



# REFLECTIONS ON THE EVALUATION APPROACH AND METHODOLOGY USED IN A PROCESS EVALUATION OF THREE DONOR AGENCIES' RESPONSES IN BOLIVIA DURING THE COVID-19 PANDEMIC


## Learnings from the Evaluation process

### Technical Paper 3

THE COVID-19 GLOBAL EVALUATION COALITION | December 2021

#### SUMMARY

This note provides a concrete example of conducting an evaluation during a pandemic in a partner country. The purpose of this paper is to support evaluators looking at evaluating the COVID-19 response and recovery efforts with methodologies, evaluative approaches and reference materials. The evaluation assesses how well the donor agencies, individually and jointly, have responded to the COVID-19 pandemic in Bolivia and what learning can be drawn from that to inform future responses to similar emergencies. The evaluation addresses internal procedures of the three donor agencies as well as the reprogramming process with their partners in view of the pandemic and their performance as cooperation partners in Bolivia in terms of flexibility, support and reliability.



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The COVID-19 Global Evaluation Coalition is a network of the independent evaluation units of countries, UN organisations, and multilateral institutions that provides credible evidence to inform international co-operation responding to the COVID-19 pandemic

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## Acknowledgments

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This paper has been produced by the evaluators of the COVID-19 Global Evaluation Coalition. Comments on this paper are welcome and may be sent to the DAC EvalNet Secretariat: [COVID19evaluation@oecd.org](mailto:COVID19evaluation@oecd.org), Development Cooperation Directorate, OECD, 2 rue André Pascal, 75775 Paris Cedex 16, France.

## Use and citation

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## INTRODUCTION TO THE EVALUATION AND LESSONS LEARNED

This section describes the evaluation and its context and summarises the main lessons learned from the experience.

### 1. Context and scope of the evaluation

The COVID-19 pandemic has become a protracted crises that has disproportionately affected the world's poorest and most vulnerable for more than two years now. With new variants and increasing cases of infections, it is imperative that learning is continued so as to inform current and future policy and operational responses to the pandemic. This note provides a concrete example of conducting an evaluation during a pandemic in a partner country. The evaluation assesses how well the donor agencies, individually and jointly, have responded to the COVID-19 pandemic in Bolivia and what learning can be drawn from that to inform future responses to similar emergencies. The purpose of this paper is to support evaluators looking at the COVID-19 response and recovery efforts with methodologies, evaluative approaches and reference materials.

This evaluation is a process evaluation of the response to the COVID-19 pandemic in Bolivia by three donor agencies: the Swiss Development Cooperation (SDC), the Global Affairs Canada (GAC) and Swedish International Development Cooperation Agency (Sida). The evaluation covers the period from March 2020, when the first case was discovered in Bolivia, until the end of the year (December 2020), at a time when the second wave of the pandemic was peaking in the country. All three donors have bilateral cooperation with Bolivia with physical presence in La Paz (either embassy or mission).

The evaluation addresses *internal procedures* of the three donor agencies as well as the *reprogramming process* with their partners in view of the pandemic. Thus, the evaluation considers the adequacy of the framework conditions provided by the respective donor agency Headquarters (HQ)/Ministries of Foreign Affairs (MFA) as well as the donor agencies (the development cooperation sections within the embassies/missions) respective performance as cooperation partners in Bolivia in terms of flexibility, support and reliability.

### 2. Key learnings from the evaluation

The evaluation team identified the following key lessons based on their experience.

- **This COVID-19 response evaluation has been timely, and a key learning is to not wait until the pandemic is over to start evaluating efforts.** The document review and interview process revealed that the most significant learning has occurred during the first few months of the COVID-19 pandemic. It has allowed for the harvesting and sharing of information before it gets lost.
- **This type of independent synthesis evaluation is important to complement information from different internal COVID-19 lessons efforts within the agencies.** While a number of internal learning and review exercises regarding the COVID-19 response have now been produced or are underway within the donor agencies, an external and independent COVID-19 evaluation presents an opportunity to synthesise, bring forward and make available important cross-cutting lessons and insights to improve donors' responses to other wide-ranging and devastating events.
- **Evaluating adaptive capacity is a central focus** of the donor agencies' responses to the pandemic. Since a return to a pre-COVID "normality" soon appears highly unlikely, **understanding, building, and evaluating adaptive capacity will most likely become a core challenge for the foreseeable future.**
- **Field staff and partners are open to share and reflect on their experiences, even in difficult situations.** The evaluation team found field staff and partners eager to have their experiences reflected and "stories" heard. Interviews that were scheduled for 45 minutes in many cases extended to more than an hour.



- This has required **an adaptive approach to interviewing**, following the lead of the interviewees about what was on their mind and what they wanted to share. This has required adaptive, flexible, agile, and emergent interview protocols and interviewers.
- **Interviews in the midst of stressful circumstances can be therapeutic, and both sensitivity and empathy are needed.** Expatriate and local staff at the three embassies/missions in Bolivia worked under very stressful conditions within a highly conflicted country context over a longer period of time. While Bolivia was already in a crisis mode before the outbreak of the COVID-19 pandemic, the travel bans, quarantines, collapse of the health system, virtual schooling lasting for more than one year and restricted social interactions have further worsened this situation. Thus, the “human face” behind the COVID-19 response in terms of **family life and working conditions for expatriate and local staff has come through as being really important.**

## METHODOLOGY AND APPROACH

This section (extracted from the evaluation report) describes how the evaluation team approached the assignment and the methodologies and analytical framework they used, as well as principles and considerations for their work.

