The process yielded important and transferable learning points that are summarised in the following box.

Box 8 - Citizen-led research serves up answers on what Bolivian food vendors want.

What we learned

Informal but organised. Although market eateries appear informal, we soon learned they are highly organised. Each sector within the market (butchers, groceries, fresh produce sellers, etc.) delegates a vendor who represents them on a board. Those board representatives then choose a main leader — *the Maestra Mayor* — who mediates all market matters on behalf of the vendors, such as with local authorities or the media. All conversations go through the Maestra Mayor; our research would not have been possible without their mediation.

Building trust takes time. The vendors were initially suspicious of us. They distrust people from the outside coming in and asking questions. They were unfamiliar with the concept of

'research' and saw the taking part as something that would burden their already busy routines. However, once we began talking to them, we gained their trust and they came round to seeing how the research might improve their businesses, increase sales or attract more clients.

Patience and flexibility are essential. Research that involves citizens requires time, patience and flexibility. This is a challenge given that most projects – and donors – put pressure on time frames and deliverables.

Be prepared to adjust expectations. We hoped our research, which involved interacting with other stakeholders such as government officials would give the vendors more voice, and their work more visibility. But we learned that most preferred to remain 'invisible'. This prompted us to ask: was our citizen-led research really going to promote the interests of informal food vendors? Or was this research just important for us, to help us achieve the aims of our SD4All project?

Even with evidence, action is not automatic. Research conducted by and for citizens opens new opportunities for initiating constructive dialogue with decision makers. But citizen-led research alone will not automatically translate into action. Both parties need plenty of time to interact and communicate. And the capacity and will to do so.

Source : <https://sustainablediets4all.org/citizen-led-research-serves-up-answers-on-what-bolivian-food-vendors-want/>

Analysis

SD4All partners who were involved in research such as KRC or Tanoker (among others) in food diaries research, expressed their appreciation for the support by IIED as well as the quality and usefulness of the products of the IIED-led research (i.e. the research or position papers that were produced based on the results of the diary research). The general support provided by IIED especially related to the application and operationalisation of the concept of citizen agency, the nature and approach of evidence-based advocacy and in capacity development for advocacy. This support helped to shape the programmatic approach of SD4All and strengthened the performance of partners in the implementation of the programme and realisation of its objectives, notably so in policy influencing.

This evaluation assessed the relevance of research with two questions. The first question was who sets the research agenda and how was it set? An implicit question is to what extent citizen agency was leading in agenda setting for evidence-generation? The second question was on how well has evidence generation informed and served the advocacy efforts of the programme?

On the first question: in the early years of the programme, the research agenda was driven by the ToC and specific interests of the consortium partners in domains of the food system (e.g. informality or agro-diversity). Later on, progress was made in tipping the balance in agenda setting to more of the planning being inspired and / or led by citizen agency. This development was prompted by the introduction of the advocacy toolbox and related capacity building with a strong emphasis on integrating citizen agency in planning and implementation of advocacy. Examples of studies with a (now stronger) influence of citizens on planning and implementation are the food diaries and Zambian informality (Kitwe & Lusaka) research. The relevance of research for citizens became embedded not only in the initial design (e.g. formulating research questions and/or objectives) but also in the fact that findings of research were validated with citizens, e.g. in case of food diary by the people who effectively kept a diary for the research. Citizen agency subsequently materialised the use of validated research findings to inform agenda setting, while increasingly citizen groups were also actively

involved in the policy influencing. Citizen agency Research has thus become more relevant (to food system actors) but admittedly it took some time and effort to create an enabling environment and strengthen capacities with partners and citizen groups to actively engage in citizen-driven research. These processes are yet in progress and there still is some way to go to effectively and fully realise this ambition.

With regard to the extent to which research informed and served the advocacy efforts of the programme, there was a mixed picture. On the one side, there was robust (indirectly deduced) evidence that a number of studies have proven highly useful and valuable for advocacy purposes such as the food diaries in Kabarole District Uganda, and both the Informality Study and the True Cost of Maize Production study in Zambia. These studies have resonated clearly and meaningfully in policy debates and policy development at their respective levels and locations. On the other side, however, it was also observed that other studies, for varying reasons, did not truly resonate in advocacy initiatives of the programme, such as with the informality study for Bandung City (politically sensitive and not considered a priority by stakeholders in the city), food diaries in Indonesia (possibly too early yet to assess its relevance) and women cooks in Bolivia. But, on the whole, one may safely conclude that evidence generated by research in most countries and with most partners has meaningfully informed the advocacy initiatives of these partners and was thus useful and relevant.

5.6. COMMUNICATIONS

Observations

Communications is seen as a crucial component of the L&A strategy of the programme. IIED and Hivos designed and introduced a global communications strategy to support and strengthen policy influencing at all levels, from local to global. The role and importance of communications in SD4All programme has, somehow, been recognised from an early stage and has seen a growth in terms of focus and funding throughout the programme period. IIED and Hivos jointly implemented a myriad of activities related to communications, although it was noted that initially, there was little buy-in from the country teams. In most countries (except Indonesia), this may have been due to the fact that communication officers were based at the regional hubs in other countries, the limited time they could dedicate to the programme, and a high turnover in staff in Indonesia, Bolivia and Zambia.

A myriad of communication products have been developed and rolled out such as videos presenting SD4All programme features in respectively Bolivia, Indonesia, Uganda and Zambia, communication templates and formats (websites, reports, videos, presentations, etc.) photo exhibitions, messaging and media engagement through different channels, among others. The communications team was also in the forefront of capacity development not only in communications itself.

In the 2019 interim report, the communication team acknowledges that all *focus countries, except Kenya, now benefit from a portfolio of high-quality communications products including a dedicated video highlighting key nationally-relevant SD4All messages, two or three flagship research and/or advocacy publications and accompanying online content*³². Moreover, partners have been capacitated on media and communications and have increasingly been engaged in production of media products themselves, especially of blogs but also through of other formats (Facebook, Twitter, WhatsApp groups, etc.). Hivos and IIED staff of national, regional and global teams have also been actively engaged in communications, as witnessed by the quite impressive number of blogs and other media products that have been posted and produced throughout the programme years.

³² Quote – comms interim report 2019

Communication products have been used systematically in international policy influencing by the programme, especially in the context of meetings and events organised through the SFS programme and in side-events of international fora such as CFS in Rome and UNEA in Nairobi. External resource persons who joined these settings, specifically expressed their appreciation for the quality and relevance of the communication products of Hivos. There are also good examples of the use of communications and media as an advocacy strategy (e.g. “voices for sustainable diets for all”) by partners such as Food Rights Alliance in Uganda, CSPR in Zambia, Tanoker in Indonesia and Les Ningunes in Bolivia. Finally, communications products were not only instrumental in connecting, informing and/or influencing external stakeholders, but certainly also internally (with staff and partners) to strengthen their knowledge and insights in nature and dynamics of food systems’ concept and approach and to deepen their own positioning in related policy matters.

Analysis

As observed in an earlier section (3.5), in the initial design (inception report) of the SD4All there was recognition of the role that communications plays in policy influencing but the ToC and its pathways of change did not provide a description of the role, functionality and/or expected contribution of communications in contributing to the programme’s objectives. In short, while there was a communication strategy from the early stages, this strategy was not well integrated in the ToC of the programme. It was thought that communication was instrumental in delivering on the ToC rather than being a strategic programme component next to - say - capacity development or research. Soon, this situation was rectified, and there is now a much better integration of communications in the programme. Efforts to embed communications products and services more closely into the overall programme approach have paid off.

While programme stakeholders would confirm that *communications* played a very crucial and necessary role in lobby and advocacy, surprisingly in our meetings and interviews with country teams and partners, hardly any mention was made of communication, and few examples were cited of how communications actually contributed to policy influencing.

- In exploring and discussing various outcomes with the country teams and Southern partners, the evaluators have come across a number of realisations that required (and actually had) elements / forms of communications in order to be realised, such as creation of a strong public brand name for the programme,
- Profiling the SD4All and promoting its programme objectives at national and international meetings and conferences and/or their side-events,
- Informing and strengthening agenda setting and other components of the policy influencing process,
- Reaching out to media houses and solicit media commitment to influence the food and nutrition security agenda in the countries,
- Reaching out to target audiences with key messages related to advocacy priorities in each country,
- contributing to internal learning that allowed exchanges and/or replication of good practices by internal and external actors,
- Promoting the use of food system perspective and approaches in policy development at different levels,
- Bringing the Southern voice to the policy debate at national but especially at international level,
- Providing internal and external stakeholders a better understanding of social, developmental and environmental aspects and implications of a food system approach,
- And (but maybe less so than other aspects) in reaching out to the public at large or in mobilising citizens

Having said so, what has been lacking, however, was a system to systematically measure outputs and outcomes of communication generated or triggered by the SD4All, both internationally and nationally. By lack of statistics that could demonstrate the type of on- and offline reach that the programme has had with different target audiences, it was indeed impossible to draw firm conclusions on the impact and influence of communications on these audiences or in terms of policy influencing in general.

Finally, it was noted that the contribution of communications to achievements and outcomes is rarely captured in the monitoring formats. Also, the broad and rather diverse scope of programme interventions has been a challenge for communication. Overall framing of the programme could have been easier and more coherent if the programme had been focused on fewer intervention areas within the food system.

6. ANALYSIS OF THE SUSTAINABILITY

6.1. SUSTAINING POLICY CHANGES AND POLICY IMPLEMENTATION

In most countries the SD4All programme contributed to food and agriculture diversity as well as improved nutrition practices through a food systems approach. One of the common strategies adopted to provide for continuity of the programme and sustainability of changes in the food systems was to work with local or national governments to develop policies and or provide enabling regulatory / guiding frameworks for promoting sustainable food systems such as the Crop Diversification Strategy (CSPR) and the Food Based Dietary Guidelines (CSO-SUN) in Zambia, the genetic Engineering Regulatory Act in Uganda (FRA), and the production and Environment Ordinance in Kabarole district, Uganda (KRC), to name but a few. Similarly, the programme has worked to influence public sector planning processes, such as the National Development Plan (CSPR) in Zambia or the Ugandan Nutrition Action Plan by advocating for inclusion of production and consumption elements of food systems in national and local government development.

In Bolivia, sustained progress in the spreading and adoption of sustainable diet among consumers becomes more likely thanks to the broad network of actors with whom both HIVOS Bolivia and partner organizations have been working and wherein even more activities related to healthy and sustainable food and nutrition are being launched. These networks also work on the revaluation of the national gastronomic heritage, through initiatives of which some have been generated or promoted by the programme and its partners. Sustainability of developments around traditional and sustainable foods is further helped by a remarkable upsurge in new healthy gastronomic ventures in the main cities of the country and the realisation that younger generations (mainly of middle class) are committed to the environment, health and the revaluation of the national culture. As a result, it can be expected that the theme of healthy and sustainable food and nutrition is there to stay. However, the challenge here is that this development is observed primarily among the middle classes, and the question remains whether this trend will also *trickle down* among the poor (as was assumed initially). As stated earlier, this is probably not the case. Therefore, valuable as this development may be at macro level, other approaches would have been needed to reach out to the poorer strata in the population.

Sustainability of international and Netherlands-based advocacy is not so much related to the question of whether policy changes that have been realised can and will be sustained and be brought to practice but rather whether the mechanism of policy influencing at global level (notably SFS) and at Netherlands level are sufficiently grounded to be sustained. This will be discussed in section 5.3 hereunder.

However, some challenges still remain. For example, some of the policy outcomes reported were either transitional outcomes or were still as work-in-progress. The evaluation observed that this calls for continued action to ensure that the initiatives started in this phase reach the planned results as outlined in the programme logic. Further challenges relate to the fact that in some cases (e.g. GERA in Uganda) the remaining processes for policy and regulatory instruments in question are largely government-led and CSOs may not have much influence beyond continued lobbying of government agencies to follow-up on processes³³.

³³ E.g. in the 2018 Hivos annual report it was stated that *midway through the implementation of the CitizenAgency Consortium Strategic Partnership program, 141 outcomes (67%) were characterized as agenda setting, 36 as policy change (17%) and 32 as practice change (15%).*

In other cases, the achievements scored in the interventions and, sometimes, in intermediate outcomes have been found to be necessary but not sufficient to achieve the desired long-term outcomes expressed in the programme's theory of Change. One example from Zambia concerned the limited extent L&A by CSOs can influence government budget allocation to sustainable diet objectives programme targets which was one of the envisaged programme outcomes. As observed by many respondents, government budget allocation decisions are influenced by many factors that are beyond control of CSOs and may result in diversion of budgets to commitments e.g. to infrastructure development or debt servicing.

Furthermore, many citizen groups established and/or supported by the programme are still in infancy. Their ability to conceive their own advocacy agenda and initiate their own engagement with government institutions is yet to be strengthened. Influencing complex systems towards fundamental systemic change is not a time-bound project-driven activity. It is an ongoing ever-evolving process over time. Sustainability is about embedding the capacity to lobby and advocate into the structures and functions of civil society beyond the project. This indeed is a core objective of the programme's i.e. to empower citizens and exert citizen agency for policy influencing towards sustainable diets for all. Sustainability is therefore linked in a very fundamental way to the health and capacity of the critical organisations involved to sustain and improve their work towards building the capacity of citizens (particularly those most marginalised) to come together to lobby and advocate effectively.

It is also true that for multi-stakeholder platforms to remain effective as a tool for linking differing citizen interests, a number of enabling conditions such as effective leadership and adequate management of power dynamics within these platforms are essential but not always assured.

6.2. SUSTAINING CHANGES IN THE FOOD SYSTEM

Largely, sustainability of changes in the food systems that were triggered by the SD4All programme provides a mixed scenario. On the one hand, some factors stood for continuity of the innovations and achievements of the programme. On the other side, however, the evaluation observed risks / uncertainties with some of the outcomes and changes in the food system.

Enabling factors:

- A key factor in ensuring sustainability really is the sustained functioning of the partner organisations. On this aspect, the evaluation observed that many of the partners are well-established CSOs that were already operational before the SD4All programme started and who can rely on more than just SD4All in terms of financial and organisational support. The better embedded and supported they are, the higher the chances that changes in the food systems that they contributed to, will be sustained.
- In all countries, a focus element in the programme was promotion of diverse and indigenous food varieties. Indigenous foods have a strong connection with food traditions and cultures in all programme areas. This factor positively influenced the perception and acceptance by target groups notably the urban middle class, but by and large also the rural population. This may be less prominent or absent with specific groups as we observed in among middle class in Uganda, poor urban consumers in many locations as well as youth in programme countries in Africa and Asia. This connection with the food tradition therefore was assessed to be a contributing factor to sustainability of programme achievements (but not everywhere or with all groups in society).

- Where applicable, on the production side of the food systems, it was found that generally climate and weather conditions as well as existing agronomic practices in the programme were conducive for growing indigenous food varieties promoted by the programme. Admittedly, not all indigenous crops are drought resistant but there is strong evidence in literature that many are more so than the common commercial varieties of maize, rice and other staples.
- Active collaboration with and support from the local government system (political leaders and technical staff) provided a strength for continuity and sustainability of programme innovations and interventions. In some countries (most clearly so in Zambia) sustainability of outcomes was enhanced through active collaboration with government extension system. Partners stated that direct engagement with district and lower government staffs creates the necessary goodwill for ensuring some degree of sustainability of the changes in the food systems that have been initiated or triggered by the programme.

Remaining risks / uncertainties

- It was observed that changes in practices influenced by the programme in the food system have been limited to a few localities. Also, attention has been very much on a small number of players in the food system, notably producers, informal small-scale food vendors and/or consumers, while less focus was given to other market actors. For example, relatively little attention was paid to (more commercially oriented) intermediate levels and actors in the value chains of indigenous food crops notably in processing (by SMEs) and in commercial trade by SME intermediates (fresh or processed). In most countries, this was a deliberate choice (mainly because of capacity and resource constraints). Nevertheless, optimisation of sustained value chain operations for these food crops may require more focus on linkages and vertical scaling in these value chains.
- It was also observed that even among the present target groups there was further need for continued action to have sustained change in knowledge, attitudes and practices. This especially pertains to younger generations: in rural areas they 'shy away' from a livelihood in farming while especially in urban areas, they often prefer 'Western' / processed foods (fast food) above indigenous foods and traditional recipes.
- Another risk was that the public sector agriculture extension system is seldom covering the entire food system. Often, they put most emphasis on production and harvesting function of the food chain. The other functions in the food system (marketing, transportation, storage, processing, etc.) receive less attention. Sometimes this is because they fall under different government departments. In most countries, there is very limited collaboration between different sectors in the government, and thus few efforts to improve policy coherence in matters of food production and consumption
- Working with economic actors (like food vendors) especially in urban areas often requires some form of private-public partnership to establish a conducive policy and market environment that contributes to a better urban food system. The level of public-private collaboration was not always strongly pursued in the programme. An exception was found in Kabarole, Uganda where the KRC attempted to organise the vendors into an association of the informal food sector to comply with the law in municipality.
- For producers and intermediaries in the chain, challenges often remain with unsupportive policy contexts (see 5.1. above), lack of support services, poor access to inputs, as well as with attitude of farmers and intermediaries themselves. In many cases, there are still significant difficulties in farmers' access to seeds for the (less popular) indigenous / traditional food varieties as well as other production-related factors such as appropriate technologies or credit. This continues to pull farmers to the popular staple foods like maize or rice because the inputs and technologies for these crops are well embedded in the farming community

- Progress towards more diversified food production is hampered by the fact that farmers are influenced by decades of bias towards popular staples. Often, farmers lack adequate information on the feasibility of other food crops and may assume that other crops are uneconomical in terms of prospective earnings. Sometimes government regulations are such that there are still far more guarantees (government safety nets of market and price support) for income generation from staples than from less commonly grown traditional crops. Besides, these staples are often well grounded in the economy with a lot of research and production innovations going into it from both government and private service providers.
- Gaps in sustainability in food systems are also in promoting availability and marketing of healthy foods with commercial traders in indigenous foods (fresh or processed) as well as in addressing the challenge of vertical scaling in the value chain i.e. little is done to promote social entrepreneurship models that combine social objectives of sustainable healthy foods with economic reality of the businesses. As a matter of fact, entrepreneurs like farmers, traders, processors, retailers or chefs are often open for social value creation (e.g. healthy food promotion) but at the same time they need to make a living from their businesses. If not, they will not be motivated to support and play a role in food system transformation.
- Achieving sustainability of changes in food systems through alignment with local government departments is dependent on a number of conditions including the functionality of local government systems and availability of operational funds to carry forward the campaigns started in the SD4All programme - these conditions are not always fulfilled.

