Evaluation



Solidaridad network making our PROMIS a reality

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1. Introduction

Evaluation is the last step in the project management cycle. During an evaluation, we look at expected and unexpected benefits of the project and the assumptions underlying your Results Chain. An evaluation is like taking stock, and standing still for a moment in the lifetime of your project and look critically at yourself and/or the partner's implementation strategies used.



In chapter 2 of this booklet we discuss the key questions related to evaluation:

- Purpose of an evaluation
- What is the difference between monitoring and evaluation?
- When and who can do the evaluation?
- Key evaluation criteria

In chapter 3 we describe how to prepare and implement an evaluation, including suggestions for recruitment of external evaluators, the evaluation process and tips & tricks for writing a Terms of Reference (ToR). Chapter 4 first discusses how to become a learning organization, and then, more specific, how to learn from evaluations.

Please note that when we talk about projects in this booklet, you can also read programmes since evaluations can be applied to both levels and the methodology will be mostly the same.



2. Key questions related to evaluations

2.1 Purpose of an evaluation

An evaluation can be carried out for multiple purposes, but summed up the purpose always consist of learning or showing your accountability. Both are completely valid. You can learn to improve your interventions, strategic approaches and share lessons learnt with stakeholders. With respect to accountability, evaluations are carried out for internal management purposes or for external validation of inputs and results.

It is relevant to realize that the purpose steers the choice of questions to ask and the research approaches applied. You can imagine that for accountability to a donor an independent external evaluation will be perceived of better value than an internal evaluation. For learning, questions relating as to how results were achieved and why certain interventions did or did not work are very relevant.

When external accountability is the main reason for evaluation, you might miss out on an excellent opportunity for learning. Therefore, the Solidaridad Network would like to encourage focusing evaluating on both learning and accountability, or said in other words: evaluate not only to prove, but also to improve.

Before starting the preparations you have to define for yourself what you want to take away from the evaluation, and how your project, the management and other stakeholders can benefit the most from it. Therefore, project management staff should formulate clear learning objectives; also called evaluation questions.

Unquestionably, it makes a difference whether you evaluate your project in terms of how well it was implemented versus the planned intervention or whether the target group is actually better off with or without the intervention. A question that helps to define the learning questions is: what decisions will be taken based upon the conclusions of the evaluation and what kind of information is needed to make those decisions?

Paragraph 2.4 discusses different types of evaluation question.





2.2 What is the difference between monitoring and evaluation?

The main difference between monitoring and evaluation is that monitoring is performed continuously while the programme is implemented, and evaluation is realized after (part of) a project has ended in order to measure the performance of the programme or project. Through evaluations you study the relevance of the project, the impact of the project, the project logic and design to be able to improve the setup for the next phase or next project. Through monitoring you mainly check whether you reached what you planned and whether the implementation process needs to be adapted in order to improve the implementation process.

Monitoring & evaluation both study outputs as well as outcomes. However, evaluations analyze the project with more distance, as a whole and as objectively as possible. Impact is mostly studied as part of evaluations or even through specific impact assessments.



Table 2.1 Outputs, Outcomes and Impact

Nevertheless, a proper evaluation cannot be done without an analysis of information (inputs, activities, outputs, outcomes as measured) gathered for monitoring. Said in other words, one cannot claim changes to have taken place due to a project if you have no proof (data) on project activities taken place. Therefore, monitoring provides the necessary basis for evaluation.

2.3 When, who and how?

There are basically two moments of evaluation, a mid-term evaluation and a final evaluation. The Solidaridad Network recommends both evaluations for projects. Mid-term evaluations are considered very useful, since they allow you to formulate recommendations for the remaining project time and provide an excellent basis for a final evaluation.

An external evaluator often conducts evaluations initiated by donors, since (s) he is supposed to have an objective and outsiders perspective on the project. In addition, facilitation of the evaluation process takes a lot of expertise and time, which can be saved by hiring a consultant. Internal evaluations are less formal and carried out by our own staff.

