
CECOEDECON end line report

MFS II country evaluations, Civil Society component

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This report describes the findings of the end line assessment of the Centre for Community Economics and Development Consultants Society (CECOEDECON) in India, partner of ICCO.

The evaluation was commissioned by NWO-WOTRO, the Netherlands Organisation for Scientific Research in the Netherlands and is part of the programmatic evaluation of the Co-Financing System - MFS II financed by the Dutch Government, whose overall aim is to strengthen civil society in the South as a building block for structural poverty reduction. Apart from assessing impact on MDGs, the evaluation also assesses the contribution of the Dutch Co-Funding Agencies to strengthen the capacities of their Southern Partners, as well as the contribution of these partners towards building a vibrant civil society arena.

This report assesses CECOEDECON's contribution towards strengthening Civil Society in India and it used the CIVICUS analytical framework. It is a follow-up of a baseline study conducted in 2012. Key questions that are being answered comprise changes in the five CIVICUS dimensions to which CECOEDECON contributed; the nature of its contribution; the relevance of the contribution made and an identification of factors that explain CECOEDECON's role in civil society strengthening.

Keywords: Civil Society, CIVICUS, theory based evaluation, process-tracing



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List of abbreviations and acronyms

ASHA	Alliance for Sustainable & Holistic Agriculture
CBO	Community Based Organisation
CDC	Civic Driven Change
CCDU	Communication and Capacity Development Unit
CDI	Centre for Development Innovation, Wageningen UR
CDHR	Centre for Dalit Human Rights
CEC	Centre for Environment Concerns
CECOEDECON	Centre for Community Economics and Development Consultants Society
CFAs	Co-Financing Agencies
CFO	Co-Financing Organisation
CS	Civil Society
CSC	Community Score Cards
CSO	Civil Society Organisation
DCNC	Development Coordination Network Committee
FCRA	Foreign Contribution Regulation Act
FTN – Asia	Food, Trade and Nutrition Coalition- Asia
GDP	Gross Domestic Product
ICDS	Integrated Child Development Scheme
IDF	India Development Foundation
INC	Indian National Congress
JP	JalPrahari
KSS	Kisan Seva Samiti
KSSM	Kisan Seva Samiti Mahasangh
MoFA	Ministry of Foreign Affairs
MFS	Dutch co-financing system
MLA	Member of Legislative Assembly
MNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MoU	Memorandum of Understanding
NABARD	National Bank for Agriculture and Rural Development
NGO	Non Governmental Organisation
NREGA	National Rural Employment Guarantee Act
NRHM	National Rural Health Mission
NSWC	National Social Watch Coalition
PAIRVI	Public Advocacy Initiatives for Rights and Values in India
PCPNDT	Pre-Conception and Pre-Natal Diagnostic Techniques
PHED	Public Health Engineering Department),
PIIRD	Participatory Initiative for Integrated Rural Development
PME	Planning Monitoring and Evaluation
PPP	Public Private Partnership
PRI	Panchayat Raj Institution
RTI	Right To Information Act
SANSAD	South Asian Network for Social and Agricultural Development
SAP	South Asia Partnership - India
SDM	Sub District Magistrate
SPO	Southern Partner Organisation
SROI	Social Return on Investments
SSB	Soil Seed Banks
SSI	Semi-structured Interview
SUSTAINET	Sustainable Agriculture Information Network
SVM	Sahariya Vikas Manch
SWARAJ	Social Work Academy for Research and Action Jaipur

ToC	Theory of Change
UNCCF	United Nations Framework Convention on Climate Change
UNCTAD	United Nations Conference on Trade and Development
VANI	Voluntary Action Network India
VDC	Village Development Committees
Wageningen UR	Wageningen University & Research centre
WASH	Water Sanitation and Health
WNTA	Wada Na Todo Abhiyan
WSF	World Social Forum
YPO	Yearly Plans of Operations

1 Introduction

This report presents the civil society end line findings of CECOEDECON in India which is a partner of ICCO under the ICCO Alliance. It is a follow-up to the baseline assessment that was carried out in 2012. According to the information provided during the baseline study CECOEDECON is working on MDG 1 – private sector and agriculture.

These findings are part of the overall evaluation of the joint MFS II evaluations to account for results of MFS II-funded or –co-funded development interventions implemented by Dutch CFAs and/or their Southern Partner Organisations (SPO) and to contribute to the improvement of future development interventions. The civil society evaluation uses the CIVICUS framework and seeks to answer the following questions:

- What are the changes in civil society in the 2012-2014 period, with particular focus on the relevant MDGs & themes in the selected country?
- To what degree are the changes identified attributable to the development interventions of the Southern partners of the MFS II consortia (i.e. measuring effectiveness)?
- What is the relevance of these changes?
- What factors explain the findings drawn from the questions above?

The CIVICUS framework that comprises five dimensions (civic engagement, level of organization, practice of values, perception of impact and contexts influencing agency by civil society in general) has been used to orient the evaluation methodology.

Changes in the civil society arena of the SPO

In the 2012 – 2014 period, the two most important changes that took place in the civil society arena of CECOEDECON are related to 'Civic Engagement' and 'Level of Organisation'. Most important changes observed with regards civic engagement relates to the fact that all Village Development Committees (VDCs), Kisan Seva Samiti (KSS) at block level and their apex body KSSMS at state level have taken a more leading role for their future. Evidence provided for this consists of the fact that they drafted their Vision Document and that they prepared a People's Manifesto together with CECOEDECON and Sanjha Manch in view of the 2013 state and the 2014 general elections: 39 of these demands were included in the manifestoes of the two leading national parties. At the same time some evidence has been collected that shows that KSS and VDCs' have improved their services to their constituents and that they increasingly take the lead in ensuring that entitlements of their communities are made available to them.

With regards to 'level of organisation', CECOEDECON managed to diversify its financial resources with funding coming from new international donors, government and private sector. The VDCs and the KSS increasingly take up grassroots mobilisation to negotiations with ministers and obtained an increased understanding of different micro and macro level issues.

These findings were obtained through an analysis of documents, a workshop and follow-up interviews with the SPO, and interviews with external resources persons working in civil society organisations that receive support from the SPO; other civil society organisations with whom the SPO is collaborating; public or private sector agents and; external resource persons capable of overlooking the MDG or theme on which the SPO is concentrating.

Attribution - Contribution analysis

Based upon an analysis of the projects and programmes financed by the Dutch CFAs a selection was made of SPOs to be included in an in-depth process tracing trajectory and those to be included for a quick contribution assessment. CECOEDECON was amongst those SPOs selected for in-depth-process tracing.

Because of the integrated nature of the SPO programme, only one combined outcome has been looked at: KSSs (five KSSs in Jaipur, Baran, Tonk districts of Rajasthan) are capable to influence public sector policies and practices. The evaluation team looked at the extent to which these KSSs were able to

"function as key implementing, coordinating, monitoring and evaluating institutions for government schemes and policies [...] at community level", were strengthening Panchayati Raj Institutions and became independent enough to bring about a collective Farmers' Movement as stated in the PIIRD V programme proposal. In practice, many results were achieved but with a different degree of involvement of the KSSs. Two examples of policy changes have been looked at: 1) Field trials for Genetically Modified seeds that were stopped by the previous Rajasthan government were publicly reconfirmed in May 2014 by the new Government; 2) On May 6 three procurement centres for Bengal gram (chickpea) and mustard were inaugurated in Chaksu, Phagi and Malpura blocks that would guarantee Minimum Support Prices (MSP). When the government put up a limit that only two sacks would be procured per farmer whereas they had harvested dozens of sacks, the government was again pressurised after which it declared to take four sacks per person on May 13, 2014.

With the information available it is hardly possible to conclude upon the extent to which these KSSs are capable of functioning independently from CECOEDECON and to what extent their organisational capacity has increased since the 2012 baseline study. We observe however that in both cases KSSs are capable to represent the needs of their constituencies and to react upon their demands, as well as to mobilise them when action is needed; that KSSs are able to engage with government administrations and elected bodies, and that they know their rights, at least when MSPs are concerned. We also observe that KSSs are still dependent upon CECOEDECON in financial and material terms and occasionally also in technical terms. Another observation with regards to the information obtained is that the boundaries between CECOEDECON, KSSMs and KSSs and VDCs are blurred.

The outcomes achieved are to be seen as the result of a *causal package*, consisting of CECOEDECON and KSSM with its constituents, as well as their more than 25 year lasting relationship. Within this causal package, either CECOEDECON takes the initiative or KSSM and its constituents.

Other actors and factors that are important in achieving the outcomes but in themselves do not explain the outcome (necessary but not sufficient) consist of CECOEDECON's huge network at both Rajasthan state and national level.

Relevance

Interviews with staff of CECOEDECON, with external resource person, with the liaison officer of ICCO, as well as contextual information helped to assess the relevance of CECOEDECON's interventions in terms of; its Theory of Change (ToC) for Civil Society as designed during the baseline study; the context in which CECOEDECON is operating, and; the Civil Society policies of ICCO.

The interventions of CECOEDECON are relevant in relation to its Theory of Changes constructed in 2012. These interventions support the empowerment of people and support them in claiming their rights and fulfilling their responsibilities. As such, they also align with CECOEDECON's overall goal which is 'Empowerment of people that is inclusive', however progress being made to the achievement of this goal is still scarce and anecdotal.

With regards to the context in which CECOEDECON is operating, its interventions and outcomes achieved are relevant because they have contributed towards the empowerment of community-based organisations such as the VDCs, KSSs and KSSMS; they have brought together influential people/sections like academicians, ex bureaucrats, media, opinion makers, farmer organisations etc. with regards to the issue of GM field trials in the state. Moreover, farmers are more aware of their rights and have joint CECOEDECON in its lobby and advocacy efforts to halt the introduction and the use of GM seeds in the state.

With regards to the Civil Society policies of ICCO, the organisation's interventions are relevant because they contribute to ICCO's Food and Nutrition Security Program which aims to strengthen civil society by improving local sustainable food and nutrition systems and supporting communities to claim their right to food.

Explaining factors

The information related to factors that explain the above findings was collected at the same time as the data were gathered for the previous questions. The evaluation team looked at internal factors within CECOEDECON, the external context in which it operates and the relations between CECOEDECON and ICCO.

Internal factors within the SPO that explain the findings are: its dedicated staff, although it has been difficult to retain younger staff; the organisational structure which includes representatives of the target groups in the Executive Committee; the credibility of the executive leadership and the maturity of the organisation which has a huge network.

The most important external factor that explains the findings is the political situation that CECOEDECON used as a conducive environment to bring about changes.

The most important factors that explain the findings with regards to the relation between CECOEDECON and ICCO consist of the long lasting relationship between the two organisations that was based upon respect and trust.

The following chapter briefly describes the political context, the civil society context and the relevant background with regards to the MDG/theme CECOEDECON is working on. Chapter three provides background information on the partner organisation, the relation of its MFS II interventions with the CIVICUS framework and specific information on the contract with ICCO. An evaluation methodology has been developed for the evaluation of the Civil Society component which can be found in appendix 2; however, deviations from this methodology, the choices made with regards to the selection of the outcomes for contribution analysis, as well as difficulties encountered during data collection are to be found in chapter 4. The answers to each of the evaluation questions are being presented in chapter 5, followed by a discussion on the general project design in relation to CS development; an assessment of what elements of the project design may possibly work in other contexts or be implemented by other organisations in chapter 6. Conclusions are presented in chapter 7.

2 Context

This paragraph briefly describes the context CECOEDECON is working in.

2.1 Political context

Rajasthan is the largest state in India in terms of area, but in terms of population it is the eighth. At the time of the baseline in 2012, the Indian National Congress was in power in the state. Following the 2013 state elections, the right-wing Bharatiya Janata Party (BJP), came to power. In the 2014 general elections, the BJP won a majority and also formed the government at the centre. With the BJP in power at the centre and the state, there was a likelihood of greater cohesion in policies. However the central government and that of Rajasthan differ in opinion and approaches regarding Genetically Modified Organisms; the centre has been giving indications towards a greater push for GM crops and field trials, which is in contrast to the Rajasthan government's stand that has banned field trials for GM crops¹.

Agriculture is the biggest sector in terms of employment (approximately 61% of the workforce is engaged in it, as per the 2011 census data), though it contributes only for 19.60% to the state's GDP and is plagued by a low growth rate. One of the reasons for this is that more than half of the area under cultivation in Rajasthan is rain fed and farmers can only harvest a single crop in a year. Furthermore, this situation is exacerbated by recurrent droughts and a precarious ground water situation. However, despite these disadvantages, Rajasthan still represents a big agricultural input market and it is for this reason that seed companies with GM seeds want to penetrate the state's market to sell seeds to farmers.

2.2 Civil Society context

This section describes the civil society context in India which is not SPO specific. The socioeconomic, socio-political, and sociocultural context can have marked consequences for civil society, perhaps more significantly at the lower levels of social development. The information used is in line with the information used by CIVICUS.²

2.2.1 Socioeconomic context (corruption, inequality and macro-economic health)

Social Watch assessed India's progress being made against the Millennium Development Goals (MDG) and concludes that the country fails to meet goals set with regards to; poverty and hunger (MDG 1); gender equality (MDG 3); infant mortality (MDG 4); maternal mortality (MDG 5) and; environmental sustainability MDG 7). Three fundamental factors explain these appalling shortfalls, which are:

- Although social sector expenditures (rural development, education, health, family welfare, women and child development and water and sanitation increased in absolute terms between 1999 – 2000 and 2012-2013, in percentages of total public expenditures there was a general decline.
- The administration costs of centrally sponsored schemes such as the Mahatma Gandhi National Rural Employment (MANREGA) schemes have been increasing between 2006-2007 and 2011-2012 and only 66 % of the budget has been used for wage employment. Apart from this, misappropriation of funds explains the weak impact of such schemes.

¹ Refer, <http://timesofindia.indiatimes.com/india/Govt-may-ignore-RSS-pressure-and-back-GM-crop-field-trials/articleshow/45313236.cms>

² Mati J.M., Silva F., Anderson T., April 2010, *Assessing and Strengthening Civil Society Worldwide; An updated programme description of the CIVICUS Civil Society Index: Phase 2008 to 2010.*, CIVICUS

- The government is promoting 'non-inclusive growth' and has sought to provide basic social services through subsidized institutions that all have problems of inefficiency, corruption, and so on. The formal, organized sector, which is the main source of quality employment, employs only 12% to 13% of the country's workforce and this is declining. The remaining 87% are relegated to the agriculture and informal sectors with low and uncertain earnings.

As a consequence, in the rural areas more than a quarter million farmers committed suicide in the last several years because they could not earn a living anymore in the agricultural sector³.

An additional indicator for the social and economic context in India is the Social and Economic Rights Fulfilment Index (SERF Index)⁴. The SERF Index provides a means of determining the extent to which countries are meeting their obligations to fulfil five of the substantive human rights enumerated in The International Covenant of Economic, Social, and Cultural Rights (ICESCR): the right to food, the right to adequate shelter, the right to healthcare, the right to education, and the right to decent work.