6.3. SUSTAINED ENGAGEMENT OF PARTNERS AND CITIZEN GROUPS

In all countries, the programme's key achievement is probably its contribution to strengthening the organisational, managerial and technical capacities of its partners and to some extent, the partner's networks and citizen groups that they support. At the same time, it was observed that most of the SD4All partners in different countries were well-grounded organisations both institutionally and technically before they became engaged in the SD4All programme and many had long-standing working experience in their respective themes.

In Zambia, specifically, many SD4All CSOs were found to be membership or network organisations with members / affiliates located in different parts of the country. This gives them a strong institutional capacity which, in a way, also provided a leverage for organisational sustainability. However, many partners were more 'traditional' CSOs who invariably are relying on external funding to support their operations. This puts them at risk of not being able to sustain activities especially where they lack diversified sources of income.

Sustainability of programme activities and outcomes has also been pursued through the multi-actor relationships in which SD4All partners created and enabled different multi-stakeholder platforms and partnerships involving a range of players. These actors and collaborators come from government entities, CSOs, citizen groups, academic institutes, development agencies, and so on. Many of them have strong and well-established networks through which they provided value addition to SD4All programme implementation as well as continuity and sustainability of programme outputs and outcomes within or through these platforms. The sustainability of MAIs that focus on awareness raising and policy influencing (like the COW in Fort Portal) is more challenging as few donor agencies offer options for institutional funding while there are very few ways in which this type of multi-stakeholder platforms can successfully engage in local resource mobilisation. Much will depend on the personal commitment of members of these MAIs to remain engaged and willing to contribute

to the platforms. This commitment must find its roots in individual and collective acknowledgement of the relevance and importance of the MAIs in bringing agency and influence of citizens to the policy arena.

Some partners (e.g. Tanoker) (cautiously) consider options to establish itself (or parts of the organisation) as a social enterprise. However, this will require further reflection and consultation as to what may constitute a feasible business model. It is somehow expected, however, that profit generated from market-based products (e.g. the handicraft shop) and service delivery (e.g. hosting school camps) may not suffice to cover the cost of the wider social aspirations of the organisation. Hence external (grant-based) funding continues to be needed. The sustainability of functionally homogenous groups of economic actors like food vendors association, chefs' alliance or farmers group will require economic feasibility of the changes in food systems that are being pursued. An enabling business environment is often equally (if not more) important than social incentives for economic actors to join groups and remain engaged in the longer run in food system transformation and promotion of improved diets.

It must also be noted that SD4ALL is not the only programme that is focussing on food systems and improving diets in the different countries. Other organisations are already or increasingly so interested in sustainable food systems e.g. in Kabarole District Uganda alone, other INGOs (Broederlijk Delen, Isles de Paix, Save the Children, and Solidaridad) are working along similar lines. Others may thus to some extent and in specific areas contribute to sustaining achievements of the SD4All programme.

Finally, in the international policy arena and in the Netherlands, continuity of the outcomes is embedded in networks and platforms like the 10YFP / SFS programme at international level and the AgriProFocus Policy Advocacy Group in the Netherlands. While these two stated networks have inherently a strong network foundation, both of them will have to engage in a strategic repositioning in order to ensure their relevance and influence in their respective policy setting. SFS will have to connect meaningfully but strongly to the emerging dynamics around the 2021 UN Food System Summit and the APF group in repositioning itself vis-à-vis the new Netherlands Food Partnership in which AgriProFocus and the Food & Business Knowledge Platform have now merged.

7. INTERNAL ORGANISATION, GOVERNANCE AND EFFICIENCY

Efficiency relates the results of a program (at output or outcome level) to the value of resources used to achieve these results.

7.1. INTERNAL ORGANISATION

Preliminary note: a separate evaluation of the internal organisation of the SP Citizen Agency Consortium will take place in May-July 2020. This evaluation will look at – among others -- how the consortium has functioned, its quality assurance requirements, and administrative and financial procedures, as well as at partnership relations being a resultant of the SP CAC's internal organisation. This sub-section 6.1 will therefore not offer a comprehensive assessment of the internal organisation but be confined to selected observations on internal organisation and efficiency of the Sd4All programme. The SD4All programme is coordinated by Hivos global team. The global implementing group of Hivos GO and country staff plus IIED, was well coordinated and well-linked, e.g. through monthly skype calls and annual meetings which relied on committed staff.

In operational terms the programme follows the standard procedures of Hivos. Hivos is recognised as a charity by the CBF (CBF-Erkend Goed Doel) an independent Dutch foundation that monitors fundraising by charities. Quality of procedures and processes is formally ensured through an external control mechanism: ISO 9001:2015. For many years Hivos has worked with the ISO 9001 quality management system, which assures continuous self-reflection and improvement.

A description of the partnership governance, and programme procedures and timelines for planning and reporting of the SD4All programme is provided in the document 'Governance Structure SD4All Strategic Partnership with Hivos and IIED' (dated April 12, 2018). This document spells out the nature and timeline of planning and reporting responsibilities in the programme. Following are a few observations regarding internal organisation and efficiency considerations in the SD4All programme based on feedback received from partners, regional advocacy officers, the IIED programme coordinator and the global programme coordinator.

- Partners are generally satisfied with programme governance and related financial and project management procedures. More information on partnership relations and partners' appreciation of the governance and management can be found in chapter 7.
- Figuratively speaking, Regional Advocacy Officers Food in the respective programme countries are the spiders in the SD4All web. The different functional programme lines (e.g. planning, finance, communications, operations, M&E, and so on) all pass via the RAOFs to the implementing partners in the field. RAOFs themselves face a more complex reality in terms of hierarchy. The Global Programme Manager, based in The Hague, is functional manager of the RAOFs, but line management is with the Regional Programme Development Manager. Reportedly an important reason for having a dual line was to allow more adequate consideration of local reality in line management of staff. The downside is

^o Voetnoot

a less efficient and more complex management model with some overlap in responsibilities for instance in performance appraisal. For officers working in different programmes such as communications or DMEL, it implied a difficult balancing between demands and expectations of up to 4-5 functional managers in addition to their line manager.

- RAOFs reported receiving regular requests for specific tasks or contributions not only from their two managers but also from others such as regional finance officers, global or regional DMEL, global finance officers, communication officers, global advocacy officer, and/or IIED researchers. In terms of time management, this put a lot of pressure on RAOFs who invariably indicate they are facing high workloads if only to respond to such demands and expectations. Moreover, it goes without saying that it is not always easy to manage a multitude of instructions or expectations from different sources, especially not when requests also require contributions from one or more partners (who themselves typically are dealing with various agencies and partnership contracts. each with its specific terms and conditions). Despite the many demands RAOFs face, their role, communications and 'service provision' to CSO's was generally highly appreciated by the CSO partners.
- Theory of Change takes a central place in programme design and implementation. It was a new concept for many (if not most) staff and partners. It took time and effort to fully roll out and operationalise ToC at country programme level, with partners and with IIED. The multifaceted nature of the food system concept and the – initial – high ambition of the SD4All partners to cover broad spectre of the food system, made application of ToC more difficult and often led to rather complicated ToC schemes and pathways. Eventually ToC was well adopted and effectively used by all teams to strategically steer and manage the programme. ToC was also used as an important ingredient for the midterm reflection and the present end-term evaluation of the programme.
- Outcome Harvesting was a central component of the DMEL approach. Even though it took some time and effort for Hivos country teams and their partners to accommodate and apply the tool, eventually it was appreciated for collecting evidence of what has changed in a complex programme such as SD4All. It shifted the focus from outputs to outcomes and 'forced' programme actors to look more sharply and analytically to what has been achieved and how this contributes to realising envisaged changes (as identified in the ToCs). In 2018 for the internal mid-term review, outcome harvesting was matched with narrative assessments to look back at the journey since 2016. The latter helped to understand long-term non-linear processes behind the outcomes. Outputs of outcome harvesting³⁴ and outcome narratives not only served as basis for reporting, but also as an input for the (annual) reflection and planning exercises (and for the present end-term evaluation).
- In the course of the programme, important changes took place in the internal (Hivos) management systems that had a bearing on the programme. Late 2017, a Risk-Based Grants control and management framework was introduced which entailed applying custom-made conditions to partner contracts, depending on the risk level of the collaboration. A negative outcome that was mitigated in 2018 and 2019 was that the introduction of the new control framework increased workload and lead to delay in contracts and payments of/to partner organizations. In 2018, Hivos also decided to replace the old financial and project management system with another that would be better equipped for global entities with decentralized operations. This also increased the burden on Hivos related staff at different levels. Partners were not immediately affected though.

As far as organisational efficiency is concerned, SD4All follows the Hivos corporate procedures and regulations for travels, meetings, financial control and audits, tendering, acquisition and procurement, hiring of staff and consultants, communication and use of media, and so on.

³⁴ As well as the result of the outcome substantiation exercise

The dual management lines (see above) holds a risk of a disconnect between functional and operational considerations on matters that influence efficiency standards. Depending on the nature of the matter at hand, efficiency considerations are first and foremost decided upon at the level of the Global Programme Manager. The GPM is responsible for the SD4All programme and its budget. Annual plans and budgets are submitted for approval to the Steering Committee. Detailed annual plans are discussed with IIED and global team and RAOFs during annual reflection and planning meetings in November. The regional staff were more involved in the planning in the last two years (2018 and 2019) than in 2016 and 2017. Program direction was discussed in annual face-to-face reflection meetings in April-May. Major program decision making was done by GPM in consultation with IIED (as consortium partner) and RAOFs. For topics related to the SP CAC as a whole, decision making took place at CAC Program Team meeting or at CAC Steering Committee level. Depending on the nature of the matter at hand, decision making on major (programme-wide) events (like international meetings) and related efficiency considerations is principally done by the GPM, sometimes in consultation with either the RAOFs and their line managers, or with the other CAC GPMs.

Efficiency gains that have been introduced in the course of programme implementation included

- more use of local researchers or capacity strengthening of partners in research and evidence generation rather than relying solely on IIED researchers,
- more focus on regional partner exchanges (Africa) instead of global exchanges,
- Hiring consultants (e.g. for advocacy toolkit) instead of developing training materials by own staff with lobby expertise,
- more critical assessment upfront to decide about attendance to international conferences. The bar to attend conferences was raised in the course of the programme as staff were gaining more experience.

Occasionally opportunities were missed to score on efficiency such as with the production of video material which could have been contracted to local media houses rather than to a Dutch company, in using local research from the start of the programme with (mainly distance) coaching and support by IIED, or ex-ante reflection on more efficient research approaches to collect specific elements of evidence (e.g. food diaries). The programme could also have engaged in more systematic consideration and documentation of alternative opportunity-driven capacity development approaches that like on-the-job coaching, mentoring, joint activities with partners and Hivos. Because these other forms of capacity strengthening were not documented very well, it was difficult to assess their efficiency and effectivity as compared to traditionally planned formal trainings. Finally, hubs may not have availed of sufficient resources (advocacy, M&E, communication, finance, admin) to handle all programme related demands.

7.2. GOVERNANCE AND POWER DYNAMICS

Program effectiveness was also seen in terms of the extent to which program management and coordination complied with the autonomy attributes of the strategic partnership as stipulated in the overall funding protocol by the Dutch Government. In this attribute, the central spine was the concept of power dynamics that underpinned the program management and coordination framework. Two aspects of power and power relations were explored in this evaluation. These were i) degree of program ownership and Flexibility to adapt by country level partners, and ii) extent of program alignment to the missions and priorities of southern partners.

With regard to program ownership and flexibility to adapt by country level partners, there was a strong feeling of ownership of program activities by southern partners and none of them felt that they were compelled to take up priorities that were completely outside their scope. Majority of the partners participated in the initial processes that developed the global and country theories of change, although also a couple of them joined later. This involvement gave country partners an opportunity to align their goals and mission objectives with the SD4All program objectives, although this could only be done to the extent possible under a L&A trajectory.

Program management and coordination relationship is based on contractual commitments, which to most southern partners, is not much different from the common donor- recipient contracting. In all cases, country partners sign annual contracts with Hivos. There is, generally, a strong characteristic of flexibility to adapt in most program countries although this flexibility was still subject to certain terms and conditionalities specified in the individual contractual agreements. According to them, Hivos is regarded as the "donor" while the country partners are the "recipients", although there is also wide knowledge that funding comes from the Dutch Government.

Budget allocations for most country partners have been based on approved annual work plans. Final approval of these work-plans is largely by Hivos Netherlands either directly or through its regional hubs. Funds disbursement accountability and reporting is linear. Country partners are under obligation to prepare, mostly, quarterly financial and narrative reports for submission to Hivos Netherlands via regional hubs.

Partners were generally satisfied with this contractual and financing relationship, although in some cases they complained of delays in funds disbursement due to long reporting and accountability modalities. Partners also reported that despite the fact that budgets were based on ceilings determined by Hivos, there was a good level of budget flexibility at the country level. Country Partners have had the discretion to propose changes in budget utilisation through the annual ToC progress reviews as well as biannual monitoring, evaluation and learning sessions. Final decision on proposed changes is taken by Hivos hubs.

With regard to alignment to the missions and priorities of southern partners, it was generally found that although the program focus was largely on lobby and advocacy for sustainable diet and nutrition, all selected southern partners found it easy to align program priorities with their own mission mandates and strategic objectives.

7.3. MULTI-ATTRIBUTE EFFICIENCY ASSESSMENT

The approach used for learning on programme efficiency was inspired by the Multi-Attribute Decision Making (MADM) method and basically let programme stakeholders assess the 'usefulness' of a number of interventions in realising programme outcomes (from the ToC) against the amount of resources (time, money, effort, energy) needed to realise said outcomes. Efficiency analysis using MADM were done in 3 countries as well as with the global team (Hivos and IIED). Outcomes from these in-country analyses are presented and discussed in the respective country reports. The four populated efficiency matrices from Uganda, Zambia, Indonesia and international policy influencing are presented in annex 4.

The exercise was done with 3 country teams. In Zambia and Uganda this was done together with key partners during sense making. In Indonesia it was done in a separate session with the Hivos country team. For international advocacy, the exercise was done in a special session in The Hague attended by the overall programme coordinator, the international advocacy

officer and the JPO SD4All and joined over Skype by IIED two communication and advocacy officers of IIED.

Box 9 - Note on terminology

In principle, the term **efficiency** is used to indicate the extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way. In this analysis, we did not (for reasons of methodological complexity) incorporate the time-factor. Efficiency in this analysis thus refers only to the “**economic**” dimension being the extent to which the programme has converted its resources/inputs (such as funds, expertise, time, etc.) economically into results in order to achieve the maximum possible outputs, outcomes, and impacts with the minimum possible inputs.

Effectiveness refers to the extent to which the intervention achieved, or is expected to achieve, its objectives, and its results (including any differential results across groups).

Cost-effectiveness is the extent to which the programme has achieved or is expected to achieve its results at a lower cost compared with alternatives.

Sources: DAC Glossary and IEG (World Bank)

In the efficiency assessment sessions, participants first identified different interventions that were assessed against 9-10 criteria of ‘usefulness’ (matrix example in annex 4). Three out of 4 countries used very comparable criteria that related to intermediate outcomes of the ToC such as reach out to public or media, source of evidence for policy influencing or contributing to more inclusive food systems. In Zambia, participants choose to use higher level outcomes as criteria such as increased demand for sustainable foods or governments promoting SCP. The groups then assigned weights to the different criteria, reflecting an intuitive ranking of the relative importance of the corresponding outcomes. In Uganda and Zambia, the participants did not differentiate weights of different criteria (all had same weight totalling 100%). In Indonesia and with global team there was a differentiation whereby intermediate outcomes (like *reach-out to certain groups*) were given lower weights than higher-level outcomes such as *source of evidence in policy debate*. The ‘cost’ of each intervention was taken as a comparative estimate of the resource intensity of the different interventions, that is: the total use of resources in an admittedly intuitive total of financial costs, time and effort to prepare and carry out the stated interventions. In terms of outcome of the analysis one can distinguish two levels, a first one that is called *weighted score of effectiveness* and reflects the perceived (average weighted) ‘usefulness’ of each intervention as against the stated outcome-related criteria. The second outcome is *efficiency ratio* and provides a reflection of the perceived effect of each intervention per unit ‘cost’, or in other words the return on investment in terms of effectiveness.

The interpretation and relevance of the results of the efficiency analysis exercises should be positioned within the context of the specific country programme (or international policy work). It was evident that aggregation of outcomes to programme level may be somewhat difficult and possibly less relevant for a number of reasons. First, the methodology used is very much based on intuitive perceptions of programme stakeholders in terms of assessing the possible effect of different interventions in contributing to envisaged outcomes as well as in indicating the resource-intensity of specific interventions. Second, the selection of interventions that were assessed, the criteria to assess their effectiveness as well as of the weight of each criteria were left to the group of participants. Third, there are notable differences in programme approach between countries. As an example: in some countries the focus is very much on local level policy influencing (e.g. in Indonesia) while in other countries (like Zambia) the emphasis is more mixed between national and local level lobby

and advocacy. Relevance and effectiveness of a specific intervention will then differ depending on the specific approach or focus of the programme. As a result, factors differ from country to country and a one-to-one aggregation or comparison of scores may not be very meaningful.

Looking at the rankings, one can notice that some interventions that were thought to be highly effective in bringing about programme outcomes can also be resource-intensive rendering them less efficient. This was the case for multi-stakeholder platforms that was considered quite effective (in 3 out of 4 cases) but generally considered to be resource-intensive resulting in lowest efficiency scores in 3 out of 4 cases. Similarly, capacity development was considered to be moderately effective in 3 countries but because of their relative high cost, was scoring rather low in terms of efficiency. A completely other picture was found for food champions who are 'used' in Indonesia and Uganda. Working with food champions is considered to be very effective and, because of their relatively low use of programme resources, also proved out to be the most efficient interventions in these two countries.

In the discussions it was also observed that

- Assessment of effectiveness and efficiency of stand-alone interventions is relevant but often a combination / integration of different methods and interventions (for example: the use of videos in side-events) creates added value which is not captured in the analysis,
- Some interventions can only be realised after other interventions have paved the way for their implementations. As an example: in order to recruit influential people as food champion, these people must be convinced of your case which requires preparatory action like reaching out to potential influencers with evidence-based argumentation and advice on ready-to-use communication and messages that they can bring to the public.
- One aspect that is not included in this assessment was the time factor. Some interventions may indeed generate effect over a longer sustained period which is not taken into account in this exercise. Technically taking into account the time factor would require a form of discounting future costs and benefits. Practically speaking, this may be challenging, notably so because of the non-quantifiable nature of outcomes.

