Terms of Reference
External End Evaluation
Every Voice Counts Programme
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1 Every Voice Counts programme

1.1 Background
The Every Voice Counts (EVC) Programme is funded through the ‘Dialogue and Dissent’ strategic partnership programme of the Dutch Ministry of Foreign Affairs and aims to contribute to inclusive and effective governance processes in fragile settings. A key obstacle to achieving stability and sustainable development in fragile settings is the structural exclusion of segments of society from local, district level and national governance processes. The EVC programme Theory of Change (ToC) addresses this by focussing on inclusive governance processes, referring to the extent to which governance processes provide space to overcome the systematic exclusion of disadvantaged groups seeking to participate in decision making, in particular women and/or youth (see Annex 1).

CARE believes that inclusiveness leads to more effective governance, since institutions and policies will then be accessible, accountable and responsive to disadvantaged groups, protecting their interests and providing diverse populations with equal access to public services such as justice, health and education. The ToC identifies four “domains of change” in which change is required to realize our long-term objective: to contribute to inclusive and effective governance processes in fragile- and conflict affected settings. The domains are mutually constitutive and change in one can trigger change in the other. Figure 1. provides a graphic representation of the EVC programme ToC.

![Figure 1. Theory of Change Every Voice Counts Programme](image)

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CARE Nederland
ToR External End Evaluation EVC

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Domain 1 is centred around empowerment of members of excluded groups - in particular women and/or youth - on lobby and advocacy, as most members of excluded groups are affected by harmful norms and traditions, discriminatory social structures, lack awareness of their rights and responsibilities and have limited capacities to articulate and act on their needs.

Domain 2 focusses on strengthening the advocacy role of civil society as it has a key role to play in lobbying on behalf of excluded groups and in holding public authorities and other power holders to account.

Domain 3 is about responsive public authorities and other power holders. We believe that responsiveness increases when public authorities and other power holders have stronger capabilities as well as stronger incentives to act in reaction to people they serve.

Domain 4 focuses on expanding and strengthening space for dialogue and negotiation. We believe that increased engagement and effective interaction between all actors leads to policies and practices that better take into account the interests of excluded groups.

1.2 Focus in EVC countries

The EVC programme is being implemented by CARE Nederland (CNL), The Hague Academy for Local Governance, RNW Media, CARE Country Offices (COs) and local partners in Afghanistan, Burundi, Pakistan, Rwanda, Somalia and Sudan:

- EVC Afghanistan aims to increase women’s participation in Community Development Councils and to improve the availability, accessibility and quality of education and health services.
- EVC Burundi advocates to ensure that the 30% quota of women’s participation is respected at community level, aims for inclusion of women and girls in community development planning and the completion and implementation of the Gender Based Violence (GBV) law.
- EVC Pakistan aims to improve the implementation of GBV law and advocates for inclusion of women in local governance processes.
- EVC Rwanda focusses on engagement of grassroots women and girls in Imihigo planning and budgeting processes to ensure the inclusion of GBV in district plans and budgets.
- EVC Somalia advocates for the approval and implementation of the Youth Policy in Puntland and ISWA (Interim South West Administration) and youth participation during the 2020 general elections.
- EVC Sudan aims to increase participation of women and youth in Village Development Councils and locality level decision making bodies; and increase women and youth’s inclusion in financial and market services.

Baseline studies were carried out in 2016 to establish the situation at the start of the EVC.

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1 Imihigo refers to annual planning and budgeting process of central and local government in Rwanda. The planning process includes meetings at every level of government, to give central agencies and district governments a chance to negotiate targets.
programme enabling the assessment of change over time. A midterm review was conducted in 2018 to assess progress against baseline (see Annex 2). Due to delays in government approval, the baseline study for the Pakistan programme was conducted in 2018.

2 The assignment

2.1 Objective and scope

The aim of this assignment is to conduct the External End Evaluation (EEE) of the Every Voice Counts programme focusing on the results and process of the various programme components and to provide recommendations for future programming. To this end, the EEE will be comprised of three parts:

1. **An outcome evaluation** - resulting from a synthesis of the 6 country specific reports - focusing on the following programme aspects:
   - Effectiveness
   - Efficiency
   - Relevance
   - Sustainability
   - Impact

2. A **process evaluation** focusing on the following programme aspects:
   - Strategic Partnership
   - Knowledge Management
   - Lobbying & Advocacy in the Netherlands and the EU

3. Based on the findings of the parts 1 and 2, **formulate actionable recommendations** on how the design and implementation of an inclusive governance programme in fragile and conflict-affected settings can be strengthened in terms of results and process.