### 1. Key Evaluation Principles and Considerations

The evaluation has conformed to OECD-DAC principles and quality standards, uses the relevant OECD-DAC evaluation criteria and references the OECD-DAC Guidance for Evaluating Humanitarian Assistance in Complex Emergencies. While the evaluation is primarily characterised as a “process evaluation”, it also links to the paradigm of “formative evaluation” due to its focus on implementation, learning and improvement.

**Key features** of the evaluation include:

- i) a presumption of a *high degree of flexibility and adaptation*, and a *focus on emergence*;
- ii) response functions taking place in a *systemic manner*, across corporate structures, systems, and operations; and
- iii) the positioning of the evaluation within the wider context of *utilisation-focused evaluation* where learning for management and staff is seen as a critical organisational need going forward.

Thus, the evaluation is explicitly geared towards provision of useful evaluative input to support comparative corporate learning as donor agencies' COVID- 19 responses evolve, which could potentially add value at multiple levels across the organisations.

The *evaluation process* encompassed:

- i) a high level of engagement with management and staff from HQ/MFA and embassy/mission levels as appropriate, throughout the data collection and analysis process;
- ii) an approach of openness, receptiveness and flexibility, and willingness to adapt the evaluation process where needed; and
- iii) building a high level of ownership and decision-making, in relation to design issues, key findings and recommendations/learning presented by the evaluation team and collectively discussed in feedback events at different stages of the evaluation.

For the evaluation *analysis*, the evaluation team makes use of *rubrics* to provide a basis for integrating different data sources to reach holistic evaluative judgments. The use of rubrics is recommended in this type of evaluation where stakeholders are willing to engage and be reflective about performance and where a diverse range of competing stakeholder priorities, perspectives and values is present. Finally, the evaluation was carried out in a *gender responsive* manner and applied a *HRBA*, both with a view to the donor agencies' COVID-19 pandemic responses as well as in relation to the evaluation consultation process. This means, that

the evaluation took gender and vulnerability considerations into account at all stages and levels of the evaluation. Although interview participants were not selected with a strict view to ensure gender balance, but rather with a view to their strategic position in view of the evaluation purpose. The evaluation however probed for how men and women are differently affected by – and considered in the specific responses to – the COVID-19 pandemic. Thus, gender and vulnerability concerns were mainstreamed into the evaluation framework and key question (see below).

## 2. Analytical Framework

The overall analytical framework for the evaluation is illustrated in Figure 1 below.