Table 5 – Consolidated outcome of efficiency analyses

	Cap Dev for Citizen Groups	Promotion of Multi-stakeholder platforms	Food Ambassadors / Champions	Dialogue with National / Local Government	Campaign & events	Publications	Zambia: L&A for SD & crop diversification	Zambia: Linking, networking	Research & knowledge develop.	Videos
Effectiveness ranking										
Indonesia	4	1	3	2	5	6				
Uganda	4	2	1	3					5	
Zambia	3	5		1			4	6	2	
International	5	3		6	4	1				2
Efficiency ranking										
Indonesia	4	6	1	3	2	5				
Uganda	5	2	1	4					3	
Zambia	5	6		2			3	4	1	
International	1	6		2	3	5				4
<i>For international this relates to</i>	<i>Advocacy learning</i>	<i>SFS Programme</i>		<i>APF Advocacy Group</i>	<i>Side events for SFS & NI</i>				<i>In Uganda - specifically Food Diaries</i>	

Ranking refers to : 1 = ranks highest in terms of effectiveness or efficiency / 5 or 6 = ranks lowest

7.4. ANALYSIS OF THE PARTNERSHIP

Four levels of partnership are considered:

First, a **strategic partnership** between civil society and the **Dutch Government** is at the core of the 2015 “Dialogue and Dissent” Policy Framework of the Government. This framework *focuses on strengthening CSOs’ capacity for ‘lobbying and advocacy’*. Strategic partners were expected to *achieve a jointly defined strategic goal requiring cooperation, alignment and commitment from both sides*. Looking back at the programme dynamics over the years, these ambitions have not materialised in the CAC partnership, or at least not very strongly. Reportedly, there have been contacts and exchanges (some regular, others intermittent) between Hivos’ global office team in The Hague and relevant Directorates of the Directorate-General of International Cooperation (DGIS) at the Ministry of Foreign Affairs³⁵, as well as between country-based SD4All teams or partners and the Embassies in said countries (see further for some details). Nevertheless, one can hardly consider the relationship to have grown over the years into one of a strategic partnership. Before all else, *a jointly defined strategic goal* has never been developed, let alone be spelled out by either ‘partner’ in their strategies or policies. This gap in alignment goes back to the programme’s design stage when the basic concepts of the SD4All programme strategy with its focus on food system (transformation) was not (yet) at the core of the -- then – food security policy cadre of DGIS or -- for that matter -- of the Ministry of Agriculture (LNV). Over time, however, policy views of both ministries and of CAC / Hivos have come closer to each other in aspects related to food systems approach (for LNV and DGIS) and of circular agriculture (for LNV). As indicated above, there are good examples of partnership-like initiatives or events in the programme countries and at international level such as

- Hivos Uganda being co-chair of the embassy’s high-level policy forum on food and nutrition security,
- Hivos was mentioned in Dutch Embassy Uganda 5-year plan from 2020-2025 as a strategic NGO working on nutrition, consumption issues,
- Also in Uganda, SD4All partners participating in the promotion of Quality Declared Seeds (QDS) of ‘forgotten crops’ introduced by the ISSD, a programme initiated and funded through the EKN,
- Hivos Indonesia facilitating the EKN’s partner discussion forum on SDGs as well as coordinating the Strategic Partnerships’ nutrition team with Oxfam, ICCO and SNV,
- Representatives to the UN bodies of the Dutch Government supporting SD4All agenda in CFS side events on food diversity organised by Hivos and IIED,
- Ministry of Agriculture and EKN South Africa supporting Hivos in hosting events at the SFS conferences in South-Africa (2017) and in Costa Rica (2019).
- In the first years of the programme, Dutch government (ministry of the Environment and Infrastructure and the ministry of Economic Affairs) supporting Hivos in taking up an active role of co-lead of the Sustainable Food Systems (SFS) Programme of the UN 10-Year Framework of Programmes (10YFP).³⁶
- Policy dialogue in the Netherlands with LNV and Foreign Affairs around the international food security policy of the Dutch Government,

Nevertheless, these initiatives did not lead to a strong systematic cooperation at embassy level, even in a food security focus country as Uganda. The set-up of the Strategic Partnerships was also a factor at play, especially the limited ownership and capacity of the programme at Embassy level. Existing commitments and continuity in embassy programmes were often more important than addressing the D&D SP.

³⁵ Directorate Inclusive Green Growth (IGG) and Directorate Sustainable Social Development (DSO)

³⁶ Foreign Affairs did not take over the SFS liaison role. They were less interested in SFS and did not commit time anymore for membership of the MAC committee of SFS – see case study on international policy for details

Despite having limited strategic collaborative linkages, the relationship between Hivos and Ministry has been cordial throughout. Annual policy dialogues (*beleidsdiscussies*) were held in an open-minded and constructive setting of exchanging views and insights. While SD4All progress reports indicated that *regular meetings with civil servants at the ministry of Foreign Affairs about the international and programme-wide in-country advocacy efforts and activities ensured a structured feedback loop about the progress of the programme*, the evaluation found little evidence of pro-active exploration of synergies or concrete opportunities for strategic collaboration.

Second level partnership is between **Hivos and IIED** in the CAC.³⁷ At the start Hivos was in the lead, expecting IIED to be focusing mainly on research and research-related capacity building and communication activities. The overriding themes for research agenda were determined by Hivos and IIED in the programme's design (and ToC) revolving around aspects of the food system that they thought to be relevant for promoting of sustainable diets³⁸. Early in the programme, however, IIED raised the topic that research planning and implementation and related CSO and citizens advocacy could (and should) be more dynamic and responsive to the activities and needs of Southern partners. Hence, IIED also took on a leading role in the CAC to *unpack* the concept of Citizen Agency and bring it to practice e.g. in a toolbox and through capacity building initiatives (see section 4.2). The SD4all programme coordinator at Hivos is to be commended for responding positively to these developments and having IIED play a more pronounced role in communications and propagating citizen agency throughout the programme. One drawback in the relation was the high turn-over of SD4All-related IIED staff which caused complications and delays in some initiatives, e.g. late publication of research reports or some prolonged discussions about the method and scope of research projects. Overall the partnership between Hivos and IIED has been constructive throughout and thanks to the complementarity of both organisations, it created added value for the consortium.

The third partnership level³⁹ is between **Hivos / IIED and CSO** partners in programme countries. In partnership, the programme initially 'betted on the strong' by linking to mostly well-established partners, often with track records in food security or agriculture, and good network contacts in civil society and the public sector. Implicitly this means that the focus was more realising policy outcomes than on capacity strengthening because in betting on the strong, one will (at least in principle) as much as possible connect to, align with and build upon the existing influencing powers and capacities with partners. Later in the programme, more collaboration was sought with 'weaker' or younger partners: to be interpreted as diverse smaller and/or younger grass-roots organisations or groups of the marginalised or poor. In these cases, capacity strengthening got a more prominent place in the collaboration be it primarily with a view to strengthen the policy influencing and related capacities of such partners. As a result, in all countries, a balance emerged between well-established partners KRC in Uganda, Tanoker in Indonesia and Alternativas in Bolivia and younger more grass root organizations like Slow food in Uganda, Ningunes in Bolivia, and platforms like GBDI in Indonesia

All partners indicated that the relation between Southern partners and in-country programme coordinators (formally called: regional advocacy officer food) and other country- or hub-based Hivos staff has been cordial throughout. To quote a few reactions: there was appreciation for Hivos for open consultations, willingness to learn and adapt, flexibility in planning and budgeting offering space for partners to decide on course and content (admittedly within agreed ToC boundaries), provision of guidance in context analysis, facilitation of policy processes, being instrumental in connecting and aligning with third

³⁷ Article 19 is the third CAC member but is not involved in SD4All and no information was collected on the relation with and positioning of Article 19 in the CAC

³⁸ These themes were informality, rural-urban linkages and diversity (in agriculture and in diets)

³⁹ See also chapter 6 on governance and power dynamics

parties and networks, filling in capacity gaps (training, exchange, mentoring, etc.), sharing technical knowledge, support in M&E and related tasks, management support, and so on. Hivos staff itself sometimes regretted having too little time for more subject-matter engagement with and for partners to support them in their policy influencing. In countries like Uganda, Hivos played a crucial and necessary role in connecting local level policy advocacy to national (and international) platforms and fora, either by connecting levels themselves or by establishing new partnerships (like FRA) to bridge the institutional gaps. In Zambia, Hivos has accompanied partner CSOs in their interaction with government, for example in the meeting between CSO-SUN and the Vice president in 2019. Finally, it must be mentioned that there was wide-spread appreciation among partners for ROAFs for handling the burden and easing of stress of the parallel SD4All management lines (i.e. programme management from The Hague and line management in the hub) – see also 6.1 Theory of Efficiency. In conclusion: partnership between Hivos staff (especially in-country) and Southern partners was effective and constructive and contributed to the programme's overall achievements.

Contractual and financing relationship is between Hivos and country partners. Country partners sign annual contracts with Hivos although, sometimes, these are based on longer term (up to five years) framework sub-program documents. Partners were aware that their collaboration with Hivos on the SD4All program can, in principle, extend beyond one year, although there was no contractual commitment signed between the two parties to this effect. Consequently, budget allocations for country partners have been based on approved annual work plans. Final approval of work plans of partners is largely by the GPM either directly or through its regional offices hubs (RPDM). Funds, disbursement accountability and reporting is linear from the country partners to Hivos Netherlands. Partners were generally satisfied with this contractual and financing relationship, although in some cases they experienced delays in funds disbursement due to long reporting and accountability modalities. Partners also reported that despite the fact that budgets were based on ceilings determined by Hivos, there was a good level of budget flexibility at the country level. Country Partners have had the discretion to propose changes in budget utilisation through the annual ToC progress reviews and well as biannual monitoring, evaluation and learning sessions.

Fourth and last partnership level is among SD4All's Southern partners. Evidently, partners at the country level know each other and have had regular programme-related encounters such as for annual planning and reflection session, annual outcome harvesting seminars and for the many joint capacity building initiatives. However, in terms of strategic and programmatic collaboration, the picture is a more mixed one between countries. In Indonesia there was little functional relationship or programmatic collaboration between the two main partners Tanoker and GBDI due to distance and type of activities. The newer partners, ASPPUK and NTFP-EP, have somewhat closer connections under the Switch Asia Local Harvest project (co-financed by SD4All), which, however, falls beyond the scope of this assignment. In Uganda, partners do work together on specific agenda's and create added value from this synergy. A good example is the mutual reinforcement of local and national policy influencing in Uganda by respectively KRC and Slow Food at local level with FRA at national level. This has created win-win situations e.g. in terms of evidence generation, learning and networking. Equally, in Zambia, beyond joint collaboration in the development of SD4All country program and adaptation of the country's ToC, partners have worked together on joint activities such as joint training sessions, food days, research projects, as well as joint review and planning session organised by Hivos. In Bolivia, Hivos claims that the most important achievement of the SD4all Programme is the formation of an "Ecosystem of partners". Reportedly, the partners have become stronger, they got to know each other, they collaborate, they trust

each other, help each other with specific issues and that they accompany each other in their organizational developments. However, the evaluation is of the opinion that the strength of this "Ecosystem" has been in the complementarity of partners work, and less in generating synergies and creating added value beyond this complementarity. Exchange between partners in different countries has taken place at different occasions, especially so between African countries (Uganda – Zambia mainly) and in the context of international events such as SFS conferences or side-events of CFS. Practical and linguistic barriers were mentioned for not having more of these exchanges, even though all partners that we encountered expressed their interest in south-south exchanges and regret that these were not organised more systematically.

8. CONCLUSIONS: ACHIEVEMENTS, CHALLENGES AND RECOMMENDATIONS

EQ 1: Which changes have occurred in agendas, policies and practices of targeted social actors and in the L&A capacities of participating organisations (effectiveness)?

CONCLUSIONS

ACHIEVEMENTS

- Thanks to the programme, partners have strengthened their capacity and gained confidence in preparation, planning and implementation of advocacy campaigns as well as in embedding evidence in advocacy.
- As a result, partners and citizen groups have been able to score outcomes in influencing agenda setting, dialogue with governments, engagement of citizens in policy influencing, and effective communication on policy issues with target audiences and the public at large.
- The programme contributed to increased awareness and knowledge of the food system concept and approach with a wide audience of policy makers and other stakeholders at local, national and international levels.
- The programme made significant strides towards sensitizing and mobilizing government actors, influencing policy agendas and to a lesser extent putting in place and implementing improved policies and legislations in favour of sustainable diets and nutrition.
- The contribution of the programme was often significant and necessary to trigger stated policy processes and realising the – mostly intermediate - outcomes.
- A core quality of the programme approach lies in fostering and strengthening citizen agency in policy influencing and furthering responsiveness of policies to citizens' priorities

CHALLENGES

- Influencing policy and behaviour change on sustainable diets and nutrition cannot be achieved through a programme with a short and finite timeframe. It is a task that requires sustained effort.
- The programme could have paid more attention to capturing power dynamics in the present food systems that inhibit effective food system transformation, notably (open or covert) alliances between powerful private sector players or networks and influential actors in politics and public sector.
- Many outcomes were at intermediate level (e.g. agenda setting) and policy processes have not yet reached the stage of policy change, let alone implementation. In most cases follow up is required to ensure that these initiatives reach the envisaged end result. However, follow up in a longer-term perspective may be endangered as the programme is coming to an end soon.

RECOMMENDATIONS

- Ideally, the CAC partners and the Dutch Ministry of Foreign Affairs should reflect on the programme's future in view of which further interventions will be needed to create sufficient momentum at the policy level, to uphold and broaden attitude and behaviour change among consumers, and to sustain economic values and motivation to maintain the changes at both these levels.
- As the programme will not be extended under the new SP framework, it is imperative to focus in the short run on how to complete work on the different policy developments that were put in motion but have not been brought to an end.
- In the Netherlands, Hivos attained a good position (knowledge and expertise) in matters of sustainable diets and consumer interest in food systems. These issues happen to be two areas of increasing importance and relevance in contemporary policy debates on food systems, nationally as well as internationally. Advice is to keep this focus and strengthen positioning in these areas based on evidence and knowledge gained in SD4All practice.

EQ. 2A. How relevant are the changes in the context in which the programme is operating? To what degree can these changes be interpreted as positive (or negative) steps towards the objectives (2020 goals) of the thematic program's ToC.

CONCLUSIONS

ACHIEVEMENTS

- The programme contributed to the growth of the ecosystem of healthy, sustainable consumption and appreciation of food heritage in the rural and urban settings in programme countries.
- The concrete outcomes in terms of sustainable consumption and production of food may be still modest (in absolute terms) but often a critical mass of stakeholders and actors has been mobilised especially at local levels and in international fora.
- Changes brought about by the programme in programme countries and at international level, including those in policy and regulatory frameworks, those in the food system and with the actors, as well those affecting partners' capacity, were not starters but contributors to the efforts already taking place in those countries to improve food and nutrition security.
- Often there was a positive linkage between what the SD4All supported and the strategies that countries were adopting to reach the food and nutrition related goals in their development plans as well as in their endeavours to realise the UN Sustainable Development Goals.
- Highlighting the multi-dimensionality of a sustainable diets greatly contributed to public sector policy and planning processes and brought food and nutrition issues closer to the lives of the people in the civic domain.
- A deeper understanding emerged of what it takes to support work with citizens in the food system of the poor, and how effective (or not) CSOs are in that task.
- Engagement with small-scale food vendors and chefs in different countries is likely to contribute to making more locally produced food available and therefore to retain more economic value with local entrepreneurs.
- Real-life experiences provided evidence that informed and influenced the agenda setting and policy debate at national and international levels. Part of this evidence was generated by cases of service delivery activities that partners were involved in.

CHALLENGES

- In the promotion of healthy and/or indigenous foods, emphasis in the programme was mostly on either production (diversification) or consumption (sustainable diets) but less on the dynamics that bridge both (the intermediate actors and processes). The chain is not closed. Middle sections did not follow course with up- and downstream changes in the system.
- This hampered the optimisation of linkages and vertical scaling in the value chains and lowered incentives for producers and consumers to engage.
- It proved difficult to capture local-to-global connections and translate these into concrete action points at these levels.
- Learning by doing and systematic iterative processes to linking recurrent ToC revisions and outcome harvesting to programme development have helped to revisit and sharpen the focus of the programme in the different countries.
- Lobby and advocacy alone may not be sufficient for realising the long-term objectives of the project in the food systems. In those cases where L&A was followed by service delivery actions in supplementary programmes of partners or in collaboration with service delivery CSOs, the results of L&A were found to be more profound than in cases where there wasn't any such programme.

RECOMMENDATIONS

- An assessment of the political economy of global food systems can provide a better understanding of the power dynamics in the system and of connections between local, national and global levels that have a bearing on the access of (low income) people to sustainable food.
- Such assessment can serve as entry point for a meaningful strategic positioning of Hivos at different levels and to determine what programme interventions can connect local policy dynamics to higher policy arenas and debates.
- Expertise and knowledge gained in programme practice that may be particularly relevant for future campaigning relate to areas of urban food governance, informality in food systems, true costing of staple foods, and gastronomy as entry point for promoting sustainable diets.
- More research is needed to fully explore these niche themes, while in cases where evidence is available, ability of CSOs and CBOs to develop and implement effective campaigning around these topics must be strengthened.
- Role and relevance of CBO's transformation of food systems of the poor must become more pronounced as they are much closer to the food system dynamics than large CSOs and NGOs.
- Engagement in policy influencing viz-a-viz food corporations and agri-businesses is necessary as these players strongly influence food systems dynamics from global to farm level.
- In international L&A, it is advisable to also focus on regional platforms around food system transformation as these may offer more direct and relevant connections to in-country policy dynamics.

EQ2.B To what degree and how are these changes 'inclusive' i.e. benefiting /discriminating specific marginalised people?

CONCLUSIONS

ACHIEVEMENTS

- There were positive experiences with reaching out to and engaging with lower income groups, but more so in rural areas than in cities, more so with farmers & farming communities than with consumers and often in small group-based initiatives with fairly homogenous member composition and less so in multi-actor initiatives.
- Working with informal sector (food vendors & cooks) has proven to be a good strategy to generate positive dynamics and outcomes in food systems of the poor.
- Participatory research tools such as food diaries provided crucial insights into existing patterns of dietary diversity, food access and food insecurity.
- There is general recognition among programme partners of the relevance and importance of inclusiveness in issues related to food system transformation. This was particularly acknowledged for youth.
- The programme supported additional initiatives and offered space and resources to further exploit and amplify gender- and youth-related potential among its partners
- The achievements in relation to gender and youth were often based on the (already existing) gender expertise and engagement of partners in this respect.