A combination of an internal evaluator collaborating with the external evaluator can be recommended as well. In chapter 3 we describe how to select an external evaluator and set-up an evaluation team.

2.4 Evaluation questions

There are many different questions to ask during an evaluation, and one could easily get lost while trying to grasp the process, outcomes and impact of a project.

It is recommended to first select a number of relevant areas for evaluation and formulate specific questions within those topics. Areas can vary from long-term impacts, participation (of stakeholders/producers) to project management. In our case the topic of cost – benefit is very important. Questions should address if the results are in proportion to the budget or in other words whether the intervention is worth the costs. For each evaluation question it should be clear whether the question relates to the input, activities or interventions, outputs or triggered changes, outcomes including uptakes and target group benefits, sustainable sector development, or impact (goal) level as formulated in your Results Chain.





Figure 2.1 Results Chain.

Donors or implementing organizations often adopt the framework of the standard Development Assistance Committee (DAC) of the Organization of Economic Cooperation and Development (OECD). This means they formulate specific questions for each of the following criteria that should be addressed during planning and evaluated during and after implementation:

- Relevance: Do the effects match the problems/needs of the target group?
- Efficiency: Is the project delivered in a timely and cost-effective way?
- Effectiveness: To what extent has the project achieved its objectives?
- Impact: What are the positive and negative, intended and unintended, short and long-term changes produced by the project?
- Sustainability or better understood as durability: Are benefits after the project is completed, expected to be durable and therefore lasting?

In summary, we distinguish three types of evaluation questions; focusing either on processes, target performance or causal effects of the project (see table below).

Type of question	What is it about?	Relationship with Results Chain	Relation with OECD criteria
Descriptive questions	What is going on in our project? Describe processes, conditions, organizational relationships, stakeholders' views and experiences.	These questions relate to all levels in the Results Chain	
Normative questions	Is the project performing against the targets set? Comparing what is taking place to what should take place.	These questions relate to all levels in the Results Chain	Relevance Efficiency Sustainability
Cause-and-effect questions	What difference does the intervention make? What is the causal effect of our project? To what extent can we attribute / contribute the changes to our intervention?	Especially relate to higher- level outcomes and impact (goal) level of the Results Chain	Impact Impact

Table 2.2 Types of evaluation questions.





Tip: Link with measurement plan

The questions should at least include a reflection upon the questions and indicators of your measurement plan. Available baseline and monitoring data on these indicators should be used during the evaluation and made available to the evaluators. This is extremely important, the reason to do the baseline is to be able to check at the end what has been achieved and learn from that exercise.

2.5 Impact: Questions about Attribution & Contribution

Evaluating the impact of our interventions is important for Solidaridad, but there are situations where it is difficult to fully proof that the measured changes were attributable to the work of Solidaridad. Changes in a society can also be a result of collaborating or external factors like increased prices or better weather conditions. Solidaridad network finds it important to research the topic of attribution, be transparent and acknowledge other's contributions to the changes achieved. Therefore we encourage you to include specific questions on attribution & contribution in your evaluation design.

The following picture shows that for measuring contribution it helps to include a so-called validity assessment in your evaluation. To measure the attribution you need to calculate the "counterfactual". Counterfactual is further explained in the booklet on Implementation and Monitoring.



Figure 2.2 Impact: contribution and attribution.

The Results Chain is the basis for your analysis of your attribution and contribution. When evaluating each step or level in the chain you should ask yourself explicitly what the project's role was for this specific step and what effects others caused. Plus, very important, find data to support that opinion!

Capturing wider changes in the system or market

Since projects on (private) sector development aim to affect entire systems or markets, benefits are likely to be wider than just among the direct recipients or partners; this may be, for example, because the overall environment has improved or because other enterprises or organizations (at various levels of the Results Chain) copy the innovators and early adopters.

This effect is called "crowding in" and "copying" (or "spontaneous replication" or the 'ripple effect') and was explained in booklet 2. on Project formulation. The results achieved in this way are often not measured, and sometimes unexpected.