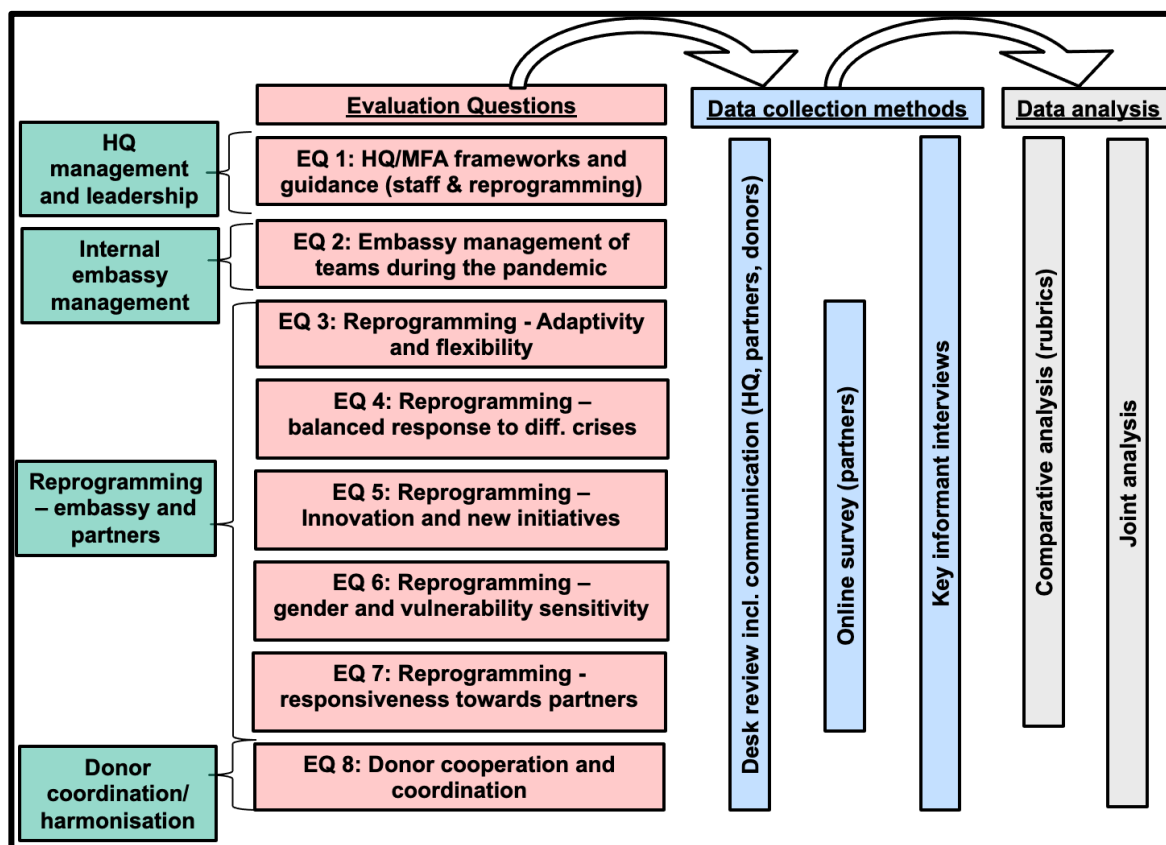


Figure 1: Analytical Framework

As illustrated in Figure 1 (from the left), the donor agencies' response to the COVID- 19 pandemic in Bolivia took place at three different institutional levels as well as in the inter-sections between these: i) HQ/MFA level; ii) embassy/mission level; and iii) partner level.

Likewise, the main response elements from the institutional levels can be grouped into three main areas: i) internal procedures; ii) reprogramming; and iii) partnerships. The analysis of the responses related to the different institutional levels and areas is structured around a set of Evaluation Questions (see below). Thus, as mentioned above, the evaluation analysis is strongly *process-oriented* and carefully considers the inherent dynamics and interrelationships between the different levels.

### 2.1 Gender and vulnerability

The three above-mentioned institutional levels were used as entry points for analysing the important aspects of gender and vulnerability:

At *HQ/MFA level*, it was considered how and to what extent gender and vulnerability aspects were addressed in the COVID- 19 instructions, guidelines, and communications from HQ/MFA to the embassies/missions. Both Sweden and Canada apply a feministic foreign policy, hence the overall framework for working with

gender equality is anchored in these declarations. The evaluation also assessed whether Bolivian context-specific concerns (such as the increase in gender-based violence) have influenced the dialogue between HQ and embassies/missions on COVID-19 responses.

At the *embassy/mission* level, the evaluation looked into how specific gender and vulnerability concerns derived from the COVID-19 pandemic have been addressed in the reprogramming process. For instance, have specific gender or vulnerability studies or assessments been commissioned as part of the reprogramming and to what extent have such data and information been used as guidance in the process?

At the *partner* level, the evaluation looked into how and to what extent the dialogue with and between project partners has been framed around gender and vulnerability concerns. This included considerations on how responsive the donors have been to partners' requests and demands to these particular topics. Or, in cases where these particular concerns have not been raised by the partners, to what extent the donors may have pushed for inclusion of these topics.

### 3. Evaluation Questions and Matrix

The 17 evaluation questions proposed in the ToR were further operationalised, fine-tuned, and structured by the evaluation team. This resulted in a re-structuring of the proposed evaluation questions into eight main evaluation questions (see Figure 1), each with one or more sub-questions attached. Each question is directly related to one of the three main areas and institutionally they related to the embassies'/mission's interaction with, respectively, HQ/MFA and partners. As mentioned above, gender and vulnerability concerns have been mainstreamed into the three main areas and a specific question has been added on this topic (in the area of programming). Based on the evaluation questions, an *Evaluation Matrix* (Annex 1) was developed which constituted the overall guiding framework for the evaluation. In addition to the questions and sub-questions, the matrix also specifies particular issues, judgement criteria and means of verification related to each evaluation question. Questions were also categorised in accordance with four of the OECD-DAC evaluation criteria (relevance, efficiency, effectiveness, and coherence).

### 4. Methods for Data Collection

In view of COVID-19 travel and mobility restrictions, the following main methods for data collection were applied for this evaluation: A comprehensive **desk review** of key documents, communications and other relevant materials provided by the three donor agencies was conducted during the inception phase. This included in particular: i) internal administrative documentation and communication material from the three donor agencies; ii) project related documentation; and iii) other documentation of relevance to the context and evaluation focus. During the implementation phase, additional documentation and communication material was reviewed by the team as deemed necessary.

**Virtual interviews** with key stakeholders constituted a main source of information. During the inception phase, initial scoping interviews were conducted with heads (or vice-heads) of development cooperation at the three embassies/mission in La Paz. In addition, each donor agency provided a list of suggested interviewees divided into five key stakeholder categories. These stakeholders were all invited for an interview and reminded if no replies. In total, 70 interviews were completed. Figure 2 provides an overview of interviews by stakeholder category.

Category	GAC	SDC	Sida	All
1. Embassy/Mission in La Paz and Lima (regional)	5	8	6	
2. HQ/MFA	4	5	4	
3. Partners (non-governmental/UN)	10	8	8	
4. Bolivian authorities		4	6	
5. Other donors				2
Total	19	25	24	2
Stakeholder interviews in total	70			

Figure 2: Interviews by stakeholder category

Semi-structured interview guides, based on the Evaluation Matrix, were developed, and used to guide the interviews. The interviews were conducted through Zoom, Skype, Teams, WhatsApp or by telephone, as the stakeholders preferred.