CHALLENGES

- The most challenging and least effective endeavour was reaching out to low-income urban consumers on healthy foods or sustainable diets.
- It has not been possible to confirm a trickledown effect which in some countries was taken as an assumption in the programme logic.
- Different food patterns and habits of low-income groups were not sufficiently considered or explored in the baseline food system analyses
- The programme did not have a comprehensive strategy to address gender or youth issues in food system transformation.

RECOMMENDATIONS

- When the ambition is to focus on sustainable diets for low-income population, it is important to develop specific strategies to reach out to and pro-actively engage with this group.
- It is important to first establish a (possibly context-specific) delineation of the low-income group and to undertake an assessment of the food systems of the poor. This must be at the basis of strategy development.
- Take the economic constraints of low-income population in consideration and explore new ideas on low-cost sustainable food, especially in urban contexts where diet-patterns have changed a lot.
- A diversified approach is required in working with urban low-income consumers with concrete interventions aimed at service delivery and focus on economic development as this cannot be addressed with lobby and advocacy only.
- Similarly, a comprehensive and contextualised strategy is needed to address youth and gender in food system transformation.
- Such a strategy must be developed on the basis of contextualised evidence and insights in gender- and youth-related dynamics in the actual food systems.
- In partner selection, seek collaboration with groups / CBOs of poor people or with CSOs that have natural ties to the low-income population and expertise in addressing inclusion of (poor) women, youth and children in food systems.

EQ2.C Analyse the applied strategies and interventions in terms of CAC's overall Citizen Agency approach to Lobby and Advocacy.

CONCLUSIONS

ACHIEVEMENTS

- While the concept of citizen agency was not new as such, the SD4ALL programme was innovative and successful in operationalizing Citizen Agency in the context of food systems and sustainable diets.
- Evidence of success is found in the dynamics of numerous citizen-led groups and platforms such as food councils, food parliaments, sustainable food movements, coalition of the willing, functional groups, etc.
- Evidence generation and assimilation meaningfully informed the advocacy initiatives. Research has gradually become more relevant and better connected to food system actors, thanks to concerted efforts to evidence generation in the citizen agency approach.
- These citizen groups have covered a broad scope of functional mandates within the food systems and from their dynamics emerged the most visible and concrete outcomes of the programme.

CHALLENGES

- Citizen Agency needs time to emerge, mature and become effective especially in policy influencing. The programme may have underestimated time and effort needed to realise its ambition in this respect.
- A programme approach (stop & go) can offer incentives to strengthen citizen agency but sustaining the influence and power of agency requires a longer-term engagement that this programme could not offer.
- Ensuring all-round effective citizens participation and agency often requires more resources and more time than originally factored into budgets and work plans.
- Making a switch from mobilising citizens (on a sustainable diets agenda) to help organising citizen agency around policy influencing (and other affirmative action) on sustainable diets for low-income people, proved to be difficult in practice for programme partners.
- This would have required more strategic reflection on how to make the switch (as an organisation) as well as on what skills, capabilities and capacities are needed to do so (within Hivos, IIED and partners).
- Programme initiatives were necessary but often not yet sufficient in strengthening essential capacities of citizen groups to take a lead of agency-driven policy influencing. The diversity of citizen groups is a strength but at the same time, it poses a challenge in providing tailor-made and diversified yet efficient support to all these initiatives.

RECOMMENDATIONS

- Many citizen groups supported by the programme are still in infancy. Their ability to conceive their own advocacy agenda and initiate their own engagement with government still needs to be strengthened.
- Sustained citizen-driven policy influencing requires more institutionalised mechanisms to allow citizen agency to play a sustained role in food system transformation processes. More is needed to explore such mechanisms (and learn from good practices in other sectors than food).
- There is also a need to further explore how to optimise synergy and complementarity of citizen agency with other dimensions of an effective L&A approach, with specific attention to citizen-driven generation and assimilation of evidence.
- Support to small- and medium-scale actors in the food system can work better when embedded in social business models that combine social objectives of sustainable diets with the economic reality of the small businesses.

EQ2.E Analyse the applied strategies and interventions in terms of CAC's overall L&A approach of combining insider and outsider strategies, and dialogue and dissent strategies.

CONCLUSIONS

ACHIEVEMENTS

- The positive-constructive advocacy strategy adopted by Hivos and partners did in most cases prove to be effective in building trust with government officials and influencing public sector audiences.
- The mixed approach of the programme: develop local capacities, generate evidence, and use evidence in policy influencing has proven to be effective.
- Relation management (mostly in public sector) has been an important aspect of the advocacy approach and was taken up well in all countries by Hivos and partners.
- Communications contributed to a better framing of policy demands towards target audiences and proved instrumental in bringing the voice of Southern actors to policy discourse at different levels in programme countries as well as in international fora.
- Collaborative approaches with other like-minded organisations or programmes expedited and reinforced policy influencing. The programme has proven that Multi-Actor Initiatives can be a powerful tool to link citizens with differing interests in win-win alliances aiming at or supporting transformation towards more sustainable food systems.

CHALLENGES

- Achieving concrete outcomes such as uptake of a food systems approach by relevant actors is a long-haul effort that cannot be achieved single-handed but needs continued and long-term commitment and concerted efforts by many actors.
- The initial SD4All programme design was too ambitious. The programme would have benefitted from choosing a more narrow and contextualised focus (for each country) in specific aspects of the food systems needed to achieve the programme's stated overall objectives.
- The programme would have benefitted from a good (longer) inception process, to make clear choices and develop related research, strategizing, partner selection, initial capacity building, and setting up the framework for DMEL.
- Establishing its strategic position and role in policy influencing on sustainable diets was not obvious given the fact that at the start of this programme cycle, Hivos had limited experience and track record in policy influencing or in food systems and sustainable diets.
- It took time and effort for Hivos to get recognised and trusted as a reliable and knowledgeable player in the policy arenas (from local to global).

RECOMMENDATIONS

- Using the insights that were gathered with citizen agency in the programme, further reflect on how to strengthen mechanisms and approaches for effective policy influencing by (and not on behalf of) citizens.
- In future, there is need to develop documentation of experiences and lessons learnt on how to best position CBOs, informal groups, CSOs and research institutes in the design and implementation of comprehensive L&A strategies that are rooted in citizen agency

EQ.3. To what degree are these changes sustainable?

CONCLUSIONS

THE CONTRIBUTING FACTORS:

- Targeting and working very closely with government institutions and operating frameworks both at local and national levels boosted programme sustainability. Already, a substantial number of programme outcomes were found to be closely integrating with government policy agendas and frameworks. This enhances likelihood of sustainability of programme outcomes.
- Hivos and partners have had broad networks of allies, collaborators, and citizen agents. Partnerships with organisations that are well-grounded institutionally and with long-standing experience in their respective themes contribute to sustainability of programme outcomes.
- Less experienced partners and informal organisations have benefited from linkages with the well-established partners.
- Healthy food is a globally recognised topic that is linked to environmental, health, socio-economic and lifestyle topics. SD4All came at the right moment and should take advantage of this energy as the topic will remain on the agenda (socio-economic conditions permitting – e.g. covid-19 crisis)
- The programme focus on diversification, indigenous food varieties and food traditions and cultures in programme countries contributed to sustainability of programme outcomes.
- The programme has benefited from outreach to donors and UN agencies that has resulted in additional funding.

THE CHALLENGES:

- Many citizen groups still lack the capacity (institutional, operational, technical, financial) to pursue their objectives in L&A, to conceive their own policy agenda and to initiate own engagement with government institutions.
- Relatively less attention was paid to larger sized, commercially oriented intermediate actors in the value chains of indigenous food crops notably in processing and commercial trade. Engagement of these actors is needed for a structural transformation of the food system.
- A number of the policy outcomes scored were either transitional outcomes or still work-in-progress. The final result of the policy process is not yet reached.
- There is a challenge in bringing new or improved policies into action and sustaining implementation thereof in ever changing social-economic and political environments.
- Partners are financially dependent on donors especially for interventions related to policy influencing where there are no inherent mechanisms to self-generate resources.
- For multi-stakeholder platforms to remain effective, enabling conditions must be in place such as trust, effective leadership and adequate management of power dynamics within these platforms.
- Few donor agencies provide institutional funding for MAIs while there are often very few ways in which MAIs can successfully engage in (local) resource mobilisation.

RECOMMENDATIONS

- Facilitating further capacity strengthening for the citizen groups and multi-stakeholder platforms is critical if the Citizen Agency momentum started in this phase of the programme is to be sustained and expanded.
- Sustained policy influencing by MAIs depend on the commitment of members to remain engaged and willing to contribute to the platforms. This commitment must find its roots in individual and collective acknowledgement of the relevance and importance of the MAIs in bringing agency and influence of citizens to the policy arena.
- Support to partners in exploring (local) resource mobilisation strategies is critical.
- To address private sector interest and fill in the missing links (businesses) in the value chains, there is a need to better understand and position business interest and objectives in the promotion of sustainable diets and healthy (indigenous) foods.
- In supporting citizen agency, CSOs must also duly acknowledge, respect and foster the business interests of entrepreneurs that constitute the economic backbone of a food system

EQ5. What has been the role of the CAC consortium members, partner organisations and the MFA/EKN in contributing to the observed changes? Which factors and processes have influenced these changes? Consider

- **the role /contribution of the CAC consortium members and partner organizations, and the collaboration/partnership between them?**
- **the role of the Ministry of Foreign Affairs/ Dutch Embassies?**

CONCLUSIONS

- Despite having limited strategic collaborative linkages, the relationship between Hivos and MoFA has been cordial throughout.
- Annual policy dialogues (beleidsdiscussies) were held in an open-minded and constructive setting with rich exchanges of views and insights.
- The SD4All partnership arrangements with Southern CSOs positively contributed to programme effectiveness as evidenced in effective coordination in programme implementation as a result of joint planning, contracting and collaborated financing between partners at different levels.
- There has been wide-spread appreciation among partners for Hivos for its flexibility in planning and budgeting, willingness to learn and adapt, guidance in context analysis, facilitation in policy processes, support in M&E and admin-finance tasks, and capacity enhancement for partners.
- Joint ToC, joint monitoring and reviews at country levels coupled with national and international learning / exchange visits have also been a plus factor in bringing about mutual learning between partners and Hivos at all levels.
- Country level partners have been able to utilise the expertise and linkages hosted by peers, as well as the skills solicited from northern counterparts to enrich their respective capacities.
- The partnership between Hivos and IIED has been constructive throughout. Thanks to the complementarity of both organisations, it created added value for the consortium.
- Eventually IIED 's role stretched well beyond research and communications. IIED indeed also assumed an appreciated role in developing and rolling out the concept of citizen agency in a programmatic context and in strengthening advocacy capacities of Hivos staff and partners.
- In this way, IIED contributed to shaping and sharpening the programmatic approach and strengthening the capacity and performance of partners (and in-country Hivos staff) in evidence-based policy influencing.

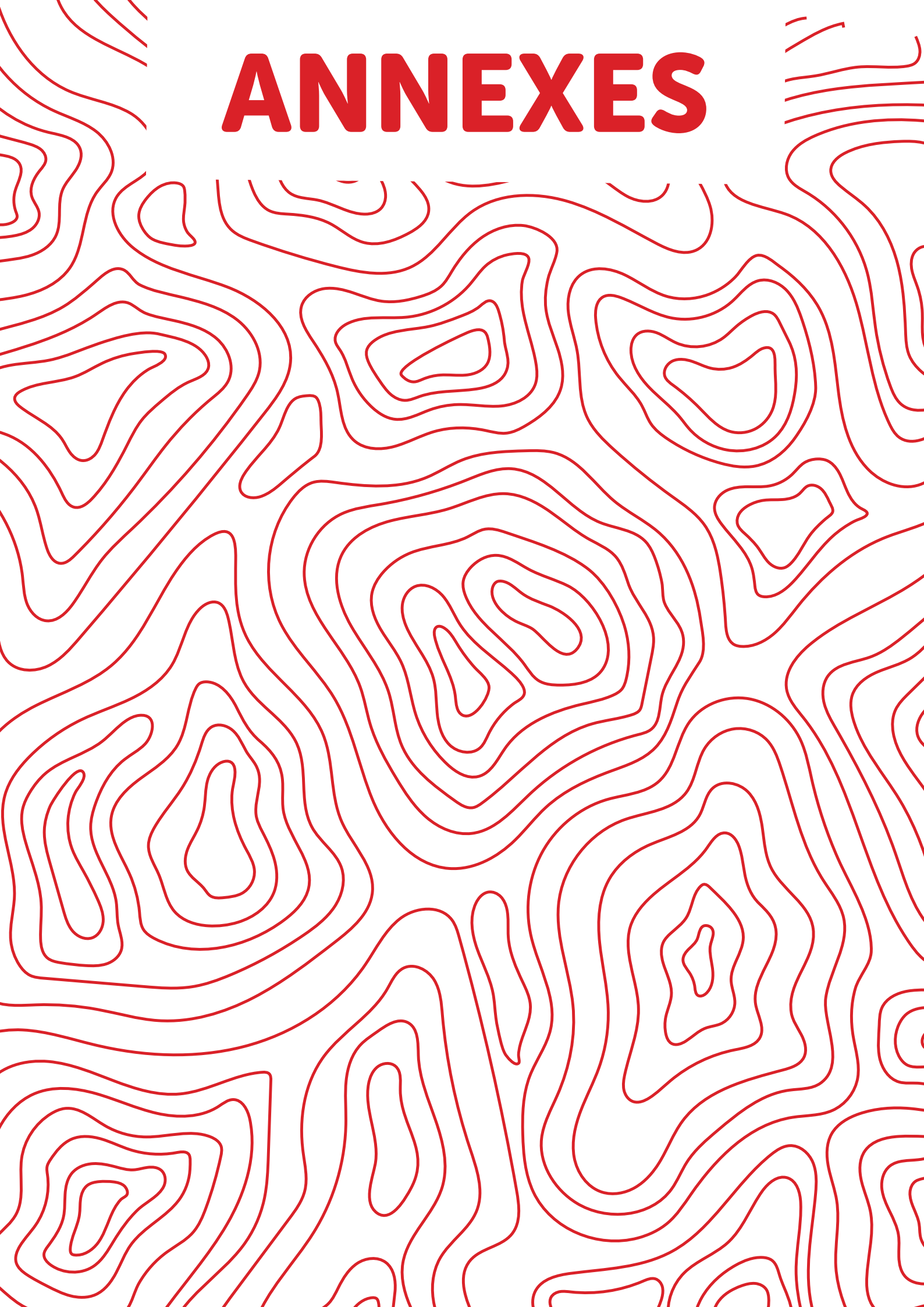
CHALLENGES

- Little evidence was found of synergies or concrete strategic collaboration between the MoFA and the SDA4All programme, either globally or in programme countries.
- Apart from the institutionalised (annual) policy & programme exchanges in the Strategic Partnership Programme network, there have been only more sporadic initiatives of cooperation and exchange in The Hague and in country with EKNs.
- Initially, some partners may have had challenges in getting acquainted with concepts (e.g. food system) and methods (Toc & OH) introduced by Hivos.
- More could have been done (in an inception phase?) to realise more co-creation by learning from partners (and citizens) what their methods and approaches are that have sustained the ability of poor people to access healthy affordable food.
- Opportunities for peer learning among Southern partners were created and appreciated but these were less numerous and less structurally conceived as partners may have wished.
- It proved quite difficult for Hivos to find and consolidate a meaningful role and position in international and global policy dynamics as well to in the interface thereof with local and (sub)national policy dynamics.
- The 'sandwich approach' of pushing nationally and using engagement at global level (SFS programme) as an international mechanism or lever to push for domestic change has remained somewhat of an artificial construct.
- High turnover of staff within IIED was a drawback in role and contribution of IIED to the programme.

RECOMMENDATIONS

- In future, it would be beneficial to undertake a more comprehensive context analyses and elaboration of a realistic and relevant ToC and strategies than what was done in the inception of SD4All program.
- Realise co-creation by learning from partners and citizens what their methods and approaches are that have sustained the ability of poor people to access healthy affordable food.
- Ensure when introducing concepts such as sustainable food system or citizen agency that these are well embedded in and where relevant adjusted to the perceptions of the poor and duly take into account / address power dynamics in the food system.
- MoFA should take more active roles in collaborating Dutch Multi-Annual Strategic programs at country levels with the strategic partnership programs in order to maximize complementarity, offer strategic support to participating Dutch CSOs and dedicate sufficient capacity in focus countries towards focus themes.

ANNEXES



Annexes

Note - Country study reports attached in separate submissions

Annex 1 – Terms of Reference

External End-Term Evaluation
Citizen Agency Consortium
Sustainable Diets for All (SD4All)
July 2019

1. Background

The Citizen Agency Consortium (CAC), consisting of Hivos, the International Institute for Environment and Development (IIED) and Article 19, will commission an external end-term evaluation of the five-year CAC strategic partnership with the Dutch Ministry of Foreign Affairs under the Dialogue and Dissent framework⁴⁰ (2016-2020). This external end-term evaluation consists of a number of separate but related –evaluations (as explained in par. 3.4.)

The present document provides the Terms of Reference for one of these: **an evaluation of the Sustainable Diets for All (SD4All)** program, which is one of the four thematic programs of this Strategic Partnership². The document also shows how this thematic evaluation (cf. 3.4.2.) is part of the overall end-evaluation.

2. *Sustainable Diets for All* as one of the thematic programs of the Citizen Agency Consortium Strategic Partnership program

The Citizen Agency Consortium Strategic Partnership program focuses on strengthening the lobby and advocacy capacities of civil society partner organizations in countries in East & Southern Africa, Southeast Asia, and Latin America as well as at global level, and -together with these civil society partner organizations- on achieving lobby and advocacy goals (influencing policies and practices of market and government actors) in four specific thematic areas.

The *Sustainable Diets for All* program is implemented in Uganda, Zambia, Indonesia, Bolivia and –incipient-in Kenya, as well as globally/in the Netherlands. In the five southern countries SD4All supports and collaborates with 18 civil society partner organizations³.

¹ <https://www.government.nl/documents/regulations/2014/05/13/policy-framework-dialogue-and-dissent>

² The other three programmes are: Green & Inclusive Energy, Open Contracting, Decent Work for Women.