The EVC programme will be evaluated in its entirety, covering the period 1 January 2016 – 1 May 2020 by a team of “global consultants”. The global consultants will deliver a global evaluation report including learnings for all programme countries in addition to learnings related to the results and processes at the Netherlands and EU level.

In-country end evaluations resulting in country-level end evaluation reports will be conducted by “local consultants” to be hired and managed by the 6 CARE Country Offices. These local consultants will work on the basis of a standardised ToR for in-country evaluations which will be adjusted for the local context. It is the role of the global consultant to streamline the data-collection and reporting across countries by:

- Developing an overall evaluation framework, including the sampling frame, methodology, and timeline
- Developing standardised evaluation tools
- Developing a standardised analytical framework
- Developing a standardised reporting format for local consultants
- Organising two overall face-to-face programme level workshops:
  - One to introduce the overall evaluation framework and tools (March)
  - One to synthesize results to the overall programme level (September)
2.2 Evaluation questions

Part 1
The EEE report should – as a result from a synthesis of the country-specific evaluation reports - provide answers to the following evaluation questions:

1. **Effectiveness**
   - To what extent were the EVC programme objectives as defined in the ToC achieved?
   - What were the major factors influencing the achievement or non-achievement of the objectives?
   - Were the assumptions underlying the ToC valid?

2. **Efficiency**
   - Which key advocacy interventions are most effective in contributing to change relative to the personnel and associated costs?

3. **Relevance**
   - To what extent are the objectives of the country programme ToCs still relevant for the targeted women and youth?
   - Which adjustments should be made in a next phase of the programme?

4. **Sustainability**
   - What is being done to ensure sustainability of programme results?
   - Are these efforts likely to influence the sustainability of the programme?

5. **Impact**
   - What has happened as a result of the programme?
   - To what extent has the programme resulted in unintended positive and negative changes?

Part 2
The EEE report should – as a result from the process evaluation provide answers to the following questions:

6. **Strategic Partnership**
   - To what extent has the strategic partnership led to synergy in the delivery of the EVC programme?
   - In what way have partners been able to show their added value?
   - What was the relationship between the partners like during the programme period?
   - (How) has this relationship changed as a result of the strategic partnerships approach?

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2 Note that when answering these questions, the policy framework “Dialogue and Dissent - DD” as developed by the Social Development Department (DSO) should be taken into account as well as the policy framework “Legitimate Stability and Sustainable Peace in Conflict-Affected States” as developed by the Department for Stabilisation and Humanitarian Aid. Annex 3 provides an overview of the DSO and DSH indicators to be used in this EEE including guidance for the measurement of these indicators.


4 With partners, we refer to: The Dutch Ministry of Foreign Affairs: DSO, DSH and embassies, CARE Nederland, The Hague Academy for Local Governance, RNW Media, CARE County offices and first and second tier Local Partners.
7. **Knowledge Management**
   - To what extent have the knowledge products and learning tools/approaches addressed the learning needs of local staff and partner?
   - To what extent was there an uptake of the key research findings and recommendations?

8. **Lobbying & Advocacy in the Netherlands and the EU**
   - To what extent have CARE’s lobbying & advocacy and public engagement activities in the Netherlands had the desired effects?
   - To what extent did the L&A in NL & EU support the advocacy agenda in EVC countries?

**Part 3**
The EEE report should – based on the finding of part 1 and 2 - provide answers to the following questions:

9. **Outcome evaluation**
   - What are the main conclusions and recommendations of this evaluation when it comes to the implementation and results of this inclusive governance programme taking into account a) effectiveness, b) efficiency, c) relevance, d) sustainability, and e) impact?

10. **Process evaluation**
    - What are the main conclusions and recommendations of this evaluation when it comes to the strategic partnership, knowledge management and lobbying & advocacy in the Netherlands and the EU?