Table 1
Social and Economic Rights Fulfilment Index (SERF) for India

India	2011	2012	2013
Core Country Right to Food Index Value	32.70	32.74	33.05
Core Country Right to Health Index Value	74.74	74.16	74.75
Core Country Right to Education Index Value	82.64	84.23	85.57
Core Country Right to Housing Index Value	62.55	62.60	66.48
Core Country Right to Work Index Value	27.57	27.69	32.71
Core Country SERF Index Value	56.06	56.28	58.51

Source: Social Watch's SERF index for 2011-2013

In 2011 and 2012 India was achieving a little over 56% of protecting its social and economic rights, feasible given its resources. Whereas relatively no changes occurred between 2011 and 2012, a slight improvement occurred in 2013, except for the right to food index (33.05) and the right to housing (27.57).

The Corruption Perception Index (CPI) ranks people's perception of corruption within the public sector of their respective countries.⁵ A low score indicates that a country is perceived as highly corrupt. India's score was 3.6 out of 10 in 2012, which is 0.1 point lower than the average for all countries (3.7) and it occupies the 76th place on the CPI rank list with a total of 174 countries. In India, 24.8% of citizens surveyed believe that the government is effective in the fight against corruption. On the Bribery Perception Index India scores 7.5 out of 10, which is 2.6% lower than the average. Of the people who participated in the survey, 54% reported having paid a bribe in 2011. Since 2002, India's perception index is slightly improving from just below a score of 3 (0 is very corrupt and 10 is not corrupt at all) in 2002 to 3.6 in 2012. Most corrupt institutions in 2012 are political parties, the police, legislature, public officials, public officials in the education sector, NGOs.

The Index of Economic Freedom measures economic freedom of 186 countries based on trade freedom, business freedom, investment freedom and property rights. The score is based on 10 freedoms in 4 pillars: rule of law, limited government, regulatory efficiency, and open markets. India's economic freedom score in 2012 is 55.7, making its economy the 120th freest in the 2014 index⁶. India is ranked 25th out of 41 countries in the Asia-Pacific region, and its overall score is below the regional and world averages (see figure 3). In the past 20 years, India has advanced its economic freedom score by nearly 11 points out of 100 points. It has achieved very large improvements in half of the ten economic freedoms, most notably in trade freedom. This has improved by over 65 points. As seen in figure 3, India's score continued to increase steadily over the past four years. However, it is still perceived as a 'mostly unfree' country. The main reason for this, as stated in the Index report, is the institutional shortcomings in the country. The state owned enterprises and wasteful subsidy programs result in chronically high budget deficits.

³ Bhaskara Rao Gorantla, Research Director and Ajay Kumar Ranjan, Research Officer, National Social Watch, India

⁴ http://www.socialwatch.org/sites/default/files/SERF2012_eng.pdf

⁵ <http://country-corruption.findthebest.com/l/98/India>

⁶ <http://www.heritage.org/index/pdf/2014/countries/india.pdf>

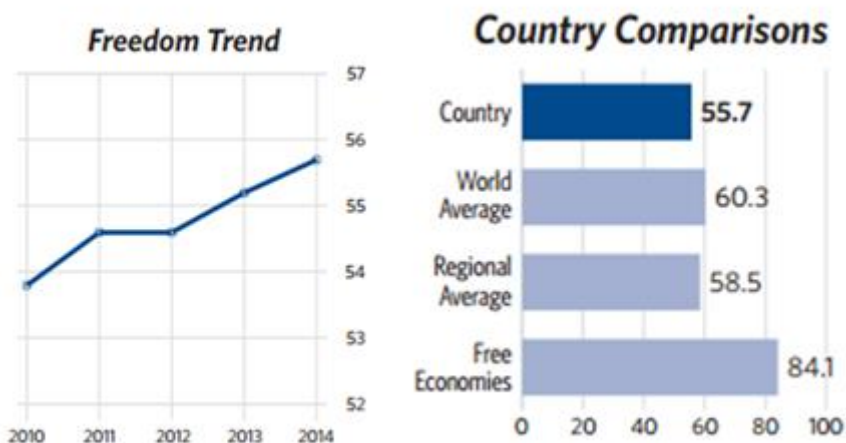


Figure 1: Freedom trend of India over time, and compared to other countries.

The Fragile States Index of FFP⁷ is an index which is derived from 12 different indicators. These are social indicators, economic indicators and political and military indicators. From these, we can see trends in the overall development of a country.

Table 2 shows India's five of the twelve most problematic indicators of the past five years, as well as the average score for the twelve indicators: Low scores indicate a good situation and high scores indicate a bad situation.

Table 2

India's Fragile States Index scores of the critical indicators on a scale of 1 (good situation) to 10 (bad situation)

Year	Demographic Pressure	Group Grievance	Uneven Economic Development	Security Apparatus	Public Services	Average score 12 indicators
2014	7.7	7.8	7.8	7.0	7.9	76.9
2013	7.5	8.2	8.1	6.7	7.8	77.5
2012	7.3	7.9	8.4	6.9	7.5	78.0
2011	8.0	8.2	8.5	7.2	7.8	79.3
2010	8.1	7.8	8.7	7.2	7.6	79.2

Source: FFP Fragile States Index for 2010-2014⁸

The FSI shows that India is improving its status over the past five years, but is doing so at a very slow pace. Demographic pressure, uneven economic development and the security apparatus have improved slightly since 2010, which can be seen by the decline of the scores. However, group grievance has not improved and public service has even declined (the index got higher). Out of the 178 countries in this index, India does not succeed to become more than mediocre. However, the figure 2 below shows that the development of India did have a steep improvement since 2006, but has been declining since 2011.

2.2.2 Socio-political context

Freedom House evaluates the state of freedom in 195 countries on an annual basis. Each country is assigned two numerical ratings – from 1 to 7 – for political rights and civil liberties. In this rating 1 represents the most freedom and 7 the least freedom. The two ratings are based on 25 more detailed indicators.⁹

⁷ <http://ffp.statesindex.org/2014-india>

⁸ Idem

⁹ <https://freedomhouse.org/report/freedom-world/2014/india-0#.VGcIRvIwtcQ>

Table 3

India's Freedom indexes over time

Year	Freedom status	Political rights score	Civil liberties score
2011	Free	2	3
2012	Free	2	3
2013	Free	2	3
2014	Free	2	3

Source: Freedom House Freedom indexes for 2011-2014¹⁰

Table 3 shows that scores have not changed over the past four years. India is considered a free country with an overall 'Freedom Status' of 2.5 (out of 7).

2.2.3 Socio – cultural context

The World Values Survey is a global network of social scientists who study changing values and their impact on social and political life¹¹. They survey different values which can give an indication of the social status of a country. People in India indicate that they are generally quite happy. In the wave of 2010-2014 a total of 38.2% of the people questioned stated that they were very happy. In comparison, in the period of 2005-2009 this number was significantly lower with 28.9%. When asked about general satisfaction with their lives respondents give different answers. The respondents were asked to rate their satisfaction from 1 to 10, 1 being completely dissatisfied and 10 being completely satisfied. In 2010-2014 a total of 16.4% indicated that they were quite dissatisfied (rating 2) and 11.9% indicated they were completely dissatisfied (rating 1). Whereas 17.7% stated that they were satisfied (rating 8). This situation is very different from the 2005-2009 results where 41% indicated to be moderately satisfied and 15.8% was satisfied. This indicates that during the past five years people have shifted from being neutral about their life satisfaction, to being either dissatisfied or satisfied.

Another index to look at for social-cultural context is the Global Peace Index. This index attempts to measure the positions of nations' peacefulness, and is developed by the Institute for Economics and Peace. The position of a country is based on 22 indicators which can be divided into three main factors. The main factors on which this index is based are 1) militarisation, 2) society and security, and 3) domestic and international conflict. The maximum score is 5, which indicates that this factor is a problem for the peacefulness of the country. The higher the score, the lower country ranks in the total Index. The current position of India is 143 out of 162 countries¹². The table below shows the development of India as of 2010.

Table 4

India's Global Peace Index scores over time: scores from 1 (good) to 5 (bad)

Year	Militarisation	Society & Security	Domestic & International Conflict	Country Rank
2010	2.5	2.3	3.4	132 (of 148)
2011	2.4	2.4	3.4	142 (of 153)
2012	2.4	2.4	3.2	144 (of 158)
2013	2.4	2.4	3.0	141 (of 162)
2014	2.4	2.4	3.0	143 (of 162)

Source: Vision of Humanity Global Peace index from 2010-2014¹³

2.2.4 The Foreign Contribution Regulation Act 2010¹⁴

NGOs are perceived as very important in India, as they contribute a lot in the development of the country¹⁵. NGOs often work with marginalized groups and try to raise their awareness on their rights

¹⁰ Idem

¹¹ <http://www.worldvaluessurvey.org/WVSContents.jsp>

¹² <http://www.visionofhumanity.org/#page/indexes/global-peace-index/2014/IND/OVER>

¹³ <http://www.visionofhumanity.org/#page/indexes/global-peace-index/2014/IND/OVER>

¹⁴ <http://www.fcraforngos.org/>

¹⁵ Status of grass root level NGOs in Rajasthan

vis-à-vis the state. Most local NGOs are funded by international organizations. In order to keep this funding under control, India's government installed the 'Foreign Contribution Regulation Act' in 1976.

In March 2011 an amendment of the original Foreign Contribution Regulation Act passed both Houses of Parliament. Compared to the 1976 Act, major changes comprise a list of persons and organisations that cannot receive foreign contributions anymore. These are; election candidates; correspondents, columnists, journalists; judge, government servant or employee of an entity controlled or owned by the government; members of any legislature; political party or its office bearers; organizations of a political nature as may be specified; associations engaged in the production or broadcast of audio news.

In the first place this Act seems to have no consequences for the Dutch NGOs and their Southern Partners, however a leaked report of India's International Bureau tells a different story, suggesting that protests against development projects had caused a loss of India's GDP with 2-3%. These protests were allegedly fuelled by foreign-funded NGOs, mentioning Greenpeace, Cordaid, Hivos, Oxfam, Amnesty and ActionAid¹⁶. The main allegation against these NGOs is that they are funding organizations which are working in politically sensitive sectors such as the mining sector and the agricultural sector with regards to Genetically Modified Food production. Foreign contributions to support SPOs that work on human rights issues, governance and sensitive sectors like mining, forestry and agriculture are increasingly being monitored.

2.3 Civil Society context issues with regards to the MDG

Among the most important changes with regard to the civil society context in Rajasthan, since 2012 have been – poverty reduction and the change in government, which could impact the fight against GM crops field trials¹⁷.

Poverty in Rajasthan has seen drastic reduction over past couple of years. According to the IMF (International Monetary Fund), during 2009-10 and 2011-12, the average decline in Rajasthan's poverty head count rate was 5.05 per cent, which was the third highest among 16 big states of India¹⁸. The decline in the poverty head count rate has been linked to the welfare schemes introduced by the Congress-led state government of 1998 and 2008. The trend of introducing new welfare schemes and supporting the existing ones by Congress party's rival, the BJP when it came to power in 2003-2008 helped in its continued and effective implementation¹⁹.

The GM companies tried hard to enter the agriculture market of Rajasthan, through various means. However, while the previous Union Minister for Environment and Forests banned the commercial release of BT brinjal²⁰, the Congress-led state government went a step further and burnt the ongoing field trials of GM crops in the state. The BJP government, which came to power in the state in 2013, has continued with the policies of the previous government, and the incumbent agriculture minister of Rajasthan has declared that his government will not start the field trials of GM crops.

The gains made by the civil society through stopping the GM field trials and bringing the farmers' agenda to the forefront in Rajasthan, now seem to be threatened by the newly elected BJP government at the centre which has given indications that the GM field trials might be restarted. This, along with its drive to attract big industry funds, is seen by many as clashing directly with the farmer's agenda in the state. The Prime Minister, Narendra Modi, since his stint as the Gujarat Chief Minister, is considered to be pro-business and predisposed towards the interests of industrial houses. Since, the party came to power in early 2014, it has quickly passed environment clearances for "polluting

¹⁶ <http://indianexpress.com/article/india/india-others/only-11-of-22-ngos-in-ib-report-are-fcra-compliant-none-filed-13-14-statement/>

¹⁷ Refer Section 2.1- Political Context of this report.

¹⁸ Refer, <http://www.imf.org/external/pubs/ft/wp/2014/wp1463.pdf>

¹⁹ Refer, http://www.business-standard.com/article/economy-policy/how-rajasthan-reduced-poverty-113080600021_1.html

The **Bt brinjal** is a suite of transgenic brinjals (also known as an eggplant or aubergine) created by inserting a crystal protein gene (*Cry1Ac*) from the soil bacterium *Bacillus thuringiensis* into the genome of various brinjal cultivars. The insertion of the gene, along with other genetic elements such as promoters, terminators and an antibiotic resistance marker gene into the brinjal plant is accomplished using *Agrobacterium*-mediated genetic transformation.

industries” like the POSCO project in Odisha. This was in spite of massive protests surrounding these projects²¹. This is an indication that the rights of the poor, tribal groups and farmers might play second fiddle to his “development drive”.

The outgoing Congress government announced a number of welfare schemes before and during the elections, e.g. revision of minimum wages, increase in scholarships, free health care services and free medicine for the poor, relaxation in eligibility for pensions etc. Since proper and timely implementation of these welfare schemes needed massive applications and outreach, NGOs were roped towards facilitating this and thus, the interaction between the government and NGOs working on these themes improved over this period.

Rajasthan is considered as one of the driest states in the country. This year, almost 21 out of 33 districts received less than 70 per cent rainfall than they were supposed to, creating fears of a possible drought, and crop failure.

In terms of climate change policies, India still holds to the “common but differentiated responsibilities (CBDR)” approach vis-à-vis the developed countries. India in the context of CBDR believes that, since the developed countries are more responsible for climate change, should therefore, carry more responsibility in reducing their current carbon footprint. The Kyoto Protocol has been extended to 2020 with 192 participant states, including India²².

²¹ Refer, http://www.moneycontrol.com/news/economy/modis-pro-business-approach-to-hurt-environment-poor_1168775.html

²² Refer, <http://edition.cnn.com/2013/07/26/world/kyoto-protocol-fast-facts/>

3 CECOEDECON and its contribution to civil society/policy changes

3.1 Background of CECOEDECON

The Centre for Community Economics and Development Consultants Society (CECOEDECON) was founded by a small group of young, committed social workers to provide immediate relief to the victims of devastating floods in Jaipur district in 1982. CECOEDECON has since then evolved into a civil society organization pursuing integrated participatory development and advocating human rights.

The organization has an authentic and informed perspective of micro-macro dynamics. The criterion for undertaking interventions is that they should lead to community self-reliance and empowerment. Thus, its work centres on the unfulfilled needs and ignored rights of partner communities.

Since its inception, the organization has tried and tested various approaches to development, emphasizing different strategies, while working at the local, state, national and international level. Through the long experiences and learning's the organization gradually shifted from a project approach to a programme approach to rural development in 2000. It was believed that this more holistic approach to rural development serves to integrate various components to address the issues of poor and marginalized community and further build community empowerment. The shift represented a significant step towards incorporating the Rights Based Approach in to the organization's programmes. CECOEDECON's 29 years of development work has contributed significantly to the capacity building of its partner community, civil society and NGO's.

The organisation stimulates the formation and strengthening of CBOs by relying on branch / block offices. Each branch office serves around 100 villages, which are in turn split into 5 clusters of 20 villages each to raise the effectiveness of the interventions. Branch offices work very closely with Village Development Committees (VDC) and are the primary source of information to CECOEDECON on the progress being made by them. At this moment CECOEDECON has 15 branch offices.

Both VDCs, youth and women committees are federated at block level in Kisan Seva Samiti (KSS), which in their turn are federated in one apex body at state level, which is the Kisan Seva Samiti Mahasangh (KSSM).