The Solidaridad network would like to encourage you to collect case studies and stories through evaluations on these effects and share your experience in how our projects can turn out to have a triggering effect on a market system or value chain.

In Annex I you find more example questions that can be asked during an evaluation. The questions are organized around the following evaluation areas:

- Results Chain
- Activity Plan
- Budget and Actual Variance
- Strategy Link
- Problems and Objectives
- Stakeholders
- Project Management

2.6 Choosing a methodology

After specifying the evaluation questions, the evaluation methodology can be designed. Each evaluation needs a tailor made methodology since the context, questions, budget and stakeholders vary for each project. The consultant normally proposes the evaluation design or methodology but in your Terms of Reference (see chapter 3) you provide the indications or criteria for the methodology. Below we discuss a number of general criteria we consider important within the Solidaridad Network.

Triangulation

Triangulation means that evaluators collect information from different perspectives, different sources and through different data collection methods. This approach ensures that the evaluation is not biased because the collected information is not solely based on one single informant, a particular perspective or an opinion of a stakeholder that has a specific interest. Therefore, triangulation is a requirement for proper analysis. Although the word might suggest differently, triangulation is actually a simple thing to do!

Objectivity

Solidaridad Networks evaluations should strive for objectivity. Objectivity starts with being transparent on data collection methods, limitations and show distinctions between opinions and facts in reporting. Next to qualitative methods (interviews, case studies), the possibility of surveys and quantitative data collection should be investigated. With an objective perspective we can look realistically at our results and create a stronger base for understanding, learning and improving.

Studying a representative group

The selection of where to evaluate and whom to study should be done very carefully. This is called sampling. There are many ways of sampling. The two main categories are **random sampling** where no specific criteria are applied but each person (or group) has the same chance of being picked (blind selection). This way of sampling is often not applicable for our type of evaluations, since you need a really big sampling group to design a meaningful evaluation (then it end up more like research).

A second type of sampling that is more appropriate for our evaluations is **purposively sampling**, where the evaluator selects the people or organizations to be included based upon clear and specific criteria. For instance based on criteria like:

- Size of producer association
- Region
- Kind of producer organization
- Community profile
- Type of intervention
- Type of commodity



The selection that you choose should be illustrative for the whole group of beneficiaries of the project. The evaluator should explain why this set of criteria was taken and why not another selection and assure that the selection includes all project aspects.

Example purposively sampling



Let's consider a project in Ghana in the cocoa sector where we work with six producer groups and a total of 300 associated farmers. An evaluation can for instance include an in-depth study of two producer organizations out of the six; one where training was the main intervention and one where financial support was a core intervention. The organizations are both comparable in size and level of organization. Both organizations and their developments are studied at the beginning, mid-term and after implementation of the project.

Within each organization you would like to interview a number of farmers and consequently decide to select two communities per organization from different regions where farmers are gathered for focus group discussions that have been most active in the project as well as farmers that hardly participated and evaluate their opinion.

Would you like to read more about this topic? See Qualitative research and evaluation methods by Michael Quinn Patton, 2001.

Control groups as counterfactual

Studying a control group can be part of your evaluation design and function as counterfactual (see also booklet 4 on Implementation and Monitoring). The control group should have similar characteristics as the target group, meaning for instance producer organizations working in the same sector, same country, have a comparable size etc. Plus, very important, the control group should not be included in the Solidaridad project, nor in other projects or programmes addressing related issues.

You can imagine how difficult it is to find and study control group but once you succeed it is really interesting to compare what happens when you don't intervene. This will provide valuable information about your attribution to the results. This way you will not only be able to answer how you have contributed to changes in the sector or community but also in what these changes mean for the sector or community. So when designing a baseline both for monitoring and evaluation purposes discuss the options for control groups as a counterfactual and make the added value of your project even clearer.

Participation and validation

Ideally the participation of stakeholders and beneficiaries already starts during the preparation of the evaluations. We advise that relevant stakeholders, like our project partners, are included during development of the ToR to provide input for the definition of evaluation areas and specific questions.