Since it was not possible to include all project partners in the interview process, the evaluation team conducted an **online survey** (through Survey Monkey Platform) to elicit feedback from a wider range of partner respondents and to provide some quantitative data to complement the qualitative interviews and strengthen the analysis. The online survey was targeted to representatives from key partner organisations/institutions, including government authorities, identified together with the three donor agencies. The survey was launched *before* the interview process which allowed the team to use the interview process for further nuancing and deeper interpretation of some of the early survey results. Since the questions in the survey had a different form (and used ratings) than those asked during interviews (open questions with focus on explanatory parts and provision of specific examples), all project partners (including those invited for interviews) received an invitation to fill in the survey form. In order to mitigate the risk for “double counting”, the survey respondents were asked to specify the name of their organisation/institution. In this way, the evaluation team was, on the one hand, able to establish a link between the survey and the interview responses while, on the other hand, able to avoid responses from one particular organisation/institution being more dominant than others in the evaluation analysis.

Survey responses were cleaned and only partially completed surveys were taken out. This meant that although 47 persons out of 69 initiated the survey and completed some of it, only 41 were included in the survey results.<sup>13</sup> In order to increase the probability for a good response rate, the survey form was kept short and mainly included closed and relatively simple questions. On average, survey participants spent eight minutes completing the survey. Figure 3 provides an overview of partners completing the survey by donor agency and gender (M/F).

	Sida		SDC		GAC	
Gender	M	F	M	F	M	F
#	14	7	7	6	2	5
Total	21		13		7	

Figure 3: Survey respondents by donor agency and gender

As illustrated in Figure 4, whereas Sida and SDC partners are diverse and represents various types of partner organisations, the GAC partners are exclusively international CSOs. The survey respondents also reflect that SDC has a larger share of government partners than the other two which corresponds to their emphasis on working directly with national authorities.



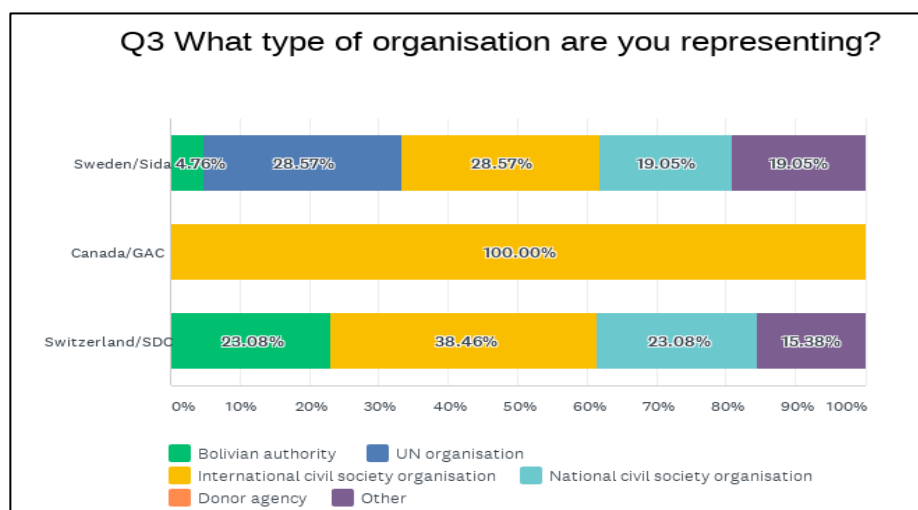



Figure 4: Types of organisations who responded to the survey

## 5. Evaluation Analysis: Comparative and joint

The structure and logic of the evaluation analysis includes the elements and follow the flow illustrated in the analytical framework in Figure 1. It is based on triangulation of the data and information collected from different sources, mainly the desk review, the virtual interviews, and the online survey. The evaluation analysis focuses on *a comparative assessment* of the three donor agencies' responses to the COVID-19 situation in Bolivia, taking into consideration their differences in structural and institutional arrangements and capacities. As mentioned above, in order to strengthen the comparative analytical part of the evaluation, the evaluation makes use of rubrics. This allows the analysis to go beyond the descriptive comparisons and provide a sound basis for integrating different data sources to reach holistic evaluative judgments. Figure 5 illustrates a simple rubric that formed the basis for the evaluation rating. The rating is applied for the first seven of the eight main evaluation questions and based on the evaluation team's overall assessment of the data and information collected. This includes both the *qualitative assessment* (based on the virtual interviews and document review) and the *quantitative assessment* (based on data from the online survey, which was designed to fit into this rating system by making use of a similar scale. Since the survey is focusing on *partner* issues, it only covers evaluation questions 3-7).

Rating	Qualitative assessment criteria	Quantitative assessment criteria (survey scale equivalent)
Excellent	Performance is clearly very strong or exemplary in relation to the question. No weaknesses detected.	5
Very good	Very good performance on virtually all aspects. Strong overall but not exemplary. No substantial weaknesses and if minor weaknesses they are managed well.	4
Good	Reasonably good performance overall. Might have a few slight weaknesses but nothing serious.	3
Adequate	Performance is inconsistent in relation to the question. Some gaps or weaknesses but meets minimum expectations.	2
Poor	Clear evidence of unsatisfactory performance in relation to the question. Does not meet minimum expectations / requirements	1

Figure 5: Rubrics based on qualitative and quantitative sources



In order to further strengthen the learning aspect, the evaluation includes a number of *good/best practice examples* for each donor agency. To the extent possible, the aim has been to identify one good/best practice example in relation to each of the evaluation questions. These are included in the analysis as good practice boxes. Key learning, conclusions and recommendations are provided, based on the individual and comparative analyses. The extracted learning will be of potential relevance to a broader audience of development partners.