Vision: "To achieve such development which is socially acceptable, economically viable, environmentally sound, effective in impact and addressing the needs and issues of the under privileged and marginalized people."

Mission: "To enhance the capacities of marginalised communities and other partners, by engaging in multiple strategies at different levels, so that they are able to take action independently to secure their rights for long term well-being"

Strategies: CECOEDECON adopts a number of strategies that have been developed over a period of time, based on past experiences, lessons learned from various reviews/ reflections and from the new challenges emerging in the external environment. It makes a difference in Core Organisational and Core Development strategies.

CECOEDECON has 172 staff of which 31 are female (figures 2009). At present, four of the nine board members are female²³. Its organizational structure accords a very significant place for the multi-disciplinary Executive Committee (EC), which is an integral part of entire structure. The EC also includes representatives from satellite institutions and Kisan Seva Samiti (KSS). Since the 'Board Retreat' in 2007, the EC members play an important role not only in providing direction and policy

²³ <http://www.CECOEDECON.org.in/boardmembers.html> 25-11-2014

guidelines but also in actively participating in the regular project/programs. It authorizes the Secretary to lead, direct, manage, and be accountable for overall operations of CECOEDECON. It also appoints a 'Director' who is responsible for programme direction, planning monitoring, training, liaising and resource mobilization.

3.2 MFS II interventions related to Civil Society

The fifth Participatory Initiative for Integrated Rural Development (PIIRD) covers five blocks (namely Chaksu, Niwai, Phagi, Malpura and Shahbad) of the Tonk, Baran and Jaipur districts of Rajasthan. It has three thematic areas: Livelihood Security (through farm and off farm/non-farm income), Economic Justice (Trade negotiations, Land acquisitions, Climate change, GMOs and Biodiversity) and Basic Rights (Children Rights, Health rights, gender, social security). In addition to these three thematic areas, CECOEDECON also works on its own organisational development and on institutional development. This last topic includes the strengthening of village institutions such as Panchayats, VDCs, women and youth groups and a civil society building component including democratic rights and establishing dialogues with other CSOs on governance and accountability issues.

With the new contract signed for the April 2012 – March 2014 period, ICCO's contribution to PIIRD programme is only 14%. This has been detailed in the contract agreement covering the period April 2012-March 2014.

Within the thematic area on livelihood security and financed by ICCO, only the forming of farmers clubs can be related to civil society building (level of organisation). The target was 15 farmer clubs formed (unclear whether it relates to the overall period of implementation or to a milestone per year).

Within the thematic area on economic justice, ICCO only supports activities under the specific objective 2 "To generate awareness among community members on the climate change related issues, lobby for implementation of actions for climate change at all levels." These are all related to the CIVICUS dimension on perception of impact / policy influence.

Within the thematic area on basic rights, ICCO funded activities specifically linked to the girls (specific objective 3: "To undertake interventions for adolescent girls to enhance their self-esteem and empower them with life skills") and connected to the CIVICUS dimensions civic engagement and perception of impact.

With regards to the component on organisational and institutional development, ICCO supports activities that strengthen the capacities of communities to undertake Planning Monitoring and Evaluation actions (and therefore to ask their partners to be accountable), and that strengthen the lobby and advocacy capacities of the apex institution which is the Kisan Seva Samiti Mahasangh (KSSM) at state level. These are related to CIVICUS dimension on perception of impact. ICCO also supports activities that are aimed at building a stronger civil society linking CSOs across states. These can be linked to CIVICUS dimension on perception of impact but also on level of organisation.

3.3 Basic information

Table 5
SPO basic information.

Subject	Details			
Name of SPO	CECOEDECON			
Consortium and CFA	ICCO Alliance (ICCO)			
Project name	Participatory Initiatives for Integrated Rural Development (PIIRD) – phase V			
MDG/theme on which the CS evaluation focusses	MDG 1			
Start date of cooperation between the CFA and the SPO	2000			
Contracts signed in the MFS II period	Period	# months	Total budget	Estimation of % for Civil Society
	April 2012-March 2014	24 months	97,314.32 €	57%

Source: project documents

4 Data collection and analytical approach

4.1 Adjustments made in the methodology of the evaluation

Fourteen staff attended the first day of the workshop, of which five persons were field staff, one programme manager, five members of executive leadership and three members from the HR and administration departments. 11 respondents attended the detailed interview session on the claimed outcomes on the second day of the workshop. Even though only the availability of the executive leadership and programme manager had been requested, the field staff was also present for these interviews which was appreciated by the evaluators. This was because CECOEDECON leadership felt that the staff members from the field who had been workshop participants on the first day had years of on-ground experience, and that their information base, knowledge and perceptions would enrich the evaluation of the organisation's achievements and drawbacks over the past two years. The discussion that ensued saw equal and enthusiastic participation by all levels of CECOEDECON. The responses to most queries were an amalgam of information and views that came from across the organisation's hierarchies.

After several discussions between the evaluation team members and to give full consideration to the integrated nature of the work CECOEDECON does, it was decided to develop only one model of change focusing on strengthening intermediate organisations.

4.2 Difficulties encountered during data collection

Most of the external resource persons interviewed during the first phase of the end-line evaluation process were in some way or the other linked to the organisation (members of Intermediate Organisations like KSSs, VDCs etc), except two (a development academic and a female representative of a Panchayat Raj Institution - PRI)). Consequently, a new set of external resource persons had to be identified for interviews towards filling up information gaps and soliciting objective opinions; for example, representatives of large networks like Wada Na Toda, GM Free Coalition of India were approached.

With regards external resource people, finding a respondent from the state government willing to be interviewed was very challenging which is understandable given that bureaucratic protocol forbids unauthorised and impromptu communication. Persistent efforts, however, saw one block level official agreeing to provide the evaluators with his feedback on CECOEDECON, this on assurance of anonymity.

Since not many substantially significant NGOs exist in the areas in which CECOEDECON is working with MFS II funding, seeking rival opinions or explanations was difficult. The gap in evidence was filled, to some extent, by researching for newspaper coverage and printed reports, as also conducting corroborating interviews.

The nature the activities CECOEDCON engages in is very varied—ranging from technical-issue-driven themes like GM crops and climate change to administrative and brick and mortar concerns like the setting up of procurement centres for lentil or grain- making it challenging for the evaluators to ascertain the organisation's role in the outcomes it claimed were its achievements. In fact, for some outcomes CECOEDECON had led the change, in others it had been an able collaborator with other change agents. To distinguish and define this varying degree of CECOEDECON's role in the outcomes was demanding. Moreover the limited contribution of ICCO to the overall programme made asserting the contribution of MFS II to strengthen civil society difficult.

4.3 Identification of two outcomes for in-depth process tracing

During the plenary session of the workshop, the CECOEDECON staff listed more than a dozen outcomes under both the pre-selected Civil Society Strategic Outcomes for contribution analysis (Civic Engagement and Strengthening Intermediate Organisations). The workshop proceedings, however, led the evaluators to realise that evidence for a number of claimed outcomes was insubstantial; these outcomes were therefore eliminated as subjects for further study. Four outcomes—namely, 'preparation of vision document', 'opening of Minimum Support Price (MSP) procurement centres', 'campaign against GM seeds' and 'preparation of the People's Manifesto'—were identified for detailed process tracing.

Later at the documentation stage, according to the methodology's initial intent, the four outcomes were organised under the two pre-selected CSSOs. Barring 'preparation of the People's Manifesto', the three remaining outcomes were seen as suitable to be studied with regard to CECOEDECON's efforts at strengthening its Intermediate Organisations, the KSS and VDCs. This even as, the preparation of a People's Manifestos for state assembly and national elections showed up as the only outcome (in terms of evidence to confirm or reject it) that was the consequence of CECOEDECON's efforts to increase civic engagement. Pursuing this single outcome for in-depth study seemed to add very little incremental value to the evaluation, and hence it was excluded as a subject for further investigation.

The impact outcome chosen is: KSSs (five KSSs in Jaipur, Baran, Tonk districts of Rajasthan) are capable to influence public sector policies and practices. As stated in CECOEDECON PIIRD *Vth* phase 2012-2015 proposal, "the upcoming phase [Vth phase] is about consolidation of the KSS as key *implementing, coordinating, monitoring and evaluating* institution for government schemes and policies [...] at the community level." In terms of capacity, the evaluation team broke these aspects along various lines:

1. KSSs are recognised as a body to represent the needs of their constituencies;
2. KSSs are able to follow and monitor the changes (linked to government schemes and policies) influencing the lives of their constituencies;
3. KSSs are able to generate the appropriate resources needed for their actions;
4. KSSs are able to mobilise their constituencies when needed;
5. KSSs are able to relate with other CSOs and actors in Rajasthan;
6. KSSs are able to relate with government and political parties.

The degree of achievement of these aspects varies greatly.

We are focussing upon the KSSs as middle level organisational institutions between VDCs and the KSSMS. While the selected members of VDCs form the KSS, members of KSSs collectively form the KSSMS. Hence, analysing capacities of the KSSs give us the advantage to cover CBOs like VDCs and the KSSMS also, in an indirect manner.

This outcome relates to ICCO's contribution to strengthen the capacities of communities to undertake Planning Monitoring and Evaluation actions (and therefore to ask their partners to be accountable), and that strengthen the lobby and advocacy capacities of the apex institution which is the Kisan Seva Samiti Mahasangh (KSSM) at state level.

5 Results

5.1 Results obtained in relation to intervention logic

Based on the input-output-outcome analysis prepared in May 2014, we can conclude that in general, CECOEDECON has reached the targets set in the contract with ICCO. The following outputs have been realised for each of the themes.

Livelihood security

From the 10 agricultural models planned to be implemented during the contract period, all have been achieved but it is not clear exactly when. With regards farmers clubs, the 2013-2014 report mentions that 15 farmers clubs out of 15 planned were formed. The 2012-2013 report mentions that 75 out of the 75 planned courses for the farmer clubs were done. In March 2014, 19 out of the 20 planned were achieved. The 2013-2014 report states that a study on the impacts of water harvesting structures was carried out in Chaksu and Niwai Blocks where more than 20 Water Harvesting Structures were covered. The link with climate adaptation is not clearly made in the report.

Economic justice

As planned, CECOEDECON attended the UNFCCC meetings in 2013 and in 2014 with a team of delegates. They also participated in National Consultation meetings such as a pre-COP consultation. Nevertheless, the outcome of the participation in these meetings, which was meant to negotiate the inclusion of perspectives of small and marginal farmers in the climate change agenda, is not clear. Considering the mobilization on adequate regulatory mechanism for GMOs (linked to BRAI bill), 2 planned events have been achieved in urban areas but only 33% of the awareness generation activities were done, reaching 330 participants. There is no specification about this deviation. By March 2014, 80% of the planned awareness generation activities on the theme were achieved in rural areas, reaching 1540 participants. Three planned advocacy meetings with media were held (the last one being a press-conference) and by March 2014 the issue had been discussed with different stakeholders during meetings on people's manifesto as well as in all 5 blocks during several sub-group meetings (such as KSS, Youth groups etc.). Capacity building of biodiversity committees did not take place because these committees were not set up by the government as agreed. To overcome this issue it was decided to work on awareness generation of community members regarding the formation of Biodiversity Management Committees. A People's Biodiversity Register was also prepared.

Basic rights

By March 2013, one girl camp was held with less participants than envisioned in the proposal (36 instead of the 50 planned). These girls did receive five courses on life skills. By March 2014 another camp was held with 69 participants, which was more than envisioned. However, they only received 3 sessions on life skills. What is surprising is that the life skills courses were conducted in 3 different places (Shahbad, Newai and Phagi). They had respectively 59, 42 and 10 participants, which add up to more than the number of participants of the camp. The activities seem to have achieved their goal as described in the 2012-2013 report.

Organisation and institutional development

Two exercises on Community Score Cards (CSC) were done: one in the village Gaundhi of Phagi block in June 2012 on the Public Distribution System with a follow up in October 2012 and another one in January 2013 in Suratrapura village on School Management Committees, also with a follow up. Over the project period and as planned, two trainings in monitoring tools were implemented (it is not clear whether these are different than the 2 CSC exercises) and one on resource mobilization for staff. In terms of mobilization and advocacy for alliance building, influencing stakeholders and authorities on issues of overlooked rights at various level of governance; 8000 copies of the newsletter 'AWAJ' of KSSM were meant to be disseminated. Although the newsletter is mentioned to be an important publication for the project, the reports do not specify how many copies were disseminated.

As stated in the 2013-2014 report, the consolidated charter of demands (people's manifesto) was submitted to all the political parties and their manifesto committees in a published form. It followed five regional consultations that fed into a national consultation.

The planned study on status of civil society organizations in India has been implemented. The evaluators used some of the results in the description of the general socio-economical context of India.

5.2 Changes in civil society in the 2012-2014 period

5.2.1 Civic engagement

Civic engagement describes the formal and informal activities and participation undertaken by individuals to advance shared interests at different levels. Participation within civil society is multi-faceted and encompasses socially-based and politically-based forms of engagement.

With regards to civic engagement, the end-line process showed a slight improvement of the already high score given during the baseline process.

For the last thirty years, CECOEDECON has been working on the creation of Village Development Committees (VDCs) and other CBOs at village level, then started to organise these into a representative structure at block level (5 KSS created in three districts), called the Kisan Sewa Samitis (KSSs) and in a later stage an apex body, named Kisan Sewa Samiti Mahasangh (KSSMS) was created at state level that now represents the above mentioned categories in society. In these structures the representation of women at a 50 percent is mandatory and the total number of members was also decided upon in early stages and did not expand. Since the 2012 assessment, and also before that, CECOEDECON's intervention zone has not expanded to other blocks and districts.

Since the 2012 baseline, these CBOs improved the quality of their services to their constituents: for example, the KSSs are now more independent, and manage to take the lead in ensuring that entitlements of their communities are made available to them²⁴.

All VDCs, KSS and their apex body the KSSMS came together to brainstorm and chart out future plans for themselves in a series of meetings held in the CECOEDECON office, which resulted in an indigenously documented mandate and a way-forward strategy in February 2013, titled the Vision Document, which shows that these CBOs are taking more of a leading role for their future.

Also, like during the baseline, CECOEDECON continues to work with the Sahariya tribe through the CBO, Sahariya Vikas Manch (SVM), to secure their rights through broad-based interventions including education, agriculture, natural resource management, securing land rights. The organisation started to work with the Nat community in Kotkhawada village of the Chaksu block to address chronic poverty and illiteracy of Nat girls and women who are caught into prostitution since 2012.

As observed during the baseline assessment the VDCs, KSS and KSSM play a central role in the planning, monitoring and evaluation of programme activities.

More than during the baseline, CECOEDECON is working on forging and nurturing links with legislatures, parliamentarians and PRI (Panchayati Raj Institution) members, as a means to show the VDCs and the KSS the values of working and interacting with these elected representatives. In view of the 2013 state assembly and of the 2014 general elections, CECOEDECON, together with the KSSMS, and the CSO-coalition Sanjha Manch prepared People's Manifestos which included demands raised by these organisations and presented it before national political parties, like BJP and the Congress: Thirty nine of these demands were included in the election manifestoes of the two leading national political parties, BJP and the Congress.

²⁴ CECOEDECON staff

Also, CECOEDECON with the KSSs and Public Advocacy Initiatives for Rights and Values in India (PAIRVI), organised five block level consultations with PRI members on Panchayati Raj related issues where around 300 participants, including the media, participated.