Furthermore, evaluations should reflect the opinions and experiences of all main stakeholders. Meaning that methods need to be found to take into account e.g. the opinions and experiences of producers and representatives of producer organizations when relevant.



Besides the more traditional in-depth-interviews, we encourage evaluators to come up with (creative) methods to evaluate opinions and experiences of stakeholders. For instance through story telling (or the more elaborated methodology of most significant change) that can be used to capture relevant learning's. See the toolbox for more information on this and other exercises and methodologies that can be applied for evaluations.

A final and very important aspect of participation is the validation of the findings and to share the results. Validation means that findings are shared towards the end of the evaluation and a discussion is held with the different stakeholder groups on the interpretation of the results. This is meant not only as another way of verification of results, but to give meaning to the results, to further deepen understanding and of course to be able to claim contribution to impact (see 2.4).

Sharing results means that after completion of the evaluation, the conclusions and recommendations are shared with all the stakeholders involved. Especially when working with farmers this means that you have to look for a way of sharing that fits them. For instance not through large reports but in meetings where there is room for discussion and joint planning of the way forward.





3. Implementing an evaluation

3.1 Process and products

An evaluation normally follows a standard process, in which a number of key products can be distinguished. The products are described below.

I. Terms of Reference (Solidaridad Network)

A Terms of Reference is a request for a proposal of the consultant. It is meant for selection purposes. In chapter 3.1 we discuss a possible setup and minimum content of the ToR. The Terms of Reference should be discussed with the main stakeholders in the project.

When ready, it can be distributed through different channels (websites, partner organizations) and directly to a number of consultants you know in the region. In all cases it is good to coordinate this process with the PM&E specialists within the network, they have a pool of agencies they work with and document well and bad experiences with consultants. Some consultants might even be on a blacklist, meaning they are proven not to be capable and/or reliable and should therefore not be contracted by us under any circumstances.

2. Proposal (Consultants)

Based upon the Terms of Reference, the consultants make a proposal for the evaluation with a financial offer. Be sure you have at least three proposals to choose from. When it concerns a large evaluation, sometimes an extra stage is build in that is called 'expression of interest' where consultants do not develop a full proposal but first send in information on their track record and organization. Based upon the expressions of interest, three consultants/consultancies are asked to develop a full proposal.

3. Contract (Solidaridad Network)

Within the Solidaridad Network we require that you always establish a contract with a consultant. Especially for an evaluation it is important to establish specific requirements for reporting, deadlines, deliverables and budgets to avoid arguments during the process. Furthermore it is recommended to include a clear description of the division of roles. How to establish a contract is described in booklet number 3 on Business partner selection and contracting.

4. (Final) operational evaluation plan (Consultants)

Once the contract is signed, the preparations can start. The consultant(s) should be asked to specify the evaluation plan and define more specific dates, final sampling, methodologies and tools they will use. This is the basis for implementation of the evaluation. This is also called inception plan or final evaluation grid.

5. Reporting - drafts & final (Consultants)

The consultants write a report according to the guidelines in the ToR. Be sure to ask for a management summary and limit the number of pages, for instance max. 40 pages excl. annexes. When the report is written in the local language, there should be least a summary in English.

In the planning there should be time reserved for reviewing by the Solidaridad Network and the main partners of the project. This can for example be organized during a validation workshop, where the evaluators present their preliminary conclusions and request feedback from the main stakeholders. Normally, one or a maximum of two rounds of comments are required.



6. Management response (Solidaridad Network)

Sometimes evaluation results can be critical and you might not agree. Or, you just want to add arguments or explanations. A management response is the right moment for this. It includes an introduction to the reason for the evaluation and a number of comments from your (Solidaridad Networks) perspective. This document or letter can be distributed together with the final report (on the website, through mail etc).

7. Action list (Solidaridad Network)

An action list can be developed after the evaluation is finalised. It describes what you are planning to do with the results. What recommendations you plan to address and how. See chapter 4 for more information on learning from evaluations and planning for action.