## TERMS OF REFERENCE

### 1. General information

#### 1.1 Introduction

The following terms of reference refer to the performance of a process evaluation regarding the responses of Swiss (SDC), Canadian and Swedish (Sida) development cooperation to the COVID-19 pandemic in Bolivia.

#### 1.2 Evaluation object: *Intervention to be evaluated*

The evaluation objects are the internal procedures of the three donor agencies, as well as on the reprogramming and expansion of their portfolios to address the consequences of the pandemic. The evaluation will also consider their respective performance as partners in terms of flexibility, support and reliability. The period to be considered is March – October 2020.

#### 1.3 Intervention context

COVID-19 pandemic hit Bolivia in early March 2020, and the country initially went into a very stringent lockdown period. The pandemic-induced crisis happened as Bolivia was facing multiple other challenges (political, ecological, economic) which considerably complicated the outlook. By mid-2020, the pandemic escalated in Bolivia, and the situation was worsened by the inadequate health system in the country. In parallel, conflicts related to the political situation affected the handling of the pandemic negatively. From October 2020, the pandemic seems to have gone into a lull, although it is fully possible that Bolivia will be hit hard by a second wave of infections over the coming months. During the time-period concerned, the Canadian embassy, Sida and SDC, each having a bilateral cooperation program in the country (the annual worth of which amount to approximately 11.5 million CAD, 187 million SEK, and 15 million CHF respectively) applied internal measures of control (primarily different forms of isolation combined with repatriation in certain cases) to ensure continuity in their work and to protect their staff from exposure, while at the same time attempting to respond to the crisis and other priorities in the country through reprogramming and additional contributions. The process of responding to the pandemic is the focus of the current evaluation.

### 2. The Assignment

#### 2.1 Evaluation purpose: *Intended use and intended users*

The purpose of the evaluation is to generate lessons learnt and recommendations for the future work of the three donor agencies (including, possibly, their response to a second wave of infections). The primary intended users of the evaluation are the three donor agencies and their staff in Bolivia, and it is hoped that the evaluation can provide lessons that may enhance their future responses to similar crises. At a broader level, these Bolivian case-studies may serve to generate lessons and discussions in the global donor community, particularly within the COVID-19 Global Evaluation Coalition. The evaluation is to be designed, conducted and reported to meet the needs of the intended users and tenderers shall elaborate in the tender how this will be ensured during the evaluation process. Other stakeholders that should be kept informed about the evaluation include the counterparts of the three agencies, their respective headquarters, and embassies in La Paz. During the inception phase, the evaluator and the users will agree on who will be responsible for keeping the various stakeholders informed about the evaluation.

## 2.2 Evaluation scope

The evaluation scope is limited to the actions of the three agencies during the period March – October 2020. If needed, the scope of the evaluation may be further elaborated by the evaluator in the inception report.

## 2.3 Evaluation objective: Criteria and questions

The evaluation questions are:

*Concerning the donors' internal procedures:*

- Views on local relevance of instructions from HQ:s and MFA:s
- Views on functionality of agencies' and their respective embassies' administrative systems during the pandemic. - To what extent had donors' procedures for identification and approval of contributions been relevant to respond to the needs caused by the pandemic?
- Views on leadership in terms of strategic direction of the team during the pandemic.
- Views on of the management of the respective teams during the pandemic.
- To what extent have the donors managed to perform their normal obligations (contribution management, reporting, and strategy work) as planned during the pandemic?

*Concerning the donors' response:*

- Did the donors' devote sufficient attention to the pandemic-induced crisis and its consequences?
- Were the donors' able to effectively address other priorities in Bolivia during the pandemic?

*Concerning the donors's performance as funders and partners during the pandemic:*

Was new funding approved to respond to partner's funding requests related to the pandemic?


- To what extent have donors' responses to the crisis by reprogramming and providing additional support been relevant to local demands from authorities and other actors?
- To what extent was this reprogramming relevant to local needs?
- Have donors been innovative in reprogramming and in monitoring projects in a context of pandemic?
- How flexible have the donors been towards their partners during the pandemic?
- How reliable and responsive partners have the donors been during the pandemic?
- How consistent have the donors been in their work and communications during its pandemic, both with regard to their initial strategy and reprogramming decisions?
- How has communication within the donor agencies and within the larger donor community functioned during the pandemic?
- How concerned and involved have the donor agencies been with regard to the situation in partner organisations during the pandemic?

*Recommendations:*

- For all of the above questions, the evaluators are supposed to provide recommendations on how the donors' work could be enhanced if a similar situation occurs in the future (i.e., during a possible second wave of the pandemic). Questions are expected to be developed in the tender by the tenderer and further refined during the inception phase of the evaluation.