Score baseline 2012 on an absolute scale from 0-3: 3

Score end line 2014, relative change on a scale of -2 → +2 1

5.2.2 Level of organization

This dimension assesses the organisational development, complexity and sophistication of civil society, by looking at the relationships among the actors within the civil society arena. In general, we can conclude that CECOEDECON has made slight improvements with regards this dimension between 2012 and 2014, with considerable improvements being made in the composition of its financial resources.

CECOEDECON is still or even more connected to local, national and international networks on the issues of food security, sustainable agriculture, environment, farmer's rights etc. Since the baseline it engaged in some new relations such as the South Asian Network for Social and Agricultural Development (SANSAD), the National Social Watch Coalition (NSWC) or the Centre for Environment Concerns (CEC). Its most intensive collaboration remains with the VDCs, KSSs and KSSMS. In the past period the capacities of these CBOs have again been strengthened and collaboration intensified beyond routine, including other CSOs, when KSSM elaborated its Vision Document; when the People's Manifesto was drafted and campaigned for; when the campaign against the GM field trials continued and; when the Minimum Price Support procurement centres were created by local governments. Like they had during the baseline, CECOEDECON personnel named the VDCs, KSSs and KSSMS as the best defendants of the marginalised.

Increasingly CBOs take up grassroots mobilisation to negotiations with ministers with an increased understanding of different micro and macro level issues. The field staff credited the Sahariya Vikas Manch (SVM) as having capably defended the interests of its community, this with support from the Ekta Parishad.

After ending its partnership with ICCO, CECOEDECON has been able to diversify the composition of its resource base by identifying new international donors, obtaining different supports from the government and private sector foundations, as well as through income generating activities such as renting the office location. Increasingly food and beverage costs during protests and rallies are borne by villagers themselves²⁵.

Score baseline 2012 on an absolute scale from 0-3: 3

Score end line 2014, relative change on a scale of -2 → +2 1

5.2.3 Practice of Values

Practice of Values refers to the internal practice of values within the civil society arena. Important values that CIVICUS looks at such as transparency, democratic decision making, taking into account diversity that are deemed crucial to gauge not only progressiveness but also the extent to which civil society's practices are coherent with their ideals. The situation with regards this dimension described during the baseline remains unchanged at the time of the end line.

Though none of the structures in place are remarkably different from the time of the baseline, CECOEDECON's executive leadership and programme managers felt that downward accountability within the organisation had improved over the past two years, and attributed such positive change to the board becoming more systematic and its members taking a more active part in the organisation's projects. The field staff and HR and Accounts staff, meanwhile, observed no change in downward accountability. The composition of social organs has not changed either since the baseline. Like in 2012, CECOEDECON continues to be audited annually by external auditors as per statutory requirement. It conducts internal audits twice in a year. The executive leadership said that over the

²⁵ KSS members

past two years efforts have been made towards enhancing transparency, accuracy and refined information regarding accounts. CECOEDECON's Financial Manual is updated regularly, even as its internal financial systems are rigorously monitored by the programme staff. Financial statements are shared by the accounts unit with the programme staff on a monthly basis for accuracy and proper follow up.

Score baseline 2012 on an absolute scale from 0-3: 3
Score end line 2014, relative change on a scale of -2 → +2 0

5.2.4 Perception of Impact

Civil Society arena—changes

In the 2012 -2014 period the following moderate improvements were observed in the civil society arena to which CECOEDECON seemingly has contributed.

In the first place the VDC, KSSs, KSSMS and the CBO SVM that supports the Sahariya people are increasingly capable to identify their own needs and organise appropriate action. They are increasingly aware on how to access welfare schemes and other public schemes. A major achievement is that the KSSMS and its members have drafted their own 'Vision Document' that presents their strengths and weaknesses as a community support structure and strategies for the future.

Some KSSs have shown to be capable to lobby the local governments with regards to the establishment of minimum support price procurement centres, meant to source agricultural harvests at a minimum price when market prices are very low; conduct crop risk and damage assessments that helped to lobby the government to obtain compensation when harvests are destroyed by climate conditions such as the 2014 hail storm, and; obtain drinking water facilities in 2013, that the KSSs had been lobbying for since 2010.

On two occasions and after a training provided by CECOEDECON, KSSs and public service deliverers have been using the community scorecard tool to assess the quality of services delivered. A first experience targeting the Public Service Delivery System in general ²⁶ showed improvements within the first three months of the assessment and the second one, focussing on school management quality did however not lead to considerable improvements.

CECOEDECON continues to support SVM in defending the rights of the Sahariya people with regards to reclaiming their land; access to education; recognition of their Scheduled Tribe rights to special reservations to be respected for jobs in the public sector.

Despite these improvements since the baseline and based upon 30 years of support, the CBOs still state that they are technically and financially dependent upon CECOEDECON.

Collaboration with and influencing the public and private sector

Apart from these more or less independent activities, the VDCs, KSSs, KSSMS and SVM have joined many of the initiatives taken by CECOEDECON with regards to the ongoing campaign to sustain the ban of GM crops and field trials in Rajasthan state; the Rights to Service Act; the effective implementation of the Pre-Conception and Pre-Natal Diagnostic Techniques Act to stop female foeticide and the like.

Together with the above mentioned organisations, CECOEDECON grasped the opportunity of both the 2013 state elections and the national elections in 2014 to draft a People's Manifesto based upon several meetings organised at block level and state level. Thirty nine demands of this manifesto were included in the election manifestoes of the two leading national political parties, BJP and the Congress in 2014.

CECOEDECON, as during the baseline in 2012, has continued working with government agencies to ensure that their target groups get access to a number of welfare and development schemes such as the National Bank for Agriculture and Rural Development (NABARD) financial support. Example of

²⁶ PDS in the country facilitates the supply of food grains and distribution of essential commodities to a large number of poor people through a network of Fair Price Shops at a subsidized price on a recurring basis. Refer, <http://epds.nic.in/>

these include its support given for paperwork to be done by both the state agency and its target groups when the eligibility criteria for pension were enlarged; support given to the government in its annual campaign to boost school enrolment; assistance to Directorate of Soil and Water Conservation (DSWC) with its watershed evaluation; organisation of training for government officials; work with the public health sector for appropriate drinking water facilities.

No changes are to be observed with regards to collaboration with and influencing the private sector: CECOEDECON continues to receive funding from a range of private sector organisations but no evidence exists that it is working towards influencing their Corporate Social Responsibility policies and practices.

Score baseline 2012 on an absolute scale from 0-3: 2
Score end line 2014, relative change on a scale of -2 → +2 1

5.2.5 Civil Society Environment

The social, political and economic environment in which civil society operates affects its room for manoeuvre. The civil society context has been described in chapter 3. In this section we describe how CECOEDECON is coping with that context.

The factors affecting negatively CECOEDECON’s work have remained the same since the baseline: a) fund crunch; b) reduction in monetary support from international donors; c) changes in the Foreign Contribution (Regulation) Act 2010 (FCRA 2010)²⁷ which made getting foreign funding difficult; c) drought and attempts of the government to cut on relief work; d) resistance from the community and doctors when opposing female foeticide and child marriage.

To counteract financial constraints, the organisation has been successfully looking to diversify its funding base but in practice it was not enough and according to staff CECOEDECON is being pushed to change its approach from programme-base to project-base²⁸.

In the 2012–2014 period, the new centre-right government further imposed more conditions on NGO and foreign funders under the FCRA as a means to restrict internationally-funded non-governmental activities on sensible issues as GM crops.

A positive change in the context relates to changed government rules to direct diversion of CSR funds from philanthropic activities to the development sector, which has helped generate new funding sources for CECOEDECON.

Score baseline 2012 on an absolute scale from 0-3: 2
Score end line 2014, relative change on a scale of -2 → +2 1

5.3 To what degree are the changes attributable to the Southern partners?






This paragraph assesses the extent to which some outcomes achieved can be “attributed” to CECOEDECON. Starting with an outcome, the evaluation team developed a model of change that identifies different pathways that possibly explain the outcome achieved. Data collection was done to obtain evidence that confirms or rejects each of these pathways. Based upon this assessment, the evaluation team concludes about the most plausible explanation of the outcome and the most plausible relation between (parts of) pathways and the outcome. The relations between the pathways and the outcomes can differ in nature as is being explained in table 6.

²⁷ FCRA 2010, an act to regulate the acceptance and utilisation of foreign contribution by certain persons or associations. Refer, <http://indianexpress.com/article/india/india-others/only-11-of-22-ngos-in-ib-report-are-fcra-compliant-none-filed-13-14-statement/99/>

²⁸ When asked, the field staff could not elaborate more on this issue. Nevertheless it clearly shows a concern.

Table 6

Nature of the relation between parts in the Model of Change

Nature of the relation between parts and other parts or outcome	
The part is the only causal explanation for the outcome. No other interventions or factors explain it. (necessary and sufficient)	
The part does not explain the outcome at all: other subcomponents explain the outcomes.	
The part explains the outcome but other parts explain the outcome as well: there are multiple pathways (sufficient but not necessary)	
The part is a condition for the outcome but won't make it happen without other factors (necessary but not sufficient)	
The part is a contributory cause it is part of a 'package' of causal actors and factors that together are sufficient to produce the intended effect.	

Sources: Mayne, 2012; Stern et al, 2012

The following paragraph assesses CECOEDECON's contribution to one outcome. The paragraph first describes the outcome achieved and the evidence obtained to confirm that the outcome has been achieved. It then presents the pathways identified that possibly explain the outcomes, as well as present information that confirms or refutes these pathways. The last section concludes in the first place about the most plausible explanation of the outcome, followed by a conclusion regarding the role of the SPO in explaining the outcome.

5.3.1 Strengthening Community Based Organisations

The PIIRD V project document states that KSS should be able to function as key implementing, coordinating, monitoring and evaluating institution' for government schemes and policies such as MNERGA, Right to Education, Right to information, food security and social security schemes, mid-day meal, ICDS, disaster management, trade issues and issues related to credit etc. at the community level. They will be strengthening the Panchayati Raj Institutions. Apart from this they should be able to become independent functioning units that can work to bring about a collective Farmers' Movement on different issues of marginalized.

The workshop with CECOEDECON revealed that since the baseline many outcomes were achieved with regards to policy influencing in which the VDCs, KSS and KSSM were involved at different degrees, such as the drafting of the Vision Document, authored by the KSSM in a very participatory process; continuous efforts to stop GM seed field trials by the Government; ensuring that farmers can benefit from the government's policy on MSP and lobbying before state elections in 2013 and national elections in 2014; and many other outcomes.

Based upon this the following impact outcome was chosen to assess the capacity of the KSS: KSSs (five KSSs in Jaipur, Baran, Tonk districts of Rajasthan) are capable to influence public sector policies and practices. However CECOEDECON does not keep records that systematically monitor how KSS and VDCs are performing.

We used two outcomes of policy influencing to find out what role the KSS played in these. The first relates to the fact that GM crops are banned in Rajasthan and that GM field trials have also stopped, but that these decisions needed to be confirmed after the 2013 elections when the Congress Government was replaced by that of a right wing BJP Government. The second relates to continued efforts of CECOEDECON and KSS and KSSM to guarantee minimum support prices (MSP) to agricultural harvests when open market prices are too low for small farmers to cover the costs. Since 2012 this led to two outcomes achieved:

Examples used

1. *Field trials for GM seeds stopped by the previous Rajasthan government and publicly reconfirmed in May 2014 by the new Government.* Efforts to stall the promotion of GM (Genetically Modified) crops in the state have been going on since a very long time. CECOEDECON and the KSS are part of a larger group (GM Free Coalition) that works on this issue across the country. Because of a series of efforts, the field trials of GM crops were stopped in the state during previous government's tenure in March 2012 (before the baseline assessment). However in the light of the 2013 state elections, networking with mainstream political parties to make Rajasthan a GM free state were continued as a means to prevent that a new government would reverse the anti-GM

campaigns' success. In May 2014 the new minister of agriculture re-confirmed in a newspaper interview that his BJP government would not restart such field trials.

2. *On May 6 three procurement centres for Bengal gram (chickpea) and mustard were inaugurated in Chaksu, Phagi and Malpura blocks that would guarantee MSPs. When the government put up a limit that only two sacks would be procured per farmer whereas they had harvested dozens of sacks, the government was again pressurised after which it declared to take four sacks per person on May 13, 2014.* MSPs are one of the long term issues related to agriculture that has been the focus of the work of CBOs as KSS and KSSMS. As a rule, if the market price of a crop is below MSP rate, then the government procures it at the MSP rate to ensure income security and thus ensures financial stability for the farmers.

In 2014, there has been a bumper crop of chickpea in Jaipur and Tonk districts and the open market price dropped below the MSP rate without procurement centres being opened in these districts. In April-May 2014, farmers approached their KSSs and together with KSSM and CEOEDECON the government was lobbied.

For both examples we identified three rival pathways, the first assuming that VDCs, KSS and KSSM were capable to achieve these outcomes on their own; the second assuming that they still needed assistance from CEOEDECON and the third that other actors and factor explain the outcomes related to the May 2014 declaration regarding GMOs in the agricultural sector and that of the procurement centres opened.

Field trials for GM seeds stopped by the previous Rajasthan government and publicly reconfirmed in May 2014 by the new Government

Pathway one: KSS, KSSM alone managed to obtain this declaration of May 2014.

Information that *confirms* this pathway:

- The members of the KSSs and KSSMS met with the former and the new agricultural minister after assembly elections and convinced him to keep the field trials stalled in the state, a declaration of which was published in a newspaper^{29,30};
- Two respondents however state that the KSS and KSSM are capable of operating in an independent way but do not provide clear examples³¹. KSS members state that they now only ask support from CEOEDECON for 'those things where we are not able to understand something, otherwise most of the interventions-needs assessments etc. we do at our own.'

From a 2011 campaign that resulted in the cancellation of a Memorandum of Understanding between the State of Rajasthan and seed company Monsanto we observe that VDCs, KSS and Farmers organizations of the three of the 33 districts and the 5 blocks where CEOEDECON is intervening, have been able to submit memorandums to the Chief Minister of Agriculture in 2011 in which they raised their concerns about a MoU signed between Monsanto and the State of Rajasthan.

CEOEDECON at the time, making use of the Right to Information Act ad found out that the MoU violated the law. Additional lobbying with representatives from the legislature and parliamentarians, use of media and rallying were other strategies used at the state level. The CBOs were also able to sensitize the departments concerned at their own local government levels, rallied and sensitized Members of Legislative Assembly and the Media. In consequence 46 Gram Panchayats passed a resolution that they would not use GM seeds in their area. The initiative for this campaign was however taken by CEOEDECON and implemented together with KSSM the KSS and VDC, together with a platform of 150 organisations (NGOs, media, CBOs, academics) called Sanjha Manch³². Apart from this, CEOEDECON's role was perceived to be crucial in terms of providing scientific knowledge to their CBOs and other farmer organisations; seeking expert advice when needed (finding out that

²⁹ Interview with KSSMS and News clipping

³⁰ Interview with KSSM representative

³¹ Interview with academic and with KSS member

³² CEOEDECON. 2012. Movement against MOUs between the Government of Rajasthan and private seed companies Success story of an initiative taken by Kisan Sewa Samiti and Sanjha Manch

the MoU was breaching the laws in place); mobilizing people and providing key facilities necessary to meet and functioning as a key resource centre³³.