**2.3 Deliverables**
In view of the above, the deliverables are (all in English):
   - Evaluation framework (February 2020)
   - A 4-day workshop in March 2020 on the evaluation framework and required evaluation methodologies for the EEE\(^5\)
   - Guidelines and tools for data-collection in countries (April 2020)
   - A standardised analytical framework (April 2020)
   - Support to 6 CARE country offices and local consultants during data-collection and analysis periods (May – August 2020)
   - A 4-day workshop\(^5\) in October 2020 to present and validate the preliminary results of the 1) the synthesis of country-level reports (outcome evaluation); and 2) the process evaluation focusing on the strategic partnership, knowledge management and lobbying & advocacy in the Netherlands and the EU.
   - A comprehensive EEE report with a maximum of 40 pages excluding annexes (15 November 2020).

\(^{5}\) The location of the workshop is still to be determined
2.4 Roles and responsibilities

The EEE of the Every Voice Counts Programme will be conducted by a **Global Evaluation team** in line with this Terms of Reference. This team will synthesize the results of 6 country-specific evaluation reports that will be conducted by six **Local Evaluation Teams**. These Local Evaluation Teams will be hired, managed and reimbursed by CARE Country Office staff and guided and supported by the Global Evaluation Team. The EEE is commissioned and managed by an **Evaluation Management Team** headed by CARE Nederland’s PMEL coordinator. The evaluation will be overseen by a **Reference Group** comprised of the EVC programme coordinator, CARE Nederland’s PMEL coordinator and experts working in the development sector, academia and the Ministry of Foreign Affairs. The mission and purpose of the Reference Group to ensure the final evaluation of the EVC programme adheres to the IOB minimal standards for the end evaluation by providing advice and guidance at pivotal moments in the evaluation process.

2.5 Planning

<table>
<thead>
<tr>
<th>Deliverables (see more detailed description above)</th>
<th>Time period</th>
<th>Payment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Final evaluation framework</td>
<td>February 2020</td>
<td>30% of payment paid-out</td>
</tr>
<tr>
<td>4-day workshop on the evaluation framework and required evaluation methodologies*</td>
<td>March 2020</td>
<td></td>
</tr>
<tr>
<td>Guidelines and tools for data-collection in countries</td>
<td>April 2020</td>
<td></td>
</tr>
<tr>
<td>Standardised analytical framework</td>
<td>April 2020</td>
<td></td>
</tr>
<tr>
<td>Remote support to country offices/local evaluation teams</td>
<td>May – August 2020 7</td>
<td>70% of payment paid-out</td>
</tr>
<tr>
<td>Data collection for process evaluation</td>
<td>April-July 2020</td>
<td></td>
</tr>
<tr>
<td>Synthesis of reports at country level</td>
<td>September - October 2020</td>
<td></td>
</tr>
<tr>
<td>Presentation/validation of preliminary results in 4-day workshop</td>
<td>October 2020</td>
<td></td>
</tr>
<tr>
<td>Comprehensive EEE report</td>
<td>15 November</td>
<td></td>
</tr>
</tbody>
</table>

Remuneration is based on submission of final deliverables as mentioned in the preliminary planning. No payment will be made in advance.

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* Participants include representatives of the local evaluation teams, CARE country offices and CARE Nederland EVC programme staff.

7 Ramadan: 23 April - 23 May (Afghanistan, Pakistan, Somalia, Sudan)
Burundian presidential and local elections: May – August 2020
Somali popular elections: no exact dates known yet.
3 Purchase procedure

3.1 Procedure
This procurement procedure is organised to contract the service of providing an evaluation framework, a 4-day workshop on the evaluation framework and required evaluation methodologies for the EEE, guidelines and tools for data-collection in countries, a standardised analytical framework, remote support to 6 CARE country offices and local consultants during data-collection and analysis period, a 4-day workshop to present and validate the preliminary results and the delivery of a comprehensive EEE report. Potential suppliers are asked to make a quotation based on the administrative criteria, selection criteria and the award criteria mentioned below. These quotations are assessed on their compliance, quality and price. The contract will in principle be awarded to the organisation with the economically most advantageous quotation. This means that not only the price, but all award criteria will be taken into consideration. CARE Nederland withholds the right to conduct interviews with one or more potential suppliers before an award decision is made. Purpose of the interview is to seek further clarification on the submitted quotations and learn more about the background and previous experiences of the potential suppliers and their teams.

3.2 Administrative criteria

3.2.1 Deadlines

- Quotations should reach CARE no later than 12 January 2020.