## 2.4 Evaluation approach and methods

The evaluators are supposed to interview staff members of each donor agency in Bolivia, along with other relevant embassy staff, and representatives from their respective HQs. Interviews should also be conducted with representatives from all of the three donors' direct counterparts (both public, international and non-governmental) in Bolivia, including implementing partners when applicable. Documents/records of communication between the donors' and their counterparts can be used to corroborate interview accounts. The donors will supply accounts of reorientations/reprogramming/additional contributions approved during



the pandemic, as well as any other document putting into perspective the lessons learnt at this stage, to be used for the same purpose. Interviews for the evaluation can be performed either in person or digitally. The evaluation is expected to be undertaken in a comparative fashion, allowing for the juxtaposition of similarities and differences between the three donor agencies. Conclusions and recommendations from the evaluation can both be presented in a joint fashion when they apply to all three countries involved, or be directed towards individual donor agencies when applicable. It is expected that the evaluator describes and justifies an appropriate evaluation approach/methodology and methods for data collection in the tender. The evaluation design and methods for data collection and analysis are expected to be fully developed and presented in the inception report. Given the situation with COVID-19, innovative and flexible approaches/methodologies and methods for remote data collection should be suggested when appropriate and the risk of doing harm managed. The evaluator is to suggest an approach/methodology that provides credible answers (evidence) to the evaluation questions. Limitations to the chosen approach/methodology and methods shall be made explicit by the evaluator and the consequences of these limitations discussed in the tender.

The evaluator shall to the extent possible present mitigation measures to address them. A *gender-responsive* approach/methodology, methods, tools and data analysis techniques should be used.<sup>1</sup> The evaluation should be *utilisation-focused*, which means the evaluator should facilitate the *entire evaluation process* with careful consideration of how everything that is done will affect the use of the evaluation. It is therefore expected that the evaluators, in their tender, present i) how intended users are to participate in and contribute to the evaluation process and ii) methodology and methods for data collection that create space for reflection, discussion and learning between the intended users of the evaluation. In cases where sensitive or confidential issues are to be addressed in the evaluation, evaluators should ensure an evaluation design that do not put informants and stakeholders at risk during the data collection phase or the dissemination phase.

## 2.5 Organisation of evaluation management

This evaluation is commissioned by the Embassy of Sweden in La Paz. The intended users are the Canadian, Swiss and Swedish donor cooperation agencies in Bolivia. The intended users of the evaluation form a steering group, which has contributed to and agreed on the ToR for this evaluation. The steering group is a decision-making body. It will approve the inception report and the final report of the evaluation. The steering group will participate in the start-up meeting of the evaluation, as well as in the debriefing/validation workshop where preliminary findings and conclusions are discussed.

## 2.6 Evaluation quality

The evaluation shall conform to OECD/DAC's Quality Standards for Development Evaluation<sup>2</sup> and use the OECD/DAC Guidance for Evaluating Humanitarian Assistance in Complex Emergencies. When applicable, the evaluators shall use the Sida OECD/DAC Glossary of Key Terms in Evaluation<sup>3</sup> and the OECD/DAC Better Criteria for Better Evaluation<sup>4</sup>. The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

## 2.7 Time schedule and deliverables

The evaluation shall be carried out during January and February of 2021. The timing of any field visits, surveys and interviews need to be settled by the evaluator in dialogue with the main stakeholders during

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<sup>1</sup> See for example UNEG United Nations Evaluation Group (2014) Integrating Human Rights and Gender Equality in Evaluations <http://uneval.org/document/detail/1616>

<sup>2</sup> OECD/DAC (2010) Quality Standards for Development Evaluation. <sup>31</sup> OECD/DAC (1999) Guidance for Evaluating Humanitarian Assistance in Complex Emergencies.

<sup>3</sup> Sida OECD/DAC (2014) Glossary of Key Terms in Evaluation and Results Based Management.

<sup>4</sup> OECD/DAC (2019) Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use.

the inception phase. The table below lists key deliverables for the evaluation process. Alternative deadlines for deliverables may be suggested by the consultant and negotiated during the inception phase.

### Deliverables Participants Deadlines

1. Start-up meeting CH, CA, SE Mid-January 2021.
2. Inception report Evaluators January 2021.
3. Inception meeting CA, CH, SE January 2021.
4. Data collection, analysis, report writing and quality assurance Evaluators January-February 2021.
5. Debriefing/validation workshop (meeting) CA, CH, SE Optional, tentative.
6. Draft evaluation report Evaluators Tentative February 22.
7. Comments from intended users to evaluators CA, CH, SE Tentative March 1.
8. Final evaluation report Evaluators March 5, 2021.
9. Seminar/presentation Stake-holders Tentative March 2021.

The consultants should present an inception report informing on their intended interviewees, questionnaires, and approach, *including how utilisation-focused and gender-responsive approach will be ensured*. This report should be approved by all three donor agencies involved. A draft report should be presented no later than February 22, 2021. After receiving comments from the donors, the consultants will have another week to submit the final report. Prior to submitting the final report, the consultants' should liaise with the COVID- 19 Global Evaluation Coalition in order to ascertain whether there are relevant findings from other, similar evaluations to which reference could be made in the final report.