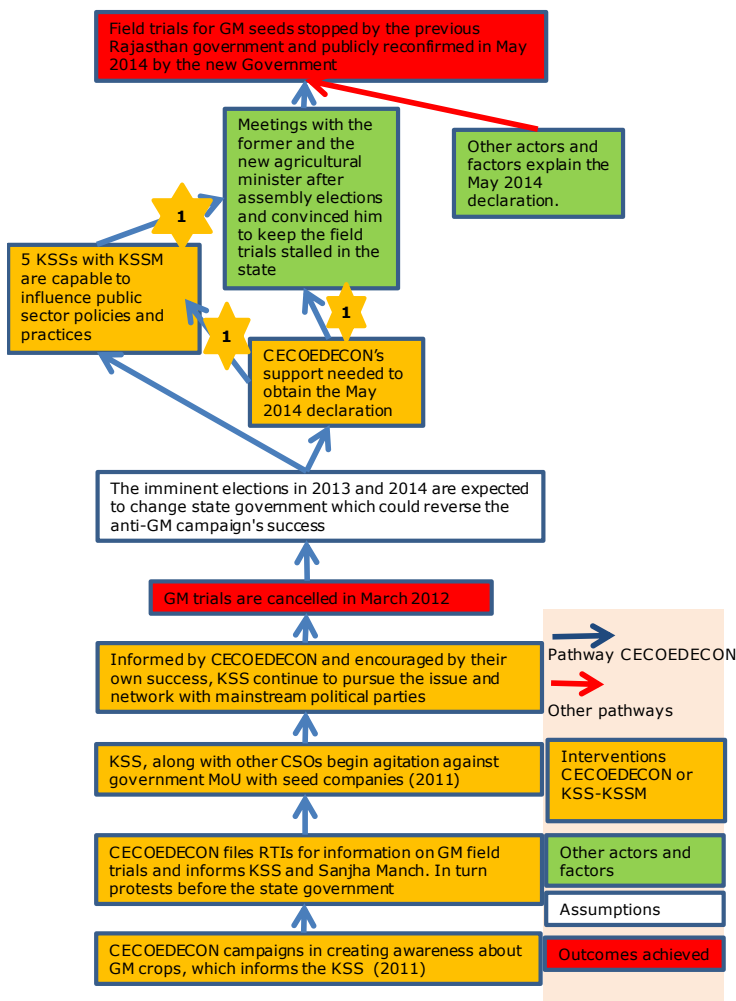


Figure 1: Pathways that possibly explain outcomes and conclusions about the nature of the relations between pathways and the outcome, Capacity of KSS to stop GM trials in 2014

After this campaign KSSs created the awareness and mobilised communities on the issue of “No to GM Food” and the harmful effects of GM crops to facilitate the shift to organic farming. This contributed towards the Agriculture Minister of India signing the petition to ensure access to safe food and promotion of organic farming. Also the KSSMS, along with other farmers’ unions like Bhartiya Kisan Sangh, Bharatiya Kisan Union etc. met the Chief Minister of the state to convince him to stop the GM field trials. The CM ordered the trials to be stopped in 2013, which was reported in newspapers³⁴.

These previous experiences suggest that KSSM and the KSS do know the issues at stake when addressing GMOs as well as know how to campaign successfully, which is supportive of the pathway that they themselves were capable to convince the new Minister to reconfirm the ban upon GM seeds.

Information that *rejects* this pathway:

³³ Sanjha Manch

³⁴ Interview with KSSMS

- A CEOEDECON staff member acknowledges the risk that VDCs, KSSs and KSSMS are dependent upon skilled professionals for technical inputs and assistance in identifying current as well as emerging issues and states that such assistance was being and is being provided by the SPO. This is being confirmed by others who say that the 'second or third rung leadership' has not yet been developed, making it difficult for CEOEDECON to withdraw³⁵ and KSSM and KSS members who state that they are being financially and materially supported, although they are increasingly trying to overcome this dependency.

Pathway two: CEOEDECON's support needed to obtain the May 2014 declaration

Apart from the fact that CEOEDECON informed and advised KSSM to meet the former Chief Minister Ashok Gehlot and the current agriculture minister Prabhulal Saini, more information confirms their contribution. After the previous government has declared a ban on GM seeds in March 2012 and had stopped GM field trials in 2013, a CEOEDECON staffer explains that they maintained steady communication with the new agriculture minister from BJP, even before the assembly elections, on the issue in 2013. Before the elections the minister agreed to these ideas and committed to continue the ban on GM seeds when his party would come to power. CEOEDECON met him after the elections and asked him to keep his promise which was confirmed by a public statement in a newspaper interview³⁶.

Pathway three: other actors and factors explain the May 2014 declaration.

A respondent from GM Free Coalition acknowledged that CEOEDECON contributed a lot on the GMO issue in Rajasthan, but there were other organisations and individuals also, like Right to Food Campaign, NCPRI, Aruna Roy etc. who also worked on the issue and that collective pressure led to the change. Further he said that political will was also important as the Congress government of Rajasthan took a firm stand on this (despite pressure from their own party led central government). This statement however refers to the previous government in place in Rajasthan and not to the recent declaration by the new government.

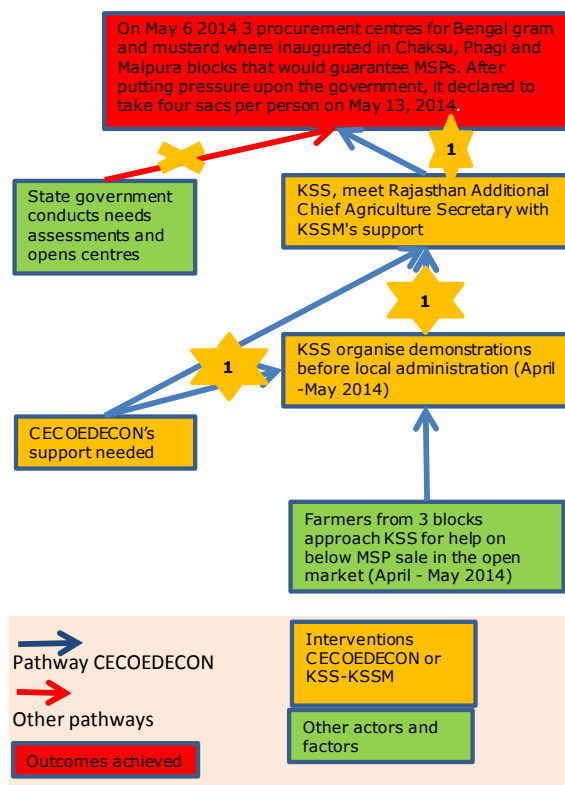


Figure 2: Pathways that possibly explain outcomes and conclusions about the nature of the relations between pathways and the outcome, Capacity of KSS to obtain 3 procurement centres

³⁵ Another academic and another resource person.

³⁶ Interview with CEOEDECON staff

On May 6 2014 three procurement centres for Bengal gram (chickpea) and mustard were inaugurated in Chaksu, Phagi and Malpura blocks that would guarantee MSPs. After putting pressure upon the government, it declared to take four sacs per person on May 13, 2014.

Pathway one: KSS, KSSM alone successfully lobbied for the procurement centres

Information that *confirms* this pathway:

- After the three centres were already opened for chickpea and mustard, farmers observed that they could only obtain the MSP for two sacks, whereas they had dozens of sacks to sell. The KSS mobilized themselves and sent a memorandum to the Chief Minister with support of KSSM, after which the government increased the limit to four sacks³⁷;
- KSSM assessed the returns on investment by farmers for chickpea and concluded these were too low, after which they met with the agricultural secretary of Rajasthan who then accepted the opening of the centres³⁸;
- Two respondents state in very general terms that the KSS and KSSM are capable of operating in an independent way³⁹. KSS members state that they now only ask support from CECOEDECON for 'those things where we are not able to understand something, otherwise most of the interventions-needs assessments etc. we do at our own.'

CECOEDECON, the KSS and KSSM have been working for a long time on the issue of MSP. In 2012-2013 for example they have organized meetings with small and marginal farmers to discuss amongst others the MSP. In each of the five blocks memorandums were developed to draw attention of the state on these issues and also VDCs mobilized farmers in their respective villages. After organizing a big Dharana and rally on the issue of MSP state government took a positive decision of increasing Rs. 100 on the MSP of wheat and also declared to open more than 60 buying centers for Bazra⁴⁰. This would suggest that KSS and VDCs know their rights by now and can ask for the opening of MSP procurement centres.

Information that *rejects* this pathway in favour of support provided by CECOEDECON:

- When observing that chickpea was sold below the MSP in the open market in 2014, farmers demanded interventions after which KSS, KSSM with support of CECOEDECON demonstrated before the administration, resulting in the opening of the three procurement centres⁴¹;
- Some respondents say that KSS and KSSM are not yet capable of operating independently from CECOEDECON because the 'second or third rung leadership' has not yet been developed, making it difficult for CECOEDECON to withdraw⁴². At the same time KSSM and KSS members state that they are being financially and materially supported, although they are increasingly trying to overcome this dependency.

Information that *rejects* both the involvement of the KSS and that of CECOEDECON:

One resource person from the government states that the government should be credited for the opening of the procurement centres and was unaware of CECOEDECON having worked on the MSPs or that any protests were organized by people. According to him a meeting with the MLA of his area had been enough to open the centres.

Discussion and conclusion

With the information available it is hardly possible to conclude upon the extent to which the KSSM, the KSS and the VDC are capable of functioning independently from CECOEDECON and to what extent

³⁷ Interview with CECOEDECON staff

³⁸ KSSM interview

³⁹ Interview with academic and with KSS member

⁴⁰ CECOEDECON: Important highlights of 2012-13

⁴¹ CECOEDECON staff

⁴² Another academic and another resource person.

their organisational capacity has increased since the 2012 baseline study. We observe however that in both cases KSS are capable to represent the needs of their constituencies and to react upon their demands, as well as to mobilise them when action is needed; that KSS are able to engage with government administrations and elected bodies ranging from local government to state government and can draft memorandums if necessary, and; that they know their rights, at least when MSPs are concerned. We also observe that KSS and KSSMS are still dependent upon CECOEDECON in financial and material terms and occasionally also in technical terms. Another observation with regards to the information obtained is that the boundaries between CECOEDECON and the KSSMS with its constituents are blurred.

The outcomes are to be seen as the result of a *causal package*, consisting of CECOEDECON and KSSM with its constituents, as well as their more than 25 year lasting relationship. In this causal package CECOEDECON acts as a resource centre; provides financial and material support; raises the awareness and provides information to grass root organisations on their rights to state schemes and on their livelihood conditions, and; provides technical support on both content and ways to lobby governments.

KSSM and its constituents on the other side also provide CECOEDECON its legitimacy to lobby and advocate the government, to support the government in the implementation of its schemes and to advise the government. Within this causal package, either CECOEDECON takes the initiative or KSSM and its constituents.

Other actors and factors that are important in achieving the outcomes but in themselves do not explain the outcome (necessary but not sufficient) consist of CECOEDECON's huge network at both Rajasthan state and national level.

5.4 What is the relevance of these changes?

5.4.1 Relevance of the changes in relation to the Theory of Change of 2012

As described in the 2012 theory of change, CECOEDECON's overall goal is 'Empowerment of people that is inclusive'. This goal will be reached if people are aware of their rights and responsibilities. This also entails understanding of one's rights in relation to its needs, being able to negotiate one's rights and to influence policies. The other side of the coin consists of people knowing and respecting their duties as citizens. Important conditions necessary to make people aware of their rights and responsibilities are the following: 1) People, households being economically sustainable, experiencing social dignity and experiencing equal opportunities; 2) Gender equality; 3) Favourable schemes and policies for development and strong government institutions for implementation 4) International context and positive policy framework are also necessary for people's empowerment 5) Networks are necessary to ensure that people, communities, NGOs, governments and private companies work together towards shared concerns and causes, and; 6) Access to justice is compulsory for empowerment and needs to be quick, fair and inexpensive.

As shown earlier, PIIRD V was implemented as planned (at least the ICCO funded part that we analysed) and PIIRD aligned with the ToC developed in 2012. A number of outcomes related to women issues have been mentioned during the workshop with CECOEDECON staff but this perspective put in light in the ToC was not further checked (ICCO only supported the girls camps). Condition 6 related to access to justice was not checked either.

The outcomes achieved are well aligned with the ToC drawn out in 2012. The interventions in, both the ToC and MoC, remain the same which include trainings, mobilisation of community, workshops, documentation, campaign, advocacy, networking and meetings. The outcome selected during process tracing ('KSSs have the capacity to influence public policies and practices) with the examples chosen (influence on GMO policies, influence on MSP practice) is relevant to achieve the first condition in the 2012 ToC which is about economical sustainability (condition 1) and for the achievement of the third condition with regards to favourable schemes and policies. The gender condition seems to have been achieved, given the mandatory 50 % representation of women in all CBOs that work with CECOEDECON, though this was not assessed by the evaluation team. With regards to condition 5 we observe that the networks between CDVs, KSS, the KSSM and CECOEDECON have been strengthened,

but that networking with private sector did not materialise, whereas collaboration and influencing government has improved and hence contributes to the overall goal of the 2012 ToC.

No interventions contributed towards achieving the sixth condition which is about access to justice and that of an enabling international context and policy environment.

In the past two years, CECOEDECON has also started to focus on social and environmental stability along with economic sustainability, both topics that were not very outspoken in the 2012 ToC.

CECOEDECON's interventions are in line with its very encompassing 2012 theory of change, but evidence that its overall goal 'people empowered' had been achieved is still scarce and anecdotal.

5.4.2 Relevance of the changes in relation to the context in which the SPO is operating

CECOEDECON has contributed towards the empowerment of community-based organisations such as the VDCs, KSSs and KSSMS. The ownership amongst these organisations has increased and they are better able to identify, raise and find ways to address their issues/concerns, making them more confident in knowing and claiming their rights. Also, they are said to maintain a monitoring mechanism to check their progress at various levels (no evidence found). CECOEDECON has also been successful in bringing together influential people/sections like academicians, ex bureaucrats, media, opinion makers, farmer organisations etc. with regards the issue of GM field trials in the state.

Through its work, CECOEDECON has made the farmers more aware of their rights and in turn the changes brought to by CECOEDECON are relevant for the community at large. Although this has not been studied into details, it was mentioned by several interviewees that the changes have particularly benefited women who have been empowered through activities such as SHG formation and have gained increased political participation through interventions such as Special Gram Sabha for women.

It is essential to mention that CECOEDECON has been working in the same area for a long time and that achievements at the level of these communities are more difficult to pin point to the last 2 years. A testimony beyond the MFS II period that highlights the impact of CECOEDECON towards building a vibrant civil society, mostly at community level is as follows: "I am uneducated, but because of the interaction with CECOEDECON I have learnt a lot. When I first came in touch with the organization, one CECOEDECON official told me about the importance of education, and asked me to educate my children. I did the same and now one of my girls is a teacher, another boy is a Rojgaar Sahayak Secretary, one daughter is working in the Swachch Pariyojna and one boy is in class twelve"⁴³.

In Rajasthan, agriculture is the biggest sector in terms of employment but the sector is plagued by a low growth rate. One of the reasons for this is that more than half of the area under cultivation is rain fed and has one harvesting season. Rajasthan represents a big input market for seed companies that promote the use of GM seeds, which will make farmers dependent upon these companies. CECOEDECON has concentrated on the arrival of GM seeds for many years and it was successful in stopping their introduction in the state, despite the new right wing political party in power since 2013.