3.2 How to write a ToR

In general a Terms of Reference is written when external evaluators are contracted. In case of an internal evaluation by the Solidaridad Network staff, an evaluation plan can be developed at the beginning of a project. Below you find a table with a suggested table of contents for a Terms of Reference.

Topics	Explanation
Background	In this part the background of organization and project is explained. Should include a description of project implementation so far.
Purpose	In this chapter the general purpose of the evaluation should be described. Why this type of evaluation and why now? Key question to address: What decision will be informed by the evaluation and what kind of information is needed to make that decision?
Key evaluation questions	What are the key questions that the evaluation must address per area? (see also paragraph 2.4)
Methodology	Under this heading the ToR states in which way the various questions should be addressed. You can include criteria for the approach (for instance the level of participation required) and data collection techniques that you would like to be applied.
Team	Foreseen composition of team and division of roles.
Outputs	Specify the required outputs and date of delivery (reports, visuals etc.): contents, number of pages, annexes and language.
Planning	 Specify important dates for all of the stages; Preparatory stage. Implementation / data collection and debriefing. Reporting / revision and final presentation if required.
Budget	Number of days foreseen and costs that can be invoiced.
Relevant documents	Documents that will be made available for evaluators.

Table 3.1 Suggested table of contents for a ToR



3.3 Roles & Responsibilities

Evaluations are the responsibility of the RECs and will therefore be initiated and coordinated in-country. Costs are part of the REC programme budgets. However, it is recommended to prepare the evaluation in collaboration with the PME network coordinator. Not only during selection but also during implementation to assure the quality of the evaluation and to help you to solve specific dilemmas that come up like with sampling or accountability in general.

For external evaluations, one or more evaluators, consultants, are contracted. Consultants can be recruited in the region where the evaluation takes place or in other regions. Minimum criteria for consultants are:

- Independent; currently not working in Solidaridad Networks projects and not currently or in the past involved in any way with the evaluated project etc.
- Relevant experience (topics, countries etc) and background (education / capacities).
- Experience with suitable methods for this evaluation.

A good way to find out about the capacity and experience of the consultant is to ask for an evaluation report he/she developed. Or if confidential, any other study or report (s) he has written. Plus, ask for references from other organizations that contracted him/her.

For larger evaluations, mainly programme evaluations, a steering group or evaluation team is set-up to approve all relevant products and coordinate the evaluation activities. Moreover for larger projects or programmes asking an external referent can be useful to help you to guarantee the quality of the documents that need to be prepared and the report delivered by the consultant. This can be someone from a relevant university or just a known person with great methodological experience in setting up evaluations.

A Solidaridad Network staff member can be assigned to accompany the evaluator(s) and participate in the evaluation activities. This way, maximum learning can take place by our staff. However, it has to be made clear that the Solidaridad Network staff member is not responsible for the evaluation process and results and should NOT participate in the formulation of final conclusions and report writing to guarantee independent and objective evaluations.





4. Learning

4.1 Solidaridad Network – a learning organization

Due to criticism on international development aid and increasing competition, there has been an increased focus on concrete results. Our financers and the public understandably want to see results. NGOs need to 'prove' more than 'improve' and we feel this pressure in our work. This created an unfavourable climate for learning, because for learning time we need time and the outcomes of organizational learning are often unclear and unpredictable.

However, organizational learning is very important. Why? We work in a complex field where nobody has ready-made solutions to how we can develop more sustainable supply chains for each different context for instance. Therefore we have to continuously research what works, improve where needed and implement new strategies.

Besides, learning closes the gap between M&E and planning. When learning you take time to stand still and reflect upon the information you have and adapt your plan where needed.

It is not the strongest of the species that survives, nor the most intelligent, but the one the most responsive to change.

A learning organisation is successful when it:

- Knows something has to change
- Provides learning opportunities
- Links individual to organisational learning
- Creates a safe space for sharing
- Embraces creativity for innovation
- Is aware of its environment

In a learning organisation there is space and time for sharing knowledge and sharing knowledge between colleagues is the norm. Employees are encouraged to ask for help and search for new knowledge and learn from the experiences of others.