The final report should be written in English with a summary in Spanish, and be professionally proof read. The final report should have clear structure. The report shall clearly and in detail describe the evaluation approach/methodology and methods for data collection and analysis and make a clear distinction between the two. The gender-responsive approach shall be described and reflected in the findings, conclusions and recommendations along with other identified and relevant crosscutting issues.

Limitations to the methodology and methods and the consequences of these limitations for findings and conclusions shall be described. Evaluation findings shall flow logically from the data, showing a clear line of evidence to support the conclusions. Conclusions should be substantiated by findings and analysis. Evaluation questions shall be clearly stated and answered in the executive summary and in the conclusions. Recommendations and lessons learned should flow logically from conclusions and be specific, directed to relevant intended users and categorised as a short-term, medium-term and long-term.

The report should be no more than 35 pages, excluding annexes. If the methods section is extensive, it could be placed in an annex to the report. Annexes shall always include the Terms of Reference. Lists of key informants/interviewees shall only include personal data if deemed relevant (i.e. when it is contributing to the credibility of the evaluation) based on a case-based assessment by the evaluator and the commissioning unit/embassy. The inclusion of personal data in the report must always be based on a written consent.

The evaluator shall adhere to the Sida OECD/DAC Glossary of Key Terms in Evaluation, when relevant.<sup>34</sup> The evaluator shall, upon approval of the final report, insert the report into Sida's template for decentralised evaluations (see Annex C) and submit it to Nordic Morning (in pdf-format) for publication and release in the Sida publication database, unless the three donor agencies agree on another format of publication.

### 2.8 Evaluation team qualification

In addition to the qualifications already stated in the framework agreement for evaluation services, the evaluation team shall include the following competencies: Knowledge of the working practices of different donor agencies; Bolivian context, Spanish. A CV for each team member shall be included in the call-off response. It should contain a full description of relevant qualifications and professional work experience. The use of local or regional evaluation consultants is welcomed. The evaluators must be independent from the evaluation object and evaluated activities, and have no stake in the outcome of the evaluation. Please





note that in the tender, the tenderers must propose a team leader that takes part in the evaluation by at least thirty percent of the total evaluation team time including core team members, specialists and all support functions, but excluding time for the quality assurance expert.

### *2.9 Financial and human resources*

The approximate budget for a process evaluation of three donor agencies are in the range of USD 60,000 – 80,000.

## ANNEX 1: EVALUATION MATRIX

Evaluation Question (EQ)	Sub-Questions	Criteria	Key Issue	Judgement Criteria	Means of Verification
Internal procedures (HQs/MFAs and embassy level)					
EQ 1: To what extent has HQ/MFA leaderships, management and frameworks allowed the embassies / missions to respond and adapt adequately to COVID-19?	To what extent have the instructions from HQs/MFAs during COVID-19 been relevant to the respective embassies/missions in La Paz?	Relevance	Context alignment (country)	Extent to which instructions to the embassies/missions in La Paz have been based on context specific information from Bolivia	Desk review  Interviews with HQs/ MFAs and embassies/missions
			Security and crisis management	Extent to which the security/crisis solutions and options provided by HQs/MFAs have been adequate in view of the needs at the embassies/missions in La Paz	
			Gender and vulnerability	Extent to which instructions have included priority of gender and vulnerability aspects	
			Embassy consultations	Extent to which the embassies have been consulted and their views reflected in the instructions	
	To what extent have the administrative systems - linking HQs/MFAs with embassy level - been	Effectiveness Efficiency	Appropriateness of monitoring and reporting systems	Critical data and information have been collected, analysed, and used for adaptive	Desk review  Interviews (HQs/MFAs, embassies)

Evaluation Question (EQ)	Sub-Questions	Criteria	Key Issue	Judgement Criteria	Means of Verification
	supportive during the pandemic?			planning and learning	
			Appropriateness of response structure and communication lines	Feedback and learning have been regularly shared and disseminated	
EQ 2: To what extent has Embassy/Mission leadership and management ensured clear guidance and support of teams during the pandemic?	Has leadership ensured a clear strategic direction and guidance of the respective teams?	Effectiveness Efficiency	Strategic guidance	Extent to which team members express a clear understanding of their role and contribution	Desk review  Interviews with embassy/mission staff
	How well have the embassies/missions managed their respective teams in view of the pandemic?		Human resource management	Extent to which team members' personal and family concerns have been taking into account	
	To what extent have the embassies/missions managed to perform their normal obligations (contribution management, reporting, and strategy work) as planned during the pandemic?		Fulfilment of normal obligations	Extent to which normal working tasks have been implemented without unusual delays or postponement	Desk review  Interviews with embassy/mission staff and project partners
Programming (embassy and partner level)					
EQ 3: To what extent has programming been adaptive and flexible to respond to the local needs induced by the pandemic?	To what extent have donors' procedures for identification and approval of projects/contributions been relevant to respond to the needs caused by the pandemic?	Relevance	Participation and ownership of the identification process	Extent to which the donors' procedures for identification are ensuring local ownership and participation	Desk review  Interviews (HQs/MFAs, embassies, Bolivian Government, project partners)  Online survey
			Duration and flexibility of the approval process	Extent to which the donors' procedures for approval have	

REFLECTIONS ON THE EVALUATION APPROACH AND METHODOLOGY USED IN A PROCESS  
EVALUATION OF THREE DONOR AGENCIES' RESPONSES IN BOLIVIA