5.4.3 Relevance of the changes in relation to the policies of the MFS II alliance and the CFA

ICCO has three core strategies: policy influencing, civil society and poverty alleviation. These three strategies are adapted into each programme. CECOEDECON falls into ICCO's Food and Nutrition Security Program. This programme aims to strengthen civil society by improving local sustainable food systems and supporting communities to claim their right to food. It is about how civil society –SPOs and target groups - is strengthened and capacitated though addressing their own issues, whether it is economic justice, WASH or other livelihood issues. It is also about how they get mobilised, raise their voice, and express their needs in relevant platforms. ICCO's policies are further defined at country level. The achievements of CECOEDECON and its work with the CBOs definitely align with ICCO's Civil Society policy.

⁴³ SVM and KSSM member

It is worth mentioning that ICCO is only funding the girls' camps activity in the PIIRD Vth programme as an activity linked to gender issues. This is surprising knowing the interest ICCO has always shown to advancing the rights of women worldwide.

5.5 Explaining factors

5.5.1 Internal factors

CECOEDECON's chief executive Sharad Joshi was one among a small group of young social workers who founded the organisation by providing immediate relief to the victims of devastating floods in Jaipur district in 1982. The organisation has since evolved from its modest beginnings as a relief agency into an NGO pursuing integrated participatory development and advocating human rights. CECOEDECON's criterion for undertaking interventions is that they should lead to community self-reliance and empowerment. And this principle has been incorporated into CECOEDECON's internal structure as well, which attributes a very significant place for the Executive Committee (EC), which comprises members of the KSSs. The EC plays an important role in providing direction and policy guidelines, as also in actively participating in the organisations' projects/programmes.

To instil yet more relevant externalities within its internal systems, CECOEDECON's document "Planning Assessment—Way Forward", states that the organisation analyses the context in which it works at four levels: (i) global, (ii) national, (iii) state (iv) local. It takes into account the interrelatedness of issues at all these levels and integrates macro issues into its grassroots work and vice versa.

CECOEDECON seems to have a high staff retention rate. As evidenced during the baseline and the end line evaluation workshops, most of participant staff members, including those from the field, have spent long years in the organisation, some around three decades. This makes for rich experience and long-lasting relationships at the ground level, in turn helping consolidate the organisation's reputation among target communities, as well as the other actors and networks in the state's development sector. The organisation's influence—in the state, nationally and internationally—is derived, in fact, from this connect and standing it enjoys with the target communities on the ground: As also from Sharad Joshi's personal credibility and contacts within the sector, including policymakers, bureaucrats, other NGOs.

CECOEDECON, however, did mention a staffing issue that it is contending with of late. Though its older staff remains loyal to the organisation's cause, the rising expectations of the new generation of development sector professionals was making new recruitment and retention of professional recruits a challenge.

CECOEDECON is considered as a large and mature organisation that has reached significant results at community level (example given with the mass mobilisation around the food security bill which was passed in 2013) and has been able to spread out without losing out of sight its focus on poverty alleviation and direct support to communities.

It has however not adjusted significantly with regards to its changing environment. One of the issues concerns its funding strategies and its ongoing dependence upon foreign aid. A second observation from the evaluation team is that an exit strategy with regards to supporting VDC and KSS for more than 25 years is missing, which enables those CBOs to evolve beyond the support given by CECOEDECON. At the same time such relations also represent an important asset for the organisation which nearly has become a network beyond generations.

These aspects make both the SPO and its CBOs more vulnerable.

5.5.2 External factors

CECOEDECON continues to be relevant to, and derive relevance from, its externalities.

The organisation works at ensuring that the VDCs, the KSS and KSSM remain connected with the larger issues at stake by ensuring their interface with the world outside. Therefore it coaches these CBOs to understand the value of interacting with to interact with elected representatives. The VDCs,

KSSs and KSSMS interact with local government organisations whenever need arises, like they did to ensure that a parallel system of girdawari (crop loss assessment) was set up for deciding about the appropriate compensation for farmers whose crops were lost due to heavy hail storms in 2014. The CBOs are also connected to other CSOs and networks. To cite an instance, the KSSs interacted with other organisations during the national consultation on agriculture issues such as farmers' suicides in December 2013, while preparing the People's Manifesto and with Sanjha Manch in their struggle against GM field trials in the state. The People's Manifesto, in fact, is an example of how CECOEDECON used the election year 2014 to engage itself, and its CBOs, with different sections of society and political parties towards bringing forth farmers' concerns while enlisting mainstream electoral concerns. The Annual Report PIIRD (April 2013 to March 2014) states that CECOEDECON organised a series of media workshops at the block level, which helped it and its CBOs to establish linkages with local media.

5.5.3 Relation CFA-SPO

ICCO has been supporting CECOEDECON for almost 30 years which shows the mutual trust and respect the two organisations have with each other. Before MFS funding ICCO provided core funding to the SPO. In 2013, it was decided to end the relationship not because of targets not reached but because ICCO has changed its strategy. This decision was properly informed and shared. Together they discussed how to make the shift as smoothly as possible. With the information the evaluation team has at hand there are not prominent factors with regards the relation between ICCO and CECOEDECON that could explain the findings.

6 Discussion

6.1 Design of the intervention

CECOEDECON has been working with the VDCs, the KSS for more than 25 years. In the last ten years it has shifted from a project approach to a more holistic and programme approach as well as creating the KSSM as the apex for the CBOs. Despite these many years of collaboration, speaking from a donor and a project driven perspective which seeks results within two to five years only, we conclude that CECOEDECON's design failed in creating CBOs that can operate independently from CECOEDECON. From a longer term and movement building perspective we observe that CECOEDECON has become successful in creating a movement that by now is capable to represent its constituencies that are capable to orient CECOEDECON's interventions because it is represented in the SPO's Executive Committee as well as through the issues that emerge from grass roots to state level. CECOEDECON has thus become part of the movement in which it plays the role of resource centre and coach.

In this sense it is not possible to address the question of replicability as a new project because after 30 years all the persons in the VDCs, the KSS, the KSSM and CECOEDECON staff have become members of one big family that, we hope, will continue with the next generation.

Key questions that we ask ourselves with regards to the design and that remain without an answer are:

- Why did CECOEDECON decide to limit its interventions to three districts out of 33 districts in the State of Rajasthan?
- We conclude that this intervention zone, together with other actors working at state level was enough to achieve policy outcomes and changes in practice at state level and in the districts concerned. However could more have been achieved at state level if CECOEDECON would have expanded its interventions to more blocks in the three districts or to other districts?

6.2 Replication of the intervention

As mentioned earlier, CECOEDECON has been working in the same areas for almost 30 years. Through this constant presence it was able to bring true changes to the communities. Over the years, the staff which is dedicated to the organisation (let us keep in mind that the Executive Director has been involved since the beginning of the organisation), has been able to create not only deep relationships with the communities but also links with the government. These characteristics are very specific to CECOEDECON and it seems very unlikely that another organisation is able to replicate this way of working, even in similar communities. It is also important to mention that the context has drastically changed in the last 30 years and that the (foreign) aid funds which were at that time available are shrinking making it even more challenging to replicate this way of working.

With regards replicating in another state, it is important to note that in the last 2 years and even longer, Rajasthan has benefited from a stable environment (witnessing state and central elections bringing a political party more in favour of industries into power). This has not been the same in other states (North East suffers ethnical conflicts, Odisha is very poor, etc.) which would make the replication of CECOEDECON's model quite challenging.

7 Conclusion

This chapter presents the conclusions for each of the evaluation question as well as concludes on the design of the interventions.

Changes in the civil society arena of the SPO

In the 2012 – 2014 period, the two most important changes that took place in the civil society arena of CECOEDECON are related to 'Civic Engagement' and 'Level of Organisation'. Most important changes observed with regards civic engagement relates to the fact that all Village Development Committees (VDCs), Kisan Seva Samiti (KSS) at block level and their apex body KSSMS at state level have taken a more leading role for their future. Evidence provided for this consists of the fact that they drafted their Vision Document and that they prepared a People's Manifesto together with CECOEDECON and Sanjha Manch in view of the 2013 state and the 2014 general elections: 39 of these demands were included in the manifestoes of the two leading national parties. At the same time some evidence has been collected that shows that KSS and VDCs' have improved their services to their constituents and that they increasingly take the lead in ensuring that entitlements of their communities are made available to them.

With regards to 'level of organisation', CECOEDECON managed to diversify its financial resources with funding coming from new international donors, government and private sector. The VDCs and the KSS increasingly take up grassroots mobilisation to negotiations with ministers and obtained an increased understanding of different micro and macro level issues.

Contribution analysis

Because of the integrated nature of the SPO programme, only one combined outcome has been looked at: KSSs (five KSSs in Jaipur, Baran, Tonk districts of Rajasthan) are capable to influence public sector policies and practices. The evaluation team looked at the extent to which these KSSs were able to "function as key implementing, coordinating, monitoring and evaluating institutions for government schemes and policies [...] at community level", were strengthening Panchayati Raj Institutions and became independent enough to bring about a collective Farmers' Movement as stated in the PIIRD V programme proposal. In practice, many results were achieved but with a different degree of involvement of the KSSs. Two examples of policy changes have been looked at: 1) Field trials for Genetically Modified seeds that were stopped by the previous Rajasthan government were publicly reconfirmed in May 2014 by the new Government; 2) On May 6 three procurement centres for Bengal gram (chickpea) and mustard were inaugurated in Chaksu, Phagi and Malpura blocks that would guarantee Minimum Support Prices (MSP). When the government put up a limit that only two sacks would be procured per farmer whereas they had harvested dozens of sacs, the government was again pressurised after which it declared to take four sacs per person on May 13, 2014.

With the information available it is hardly possible to conclude upon the extent to which these KSSs are capable of functioning independently from CECOEDECON and to what extent their organisational capacity has increased since the 2012 baseline study. We observe however that in both cases KSSs are capable to represent the needs of their constituencies and to react upon their demands, as well as to mobilise them when action is needed; that KSSs are able to engage with government administrations and elected bodies, and that they know their rights, at least when MSPs are concerned. We also observe that KSSs are still dependent upon CECOEDECON in financial and material terms and occasionally also in technical terms. Another observation with regards to the information obtained is that the boundaries between CECOEDECON, KSSMs and KSSs and VDCs are blurred.

The outcomes achieved are to be seen as the result of a *causal package*, consisting of CECOEDECON and KSSM with its constituents, as well as their more than 25 year lasting relationship. Within this causal package, either CECOEDECON takes the initiative or KSSM and its constituents.

Other actors and factors that are important in achieving the outcomes but in themselves do not explain the outcome (necessary but not sufficient) consist of CECOEDECON's huge network at both Rajasthan state and national level.

Relevance

The interventions of CECOEDECON are relevant in relation to its Theory of Changes constructed in 2012. These interventions support the empowerment of people and support them in claiming their rights and fulfilling their responsibilities. As such, they also align with CECOEDECON's overall goal which is 'Empowerment of people that is inclusive', however progress being made to the achievement of this goal is still scarce and anecdotal.

With regards to the context in which CECOEDECON is operating, its interventions and outcomes achieved are relevant because they have contributed towards the empowerment of community-based organisations such as the VDCs, KSSs and KSSMS; they have brought together influential people/sections like academicians, ex bureaucrats, media, opinion makers, farmer organisations etc. with regards to the issue of GM field trials in the state. Moreover, farmers are more aware of their rights and have joint CECOEDECON in its lobby and advocacy efforts to halt the introduction and the use of GM seeds in the state.

With regards to the Civil Society policies of ICCO, the organisation's interventions are relevant because they contribute to ICCO's Food and Nutrition Security Program which aims to strengthen civil society by improving local sustainable food and nutrition systems and supporting communities to claim their right to food.

Explaining factors

Internal factors within the SPO that explain the findings are: its dedicated staff, although it has been difficult to retain younger staff; the organisational structure which includes representatives of the target groups in the Executive Committee; the credibility of the executive leadership and the maturity of the organisation which has a huge network.

The most important external factor that explains the findings is the political situation that CECOEDECON used as a conducive environment to bring about changes.

The most important factors that explain the findings with regards to the relation between CECOEDECON and ICCO consist of the long lasting relationship between the two organisations that was based upon respect and trust.

Design

The outcomes achieved are the result of long-lasting relations between CECOEDECON, VDCs, KSS and later the KSSM, as well as with the respective governments of the place. The outcomes are to be seen as the investments of more than 30 years, with the presence of a charismatic leader, dedicated staff and a stable political environment.

Similar long term investments would be needed to replicate CECOEDECON's intervention strategy in other places or by other organisations.

Table 7

Summary of findings.

When looking at the MFS II interventions of this SPO to strengthen civil society and/or policy influencing, how much do you agree with the following statements?	Score
The CS interventions were well designed	7
The CS interventions were implemented as designed	8
The CS interventions reached their objectives	6
The observed outcomes are attributable to the CS interventions	7
The observed CS outcomes are relevant to the beneficiaries of the SPO	8

Score between 1 to 10, with 1 being "not at all" and 10 being "completely".

References and resource persons

Documents

Documents by SPO

<i>Title</i>	<i>Year</i>
The Vision Document	February 2013
News Clippings on Protest against GM Field Trials	May 2014
Booklet on Movement against MoUs between the government of Rajasthan and Private Seed Companies	2011
News Clipping on Opening of Procurement Centres	May 2014
News clipping from Awaj Magazine to stop GM field Trials	2011
110815 CECOEDECON Draft Report - Planning Assessment - Way forward	2011
Report on Regional Consultation	?
Progress Report of Activities CECOEDECON 2012	2012
PIIRD Vth Phase Proposal (2012-2015)	2012
Phase IV- Completion Report- (April 2009 to March 2012)	2012
PEOPLES' MANIFESTO 2013	2013
NGO study	?
Important highlights of 2012-13	2013
Case_Study_-_crop destruction	2013
Case Study-Babulal	2013
case study Vaccination	2013
case study LS	2013
case study- Aakodiya	2013
Audited Statement April 12 to March 13	2013
Annual Report PIIRD (April 2013 to March 2014)	2014
Annual Report April 2012 to March 2013	2013
Annual Project Update CECOEDECON	2013

Documents by ICCO (Alliance)

<i>Title</i>	<i>Year</i>
ICCO Alliance Progress Report 2011	2012
ICCO Alliance Progress Report 2012 - Narrative part	2013
ICCO PROGRESS REPORT 2013_FINAL-1may_PART1_NARRATIVE	2014
ICCO PROGRESS REPORT 2013_FINAL-1may_PART2_ANNEXES	2014
ICCO beleidsbrochure (proef4)	2014
MIC's2011-2prefinal pp version02-05FINAL	2014
ReportPoliticalSpace(def)	?