³ For more information on the **SD4All** programme see Chapters 2 in: <https://www.hivos.nl/assets/2019/07/2015-Programme-Documents-Citizen-Agency-Consortium.pdf> <https://www.hivos.nl/assets/2019/07/Annual-Progress-report-2016-.pdf> <https://www.hivos.nl/assets/2019/07/Annual-Progress-Report-2017.pdf> <https://www.hivos.nl/assets/2019/07/Annual-Progress-Report-2018.pdf> see also the SD4All website <https://sustainablediets4all.org/> <https://www.hivos.org/program/sustainable-diets-4-all/>

Under the Citizen Agency Consortium program four separate thematic project teams are responsible for implementation. Each team is led by a global manager, based in Hivos Global Office in The Hague. Sub-teams, residing under the Hivos Hubs in Nairobi (for East Africa), Harare (for Southern Africa), Jakarta (for Southeast Asia) and San José (for Latin America), are responsible for implementation in the countries of their (sub) region. Sub-team members are not always based in the Hub-countries themselves. **The SD4All project (sub) team members are based in Uganda, Zambia, Indonesia, Bolivia, the Netherlands and the UK (IIED staff).**

Overall coordination within the CAC is provided by a project coordinator and a Project Team, which includes the four thematic global managers. Overall responsibility lies with a Steering Committee, representing the management of Hivos, A19 and IIED.

Under a consortium-wide Theory of Change (ToC), for its operation each thematic program is guided by its own Theory of Change. These Theories of Change are not static documents; they have been adapted over time. The SD4All program has also formulated country ToCs. Each thematic program has carried out baseline studies in 2016⁴¹.

The Citizen Agency Consortium uses a number of approaches for monitoring of results. These include Outcome Harvesting and Narrative Assessment (for monitoring L&A results) and Capacity selfassessments. Each thematic program uses the findings from monitoring for analysis and reflection, both at team level as well as in meetings with partners, to compare progress with the ToC, for adaptation of ToC where necessary, and for annual planning. Within the annual cycle for presenting reports and plans, set by the grant decision, the 4 thematic programs follow similar but not the same trajectories, depending on their different internal logics.

3. The End-Term Evaluation

3.1. Introduction

The end-term evaluation is organized in line with the Partnership Agreement between the Citizen Agency Consortium and the Ministry of Foreign Affairs and the Ministry's Grant decision. The responsibility for this evaluation lies with the Citizen Agency Consortium, and is commissioned by Hivos.

3.2. Principles and Purpose of the Evaluation

This evaluation will seek a balance between Learning and Accountability purposes.

In line with the program's focus on capacity development the evaluation is designed to maximize learning, among partners as well as among CAC members.

It will facilitate learning by actively involving partners and project teams throughout the evaluation process, from inception phase to discussing findings and formulating conclusions. To the degree that the evaluation is able to enhance a sense of 'ownership' among these stakeholders it may be expected to be useful, in the sense that findings will be 'owned' and used in the future. It is expected that the CAC member organizations as well as partner organizations especially those who will be more intensively involved in the evaluation- will be able to use it for strengthening their future advocacy efforts, by learning from how changes have (or have not) been achieved through their joint efforts. Concretely the (findings from the) evaluation will be used in future programming i.e. the 'intended' follow-up to Dialogue and Dissent (D&D2)

⁴¹ <https://www.hivos.nl/assets/2019/07/2016-Inception-Report-Citizen-Agency-IIED-ARTICLE19-Hivos.pdf>

The CAC will also use the findings of the evaluation to account for the implementation of its program. The evaluation will meet the methodological requirements for this purpose. It is expected that the evaluation will be useful for the Dutch Ministry of Foreign Affairs in D&D2 and in its accountability to Parliament. It is further expected that the evaluation report will be an ingredient in the planned 2021 synthesis study by IOB (Policy and Operations Evaluation Department of the Ministry of Foreign Affairs).

3.3. Objective of the Evaluation

The objective of the evaluation is to assess the *effectiveness, relevance, sustainability and efficiency* of the Sustainable Diets for All program. These evaluation criteria relate to the *changes* the program has contributed to:

- *changes* in capacities for Lobby and Advocacy of (Southern) partner organizations,
- *changes* in agendas, policies and practices of government and market actors (and possibly other actors, depending on the specific ToC of the program).

Following the OECD-DAC definitions, *effectiveness* is about the degree to which intended changes were achieved, i.e. the degree to which these changes took place and the contribution of the program to these changes. *Relevance* is about the importance of these changes (i.e. their significance for longer term changes) and *Sustainability* is about whether these changes can be expected to last. *Efficiency* relates the results of a program (at output or outcome level) to the cost of achieving them.

It is generally acknowledged that processes of Lobby and Advocacy as well as of Capacity Development are not simple and linear. These Terms of Reference explicitly recognize this character of L&A and Capacity Development. The evaluation questions in paragraph 3.5 provide an appropriate operationalization of the evaluation objective.

3.4. Phasing of the CAC SP end-evaluation

In order to effectively serve its purpose and objective, the CAC SP end-evaluation will consist of a sequence of separate evaluation studies, commissioned to different evaluation teams. This will allow to do full justice to the individual thematic programs as well as to generate a synthesis of the overall Citizen Agency Consortium. It will allow learning in each thematic program and provide for overall learning between the programs and about the CAC as a whole.

3.4.1. Substantiation of Harvested Outcomes.

As a first step of the evaluation, an Outcome Harvesting expert will carry out a standard exercise of *substantiation* of the Outcomes that were harvested in the program period.

Outcome Harvesting was used for monitoring the results of Lobby and Advocacy interventions. CAC staff and partner organizations contributed to Outcome Harvesting. Outcomes were harvested in three rounds, in 2017, 2018 and 2019. This substantiation exercise will enhance the quality of data available to the evaluators. It is part of the evaluation's triangulation process, and will generate an input for the phase of thematic evaluations.

3.4.2. Thematic Evaluation studies & learning events

Four parallel studies will evaluate effectiveness/relevance/sustainability/efficiency of the 4 thematic programs (Decent Work for Women, Open Contracting, Green and Inclusive Energy, and Sustainable Diets for All).

Each evaluation will be theme specific, but will at the same time address the major common issues of the overarching CAC program, thus allowing for a subsequent CAC-wide synthesis. Case studies will make up the core of the thematic evaluation studies.

Each of the four thematic evaluations will include a learning event with partner organizations to validate and learn from the findings of the evaluation. These learning events will be integrated as much as possible with the regular partner meetings in the thematic programs.

3.4.3. Evaluation of the internal organization of the Citizen Agency Consortium

This will be implemented after the completion of the 4 thematic evaluations, i.e. after a clear picture of the program's effectiveness has emerged. It will look at the Citizen Agency Consortium partnership and its implementation modalities as a whole.

3.4.4. Overarching CAC-Synthesis & learning event

On the basis of the completed studies a CAC wide synthesis exercise and learning event will be organized in the second half of 2020. These will compare the findings from the studies and analyze patterns of commonalities and differences between them, leading to a final synthesis report with overall conclusions and lessons for the future. It will be validated in a CAC-wide learning event, bringing together participants from the CAC consortium and from partner organizations

3.5. Evaluation Questions thematic evaluations

The evaluation questions below provide the first operationalization of the evaluation objective, as guidance for evaluation proposals. Further operationalization will take place in dialogue with evaluation teams, during the inception phase.

Each of the four thematic evaluations will give an account of the thematic program, its Theory of Change, the process and history of implementation, monitoring and learning as well as of the changes (results) that were achieved. Processes of Capacity Development and Policy influencing do not follow predictable cause-effect trajectories. Narrative and participatory approaches are necessary to capture these processes of change (absence of change).

As much as it will focus on the changes that were (or were not) achieved, it will focus on the way the program team and partners have learned from these.

The evaluation will seek to maximize the learning effect for the thematic teams and partner organizations, by involving them in the design of the evaluation and the specific questions, during the inception phase, by validating findings and by organizing learning events on the final report.

Evaluation Questions

- Describe the trajectory of the program and its implementation since 2016: its various cycles of planning-implementation-monitoring-reflection and learning- adaptation etc.
- Which changes have occurred - expected or unexpected- in agendas, policies and practices of targeted social actors and in the L&A capacities of participating organizations?
- To what degree can these changes be interpreted as positive (or negative) steps towards the objectives (2020 goals) of the thematic program's ToC, a.o. in comparison to the situation described in the baseline studies?
- To what degree and how are these changes 'inclusive' i.e. benefiting /discriminating specific marginalized people?
- Do these changes have environmental/climate effects (positive/negative), and if so, how?

- How relevant are these changes in the context in which the program is operating?
 - To what degree are these changes sustainable?
 - which factors and processes have influenced these changes? Consider a.o.
- The role /contribution of the CAC consortium members and partner organizations, and the collaboration/partnership between them?
the role of the Ministry of Foreign Affairs/ Dutch Embassies?
- Analyse the applied strategies and interventions in terms of CAC's overall Citizen Agency approach to Lobby and Advocacy.
- Analyse the applied strategies and interventions in terms of CAC's overall L&A approach of combining
 - -insider and outsider strategies;
 - -dialogue and dissent strategies;
- What has the program done to ensure a proper use of available/limited resources? What was learned from this?
- Which factors, external (context) and internal (program) may explain your findings?

Approach and Phasing

This evaluation will answer the above questions for the entire **SD4All program**.

In doing so it will build as much as possible on existing monitoring data, and complement these with additional data collection where needed.

As was indicated above, the core of –the fieldwork of– the SD4All evaluation will consist of a number (4-5) of case studies. The SD4All project team has suggested topics for these case studies⁴².

The selection of topics and formulation of the case studies will take place during the inception phase, in consultation between the evaluation team and the SD4All project team.

The evaluation will start with an **inception phase** in which the selected evaluation team elaborates its original proposal, on the basis of documentation to be provided and consultation with the SD4All project team and the evaluation managers.

The inception report must be approved by Hivos before the actual research phase will start.

3.6. Evaluation Management and Quality Control

Two Hivos senior DMEL officers are responsible for commissioning and managing the evaluation. - The Project Team will function as an Internal Reference Group.

-The External Reference Group has provided quality advice on the Terms of Reference and will advise on the quality assessment of the draft reports.

The External Reference Group for the CAC evaluation consists of three international MEL specialists:

Dr. Huib Huyse, KU-Leuven, Belgium,

Mr. James Taylor, CDRA, South Africa

Mrs. Jennifer Chapman, independent consultant, UK.

-Consortium partner MEL colleagues will be involved in the quality assessment of the draft reports.

3.7. Requirements of Evaluation Team and Proposal

The evaluation will be commissioned to an evaluation team that combines the following demonstrated skills and experience in:

- (Qualitative) Evaluation,
- Case study research,
- Facilitating Learning evaluation,
- Civil Society Capacity Development,

⁴² See: <https://www.hivos.nl/assets/2019/08/SD4All-Proposed-topics-for-the-evaluation.pdf>

-Lobby and Advocacy, and has thematic expertise in the area of sustainable Diets for All.

The proposal must

- show a good understanding of the Terms of Reference, principles and purpose of the evaluation, evaluation criteria, and the evaluation questions and their interconnection, -propose realistic approaches to answering these questions,
- propose a realistic approach to the contribution question,
- propose how to make this a learning evaluation,
- propose how to undertake the case studies,
- show how this proposal will be further elaborated in the inception phase, -respect the budget maximum.

Proposals will consist of:

- A technical proposal (max 10 pages),
- A financial proposal,
- References to successful completion of similar evaluation exercises, -CVs of all proposed team participants.

Proposals must be sent to

Karel Chambille / kchambille@hivos.org at the latest on September 15th, 2019.

3.8. Deliverables

- Inception report
- Draft & Final Reports. The reports of the four thematic evaluation studies will all follow the same outline, given by the evaluation questions. They will include separate case study reports. The precise outline for the final report will be defined during the inception phase.

3.9. Budget

The total budget available for the SD4All thematic evaluation amounts to max. € 112,000.-, inclusive of VAT. It is expected that 55-60% of available days will be allocated to the case studies.

The budget does not have to cover learning events, for which Hivos holds a separate budget.

3.10. Timing

- | | |
|--|-------------------------------------|
| -Deadline for presenting proposals | : September 15 th , 2019 |
| -Final decision on proposals/contracting | : October 15 th , 2019 |
| -Inception Report | : December 1 st , 2019 |
| -Draft Report | : April 1 st , 2020 |
| -Final Report | : May 1 st , 2020 |

A detailed time plan will be made during the inception phase, in consultation between the evaluation team and the SD4All project team. This will include planning for learning event(s).

Annex 2 – Research Framework

EQ 1: Which changes have occurred in agendas, policies and practices of targeted social actors and in the L&A capacities of participating organisations (effectiveness)?

<p>Rationale</p> <p>This question responds to the EQ of the ToR: “Which changes have occurred – expected or unexpected- in agendas, policies and practices of targeted social actors and in the L&A capacities of participating organisations, and the related question “which factors and processes have influenced these changes?”</p> <p>The SD4All programme is operating in a complex environment with multiple actors that relate and connect at different levels in a market system that stretches from pre-production to consumption. Specific attention will be given to factors and processes that influenced the changes notably the role & contribution of the CAC consortium members and partner organisations, and the collaboration and partnership between them; as well as the role of the Ministry of Foreign Affairs and the Dutch Embassies. The programme team(s) formulated a set of learning questions (see further chapter 4 on case selection) that relate to factors that have influenced realisation (or not) of the programme results. In assessing the contributing factors, these learning questions will be considered.</p> <p>In addition to looking at what changes took place and the contribution of the programme to these changes the evaluation will explore contributing factors and processes that are at the heart of the programme’s strategy and approach. More specifically, in answering this first question, the team will pay attention to the question whether Citizen Agency and of Multi-Actor Initiatives were effective approaches for delivering change.</p> <ul style="list-style-type: none"> - Citizen Agency enables citizens and their organisations to be agents of change, actively helping to transform their food systems to make them more diverse, healthy, fair and green. SD4ALL strives to mobilise (and/or organise) citizens to transform food systems, strengthening the advocacy capacity of partner CSOs and citizen groups that are active in the food system. - Multi-Stakeholder Platforms: the programme also seeks to translate activism into lasting change by opening spaces for multi-stakeholder dialogue, bringing together a wide range of actors to talk and share their points of view, generate new ideas and solutions to shared problems and work towards a common advocacy goal. <p>Inclusiveness: This section also covers the ToR’s question “To what degree and how are these changes ‘inclusive’ i.e. benefitting or discriminating specific marginalised people?” Inclusiveness of women and youth is a specific spearpoint in the programme’s strategy. A number of sub-questions have been formulated (see 1.4 hereunder) that touch upon GEDI lens in capacity development support and in design of L&A strategies. We will also explore changes with respect to participation and empowerment of marginalised groups and seek evidence for their contribution to food system transformation.</p>	
Judgement criteria	Indicators/sub-questions
<p>1.1. Changes at the level of government actors (in the South and NI) including agencies controlled by public sector (e.g. parastatals) as well as international institutions (such as global SFS under the the 10-Year Framework of Programmes on Sustainable Consumption and Production - 10YFP)</p>	<ul style="list-style-type: none"> - Evidence of: <ul style="list-style-type: none"> o Awareness raising o Agenda setting o Engagement in critical dialogue with CSOs and citizens groups, and/or at MSPs o Political will o Policy change o Practice change - Evidence of the (central?) role of research in L&A - Evidence of the use of research findings in L&A towards these actors - Evidence of Citizen Agency and its influence on public actors in the observed policy development processes and procedures - Evidence of effects on civic space and especially spaces for citizen and CSOs to effectively influence agendas, policies and practices related to SFS

	<ul style="list-style-type: none"> - Other contributing factors (internal and external)
<p>1.2. Changes at the level of non-public market actors (in the food system), service providers and related organisations</p>	<ul style="list-style-type: none"> - Evidence of: <ul style="list-style-type: none"> o Awareness raising o Agenda setting o Engagement in critical dialogue with CSOs and citizens groups, and/or at MSPs o Political will o Policy change o Practice change - Evidence of the (central?) role of research in L&A - Evidence of the use of research findings in L&A towards these actors - Evidence of the role of Citizen Agency and its influence on market actors in the observed policy development processes and procedures - Evidence of effects on civic space, and especially spaces for citizen to effectively influence agendas, policies and practices related to SFS - Other contributing factors (internal and external)
<p>1.3. Changes at the level of participating organisations (CSOs and citizen groups) – the power of Citizen Agency</p>	<ul style="list-style-type: none"> - Reported evolutions in A&L competencies and capacity among the CSO partners, (associated) citizen groups and other actors (including the lead agencies) - Observed initiatives of and developments in Citizen Agency in relation to L&A on agendas, policies and practices - Evidence of whether and how capacity development also affected or strengthened role and influence of Citizen Agency - Appreciation of quality and relevance of research and its findings in L&A by CSOs and citizens (groups) - Appreciation of quality and relevance of capacity development support - Power dynamics within and between the implementing organisations and the extent to which less powerful parties have been effective in influencing the policy and practice within and between organisations. - Was capacity building through the programme sufficiently geared towards promotion of / support to effective citizen agency in L&A? - Contributing factors (internal and external)
<p>1.4. Changes at the level of specific (marginalized) groups (inclusiveness)</p>	<ul style="list-style-type: none"> - Use of GEDI lens in initial design, in evidence generation, agenda setting, policy dialogue, policy development and practice - Evidence of increased participation of women and youth in L&A processes and related MSPs - GEDI being addressed in capacity development interventions - Changes related to empowerment of women in the context of sustainable diets for all - Effects of increased participation of women and youth in L&A - Extent in which women and youth through L&A and other interventions have contributed to changes that eventually may induce food system transformation - Contributing factors (internal and external)

Information sources:

- Study of documents (programme proposals, annual plans, monitoring reports, policy documents of partners, reports of joint activities that have taken place)
- Workshop with country-based partners with timeline and process tracing / contribution analysis
- Semi-structured interviews with partners in The Netherlands and partner countries
- Semi-structured interviews with key stakeholders and external stakeholders

EQ. 2. How relevant are the changes in the context in which the programme is operating?

Rationale:

The ToR unpacks the relevance question into four sub-questions:

- *To what degree can these changes be interpreted as positive (or negative) steps towards the objectives (2020) goals of the programme 's ToC, a.o. in comparison to the situation described in the baseline studies?*
- *To what degree and how are these changes inclusive?*
- *Do these changes have environmental/climate effects (positive/negative), and if so, how?*
- *How relevant are these changes in the context in which the programme is operating?*

The question on inclusiveness is integrated in EQ 1 (effectiveness). The question on environment/climate impact is included under the sustainability question, as results of the programme strategies focusing on environment and climate impact will contribute to the environmental dimension of sustainability.