Evaluation Question (EQ)	Sub-Questions	Criteria	Key Issue	Judgement Criteria	Means of Verification
				<i>been smooth and flexible</i>	
	<i>To what extent was reprogramming relevant to local needs?</i>	<i>Relevance</i>	<i>Alignment to and use of needs assessments</i>	<i>Extent to which developed diagnosis and available local data are reflected in the reprogramming</i>	<i>Desk review Interviews (Embassies, Bolivian Government, project partners) Online survey</i>
	<i>How flexible have the donors been towards their partners during the pandemic?</i>	<i>Effectiveness</i>	<i>Flexibility</i>	<i>Extent to which it has been possible for partners to introduce changes and adjustments</i>	<i>Desk review Interviews (Embassies, project partners) Online survey</i>
<b>EQ 4: To what extent has reprogramming balanced the response to the pandemic and other crises and needs in Bolivia?</b>	<i>To what extent have donors' response to the crisis by reprogramming and providing additional support been relevant to local demands from authorities and other actors?</i>	<i>Relevance</i>	<i>Response to demands</i>	<i>Extent to which reprogramming is aligned with local demands</i>	<i>Desk review Interviews (Embassies, Bolivian Government, project partners) Online survey</i>
	<i>Did the donors devote sufficient attention to the pandemic-induced crisis and its consequences?</i>	<i>Effectiveness Efficiency</i>	<i>Ability to focus and direct attention on emerging issues</i>	<i>Level of resources and time allocated to attend to pandemic-related issues</i>	<i>Desk review Interviews (Embassies, Bolivian Government, Project partners) Online survey</i>
	<i>Were the donors able to effectively address other priorities in Bolivia during the pandemic?</i>	<i>Effectiveness Efficiency</i>	<i>Ability to prioritise among different needs and demands</i>	<i>Extent to which support to other priority issues has been continued and adjusted in accordance to changing needs and demands during the period</i>	<i>Desk review Interviews (Embassies, Bolivian Government, project partners) Online survey</i>

Evaluation Question (EQ)	Sub-Questions	Criteria	Key Issue	Judgement Criteria	Means of Verification
<b>EQ 5: To what extent has the donors reprogramming allowed for establishing new projects and innovation?</b>	Was new funding approved to respond to partner's funding requests related to the pandemic?	Relevance	Funding	Extent to which approval of partners funding requests is pandemic-related	Desk review
	Have donors been innovative in reprogramming and in monitoring projects in a context of pandemic?	Effectiveness	Innovation	New reprogramming and/or monitoring elements introduced	Desk review Interviews (Embassies, Bolivian Government, project partners) Online survey
<b>EQ 6: To what extent has reprogramming been gender and vulnerability sensitive?</b>	Have gender equality and vulnerable groups been explicitly considered as part of reprogramming in dialogue with partners?	Relevance Effectiveness	Gender and vulnerability	Extent to which specific gender and vulnerability analysis and targets are included in new and COVID-19-amended interventions	Desk review Interviews (Embassies, project partners) Online survey
<b>Partnerships</b>					
<b>EQ 7: To what extent have the donors demonstrated responsiveness towards their partners?</b>	How reliable and responsive partners have the donors been during the pandemic?	Effectiveness	Reliability	Extent to which the donors have complied with agreements and promises	Desk review Interviews (Embassies, Bolivian Government, project partners) Online survey
	How concerned and involved have the donor agencies been with regard to the situation in partner organisations during the pandemic?	Efficiency	Human resource and institutional support	Extent of non-project related support and interaction with partner organisations	
	How consistent have the donors been in their work and communications during its pandemic, both with regard to their initial strategy and reprogramming decisions?	Effectiveness	Consistency in relationship	Frequency and level of interaction and communication with partner organisations	



REFLECTIONS ON THE EVALUATION APPROACH AND METHODOLOGY USED IN A PROCESS  
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Evaluation Question (EQ)	Sub-Questions	Criteria	Key Issue	Judgement Criteria	Means of Verification
	<i>To what extent have gender and vulnerability been included in dialogue with partners?</i>	<i>Effectiveness</i>	<i>Gender and vulnerability</i>	<i>Extent to which instructions have included priority of gender and vulnerability aspects</i>	
<b><i>EQ 8: To what extent has the donor cooperation and coordination been effective to respond to the pandemic?</i></b>	<i>How has communication within the donor agencies and within the larger donor community functioned during the pandemic?</i>	<i>Effectiveness Coherence</i>	<i>Donor harmonisation</i>	<i>Extent to which joint-donor responses and initiatives have been developed</i>	<i>Desk review Interviews (Embassies, Bolivian Government)</i>

The logo for the COVID-19 Global Evaluation Coalition. It features the word "COVID-19" in orange, with a stylized orange virus particle icon replacing the "O". To its right, the word "GLOBAL" is in blue, with a blue arch over the "O". Below these words, "Evaluation Coalition" is written in black.

# COVID-19 GLOBAL Evaluation Coalition

This paper has been produced by the evaluators of the COVID-19 Global Evaluation Coalition.

Comments on this paper are welcome and may be sent to the Secretariat:

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