

**Citizen Agency Consortium
External End-Term Evaluation
Terms of Reference
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 5 year CAC strategic partnership with the Dutch Ministry of Foreign Affairs under the Dialogue and Dissent framework¹ (2016-2020). This document provides the Terms of Reference for this evaluation².

2. The Citizen Agency Consortium Strategic Partnership program

The Citizen Agency Consortium Strategic Partnership program focuses on strengthening the lobby and advocacy capacities of more than 100 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:

- Sustainable Diets for All³
- Green and Inclusive Energy⁴
- Open Contracting⁵
- Decent work for Women⁶

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, based in or linked to the Hivos Hubs in Nairobi, Harare, Jakarta and San José, are responsible for implementation in the countries of their (sub) region. Article 19 staff is part of the Open Contracting team. IIED staff is part of the Sustainable Diets for All team, and support the Green and Inclusive Energy team on a demand basis.

Coordination within the CAC is provided by a project coordinator and a Project Team. Overall responsibility lies with a Steering Committee, representing the management of Hivos, A19 and IIED.

Under the consortium-wide Theory of Change (ToC), for its operation each thematic program is guided by an own Theory of Change⁷. These Theories of Change are not static documents; they have been adapted over time. Each thematic program has carried out baseline studies in 2016⁸. The Citizen Agency Consortium has used a number of approaches for monitoring of results. These include Outcome Harvesting and Narrative Assessment (for monitoring L&A results) and Capacity self-assessments. 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

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

² More precisely: from this 'generic' ToR four specific ToR were derived for the thematic evaluations.

³ <https://sustainablediets4all.org/> ; <https://www.hivos.org/program/sustainable-diets-4-all/>

⁴ <https://greeninclusiveenergy.org/> ; <https://www.hivos.org/program/green-and-inclusive-energy/>

⁵ <https://openupcontracting.org/> ; <https://www.hivos.org/program/open-contracting/>

⁶ <https://www.womenatworkcampaign.org/partners/> ; <https://www.hivos.org/program/decent-work-for-women-womenwork/>

⁷ See 2015 program document. Some programs (GIE and SD4All have also formulated country ToCs.

⁸ Link to baseline studies

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. The management of the evaluation lies with the two Hivos senior DMEL officers. The Project Team will function as an Internal Reference Group.

These ToR have been developed with advice from an External Reference Group.

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.

3.2. Principles and Purpose of the Evaluation

This evaluation will seek a balance between Learning and Accountability.

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 (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.

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 Citizen Agency Consortium Strategic Partnership 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 guide evaluations that 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 evaluation

In order to effectively serve its purpose and objective, the evaluation will consist of a sequence of separate evaluation studies, commissioned to different evaluation teams, all based on these ToR. This will allow to do full justice to the individual thematic programs as well as to generate an overarching 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 next phase.

3.4.2. Thematic Evaluation studies & learning events

Subsequently 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. An initial long list of cases has been proposed by the thematic project teams and will be included in the calls for proposals. The final selection of cases will be made during the inception phase, ensuring relevance at thematic as well as overarching level.

The thematic evaluations will be commissioned to four separate evaluation teams. Teams need to combine a learning evaluation approach with thematic expertise and evaluation expertise of Lobby & Advocacy and Capacity Development.

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

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 phases of the respective studies.

Evaluation questions for the last two phases of the evaluation will be formulated early 2020, building on the findings of the thematic evaluations.

3.5.1 Substantiation of Outcomes

*To what degree are the factual statements in the harvested outcomes supported by the opinion of informed outside observers?

This question will be answered following the substantiation approach developed for Outcome Harvesting. Outcomes will be grouped in clusters. All Outcome clusters will be substantiated.

3.5.2 Thematic evaluations

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?
- * Analyze the applied strategies and interventions in terms of CAC's overall Citizen Agency approach to Lobby and Advocacy.
- * Analyze 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:

Each thematic evaluation will answer these questions for the entire thematic 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 - each thematic evaluation will consist of a number of case studies.

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

This study will be commissioned early 2020. Specific evaluation questions will be defined on the basis of the findings from the thematic evaluations.

3.5.4. CAC Synthesis Study and Learning event

The specific ToR will be elaborated in detail early 2020, based on the findings of the thematic studies.

3.6. Methodological requirements and Quality control

Facilitate learning

With a view to its explicit learning purpose, all studies in this evaluation will seek to maximize the involvement of the actors –in CAC and partners- in its implementation. This will be concretized in the inception phases of the 4 thematic evaluations, in the preparation of the case studies, in the organizations of learning and validation events on draft reports.

IOB requirements

These Terms of Reference are the basis for ‘calls for proposals’. They do not prescribe specific methods or data collection tools. Methods and tools will be proposed by interested evaluation teams. Evaluation proposals will be selected on the basis of a number of criteria, including the appropriateness of their approach to the ToR and evaluation questions , taking into account the specificity and ‘messiness’ of processes of Lobby & Advocacy and Capacity Development. The IOB requirements will assist in the selection, as well as in the assessment of the evaluation reports⁹.

⁹ See IOB checklist.
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Quality Control

Hivos' senior DMEL officers are responsible for commissioning and managing the evaluation.

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

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

3.7. Deliverables

The substantiation phase will lead to a report describing the degree of external support of the outcome harvesting monitoring data.

The four reports of the thematic evaluation studies will all follow the same outline, given by the evaluation questions. They will include separate case study reports. These reports will allow for comparison in the synthesis report.

The overall synthesis report will answer the evaluation questions at CAC level and formulate general conclusions and recommendations.

3.8 Indicative Timing

Component	Activity & Deliverable	Deadline
Substantiation	Substantiation Outcomes Report	November 1 st , 2019
4 Thematic Evaluations	Final Reports	May 1st, 2020
Internal Organisation study	Final Report	July 1 st , 2020
Synthesis Report	Final report	November 1st, 2020
	presentation evaluation to MoFA	December 1 st , 2020

3.9. budget

The 2015 CAC program document allocated 2% of the total budget for Monitoring and Evaluation. Funding for the evaluation comes from this allocation.