This EQ will also analyse the relevance of the applied strategies in contributing to the programmes objectives. The ToR is asking to *“Analyse the applied strategies and interventions in terms of CAC’s overall Citizen Agency approach to Lobby and Advocacy. And to analyse the applied strategies and interventions in terms of CAC’s overall L&A approach of combining insider and outsider strategies and dialogue and dissent strategies.”*

The question of relevance is also linked to Citizen Agency as a central feature and principle of programme design and implementation. The evaluation will explore evidence that Citizen Agency is embedded in the programme dynamics and interventions. Citizen Agency has multiple dimensions (see section 3 for in-depth reflections). The core of the matter is how the programme supports communities to act as key agents of change who drive their own processes of development, set their own goals, claim their rights and fulfil their responsibilities. The relevance of the programme will be stronger the more aspects of L&A agenda and policy influencing (such as agenda setting, generation of evidence, engagement in policy dialogue, and so on) are firmly grounded in the reality of citizen’s aspirations and their claims to rights, but equally so in fulfilling their obligations. This will be areas for exploration and assessment in the evaluation. .

Judgement criteria	Indicators/sub-questions
2.1. Relevance of changes	<ul style="list-style-type: none"> - Comparison of the results of the programme with the baseline situation - Relevance of the results in contributing to the programme objectives - Appreciation of civil society actors and other stakeholders of the extent the programme has contributed to diverse, healthy and affordable diets for all
2.1. Programme is rooted in agency of citizens. L&A agenda is based on legitimate and representative voices and claims to rights of low-income citizen.	<p>Evidence of</p> <ul style="list-style-type: none"> - how the programme embedded citizen agency in the research agenda setting, research planning and implementation - co-creation of L&A strategies and approaches led by citizens aspirations, their claims to rights as well as implications of fulfilment of their obligations - generation and use of evidence by citizens with support of programme actors (in research, communication, etc.)

	<ul style="list-style-type: none"> - functional multi-stakeholder engagement in development and implementation of L&A strategies (dialogue, collaboration and synchronisation with actors) - partner CSOs being rooted in and/or aligned with the action of citizens
2.2. Strategies are relevant in contributing to the envisaged objectives of L&A at different institutional levels and within the concept of SFS	<ul style="list-style-type: none"> - Smart mix of L&A strategies (insider–outsider / dialogue-dissent) implemented - Role and influence of multi-stakeholder platforms and processes in L&A - Demand driven capacity development strategies that reinforce relevance and impact of L&A strategies - To what extent and which way changes and achievements have affected the food system and contribute to SD4All - What mechanisms are in place to establish local – national -international linkages e.g. <ul style="list-style-type: none"> o Do outcomes and achievements based on (localised) Citizen Agency find its “way up’ into policy processes at higher levels? Or o Are different levels <i>activated</i> simultaneously with linkages enabled by lead agencies and partners? or o Other mechanisms?
2.3. Programme takes into account the opportunities and bottlenecks of the context	<ul style="list-style-type: none"> - to what extent Citizen Agency in programme activities engages actors from different sectors (state, market, civil society, family) - intermittent adaptations to country specific ToC and subsequent changes in L&A strategies or implementation plans as indicator of responsiveness to external developments
<p>Information sources:</p> <ul style="list-style-type: none"> - Study of documents (programme proposals, annual plans, monitoring reports, policy documents of partners, reports of joint activities that have taken place) - Workshop with country-based partners - Semi-structured interviews with partners in The Netherlands and partner countries - Semi-structured interviews with key stakeholders and external stakeholders - Sense-making workshop in-country and consolidated at programme level with global team 	

EQ.3. To what degree are these changes sustainable?

Rationale

This question refers to the EQ of the ToR “*To what degree are these changes sustainable?*” The evaluation team has further operationalised the sustainability question. In line with the overall objectives, the sustainability of changes will also be assessed along two levels:

- Sustainability of the changes in L&A capacity of partners and citizens,
- Sustainability of the changes in agenda, policies and practices.

The extent to which changes can or will be sustained is in principle related to ability of key actors to consolidate over time what has been achieved in terms of capacity development or in policy development and implementation related that contribute to sustainable diets / food systems for all. Therefore, the assessment of sustainability be focused on actor-groups, notably government and international actors, market actors and civil society. The latter includes formal and informal CSOs (e.g. citizen groups in the latter case). Where applicable for the above-mentioned groups, sustainability will be assessed along different dimensions such social, institutional, and financial. In addition, it will be assessed what factors may affect sustainability and how risks of diminished sustainability are mitigated. Risk mitigation in the face of climate change is an element thereof. From the onset (programme proposal), the intended positive

<p>impacts of sustainable diets for low-income rural and urban citizens included <i>environmental sustainability and climate resilience: mitigation of natural resource depletion (soil degradation, deforestation, water pollution) and greenhouse gases in addition to climate adaptation</i>⁴³. Sub-questions are formulated (3.4) to probe the extent the programme has contributed to increased awareness of climate-smart food systems and to strengthening resilience in the face of climate change.</p>	
Judgement criteria	Indicators/sub-questions
<p>3.1. Sustainability of changes at the level of government actors in South and Netherlands as well as with international arenas & institutions</p>	<ul style="list-style-type: none"> - Institutional changes: evidence of the willingness of these actors to adhere to and implement new or revised policies, procedures, or regulations that contribute to more sustainable diets for all. - Financial changes: evidence of adequate resource allocation (in terms of investment and/or recurrent public budget allocation) to adhere to and implement new or revised policies (fully-resourced policies), - Social: proof of supporting policy discourse and pro-active attitude of policy makers in favour of envisioned objectives (SD4All)
<p>3.2. Sustainability of changes at the level of private sector actors and organisations (e.g. individual farmers and market actors, their groups, SMEs and service providers)</p>	<ul style="list-style-type: none"> - Institutional changes: private sector pro-active engagement in multi-actor platforms and other initiatives for the development and implementation of policies and regulations that transform the food system and promote sustainable diets for all - Financial changes: private sector investments contribute to lasting and systemic food system transformation - Social: positive discourse and attitude of entrepreneurs in favour of changes to food systems that contribute to sustainable diets for all (especially low-income & marginalised strata)
<p>3.3. Sustainability of changes at the level of participating organisations (CSOs and citizen groups)</p>	<ul style="list-style-type: none"> - Institutional – formal CSOs: support from leadership, adequate HR to follow up policy changes and lobby for policy implementation, L&A policy embedded in organisational set-up and strategy, coherence between L&A practice and other strategies of the organisation, - Institutional – citizens groups & agency. Proof of programme support that has shifted from mobilising communities to organising citizen groups as agents of change (with lead agencies and partners acting as facilitators and enablers rather than implementers?) - Programmatic – whether functioning and impact of Citizen Agency stretches beyond the programme logic (not affected by ‘Stop & Go mechanisms) and <i>stays alive</i> past the present programme cycle - Financial: CSOs have sufficient financial resources available to continue implementing L&A strategies. - Financial: citizen initiatives increasingly funded through local resource mobilisation and/or diversification of funding base - Social: shared vision, strategies and values regarding L&A at organisational level
<p>3.4 Environmental issues and climate change</p>	<ul style="list-style-type: none"> - Sensitivity and responsiveness of implementing partners and other actors (including citizens) to take on climate-change-related concerns (that potentially affect food systems and diets) into related policy debate and development

⁴³ Source: original programme document SD4All 2016

	<ul style="list-style-type: none"> - Were pathways of change in the country specific ToCs were formulated with a view to contribute to awareness about climate change and / or to address issues within food systems that are related or have a bearing on impacts of climate change - What were the outcomes of these interventions? - Do pathways of change include initiatives to develop alternatives to that counteract on perverse trends in diets that aggravate climate change (such as rising consumption of animal protein)? - What were the outcomes of these interventions? And have they contributed to stopping or reversing such perverse trends? - To what extent can key programme outcomes be explicitly and logically linked to increased climate change resilience.
3.5 Risk analysis and mitigation	<ul style="list-style-type: none"> - Identification and assessments of risks in terms of impact and probability and assessment if and how programme has considered and/or realised mitigating measures - Risk assessment will be done contextual (case specific) and may relate to political setting, social setting, environment/climate change, market developments, etc.
<p>Information sources:</p> <ul style="list-style-type: none"> - Programme documents (programme proposals, annual reports, monitoring reports, etc) - Findings and observations collected in case study research - Semi-structured interviews with senior programme staff at Hivos and IIED - Semi-structured interviews with few associated partners <p>Workshop with SD4All staff and partners (see further)</p>	

EQ. 4. Efficiency

<p>What has the programme done to ensure proper use of available / limited resources? What was learned from this?</p>
<p>The ToR ask “What has the programme done to ensure a proper use of available/limited resources? What was learned from it?” In addressing the efficiency question distinction⁴⁴, can be made between organisational efficiency and programme efficiency.⁴⁵ Assessing organisational efficiency would involve looking at strategies and norms that the CAC consortium has been using to maximise (returns on) their resources. Hillhorst (et.al) labelled this approach the ‘<u>Theory of Efficiency</u>’. It comprises a description and qualitative assessment of relevant features embedded in the organisation (consortium) and how these were translated into or integrated in organisational procedures and systems aimed at ensuring efficiency of programme interventions and those meant to monitor efficiency. This type of assessment takes place at organisational level and could be a component of the planned evaluation of the internal organisation of the Citizen Agency Consortium which will be organised after the thematic evaluations. While this dimension of efficiency thus falls beyond the scope of this evaluation, we will collect some evidence on measure and procedures taken by the programme management to address the efficiency question and optimise use of available resources.</p> <p>In programme efficiency, on other hand, a link is established between programme effects and the costs incurred. It is unlikely that a level 2 analysis that compares efficiency of the entire programme with alternative options or benchmarks will be feasible because of limited availability of comparative data and of time and resource limitations within this evaluation. However, it is proposed to carry out a mulita-</p>

⁴⁴ Reference is made to The Spindle Efficiency Lab of PARTOS (<https://thespindle.org/project/efficiency-2/>) for background information on efficiency analysis – see also *The Efficiency Lab: Lessons Learned. A guide to analysing efficiency of development interventions*. Published by The Spindle, the innovation platform of Partos, the Netherlands.

⁴⁵ IOB also made this distinction in its initial communication & guidance on the upcoming evaluations

criteria analysis on efficiency of different programme interventions that will shed a light on the perceived efficiency of different process approaches used by the programme in a comparative cost-effectiveness assessment.	
Judgment criteria	Indicators/sub-questions
4.1 Organisational Efficiency:	<ul style="list-style-type: none"> - Programme management procedures and accountability requirements are clear, lean and respected and pay attention to efficiency considerations - Evidence of efficiency considerations in decision making - Mechanisms to monitor efficiency of interventions in place - Evidence of compliance or deviation from procedures and how deviations were handled (new or adapted procedures?)
4.2 Assessing programme efficiency	Comparative assessment of different types of interventions applied in the programme using MADM-like analysis – see section 3 methodology.
<p>Information sources:</p> <ul style="list-style-type: none"> - Programme documents (programme proposals, annual reports, monitoring reports, etc) - Findings and observations collected in case study research - Semi-structured interviews with senior programme staff at Hivos and IIED - Semi-structured interviews with associated partners, external informants and other stakeholders - Workshop with SD4All staff and partners (see further) 	

EQ5. What has been the role of the CAC consortium members, partner organisations and the MFA/EKN in contributing to the observed changes?

Rationale	
<p>This EQ elaborates further on the question of the ToR related to the role/contribution of the CAC consortium members, partner organisations and the Ministry of Foreign Affairs/Dutch Embassies. The subject of assessment is the role of and relations between the two lead agencies, partners in the South and donor agency (Ministry and EKN in de case countries). The success of partnership relations has to do with the quality of interaction, ownership of approach, cooperation & co-creation, information sharing, mutual accountability, and commitment of autonomous partners to a common goal. The creation of added value from partnership is crucial for success. The phrasing ‘for and by’ partners refers to the dual perspective of creation of added value, i.e. successful partnership adds value to the joint programme (e.g. in terms of effectiveness) while added value is also created for partners themselves (e.g. from collaborating with others and sharing and learning from them). The latter is particularly relevant with respect to capacity development which in order to be successful, is expected to be characterised by mutuality and complementarity in the relation between lead agencies and CSOs but equally (or even more decisively) so for the relations between formal CSOs and citizens groups and/or multi-stakeholder groups.</p> <p>In response to comments raised by the external reference group, the evaluation will look at internal power dynamics between Hivos and partners and between partners. The degree of power associated with these partnership relations can be captured along lines of ‘mutuality in participation’.⁴⁶ Several levels of engagement and scale of influence can exist, ranging from information exchange, to consultation, shared influence and joint control.</p>	
Judgement criteria	Indicators/sub-questions
5.1. Role of two lead agencies and relationship between them	<ul style="list-style-type: none"> - Description of the roles - Roles and responsibilities are clear to all

⁴⁶ Fowler, A. (2000) Partnerships: negotiating relationships. A resource for NGOs. United Kingdom: Intrac. Occasional Paper series n°32

	<ul style="list-style-type: none"> - Complementarity of roles in contributing to the observed changes - Appreciation of the relevance and quality of the support provided by the lead agencies and their added value (for and by the agencies) - To what extent is design of DMEL system and organisational learning of the lead agencies inspired and based on already existing approaches, methods and tools, proven good practices, of partners and with citizens (groups)? (In other words, up to what degree by endogenous knowledge and practices)? - Perception by lead agencies of their own strengths and challenges in relation to the consortium and those of the other agency - Concrete actions that have leveraged strengths and capacities of Southern partners
<p>5.2. Role of implementing partners and the relationship with lead agencies as well as with citizens (groups)</p>	<ul style="list-style-type: none"> - Description of the role of partners and their relation with partners as well as with citizens (groups) - Roles and responsibilities are clear to all - Complementarity of roles in contributing to observed changes - Appreciation of the relevance and quality of the support provided by the CAC members and their added value for and by the implementing partners
<p>5.3. Role of MFA/EKN and the relationship with the CAC members and implementing partners</p>	<ul style="list-style-type: none"> - Description of the role - Roles and responsibilities are clear to all - Complementarity of roles in contributing to observed changes - Assessment of the partnership relationships between MFA/EKN, CAC members and implementing partners (by all)
<p>Information sources:</p> <ul style="list-style-type: none"> - Programme documents (programme proposals, annual reports, monitoring reports, etc) - Partnership relations survey 2017 - Findings and observations collected in case study research - Interviews with senior programme staff at Hivos and IIED - Interviews with associated partners and with representatives of NL Government (Ministry and/or EKNs) - Workshops with SD4All staff and partners (see further) 	

Annex 3 - Evidence generation – activities / outputs

Most evidence generation in the SD4All programme was coordinated by IIED. Implementation of research was done by IIED itself or in collaboration with the SD4All partners (e.g. food diary study with KRC in Uganda or informality study with CTPD in Zambia), and/or local researchers (e.g. food diary study with Faculty of Public Health of the University of Jember in Indonesia, or the Beyond Maize Study in Zambia in collaboration with IAPRI).

IIED played a leading role in matters of research, communications and – in an initially unforeseen development – capacity building in lobby and advocacy. Some major studies and related publications coordinated by IIED over the years included

- general position document 2019 *Sustainable Diets for All: Harnessing Citizens' Voices for a Diverse, Healthy, Fair and Green Food System*,
- general discussion papers notably the 2018 *Citizen-Generated Evidence for a More Sustainable and Healthy Food System* report, and the 2018 *Spice of Life: The Fundamental Role of Diversity on the Farm and on the Plate*,
- tools for capacity building the 2018 *Advocacy Toolkit: People-Centred Advocacy for a More Sustainable Food System*,
- presentation of outcomes and reflections of Food Change Labs in Zambia, Uganda and Indonesia in three separate publications,
- research papers: 2019 *Indonesia's Triple Burden of Malnutrition: A Call for Urgent Policy Action* report, the 2019 *Informal Food Vendors and their Role in the Food and Nutrition Security of Low-Income Workers in Bandung City, Indonesia* report, and the 2019 report on *Informal food markets in Zambia: Perspectives from vendors, consumers and policy makers in Lusaka and Kitwe*
- discussion papers: 2018 *The True Cost of Maize Production⁴⁷ in Zambia's Central Province*, and the 2019 *Beyond Maize: Exploring Agricultural Diversification in Zambia from Different Perspectives*.

Programme partners have also carried out research (not supported by IIED) to generate evidence and inform efforts of policy influencing. A few examples to illustrate this point

- Partners Food Rights Alliance in Uganda conducted an assessment of the concluding Agriculture Sector Strategic plan (ASSP) of the Ministry of Agriculture with the aim to assess to what extent the ASSP prioritises indigenous foods as in the sector's development trajectory
- Partner VEDCO in Uganda undertook a rapid assessment to explore community's perception and attitudes towards the consumption of local vegetables and identify the preferred local vegetable varieties to be prioritized in the advocacy.
- The New Generation of Indonesia Cooking (GBDI) conducting a stakeholder mapping in Bandung city to inform and guide its targeting,
- Contribution by Zambian partner CSO-SUN to the process of developing the dietary guidelines for Zambia.

Reference is made to the country reports for context-specific observations on these initiatives.