Other documents

CECOEDECON, ?, <i>Status of grass root level NGOs in Rajasthan</i>
CECOEDECON, 2011, <i>Movement against MOUs between the Government of Rajasthan and private seed companies Success story of an initiative taken by Kisan Sewa Samiti and Sanjha Manch</i>
Mati J.M., Silva F., Anderson T., April 2010, <i>Assessing and Strengthening Civil Society Worldwide; An updated programme description of the CIVICUS Civil Society Index: Phase 2008 to 2010.</i> , CIVICUS
Social Watch, 2012, <i>Social and Economic Rights Fulfillment Index (SERF), A new Human Rights approach</i>
Heritage, 2014, <i>Economic Freedom of India</i>
Rahul Anand, Volodymyr Tulin, and Naresh Kumar, April 2014, <i>India: Defining and Explaining Inclusive Growth and Poverty Reduction</i> , IMF Working Paper WP/14/63

Webpages

<i>Author</i>	<i>Title</i>	<i>Webpage link</i>	<i>Date consulted</i>
Find the Best	India Corruption Information	http://country-corruption.findthebest.com/l/98/India	August 2014
Find for Peace (FFP)	Country data and trends for India in 2014	http://ffp.statesindex.org/2014-india	August 2014
Freedom House	Freedom scores India	https://freedomhouse.org/report/freedom-world/2014/india-0#.VGCiRvIwtcQ	August 2014
World Values Survey	India information	http://www.worldvaluessurvey.org/WVSContents.jsp	November 2014
Vision of Humanity	Global Peace Index for India	http://www.visionofhumanity.org/#page/indexes/global-peace-index/2014/IND/OVER	November 2014
FMSF	Foreign Contribution Regulation Act of NGOs	http://www.fcraforngos.org/	September 2014
The Times of India	Lens on foreign funds to NGOs featuring on IB report	http://timesofindia.indiatimes.com/india/Lens-on-foreign-funds-to-NGOs-featuring-on-IB-report/articleshow/37801293.cms	September 2014
The Times of India	Govt may ignore RSS pressure and back GM-crop field trials	http://timesofindia.indiatimes.com/india/Govt-may-ignore-RSS-pressure-and-back-GM-crop-field-trials/articleshow/45313236.cms	November 2014
Business Standard	how Rajasthan reduced poverty	http://www.business-standard.com/article/economy-policy/how-rajasthan-reduced-poverty-113080600021_1.html	November 2014
CNN	Kyoto Protocol Fast Facts	http://edition.cnn.com/2013/07/26/world/kyoto-protocol-fast-facts/	November 2014
Reuters	Modi's pro-business approach to hurt environment, poor	http://www.moneycontrol.com/news/economy/modis-pro-business-approach-to-hurt-environment-poor_1168775.html	November 2014

Resource persons consulted

For confidentiality reasons, the names and details of the respondents have been removed.

Organisation	Function in the Organisation	Relationship with SPO
Kisan Seva Samiti (KSS)	President, KSS, Niwai	Receives support to work with target group/households
Kisan Seva Samiti (KSS)	Secretary, Kalyan Kisan Seva Samiti, Malpura	Receives support to work with target group/households
Kisan Seva Samiti (KSS)	President KSS Chaksu	Receives support to work with target group/households
Kisan Seva Samiti (KSS)	President KSS Malpura	Receives support to work with target group/households
Kisan Seva Samiti Maha Sangh (KSSMS)	Secretary, KSSMS	Receives support to work with target group/households
Sahariya Vikas Manch (SVM)	Member, SVM and Executive Committee	Receives support to work with target group/households
Institute of Development Studies (IDS)	Associate Professor	Not applicable
Women Panchayati Raj Institution Representative	Sarpanch (1995, 2010) Balmukundpura alias Bansra VDC-KSS and Mahila Federation Member, Chaksu Block, Jaipur	Receives support to work with target group/households
ICCO COOPERATION	Program Manager - India Office South & Central Asia Regional Office	Contact person SPO-CFA
Convener (GM Free Coalition of India)		
SDM		
Sanjha Manch		
Coordinator, WNTA		
CECOEDECON	Director	
CECOEDECON	Director	
CECOEDECON	Co-Director	
CECOEDECON	Deputy Director	
CECOEDECON	Deputy Director	
CECOEDECON	Program Manager	
CECOEDECON	HR, Administration and Accounts	
CECOEDECON	HR, Administration and Accounts	
CECOEDECON	HR, Administration and Accounts	
CECOEDECON	Branch Incharge, Chaksu Block (Jaipur)	
CECOEDECON	Branch Incharge, Malpura (Tonk)	
CECOEDECON	Program Coordinator	
CECOEDECON	Branch Incharge, Niwai Block (Tonk)	
CECOEDECON	Branch Incharge, Shahabad Block (Baran)	

Appendix 1 CIVICUS and Civil Society Index Framework

CIVICUS, the World Alliance for Citizen Participation is an international alliance of members and partners which constitutes an influential network of organisations at the local, national, regional and international levels, and spans the spectrum of civil society. It has worked for nearly two decades to strengthen citizen action and civil society throughout the world. CIVICUS has a vision of a global community of active, engaged citizens committed to the creation of a more just and equitable world. This is based on the belief that the health of societies exists in direct proportion to the degree of balance between the state, the private sector and civil society.

One of the areas that CIVICUS works in is the Civil Society Index (CSI). Since 2000, CIVICUS has measured the state of civil society in 76 countries. In 2008, it considerably changed its CSI.

1.1 Guiding principles for measuring civil society

Action orientation: the principal aim of the CSI is to generate information that is of practical use to civil society practitioners and other primary stakeholders. Therefore, its framework had to identify aspects of civil society that can be changed, as well as generate knowledge relevant to action-oriented goals.

CSI implementation must be participatory by design: The CSI does not stop at the generation of knowledge alone. Rather, it also actively seeks to link knowledge-generation on civil society, with reflection and action by civil society stakeholders. The CSI has therefore continued to involve its beneficiaries, as well as various other actors, in this particular case, civil society stakeholders, in all stages of the process, from the design and implementation, through to the deliberation and dissemination stages.

This participatory cycle is relevant in that such a mechanism can foster the self-awareness of civil society actors as being part of something larger, namely, civil society itself. As a purely educational gain, it broadens the horizon of CSO representatives through a process of reflecting upon, and engaging with, civil society issues which may go beyond the more narrow foci of their respective organisations. A strong collective self-awareness among civil society actors can also function as an important catalyst for joint advocacy activities to defend civic space when under threat or to advance the common interests of civil society vis-à-vis external forces. These basic civil society issues, on which there is often more commonality than difference among such actors, are at the core of the CSI assessment.

CSI is change oriented: The participatory nature that lies at the core of the CSI methodology is an important step in the attempt to link research with action, creating a diffused sense of awareness and ownerships. However, the theory of change that the CSI is based on goes one step further, coupling this participatory principle with the creation of evidence in the form of a comparable and contextually valid assessment of the state of civil society. It is this evidence, once shared and disseminated, that ultimately constitutes a resource for action.

CSI is putting local partners in the driver's seat: CSI is to continue being a collaborative effort between a broad range of stakeholders, with most importance placed on the relationship between CIVICUS and its national partners.

1.2 Defining Civil Society

The 2008 CIVICUS redesign team modified the civil society definition as follows:

The arena, outside of the family, the state, and the market – which is created by individual and collective actions, organisations and institutions to advance shared interests.

Arena: In this definition the arena refers to the importance of civil society's role in creating public spaces where diverse societal values and interests interact (Fowler 1996). CSI uses the term 'arena' to describe the particular realm or space in a society where people come together to debate, discuss, associate and seek to influence broader society. CIVICUS strongly believes that this arena is distinct from other arenas in society, such as the market, state or family.

Civil society is hence defined as a political term, rather than in economic terms that resemble more the 'non-profit sector'.

Besides the spaces created by civil society, CIVICUS defines particular spaces for the family, the state and the market.

Individual and collective action, organisations and institutions: Implicit in a political understanding of civil society is the notion of agency; that civil society actors have the ability to influence decisions that affect the lives of ordinary people. The CSI embraces a broad range of actions taken by both individuals and groups. Many of these actions take place within the context of non-coercive organisations or institutions ranging from small informal groups to large professionally run associations.

Advance shared interests: The term 'interests' should be interpreted very broadly, encompassing the promotion of values, needs, identities, norms and other aspirations.

They encompass the personal and public, and can be pursued by small informal groups, large membership organisations or formal associations. The emphasis rests however on the element of 'sharing' that interest within the public sphere.

1.3 Civil Society Index- Analytical Framework

The 2008 Civil Society Index distinguishes 5 dimensions of which 4 (civic engagement, level of organisation, practice of values and perception of impact), can be represented in the form of a diamond and the fifth one (external environment) as a circle that influences upon the shape of the diamond.

Civic Engagement, or 'active citizenship', is a crucial defining factor of civil society. It is the hub of civil society and therefore is one of the core components of the CSI's definition. Civic engagement describes the formal and informal activities and participation undertaken by individuals to advance shared interests at different levels. Participation within civil society is multi-faceted and encompasses socially-based and politically-based forms of engagement.

Level of Organisation. This dimension assesses the organisational development, complexity and sophistication of civil society, by looking at the relationships among the actors within the civil society arena. Key sub dimensions are:

- Internal governance of Civil Society Organisations;
- Support infrastructure, that is about the existence of supporting federations or umbrella bodies;
- Self-regulation, which is about for instance the existence of shared codes of conducts amongst Civil Society Organisations and other existing self-regulatory mechanisms;
- Peer-to-peer communication and cooperation: networking, information sharing and alliance building to assess the extent of linkages and productive relations among civil society actors;
- Human resources, that is about the sustainability and adequacy of human resources available for CSOs in order to achieve their objectives:
 - Financial and technological resources available at CSOs to achieve their objectives;

- International linkages, such as CSO's membership in international networks and participation in global events.

Practice of Values. This dimension assesses the internal practice of values within the civil society arena. CIVICUS identified some key values that are deemed crucial to gauge not only progressiveness but also the extent to which civil society's practices are coherent with their ideals. These are:

- Democratic decision-making governance: how decisions are made within CSOs and by whom;
- Labour regulations: includes the existence of policies regarding equal opportunities, staff membership in labour unions, training in labour rights for new staff and a publicly available statement on labour standards;
- Code of conduct and transparency: measures whether a code of conduct exists and is available publicly. It also measures whether the CSO's financial information is available to the public.
- Environmental standards: examines the extent to which CSOs adopt policies upholding environmental standards of operation;
- Perception of values within civil society: looks at how CSOs perceive the practice of values, such as non-violence. This includes the existence or absence of forces within civil society that use violence, aggression, hostility, brutality and/or fighting, tolerance, democracy, transparency, trustworthiness and tolerance in the civil society within which they operate.

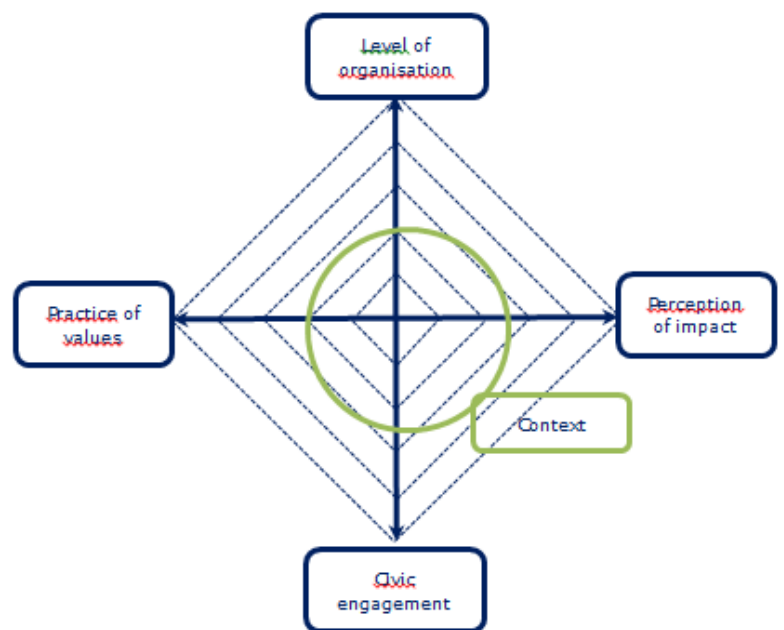
Perception of Impact. This is about the perceived impact of civil society actors on politics and society as a whole as the consequences of collective action. In this, the perception of both civil society actors (internal) as actors outside civil society (outsiders) is taken into account. Specific sub dimensions are

- Responsiveness in terms of civil society's impact on the most important social concerns within the country. "Responsive" types of civil society are effectively taking up and voicing societal concerns.
- Social impact measures civil society's impact on society in general. An essential role of civil society is its contribution to meet pressing societal needs;
- Policy impact: covers civil society's impact on policy in general. It also looks at the impact of CSO activism on selected policy issues;
- Impact on attitudes: includes trust, public spiritedness and tolerance. The sub dimensions reflect a set of universally accepted social and political norms. These are drawn, for example, from sources such as the Universal Declaration of Human Rights, as well as CIVICUS' own core values. This dimension measures the extent to which these values are practised within civil society, compared to the extent to which they are practised in society at large.

Context Dimension: External

Environment. It is crucial to give consideration to the social, political and economic environments in which it exists, as the environment both directly and indirectly affects civil society. Some features of the environment may enable the growth of civil society. Conversely, other features of the environment hamper the development of civil society. Three elements of the external environment are captured by the CSI:

- Socio-economic context: The Social Watch's basic capabilities index and measures of corruption, inequality and macro-economic health are used portray the socioeconomic context that can have marked consequences for civil society, and perhaps most significantly at the lower levels of social development;
- Socio-political context: This is assessed using five indicators. Three of these are adapted from the Freedom House indices of political and civil rights and freedoms, including political rights and



freedoms, personal rights and freedoms within the law and associational and organisational rights and freedoms. Information about CSO experience with the country's legal framework and state effectiveness round out the picture of the socio-political context;

- Socio-cultural context: utilises interpersonal trust, which examines the level of trust that ordinary people feel for other ordinary people, as a broad measure of the social psychological climate for association and cooperation. Even though everyone experiences relationships of varying trust and distrust with different people, this measure provides a simple indication of the prevalence of a world view that can support and strengthen civil society. Similarly, the extent of tolerance and public spiritedness also offers indication of the context in which civil society unfolds.

Appendix 2 Methodology Civil Society

This appendix describes the evaluation methodology that was developed to evaluate the efforts of Dutch NGOs and their Southern Partner Organisations (SPO) to strengthen Civil Society in India, Ethiopia and Indonesia. The first paragraph introduces the terms of reference for the evaluation and the second discusses design issues, including sampling procedures and changes in the terms of reference that occurred between the 2012 and 2014 assessment. The third paragraph presents the methodologies developed to answer each of the evaluation questions.

2.1 Introduction

2.1.1 Terms of reference for the evaluation

The Netherlands has a long tradition of public support for civil bi-lateral development cooperation, going back to the 1960s. The Co-Financing System ('MFS) is its most recent expression. MFS II is the 2011-2015 grant programme which meant to achieve sustainable reduction in poverty. A total of 20 consortia of Dutch Co Financing Agencies have been awarded €1.9 billion in MFS II grants by the Dutch Ministry of Foreign Affairs (MoFA).

One component of the MFS II programme addresses the extent to which the Southern Partners of the Dutch Consortia are contributing towards strengthening civil society and this evaluation assesses this contribution for Southern Partner countries in Indonesia, India and Ethiopia. The evaluation comprised a baseline study, carried out in 2012, followed by an end line study in 2014.

The entire MFS II evaluation comprises assessments in eight countries where apart from a civil society component, also assessments towards achieving MDGs and strengthening the capacity of the southern partner organisations by the CFAs. A synthesis team is in place to aggregate findings of all eight countries. This team convened three synthesis team meetings, one in 2012, one in 2013 and one in 2014. All three meetings aimed at harmonising evaluation methodologies for each component across countries. CDI has been playing a leading role in harmonising its Civil Society and Organisational Capacity assessment with the other organisations in charge for those components in the other countries.