3.2.2 Contents of quotation

The following should be included in applications:

- At least two relevant reference assignments previously performed by the supplier that are comparable in content, time and money.
- Copy of the registration with the Chamber of Commerce
- An approach paper, including a detailed work plan based on this ToR
- CV(s) of the proposed consultant(s), proving relevant experience and/or diplomas. See also chapter 3.3, award criteria.
- Total price. Accompanied with a cost break down in days or hours spent and the related fee.

Quotations should be submitted by e-mail to: Mirjam Locadia, PMEL Coordinator (locadia@carenederland.org), and a copy to Lori Cajegas, EVC Programme Coordinator (cajegas@carenederland.org). Questions can be sent to locadia@carenederland.org until Friday 20 December 2019. Answers will be provided on Monday 23 December 2019.
3.3 Award criteria

The evaluation of the quotations will be based on the best value for money criterion covering technical quality (the evaluation methodology and the CV of the consultant) and price of the quotation.

3.3.1 Assessment of the approach paper

The assessment of the approach paper will be based on the following criteria. The best fitting approach paper for the assignment will be given the most points.

1) Solid plan for aligning evaluation tools and methodologies across the six countries, taking into account the local context and country specific focus.
2) Proposed evaluation methodology will lead to a quality EEE report of the EVC programme providing answers to the evaluation questions in this ToR.
3) Realistic time planning given the assignment.

3.3.2 Assessment of the CV's

The assessment of the CV's will be based on appropriateness of the proposed consultants based on the following criteria. The best fitting CV for the assignment will be given the most points. The following competencies should be made clear in the CV’s provided:

Required
a) Experience in providing MEL training, guidance and support
b) Experience in evaluating multi-country programmes
c) Experience in evaluating lobbying and advocacy programmes
d) Experience with Dutch and/or international (I)NGO's
e) Good writing and communicative skills
f) Good command of English

Preferred

g) Experience with Outcome Harvesting methodology
h) Experience with 'Dialogue and Dissent' programme
i) Knowledge of French, Arabic, Somali, Pashto, and/or Urdu

3.3.3 Assessment of the price and value for money

The maximum budget for this assignment is €40,000 (excluding VAT), excluding costs for travel and accommodation in relation to the workshop. The contractor will have to make provisions for covering all costs associated with the assignment. Please note that CARE Nederland provides a maximum hour rate of €800 (excluding VAT) per day for external consultants. Proposals comprising higher daily rates will not be taken into consideration.

Remuneration is based on submission of final deliverables as mentioned in chapter 2.5.
3.4 Selection and assessment

The assessment of the quotations will start with an assessment of the administrative criteria, mentioned in chapter 3.2. These criteria are all Knock-out criteria. That means that if these criteria aren’t met in your quotation, this quotation will be put aside, and the award criteria of this quotation will not be assessed.

The quotations that meet the administrative criteria will be assessed against the award criteria. The award criteria are assessed according to the following distribution of points.

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Knock out (KO) / Max. Point</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administrative criteria</td>
<td></td>
</tr>
<tr>
<td>Quotation received within deadline</td>
<td>KO</td>
</tr>
<tr>
<td>At least two relevant reference assignments previously performed by the supplier that are comparable in content, time and money.</td>
<td>KO</td>
</tr>
<tr>
<td>Copy of the registration with the Chamber of Commerce</td>
<td>KO</td>
</tr>
<tr>
<td>An approach paper, including a detailed workplan based on this ToR</td>
<td>KO</td>
</tr>
<tr>
<td>CV(‘s) of the proposed consultant(s), proving relevant experience and/or diplomas</td>
<td>KO</td>
</tr>
<tr>
<td>Daily rates &lt; €800 (excluding VAT)</td>
<td>KO</td>
</tr>
<tr>
<td>Award criteria</td>
<td></td>
</tr>
<tr>
<td>Technical criteria</td>
<td></td>
</tr>
<tr>
<td>Approach paper</td>
<td>40 out of 100</td>
</tr>
<tr>
<td>CV’s</td>
<td>40 out of 100</td>
</tr>
<tr>
<td>Price and value for money</td>
<td>20 out of 100</td>
</tr>
</tbody>
</table>

Interviews will be organised with the two to three suppliers with the highest scoring quotations on **16 and 17 January 2020**. Purpose of the interview is to seek further clarification on the submitted quotations and learn more about the background and previous experiences of proposed consultants and their competencies. After the interviews the total points scored on the award criteria can be reassessed.