⁴⁷ technically non-IIED, but Hivos led

Annex 4 - Tentative item list: a guide to assessment of partners' programmes

Questions
Introduction and general
<ol style="list-style-type: none"> 1. Introduction of evaluators and of purpose of evaluation 2. Introduction of the interviewee (name, function, organisation) 3. Briefly describe the most important programme interventions that you were involved in? 4. What major changes did you observe in food system-related agendas, policies and practices of governments?
<p><i>Note for evaluators- changes can relate to:</i></p> <ul style="list-style-type: none"> ○ <i>Change in awareness of sustainable food system</i> ○ <i>Change in knowledge of sustainable food system</i> ○ <i>Agenda setting at government level</i> ○ <i>Engagement of government in dialogue with CSOs / citizens</i> ○ <i>New policies / Change in policies</i> ○ <i>Change in practice based on new / revised policies</i> <p><i>changes can relate</i></p> <ul style="list-style-type: none"> - <i>to different aspect / levels of the food system – from food production, diversification of production, distribution and marketing, consumption, waste management, food safety, diversity of diets, etc</i> <i>to different actors – farmers, processors, traders, consumers, service providers, etc</i>
<ol style="list-style-type: none"> 5. Did you made use of evidence from research by IIED or others in <ul style="list-style-type: none"> • the awareness raising, lobbying and advocacy about sustainable food systems. • In other programme activities related food system transformation 6. If so, what evidence or which studies were used? 7. What is your appreciation of the quality and relevance of this research and its findings? 8. In what areas would more research be needed? Are there gaps in evidence that were not addressed by programme?
<ol style="list-style-type: none"> 9. What changes did the programme bring in competencies and capacity of your organisation or that of your partners, citizens groups or others in the programme? 10. What is your perception of the quality and relevance of capacity development support by the programme? 11. What in your view was missing in the capacity development efforts by the programme? What are remaining gaps in the competencies and capacity of <ul style="list-style-type: none"> • for your own organisations? • For others in the programme (citizen groups, etc)?
<ol style="list-style-type: none"> 12. Was there consideration for gender and youth in the programme design and implementation? If so, where and how. If not, what were gaps. 13. Have the changes that you named affected specific groups? In what way? 14. Were gender and youth issues sufficiently covered / integrated in capacity development interventions
<ol style="list-style-type: none"> 15. Have your expectations of the programme been met? If not, why not? 16. In what areas could the programme have done better?

Relevance
<ol style="list-style-type: none"> 1. What is your appreciation of the extent the programme has contributed to diverse, healthy and affordable diets for all?
Citizens agency
<ol style="list-style-type: none"> 2. Is the lobby agenda of the programme based on legitimate and representative voices and claims to rights of low-income citizens (and their obligations)? Explain 3. What is your perception of (opportunities, challenges, developments) of civic space to influence agendas, policies and practices related to Sustainable Food Systems?

Relevance
4. Is your own organisation or are your partners rooted in and/or aligned in citizens agency? Explain why or why not.
5. Were you or your organisation involved in multi-stakeholder initiatives in development and implementation of L&A strategies? Examples? Appreciation of effectiveness?
Relevance of L&A Strategies
6. How would you describe the L&A strategy that is used by programme? (note: insider–outsider / dialogue-dissent / evidence-based v. value-based)
7. Do you think this is a good approach? What are its strengths and weaknesses?
8. Did capacity development strategies help you to make your L&A more effective and relevant? Examples?
9. What mechanisms are in place to establish linkages between local – national -international levels? Are these operational, effective and relevant? Examples?
10. Ask to briefly explain what adjustments to the ToC were made over the years and in what way these adjustments had implications in terms of changes in the L&A strategy and/or its implementation (as indicator of responsiveness to external developments)

Sustainability
Sustainability of changes in policies & implementation
1. Do you think different actors will adhere new or revised policies, procedures, or regulations including maintaining a pro-active attitude and committing resources to sustain the changes? Explain (for different actors),
Sustainability of changes in the food system
2. Is there a positive attitude of entrepreneurs and service providers in favour of changes to food systems? Is there evidence that private sector is investing in food system transformation? Examples?
Sustainability of changes with CSOs and citizen groups / initiatives
3. Will partners be able to consolidate (and possibly expand) programme achievements? Will they have sustainable financial resources to continue implementing L&A strategies and work with citizens on food system transformation? Note – refer to issues like leadership, adequate HR, L&A policy embedded in organisational set-up and strategy, coherence between L&A practice and other strategies of the organisation, etc.
4. To what extent are citizen groups developing into independent agents of change able to consolidate achievements? Can citizen initiatives (increasingly) be funded through local resource mobilisation?
Environmental issues and climate change
5. Have pathways of change been formulated with a view to contribute to awareness and impact of climate change on food systems? What are the evidences/ examples?
6. To what extent are programme outcomes contributing to increased climate change resilience. Have partners and other actors taken on climate-change-related concerns into L&A for SD4ALL?

Partnership
Role of implementing partners and the relationship with others
1. Are roles and responsibilities clear to all project actors?
2. Do partners in [country] collaborate with each other? If so, in what areas?
3. What is the added value emanating from complementarity & collaboration among partners in [country]. Is mutual learning taking place? How?
4. Is there complementarity in roles that brings added value?
5. What is your appreciation of the relevance and quality of the support provided by the Hivos and IIED and their added value for you

Only for Hivos (and IIED if you happen to meet someone)

role of two lead agencies and relationship between them

6. Are Roles and responsibilities clear to both partners?
7. What is your perception of your strengths and of challenges in relation to the consortium?
8. What is your perception of strengths and challenges of the other lead agency?

Governance and efficiency

9. Are programme management procedures and accountability requirements clear, lean and respected
10. Do procedures pay attention to efficiency considerations. How?
11. Any evidence of efficiency considerations in decision making
12. Any mechanisms to monitor efficiency of interventions in place

Annex 5 - Populated efficiency analyses matrices for 4 cases

UGANDA

Interventions	Cap Dev for Citizen Groups	Food Diaries research	Food Ambassadors / Champions	Dialogue with National / Local Government	Promotion of Multistakeholder platforms	
1 = low 5 = high						
how useful is the intervention for						Weight
Reach out to public for awareness raising	5	5	5	3	4	11%
Source of evidence for L&A agenda setting	2	4	3	3	3	11%
Use of content in policy debate	1	4	3	5	4	11%
Influence policy makers	4	4	4	5	4	11%
Promote consumption indigenous foods	5	3	5	3	4	11%
Promote production indigenous food	4	3	5	4	4	11%
Follow-up policy implementation	3	3	4	3	4	11%
Expanding Civic Space for Lobby and Advocacy	4	2	4	4	5	11%
Gender Youth	5	2	3	4	3	11%
Weighted Score	3.67	3.33	4.00	3.78	3.89	100%
Cost 1= low / 5 = high	4	3	3	4	3	
Efficiency ratio (effect per unit cost)	0.92	1.11	1.33	0.94	1.30	

INDONESIA

Interventions	Cap Dev for food system actors	MSP	Food system Champions	Dialogue with local and national authority	Campaign & events	publications	
1 = low 5 = high							
how useful is the intervention for							Weight
Reach out to food system actors for awareness raising	4	5	5	5	3	2	5%
Reach out to public for awareness raising	2	2	4	1	4	1	5%
Source of evidence for L&A agenda setting	4	5	3	5	4	5	10%
Use of content in policy debate	3	5	3	5	2	4	10%
Influence policy makers (value based)	5	5	5	5	3	2	15%
Promote consumption healthy local diverse sust. foods	5	5	5	4	4	3	10%
Promote access healthy local diverse sust. Foods	5	5	5	4	4	3	10%
Follow-up policy & platform implementation	5	5	5	5	3	3	15%
Contributes to More inclusive food systems (issues & actors)	5	5	5	5	4	2	15%
Alliance with global actors	2	3	4	4	4	4	5%
Weighted Score	4.35	4.75	4.50	4.55	3.45	2.90	100%
Cost 1= low / 5 = high	4	5	2	4	3	3	
Efficiency ratio (effect per unit cost)	1.09	0.95	2.25	1.14	1.15	0.97	
			chefs MSME			incl photos videos	

ZAMBIA

Interventions	CD for IPs and Citizen Groups	L&A for SD & Crop Diversification	Promotion of Multi-stakeholder	Linking, networking & learning	Knowledge Devt and Research	Dialogue with National / Local Government	
How useful is the intervention for							Weight
Governments and local authority promoting sustainable food production and consumption	4	5	4	3	5	5	14%
Increased diverse food production that contributes to sustainable diets	4	3	3	3	4	5	14%
Increased demand of sustainable foods by low income consumers in selected areas	3	3	3	2	4	5	14%
CSOs knowledge and skills to effectively promote and engender SD policies and practices of public and private sector actors	5	5	4	4	5	4	14%
Increased Government is responsiveness to climate change adaptation and mitigation	3	2	3	2	3	3	14%
Expanding Civic Space for Lobby and Advocacy	5	5	4	4	4	5	14%
Integration of Gender and Youth issues in L&A for SD and crop diversification	3	3	3	3	3	5	14%
Total/ Weighted Score	3.83	3.69	3.41	2.98	3.98	4.54	99
Cost 1= low / 5 = high	4	3	4	3	2	3	
Efficiency ratio (effect per unit cost)	0.96	1.23	0.85	0.99	1.99	1.51	

International and the Netherlands

Interventions	Organise side events	Videos	Publications and policy briefs	Dutch APF lobby network	Global platform	SFS	Advocacy learning & future food	Weight
How useful is the intervention to	1 = low 5 = high							
Reach out to media (journalists, online, influencers)	1	5	2	2	3	1		5%
Reach out to policy makers	4	5	5	5	4	2		5%
Change the narrative in policy debate (use of content)	3	3	4	4	5	2		5%
Influence policy makers (= agenda setting)	2	4	3	4	3	2		5%
Source of evidence for L&A (policy change)	4	2	4	2	3	0		15%
Follow-up on policy implementation	1	2	4	2	2	1		15%
Link local to global	4	5	4	3	4	3		20%
Mutual CD in countries and at global level	3	4	5	2	4	5		30%
Weighted Score of Effectiveness	2.95	3.65	4.20	2.55	3.50	2.60		100%
Cost 1= low / 5 = high	3	4	5	2	5	2		
Efficiency ratio (effect per unit cost)	0.98	0.91	0.84	1.28	0.70	1.30		

Annex 6 - Contribution analysis – 3 cases in Uganda

<p>The case (as described in the 2018 substantiation report): on 14th September 2017 the Kabarole District Local Government Council committed to pass amendments of the Production and Environment Ordinance. The ordinance was enacted in 2006 but was not implemented. As the district council embarked on implementation of the ordinance, a review was conducted by 3 councillors and gaps identified including diverse production, food safety, seed preservation, kitchen gardening, post-harvest handling and storage. After a rigorous review and sensitization on the ordinance, presentation was made to the executive committee of the councillors who agreed to the proposed amendments and recommended to the production and environment committee to have full scrutiny of the amendments and present them to the District Council for reading, debate and approval during their council meeting. As of 28th February 2018, the ordinance was owned by the production and environmental committee. (Note: in 2019 the District Council approved the ordinance)</p>	
<p>The change: The amendment of draft text and eventually enactment of the ordinance to fill in gaps related to agricultural diversification, food safety, seed preservation, kitchen gardening, post-harvest handling and storage.</p>	
<p>The causal question: did KRC with support of citizen (Coalition of the Willing) influence the district government / councillors to adapt the draft text and eventually approve the ordinance?</p>	
Explanatory mechanisms and factors	Evidence (+) or counterevidence (-).
<p>1. KRC with local stakeholders initiated the revision of the ordinance and mobilised the top-level district authorities to pursue the amendments and enact the ordinance</p>	<p>+ stakeholders including two top officials in district being commissioner and speaker confirm that the campaign of KRC and Coalition of the Willing initiated the policy dynamics around this ordinance</p>
<p>2. The District Chairperson and Speaker were the key drivers and promoters of the approval and (pending) enactment of the adapted ordinance</p>	<p>+ both officials have used their authority to push the revision of the amendments through the formal procedures and levels; this was more influential than civil society campaigning once that the ordinance and amendments were on the agenda of the council</p>
<p>3. Almost all members of the council fully supported the amendments to and enactment of the ordinance</p>	<p>+ Members of the council indicated being sensitive to public interest in sustainable and healthy food; this according to the Speaker enhanced the proceedings at the council</p>
<p>4. Policy developments at national level have influenced political interest in this area at district level</p>	<p>+/- (neutral) The Commissioner was aware of some shifts in policy debates at national level towards SD4All related values but no evidence that this influenced district level dynamics – maybe even the opposite: local dynamics may have influenced national level policy debate</p>
<p>5. Council approved certain amendments of the ordinance because it created opportunities for resource mobilisation (levies on products and taxing marketeers on higher turnover fo food stuff)</p>	<p>+/- Very unlikely that if levies or taxes would be introduced, that this would amount to any substantial income for local government; respondents mentioned social and health returns from consumption of healthy foods were mentioned. Presumably this will lead to budget savings for government in health care.</p>

Concluding statement about contribution: There is robust evidence of the contribution of SD4All partner and a citizen platform (that it helped establish) in influencing the high-level officials and council members at Kabarole district to review and later approve the adapted Production and Environment Ordinance. Most outspoken contributions were in (1) awareness raising about deficiencies / gaps in the original text, contributions, (2) the actual review and adaptation of the text (amendments suggested were taken over literally by council) and (3) in the initial agenda setting. The contribution of SD4All was **necessary** (otherwise the process would not have started or possibly much later and 'weaker in content) but **not sufficient** to ensure the approvals and enactment of the ordinance. Without the pro-active support of the Chairperson and the Speaker the process may have stalled but it was largely thanks to their engagement, that the process was taken up swiftly and decisively by the council members. KRC has certainly helped mobilising these political leaders. Council members played a supportive role, if only by approving the ordinance. Few, if any counter powers were observed.

Part 2 - Did the engagement of Slow Food Uganda with the Buikwe District local government led to the approval of a resolution on food production limiting the increasing monoculture of sugarcane in Buikwe District

1	Did the engagement of Slow Food Uganda with the Buikwe District local government led to the approval of a resolution on food production limiting the increasing monoculture of sugarcane in Buikwe District?	Slow Food Uganda was instrumental in bringing a concern of farmers about monocropping of sugarcane into a multi-actor process that eventually resulted in the adoption of a resolution by the district council	primary explanation	certainly or very likely happened	meaningful contribution	interviews with Slow Food as well as District Production Officer	strong
2		Farmers raised concern about monoculture of sugarcane and the adverse impact on food and nutrition security in the district	complementary explanation	certainly or very likely happened	meaningful contribution	Interview members of food parliament committee and with Slow food	strong
3		The Food Parliament committee (a MAI) brought the case of monoculture to the council level	complementary explanation	certainly or very likely happened	meaningful contribution	Interview members of food parliament committee and with Slow food	strong
4		The secretary for production of the district council took personal interest and pushed the case of the resolution to the council	influencing factor	certainly or very likely happened	meaningful contribution	Interview Slow Food and Secretary of Production	strong
5		evidence from other districts (on adverse impacts of monoculture) convinced councillors that a resolution was needed	influencing factor	somewhat likely	partial contribution	Interview Secretary for Production	weak

Part 3 : Provisions that protect indigenous foods and biodiversity such as a redress mechanism including the strict liability clause were added to the Genetic Engineering Regulatory Act thanks to policy influencing upon an initiative of Hivos and its partners who also got other CSOs / INGOs involved.

1	Provisions that protect indigenous foods and biodiversity such as a redress mechanism including the strict liability clause were added to the Genetic Engineering Regulatory Act thanks to policy influencing upon an initiative of Hivos and its partners who also got other CSOs / INGOs involved.	SD4ALL partners Slow Food and FRA together with Hivos initiated a policy influencing campaign to add specific provisions to the GMO (GERA) act	primary explanation	certainly or very likely happened	meaningful contribution	Interview Hivos and partners	strong
2		ACCORD shared information and influenced MPS on the same act	complementary explanation	somewhat likely	partial contribution	Hivos and partners	weak
3		President choose sides by rejecting the bill twice	influencing factor	certainly or very likely happened	partial contribution	Newspapers, interviews, formal documents	strong
4		Other coalitions (greens) were active as advocates and in media to have bill amended	complementary explanation	certainly or very likely happened	meaningful contribution	interview coordinator	strong
5		Media interested in the GMO issue and thus exerted pressure on politicians to be vigilant on issues of biodiversity and protection of smallholders	influencing factor	somewhat likely	partial contribution	programme reports	weak
6		Resistance by Parliamentary Committee on Technology	influencing factor	somewhat likely	rival explanation	interviews	weak
Format - Adapted from Lemire et al., 2012							

Annex 7 – Itineraries and lists of persons interviewed

UGANDA

Activity	Name	
Briefing Meeting at Hivos	Immaculate Yossa	Regional Advocacy Manager Hivos Uganda- East-Africa
EKN	Josephat Byaruhanga	Senior Policy Officer Agriculture and Agribusiness Embassy of the Kingdom of the Netherlands
Start-up workshop at Hivos	Mohammed Ahmad Sharif	KRC
	Agnes Kirabo	FRA
	Eduard Mukiibi	Slow food Uganda
	Grace Babinje	FRA
	Berna Ndagire	M&E officer VEDCO
	Winifred Nambuusi	Hivos
Meeting KRC team	Mwanga Julius	Director KRC
	Violet Kanyigiya	
District Local Leadership	Richard Rwabuhinga	District Chairperson Kabarole District
	Stella	District Speaker Kabarole District
Coalition of the Willing (Food lab contributors)	Harriet Komuhendao	Food vendor / treasurer
	Edward Ampaire	Health for street vendors
	Patrick Kaahwe	Chairperson COW
	Patrick Rwamkwenge	Member COW
	Rashid Jamidah	Member COW
	B. Basemera	Member COW
	Vincent Semakula	Chairperson Chef Alliance
	David Katungi Tinka	Chairperson street vendor member COW
	Tadeo Mwikiriza	Secretary COW
Chef Alliance	Vincent Semakula	Chairperson Chef's Alliance
Orugali Women Association	Rehema Mabykeera	Vice Chairperson Orugali
	Rashid Jamidah	Chairperson Orugali
Street Vendors association	David Katungi Tinka	Chairperson street vendor
	Moses Baguma	Street vendor
	Eduard Ampaire	Health street vendors
	Baetege Babemera	Street Vendor
	Harriet Komuhendao	Treasurer street vendors
Lutete Sub-county	NAME	Chairperson LC 3 + Sub-county Chief (KII) Food Ambassador
Jopurnalist UBC TV	Theo Gracias	Journalist
ORIGIN	Katima Josephine	
	Musanguzi Solomon	Agricultural Officer
South Division		Chairman South Division
Kabalore Regional Referral Hospital		Hospital Nutritionist
Collaborating International NGO	Dennis Hees	Country Director Iles de Paix
Food ambassador	Hon. Alex Ruhunda	Member of Parliament
Farmer Group		
Kanyatete Women's Group	Florence Kakyo	Member
	Jenifer Kesime	Member
	M Kiiza Ampire	Chairperson