Being aware of its environment means that an organisation knows which other organisations are active in its field and what the developments are on theories and strategies about relevant issues.





The Learning cycle of Kolb (1984)

This learning cycle designed by Kolb describes the different stages one must go through in order to learn. The main idea is that it's not enough to simply experience something; to learn we need to reflect on our experiences and try to formulate a general rule, which we can then again test.



Concrete Experience (doing / having an experience)

We are undertaking activities, for instance, training of farmers on more sustainable production techniques.

Reflective Observation (reviewing / reflecting on the experience)

This step is about analyzing and judging events, activities, or results. It discusses how and why. We can compare our own separate reflections with those from participants, partners, external evaluators, or observers. In this phase the organization will look at how the project went.

Abstract Conceptualization (concluding / learning from the experience)

Now that we have a better understanding of what went well or what went wrong and why, we can try to come to a conclusion (a hypothetical rule) about our findings on a larger scale. We can for instance say, "As Solidaridad we should not form new producer organizations but only strengthen what is there", and look for other information (experiences of other organizations, literature about the topic) to complement our conclusion.

Active Experimentation (planning / trying out what you have learned)

The rule or hypothesis we formulated will be tested in this step. We are putting into practice what we have learned, only to continue to reflect on our experiences and redo the cycle again.



4.2. Learning from evaluations

Monitoring and evaluation forces us to keep learning and improving by translating learning into actions. After the evaluation has been conducted, you should ask yourself 'where do we go from here?' Key steps to take in this respect are:

- Define the key evaluation findings
- List options for actions
- Discuss potential changes and adaptations to the project approach/activities with internal and external stakeholders (embedding shared learning)
- Develop a final action list
- Go back to your Results Chain and use this as a basis for further planning and monitoring the adaptations made.

Sharing lessons learnt

We would like to encourage you to share your lessons learnt within the network in as many ways as possible. The network PME coordinator can play a facilitating role in learning processes within the network. But also the international programme teams are a great place to share experiences, learn and develop joint new strategies. Catalyst provides a platform for exchanging lessons learnt and co-developing action plans.

In addition, you are encouraged to co-develop and share lessons learnt with your external partners, as an investment in your relationship, building joint capacities and procuring an outside-in perspective on our strategic choices and interventions. While doing so, please remember we can learn not just from the activities that had good results but also from the ones that turned out negative.

4.3 Read more?

In case you are hungry to learn more about PM&E, here are two very good publications:

- ' 'The Barefoot Guide to Working with Organisation and Social Change'. They also have a book specifically about learning. You can download these for free on their website: http://www.barefootguide.org.
- 'Integrated Monitoring; a Practical Guide for Organisations that Want to Achieve Results', by InProgress, downloadable on: http://www.inprogressweb.com.



Annex I. Detailed evaluation questions

Results Chain - What does it tell us?

- Are the results and objectives being achieved (check indicators)?
- Are the assumptions holding true?
- Are the interventions leading to the expected triggers and uptakes?
- Is the business model sustainable?

Activity Plan - What does it tell us?

- Are the activities being completed on schedule and in the right order?
- Are management and staff performing efficiently and effectively?
- Are the resources and timing sufficient to achieve outputs?

Budget and Actual Variance - What does it tell us?

- Is the planned and actual expenditure on schedule?
- Is any variance within a manageable margin of error?
- Are all the planned activities being carried out as planned?
- Are there sufficient financial resources to achieve the results?

Strategy Link - What does it tell us?

- Is the project relevant and/or contributed to the national/regional plans?
- Will the national programme support the project benefits in the long term?

Problems and Objectives - What does it tell us?

- Is the project is relevant to beneficiaries?
- Will beneficiaries support the project's benefits in the long term?
- Are the objectives going to solve the problem?

Stakeholders - What does it tell us?

- Is the project working with the right individuals and organizations?
- Are the stakeholders engaged in the project?
- Are stakeholders gaining benefit that help to solve their problems?

Project Management – What does it tell us?

- Is management functioning effectively?
- Do partners have capacity to support the project?



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