Activity	Name	
	Joan Mbabazi	Secretary
	Gatrude Kabatalya	Vice Chairperson
	Malren Mbabazi	Member
	Alice Biringi	Defence
	Conjolada Tungumisirizi	Vice Secretary
	Charles Ballinjunaki	Member
	Annet Kunihira	Member
	Rose Nyakwever	Member
Food Rights Alliance	Virginia Kabasoni	Food Governance Officer
	Jude	
	Mathilde	
VEDCO	Betty Tayona	Gender & Advocacy coordinator
	Abigail Kalenda	Advocacy Officer
	Berna Ndaagire	Monitoring & Evaluation
	Junus Ssemamko	Monitoring & Evaluation
	Kizito Oola	Project Coordination
Ministry of Agriculture	Alex Bamboona	Food and Nutrition Division- Assistant Commissioner
Slow Food Uganda Team	John Kiwagalo	
	James	
	Isaac	
Media Representative	Paddy Nsobuia	Journalist Bukete Newspaper
Buikwe District Local Government		District Agricultural Officer
		District production officer
		District chairperson, BDLC
Food Parliament	Sulayiti Ssemwezi	Bukinja organic link
	Medi Ddumba	Kibali youth community garden
	Josephine Nalwadda	KISLDA
	Milly Hamtabo	
	Hussein Ssebadduka	
	Danda Mugali	Food parliament mobiliser
Kibali Youth Groups	James Wakake	
	Prossy Nakkazi	
	Medi Ddumba	
	John Ndials	
	Enokia Muwangizi	
Twekembe farmer Groups	Hamiat Kambejja	Nakatyba twekembe farmers group
	Teddy Nakiyana	Nakatyba twekembe farmers group
	Dezi Zalwango	Vice Chairperson Nakatyba twekembe farmers group
	Florence Malunga	Secretary Nakatyba twekembe farmers group
	Daudr Mugalu	Chairperson Nakatyba twekembe farmers group

ZAMBIA

#	Name	Organization	Position	Phone #	Email Address
1	Lameck Kashiwa	Alliance of Zambia Informal Economy Association, Kitwe	Alliance Coordinator	0966604742	kashiwalameck@gmail.com
2	Christopher Siamonga	Choma District	Farmer	0974523111	siamongachrissy@gmail.com
3	Esther Sikanyeela	Choma District	Farmer	0978968524	esthersikanyeela@gmail.com
4	Gift Bupe	Choma District	Farmer	0975813365	-----
5	Gray H. Nachandwe	Choma District	Farmer	0977458408	gnachandwe@gmail.com
6	Jennipher Handoondo	Choma District	Farmer	0977545546	jennipherhandoondo@gmail.com
7	John Kasanga	Choma District	Farmer	0972992514	-----
8	Kennedy Soma	Choma District	Farmer	0955333725	somaake@gmail.com
9	Matildah Mwenda	Choma District	Farmer	0978334574	-----
10	Zoliana Banda	Choma District	Farmer	0972753171	-----
11	Chenai Mukumba	Consumer Unity Trust Society	Centre Coordinator	0978055293	cm@cuts.org
12	Jane Zulu	Consumer Unity Trust Society	Assistant Program Officer	0977122477	izu@cuts.org
13	Mathews Mhuru	CSO-SUN (Civil Society Organizations-Scaling Up Nutrition), Lusaka	Country Coordinator	0977295390	mathews.mhuru@csosun.org
14	Jessica Mayenda	CSO-SUN, Lusaka	M&E Lead	0979744788	jessicamayenda@gmail.com
15	Nsungwe Mulendema	CSO-SUN, Lusaka	Communication Officer	0972450812	nsungwe@csosun.org
16	Chimuka Nachibinga	CSPR (Civil Society for Poverty Reduction), Lusaka Office	Program Coordinator	0972432790	chimuka.nachibinga@gmail.com
17	Christabel Ngoma	CSPR, Lusaka	Finance Manager	0977679733	ngomachristabel@gmail.com
18	Domia Phiri	CSPR, Lusaka	Program Assistant	0972662832	domiaphiri@gmail.com
19	Edward Musosa	CSPR, Lusaka	Program Coordinator	0977147452	eddy.musosa@gmail.com
20	Juliet Ilunga	CSPR, Lusaka	Programs Manager	0974443796	ilungajuliet@gmail.com
21	Edna Kumwenda Mutaka	CSPR, Southern Province	Provincial Coordinator	-----	edna.mutaka@gmail.com
22	Joe Mapiki	CSPR Network /PAHRD, Southern Province	CSPR-PPM Team Member	0979771559	mapikijoelumax@gmail.com
23	Kebby Salisimu	CSPR Network /Anti-Voter Apathy Program, Monze District	CSPR-PPM Team Member	0966594179	ksalisimu95@gmail.com
24	Luyando H. Mulengu	CSPR Network /OASIS Enviro Watch, Choma District	CSPR-PPM Team Member	0969560454	luyandokatalina@gmail.com
25	Partner Siabutuba	CSPR Network /Youth Development Organization, Southern Province	CSPR-PPM (Provincial Program Management) Team Member	0977683812	partnersiabutuba@gmail.com
26	Wendson Mavoro	Diamond TV	Business Journalist	0974001218	mavorowendson@gmail.com
27	William Chilufya	Hivos Regional Nutrition Coord.	Regional Nutrition Officer	0977434556	wchilufya@hivos.org
28	Richard Phiri	Hot FM Radio	News Editor	0974090980	phiririchard86@gmail.com
29	Rhodah Mukuka	Indaba Agriculture Policy Research Institute	Research Fellow	0975570456	rhoda.mukuka@iapri.org.zm
30	Alice S. Phiri	Lukolongo, Kafue District	Community Health Worker	0971453336	-----

#	Name	Organization	Position	Phone #	Email Address
31	Allan M. Malambo	Lukolongo, Kafue District	Farmer	0974954053	-----
32	Amina Chembe	Lukolongo, Kafue District	Farmer	0978247576	-----
33	Catherine Phiri	Lukolongo, Kafue District	Farmer	0978402981	-----
34	Greenwell Kaluwa	Lukolongo, Kafue District	Farmer	0976606149	-----
35	Joyce Lungu	Lukolongo, Kafue District	Farmer	0977822692	joycelungu78@gmail.com
36	Ackson P. Shanongwe	LWDC (Lukolongo Ward Development Committee), Kafue District	Committee Member	0968802072	-----
37	Adam Phiri	LWDC, Kafue District	Committee Member	0966191097	-----
38	Maureen Chongo	LWDC, Kafue District	Committee Member	0968459075	-----
39	Tymon Pasipanodya	LWDC, Kafue District	Committee Member	0964343362	pasitymonpanodya@gmail.com
40	Emelda M. Kapata	Min of Agric, Choma District	Camp Officer	0977687471	emeldambund@gmail.com
41	Lauraine Mwansa	Min of Agric, Choma District	Extension Methodology Officer	0966139468	lauliemwansa@gmail.com
42	Mabvuto Phiri	Min of Agric, Choma District	Senior Agriculture Officer	0963844450	mabvuto.phiri@gmail.com
43	Sakaumba Funda	Min of Agric, Choma District	Camp Officer	0961341410	sakaumbaiso@gmail.com
44	Alick Daka	Min of Agric HQ, Lusaka	Deputy Director, Depart of Agric.	0977693505	alickdaka70@gmail.com
45	Bvunzayi Rutsito	Min of Agric, Kafue District	District Agriculture Coordinator	0966435992	bvrutsito@gmail.com
46	Clara Chiluba	Min of Agric, Kafue District	Acting Gender & Nutrition Officer	0979465150	chilubaclara@gmail.com
47	Elizabeth K. Liche	Min of Agric, Kafue District	Senior Agriculture Officer	0977304931	kabwe.elizabeth@gmail.com
48	Goliath Chooye	Min of Agric, Southern Province	Senior Farm Management Officer	0954513297	chooyeg@yahoo.com
49	Max Choombe Dr.	Min of Agric, Southern Province	Provincial Agriculture Coordinator	0977795652	maxchoombe@gmail.com
50	Paul Nyambe	Min of Agric, Southern Province	Principle Agriculture Officer	0977113806	paulmalumo@gmail.com
51	Morjolein Mwanamwenge	World Food Program, Lusaka	Program & Policy/Nutrition Lead	0968799493	marjoliein.mwanamwenge@wfp.org
52	Cesar Katebe	Zambia Alliance for Women	Programs Manager	0966789124	cesar@zaw.org.zm
53	Edah Chimya	Zambia Alliance for Women	Executive Director	0977803798	egchimya@gmail.com
54	Moses Banda	Zambia Alliance for Women	M&E Officer	0974494341	mosesbanda100@yahoo.com
55	Mulenga Chileshe	Zambia Alliance for Women	Finance Officer	0978676958	mwenyam90@gmail.com
56	Thresa Bwalya	Zambia Alliance for Women	Programs Officer	0977312741	nyavwatbwalya@gmail.com

INDONESIA

Date	Activity	Persons met	
March 4	Arrival De Greve		
March 6	Team meeting	Silvana Paath	Programme Coordinator SD4All
		Gita Meidita	PML Officer SD4All
		Nova Doloksaribu	Communication Officer SD4All
		Elly Anggraeni	Project Support Officer
March 9	NTFP Meeting in Bogor	Jusupta Tarigan	Executive Director
		Merry Tobing	Enterprise Officer
	Meeting Hivos	Biranchi Upadhyay	Hivos Regional Director
March 10	Meeting GBDI	Christine Effendy	Project Director GBDI
	Meeting Hivos	Silvana Paath	Programme Coordinator SD4All
March 11	Travel to Jember		
	Village Event		
	Meeting Tanoker Team	Dr. Suporahardjo Fnu	Founder
		Farha Ciciek	Founder
		Nurhadi	Project Officer
		Bryan Chandra	Project Finance
		Dewi Tri Lestari	Secretary
		Iwan Joyo Roni P.S.	Media
		Isnatul Mu'alifah Ninna Rohmawati	Program Companion
March 12	Bappeda Jember	Sigit Boedi	Government and Empowerment Division Head
		Bambang	Staff
	Women Empowerment and Children Protection Body of Jember	dr. Wiwik Supartiwi	Division Head
	Sekolah Yang Eyang	Juhariyah	Headmistress of Sekolah Yang Eyang
		Mardi	Sumber Lesung Village Head
	Sekolah Bok Ebok	Latifah	Headmistress of Sekolah Bok Ebok
		Sandrina	Member of Sekolah Bok Ebok
Sekolah Pak Bapak	Ali	Headmaster of Sekolah Pak Bapak	
Radar Jember	M.S. Rasyid	Editor in Chief	
March 13	Efficiency Analysis	Nurhadi Farha Ciciek	Project Officer
	Ledokombo Subdistrict	Jono Wasinudin	Head of Subdistrict of Ledokombo
		Ninna Rohmawati	Department Head

	Nutrition Department of Jember University	Dewi	Lecturer/researcher
March 14	Back to Jakarta		
March 15	Consultants prepare sense-making workshop		
March 16	Return De Greve, due to Corona situation – no sense making workshop		
March 19	Sense-making by Skype		

BOLIVIA

When	What	Participants
05.12.2019	First interview for the preparation of the inception report	Maria Teresa Nogales, director of Fundación Alternativas
13.01.2020	Meeting with Hivos coordinators	Marcelo Collao, Nicole Szucs, Gesa Grundmann, José Carlos Campero
20.01.2020	First meeting with all partners in HIVOS office to revise objectives of the evaluation and organize dates and logistics	Marcelo Collao, Nicole Szucs, Maria Teresa Nogales (Fundación Alternativas), Leslie Salazar (MIGA), Ariel de la Rocha (Les Niungunes), Gesa Grundmann, José Carlos Campero
03.02.2020	Workshop with Alternativas Foundation (<i>Fundación Alternativas</i>)	Gabriela Teran Guochalla, Janira Rodriguez Torrez, Javier Thellaeche Ortiz, Mariela Rivera Rodriguez, Viviana Zanora Telleriz, Maria Teresa Nogales, Elisabeth Aguirre Quinoes, Gesa Grundmann, José Carlos Campero
04.02.2020	Workshop with <i>Les Ningunes</i>	Ángela Guerra Sarmiento, Maira Simone Peters, Ariel de la Rocha, Joaquín M. de la Rocha Illanes, Gesa Grundmann, José Carlos Campero
05.02.2020	Workshop with MIGA	Estefanía Rada, Julio Caneda Rosso, Ana Zalles, Leslie Salazar, Gesa Grundmann, José Carlos Campero
06.02.2020	Participation in the municipal Committee for food security in La Paz	Aprox. 30 participants of different sectors of society and administration, organized by Fundación Alternativas, Gesa Grundmann
10.02.2020	Workshop with all partners to analyze their cooperation and alliances	Marcelo Collao, Nicole Szucs, Maria Teresa Nogales, Leslie Salazar, Angela Guerra Sarmiento, Estefanía Rada, Gesa Grundmann, José Carlos Campero

11.02.2020	Meeting with Hivos coordinators to analyze design, management and results	Marcelo Collao, Nicole Szucs, Gesa Grundmann, José Carlos Campero
12.02.2020	Participation in the "Primer encuentro de jóvenes para empleo, educación y alimentación" (The First Youth meeting to discuss alimentation, employment and education)	Aprox. 200 young people, organized by MIGA Gesa Grundmann
13.02.2020	Focus group discussion with 10 participants who collaborate with the partner organizations	Carla Rodríguez Ascano (Movimiento comida consciente – Restaurante Aguacate), Federico Chipana Vergas (Colectivo Casa de la Solidaridad El Alto y Achocalla), Luz Bustillos (Escuelas Manq'a), Luisa Fernanda España Peñaranda (Restaurante Lupito - Cocina Vegana), María Isabel Casiba (Instituto Celfim), María Fernanda Revollo Endara (Consejo Municipal de La Paz), Martín Mamani Vergara (Miembro Huerto Urbano Lakauta), Geovana Mercado Ramos (Agrónoma), Claudia Arroyo Lanza (Socióloga y feminista, Centro de Cultura Popular), Gesa Grundmann, José Carlos Campero
14.02.2020	Interview with FAO Bolivia Director	Dr. Theodor Friedrich, Gesa Grundmann
14.02.2020	Interview with the Coordinator of CODAN La Paz (Department of Food and Nutrition, Departmental Government of La Paz)	Víctor Hugo Román, Gesa Grundmann
20.02.2020	Sense Making Workshop	Ariel de la Rocha (Les Ningunes), Marcelo Collao (Hivos), Joaquín Moisés de la Rocha (Les Ningunes), Viviana Zamora (Fundación Alternativas), Gabriele Terán (Fundación Alternativas), Nicole Szucs (Hivos), Leslie Salazar (MIGA), Julio Cadero Rosso (MIGA), Gesa Grundmann, José Carlos Campero

21.02.2020	Interview with the Regional Director for Latin America of ICCO Cooperation	Conny Toornstra, Gesa Grundmann
09.03.2020	Interview with FAUTAPO Foundation Director	Andreas Presing, José Carlos Campero
10.03.2020	Interview with INNOVARE executive	Gabriela Silva, José Carlos Campero
19.03.2020	Interview with the Director of Agriculture and Food Safety of the Municipality of El Alto	Santos Merlo, José Carlos Campero
19.03.2020	Interview with the Secretary of Economic Development of the Municipality of Tarija	María Elena Bautista, José Carlos Campero
19.03.2020	Second Sense Making Workshop	Marcelo Collao, Nicole Szucs, Gesa Grundmann, José Carlos Campero, Frank Mechielsen, Carmen Torres Ledezma
19.03.2020	Interview with the former Coordinator of the Multi-Stakeholder Platform in Sucre	Patricia Pereira Cortéz, Gesa Grundmann
20.03.2020	Interview with a member of the Municipal Council of the Municipality of La Paz	Katia Salazar, Gesa Grundmann

L&A INTERNATIONAL AND IN THE NETHERLANDS

Global team

Frank Mechielsen	Senior Programme Manager SD4All – Hivos
Wenny Ho	DMEL officer Hivos
Nout van der Vaart	International advocacy officer – Hivos
Maria Gomez	JPO Sustainable Diets for All – Hivos
Aurora Stobbelaar	IIED
Costanza De Toma	Communications & Advocacy Officer IIED (temporary 2019)
Natalie Lartey	Communications & Advocacy Officer IIED

SFS Programme

Charles Arden-Clarke	Head of 10YFP Secretariat, UN Environment, Economy Division
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Patrick Mink	Policy Advisor, Federal Office for Agriculture, Swiss government
Michael Mulet,	WWF France
Marina Bortoletti	UNEP

Nederlandse L&A

Bente Meindertsma	Agriprofocus
Jeroen Rijniers	Dutch Ministry of Foreign Affairs, Inclusive Green Growth Dept.
Sebastiaan Aalst	Strategic Director, Food Cabinet
Kim van Seeters	LNV
Marijke de Graaf	ICCO
Madelon Meijer	Oxfam-Novib
Lucie Wassink	Policy Coordinator LNV (Formerly Landbouwraad Jakarta)

Southern voice

Mohammed Shariff	Programme Director, Kabarole Research Centre, Uganda
Jane Zulu	CUTS Zambia
Silvana Paath	Regional Advocacy Officer Food
Biranchi Upadhyaya	Regional Director Southeast Asia Hivos

INCEPTION PHASE

Wenny Ho	DMEL officer Hivos (briefing meeting)
Kare Chambille	DMEL officer Hivos (briefing meeting)
Jeroen Rijniers	Ministry of Foreign Affairs
Frank Mechielsen	Senior Programme Manager SD4All
Nout van der Vaart	International Advocacy Officer SD4All
Immaculate Yossa	Regional Advocacy Officer Food East-Africa
William Chilufya	Regional Advocacy Officer Food Southern-Africa
Mary Kuiria	Regional DMEL, Hivos Regional Office of East Africa
Bill Vorley	Associate IIED
Alejandro Guarin	Lead Researcher IIED
Maria Teresa Nogales	Directora Ejecutiva Fundación Alternativas, Bolivia
Eddy Musosa	CSPR Zambia
Shariff Mohammed	Kabarole Research Centre

LEARNING EVENT

Gesa Grossman, William Chilufya, Tambu , Frank Mechielsen, Immaculate Yossa, Karel Chambille, Anne-Marie Mayer, Aurora Stobbelaar, Wenny Ho, Maria Gomez, Nout van der Vaart, Marcelo Collao, Alejandro Guarin, Bill Vorley, Anne Majani, Jente Fabriek, Natalie Lartey, Silvana Paath, Nicole Szucs, Nienke Smidtman

VALIDATION

External reference Group: Jennifer Chapman, James Taylor, Huib Huyse

SD4ALL: Immaculate Yossa, Karel Chambille, Alejandro Guarin, Frank Mechielsen, Nout van der Vaart, Jente Fabriek,

Evaluators: Fons van der Velden George Kasumba, Pol De Greve

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