This appendix describes the methodology that has been developed for the evaluation of the efforts to strengthen civil society priority result area. We will first explain the purpose and scope of this evaluation and then present the overall evaluation design. We will conclude with describing methodological adaptations, limitations and implications.

2.1.2 Civil Society assessment – purpose and scope

The overall purpose of the joint MFS II evaluations is to account for results of MFS II-funded or –co-funded development interventions implemented by Dutch CFAs and/or their Southern partners and to contribute to the improvement of future development interventions.

The civil society evaluation is organised around 5 key questions:

- What are the changes in civil society in the 2012-2014 period, with particular focus on the relevant MDGs & themes in the selected country?
- To what degree are the changes identified attributable to the development interventions of the Southern partners of the MFS II consortia (i.e. measuring effectiveness)?
- What is the relevance of these changes?
- Were the development interventions of the MFS II consortia efficient?

-
- What factors explain the findings drawn from the questions above?

Furthermore, the evaluation methodology for efforts to strengthen civil society should:

- Describe how a representative sample of Southern partner organisations of the Dutch CFAs in the country will be taken
- Focus on five priority result areas that correspond with dimensions of the Civil Society Index (CSI) developed by CIVICUS (see paragraph 6.4 - Call for proposal). For each of those dimensions the call for proposal formulated key evaluation questions.
- Should compare results with available reference data (i.e. a CSI report or other relevant data from the country in question).

The results of this evaluation are to be used by the Dutch Ministry of Foreign Affairs, the Dutch Consortia and their partner organisations. The evaluation methodology has to be participatory in the sense that Dutch Consortia and their partner organisation would be asked to give their own perception on a range of indicators of the adjusted CIVICUS analytical framework in 2012 and in 2014.

2.2 Designing the methodology

2.2.1 Evaluation principles and standards

The overall approach selected is a participatory, theory-based evaluation through a before and after comparison. This paragraph briefly describes these principles and how these have been translated into data collection principles. It also describes how a 'representative sample' of Southern Partner Organisations was selected and how the initial terms of references were adjusted with the consent of the commissioner of the evaluation, given the nature of the evaluation component and the resources available for the evaluation.

Recognition of complexity

The issues at stake and the interventions in civil society and policy influence are complex in nature, meaning that cause and effect relations can sometimes only be understood in retrospect and cannot be repeated. The evaluation methods should therefore focus on recurring patterns of practice, using different perspectives to understand changes and to acknowledge that the evaluation means to draw conclusions about complex adaptive systems (Kurtz and Snowden, 2003)⁴⁴.

Changes in the values of the Civil Society Indicators in the 2012-2014 period are then the result of conflict management processes, interactive learning events, new incentives (carrots and sticks) that mobilise or demobilise civil society, rather than the result of a change process that can be predicted from A to Z (a linear or logical framework approach)⁴⁵.

A theory-based evaluation

Theory-based evaluation has the advantage of situating the evaluation findings in an analysis that includes both what happened over the life of the project as well as the how and why of what happened (Rogers 2004). It demonstrates its capacity to help understand why a program works or fails to work, going further than knowing only outcomes by trying to systematically enter the black box (Weiss 2004).

Theory-based evaluations can provide a framework to judge effectiveness in context of high levels of complexity, uncertainty, and changeability when traditional (impact) evaluation methods are not suitable: the use of control groups for the civil society evaluation is problematic since comparable organizations with comparable networks and operating in a similar external environment would be quite difficult to identify and statistical techniques of matching cannot be used because of a small n.

⁴⁴ C. F. Kurtz, D. J. Snowden, The new dynamics of strategy: Sense-making in a complex and complicated world, in IBM Systems Journal vol 42, no 3, 2003)

⁴⁵ Caluwe de, L & Vermaak H. (2003) "Learning to Change. A Guide for Organization Change Agents" Sage Publications.

Because SPO's theories of change regarding their efforts to build civil society or to influence policies may alter during the 2012-2014 period, it requires us to develop a deep understanding of the change process and the dynamics that affect civil society and policies. It is important to understand what has led to specific (non-) changes and (un)-expected changes. These external factors and actors, as well as the SPO's agency need to be taken into account for the attribution question. Linear input-activities-outputs-outcomes-impact chains do not suffice for complex issues where change is both the result of SPOs' interventions as those by other actors and/or factors.

Therefore, the most reasonable counterfactual that can be used for this evaluation is that of considering alternative causal explanations of change (White and Philips, 2012). Therefore the SPOs' Theory of Change constructed in 2012 is also related to a Model of Change constructed in 2014 that tries to find the ultimate explanations of what happened in reality, including other actors and factors that might possibly explain the outcomes achieved.

Triangulation of methods and sources of information

For purposes of triangulation to improve the robustness, validity or credibility of the findings of the evaluation we used different types of data collection and analysis methods as well as different sources of information. The CIVICUS analytical framework was adjusted for this evaluation in terms of providing standard impact outcome indicators to be taken into account. Data collection methods used consisted of workshops with the SPO, interviews with key resource persons, focus group discussions, social network analysis (during the baseline), consultation of project documents; MFS II consortia documents and other documents relevant to assess general trends in civil society

Participatory evaluation

The evaluation is participatory in that both baseline and end line started with a workshop with SPO staff, decision makers and where possible board members. The baseline workshop helped SPOs to construct their own theory of change with regards to civil society. Detailed guidelines and tools have been developed by CDI for both baseline and follow-up, and these have been piloted in each of the countries CDI is involved in. Country based evaluators have had a critical input in reviewing and adapting these detailed guidelines and tools. This enhanced a rigorous data collection process. Additionally, the process of data analysis has been participatory where both CDI and in-country teams took part in the process and cross-check each other's inputs for improved quality. Rigorous analysis of the qualitative data was done with the assistance of the NVivo software program.

Using the evaluation standards as a starting point

As much as possible within the boundaries of this accountability driven evaluation, the evaluation teams tried to respect the following internationally agreed upon standards for program evaluation (Yarbrough et al, 2011). These are, in order of priority: Utility; Feasibility; Propriety; Accuracy; Accountability. However, given the entire set-up of the evaluation, the evaluation team cannot fully ensure the extent to which the evaluation is utile for the SPO and their CFAs; and cannot ensure that the evaluation findings are used in a proper way and not for political reasons

2.2.2 Sample selection

The terms of reference for this evaluation stipulate that the evaluators draw a sample of southern partner organisations to include in the assessment. Given the fact that the first evaluation questions intends to draw conclusions for the MDGs or the themes (governance or fragile states) for each countries a sample was drawn for the two or three most frequent MDGs or themes that the SPOs are working in.

The Dutch MFS II consortia were asked to provide information for each SPO regarding the MDG/theme it is working on, if it has an explicit agenda in the area of civil society strengthening and/or policy influence. The database then give an insight into the most important MDG/themes covered by the partner organisations, how many of these have an explicit agenda regarding civil society strengthening and/or policy influence. For Indonesia, 5 partner organisations were randomly selected for respectively MDG 7 (natural resources) and 5 for the governance theme. For India 5 SPOs were selected for MDG 1 (economic or agricultural development) and 5 others for the theme governance. The sample in Ethiopia

consists of 3 SPOs working on MDG 4,5 and 6 (Health); 3 SPOs for MDG 2 (education) and 3 SPOs for MDG 1 (economic or agricultural development).

2.2.3 Changes in the original terms of reference

Two major changes have been introduced during this evaluation and accepted by the commissioner of the MFS II evaluation. These changes were agreed upon during the 2013 and the 2014 synthesis team meetings.

The efficiency evaluation question:

During the June 2013 synthesis meeting the following decision was made with regards to measuring how efficient MFS II interventions for organisational capacity and civil society are:

[...] it was stressed that it is difficult to disentangle budgets for capacity development and civil society strengthening. SPOs usually don't keep track of these activities separately; they are included in general project budgets. Therefore, teams agreed to assess efficiency of CD [capacity development] and CS activities in terms of the outcomes and/or outputs of the MDG projects. This implies no efficiency assessment will be held for those SPOs without a sampled MDG project. Moreover, the efficiency assessment of MDG projects needs to take into account CD and CS budgets (in case these are specified separately). Teams will evaluate efficiency in terms of outcomes if possible. If project outcomes are unlikely to be observed already in 2014, efficiency will be judged in terms of outputs or intermediate results (e-mail quotation from Gerton Rongen at February 6, 2014).

Attribution/contribution evaluation question

During the June 2013 NWO-WOTRO workshop strategies were discussed to fit the amount of evaluation work to be done with the available resources. Therefore,

1. The number of SPOs that will undergo a full-fledged analysis to answer the attribution question, were to be reduced to 50 percent of all SPOs. Therefore the evaluation team used the following selection criteria:
 - An estimation of the annual amount of MFS II funding allocated to interventions that have a more or less direct relation with the civil society component. This implies the following steps to be followed for the inventory:
 - Covering all MDGs/themes in the original sample
 - Covering a variety of Dutch alliances and CFAs
2. The focus of the attribution question will be on two impact outcome areas, those most commonly present in the SPO sample for each country. The evaluation team distinguishes four different impact outcome areas:
 - The extent to which the SPO, with MFS II funding, engages more and diverse categories of society in the 2011-2014 period (Civicus dimensions "Civic engagement" and "perception of impact")
 - The extent to which the SPOs supports its intermediate organisations to make a valuable contribution to civil society in the 2011 -2014 period (Civicus dimension "Level of organisation" and "perception of impact")
 - The extent to which the SPO itself engages with other civil society organisations to make a valuable contribution to civil society in the 2011-2014 period (Civicus dimension "level of organisation")
 - The extent to which the SPO contributes to changing public and private sector policies and practices in the 2011-2014 period (Civicus dimension "perception of impact")
3. The CS dimension 'Practice of Values' has been excluded, because this dimension is similar to issues dealt with for the organisational capacity assessment.

The aforementioned analysis drew the following conclusions:

Table 8

SPOs to be included for full-fledged process tracing analysis.

Country	SPO in the in-depth analysis	Strategic CS orientation to include
Indonesia	Elsam, WARSI, CRI, NTFP-EP, LPPSLH	1. Strengthening intermediate organisations AND influencing policies and practices 2. If only one of the two above mentioned is applicable, then select another appropriate impact outcome area to look at.
India	NNET, CWM, CECEOEDCON, Reds Tumkur, CSA	1. Enhancing civic engagement AND strengthening intermediate organisations 2. If only one of the two above mentioned is applicable then select another appropriate impact outcome area to look at.
Ethiopia	OSSA, EKHC, CCGG&SO, JeCCDO and ADAA	1. Strengthening the capacities of intermediate organisations AND SPO's engagement in the wider CS arena 2. If only one of the two above mentioned is applicable then select another appropriate impact outcome area to look at.

Source: Consultation of project documents

2.3 Answering the evaluation questions

2.3.1 Evaluation question 1 - Changes in civil society for the relevant MDGs/topics

Evaluation question 1: *What are the changes in civil society in the 2012-2014 period, with particular focus on the relevant MDGs & themes in the selected country?*

Indicators and tools used

In line with the CIVICUS Civil Society Index, a scoring tool was developed in 2012 which comprises 17 indicators. The selection was inspired by those suggested in the terms of reference of the commissioner. Each indicator was, also in line with the CIVICUS index accompanied by an open evaluation question to be used for data collection in 2012 and 2014. In 2012 the scoring tool contained four statements describing the level of achievements of the indicator and scores ranged from 0 to 3 (low score - high score).

A comparison of the scores obtained in 2012 informed the evaluation team that there was a positive bias towards high scores, mostly between 2 and 3. Therefore during the 2014 assessment, it was decided to measure relative changes for each indicator in the 2012 – 2014 period, as well as the reasons for changes or no changes and assigning a score reflecting the change between -2 (considerable deterioration of the indicator value since 2012) and +2 (considerable improvement).

In 2012 and based upon the Theory of Change constructed with the SPO, a set of *standard indicators* were identified that would ensure a relation between the standard CIVICUS indicators and the interventions of the SPO. However, these indicators were not anymore included in the 2014 assessment because of the resources available and because the methodology fine-tuned for the attribution question in 2013, made measurement of these indicators redundant.

Also in 2012, as a means to measure the 'level of organisation' dimension a *social network analysis tool* was introduced. However this tool received very little response and was discontinued during the end line study.

Key questions to be answered for this evaluation question

In 2012, SPO staff and leaders, as well as outside resource persons were asked to provide answers to 17 questions, one per standard indicator of the scoring tool developed by CDI.

In 2012, the SPO staff and leaders were given the description of each indicator as it was in 2012 and had to answer the following questions:

1. How has the situation of this indicator changed compared to its description of the 2012 situation? Did it deteriorate considerably or did it improve considerably (-2 → +2)

2. What exactly has changed since 2012 for the civil society indicator that you are looking at? Be as specific as possible in your description.
3. What interventions, actors and other factors explain this change compared to the situation in 2012? Please tick and describe what happened and to what change this led. It is possible to tick and describe more than one choice.
 - Intervention by SPO, NOT financed by any of your Dutch partners
 - Intervention SPO, financed by your Dutch partner organisation(In case you receive funding from two Dutch partners, please specify which partner is meant here)
 - Other actor NOT the SPO, please specify.....
 - Other factor, NOT actor related, please specify.....
 - A combination of actors and factors, INCLUDING the SPO, but NOT with Dutch funding, please specify...
 - A combination of actors and factors, INCLUDING the SPO, but WITH Dutch funding, please specify...
 - Don't know
4. Generally speaking, which two of the five CIVICUS dimensions (civic engagement, level of organisation, practice of values, perception of impact, environment) changed considerably between 2012 – 2014? For each of these changes, please describe:
 - Nature of the change
 - Key interventions, actors and factors (MFS II or non-MFS II related) that explain each change (entirely or partially).

Sources for data collection

During the baseline and the end line and for purposes of triangulation, several methods were used to collect data on each (standard) indicator:

- Self-assessment per category of staff within the SPO: where possible, three subgroups were made to assess the scores: field staff/programme staff, executive leadership and representatives of the board,, general assembly, and internal auditing groups if applicable completed with separate interviews;
- Interviews with external resource persons. These consisted of three categories: key actors that are knowledgeable about the MDG/theme the SPO is working on and who know the civil society arena around these topics; civil society organisations that are being affected by the programme through support or CSOs with which the SPO is collaborating on equal footing, and; representatives of public or private sector organisations with which the SPO is interacting
- Consultation and analysis of reports that relate to each of the five CIVICUS dimensions.
- Project documents, financial and narrative progress reports, as well as correspondence between the SPO and the CFA.
- Social network analysis (SNA), which was discontinued in the end line study.

During the follow-up, emphasis was put on interviewing the same staff and external persons who were involved during the baseline for purpose of continuity.

2.3.2 Evaluation question 2 – “Attribution” of changes in civil society to interventions of SPOs.

Evaluation question 2: To what degree are the changes identified attributable to the development interventions of the Southern partners of the MFS II consortia (i.e. measuring effectiveness)?

Adapting the evaluation question and introduction to the methodology chosen

In line with the observation of Stern et al. (2012) that the evaluation question, the programme attributes, and the evaluation approaches all provide important elements to conclude on the evaluation design to select, the teams in charge of evaluating the civil society component concluded that given the attributes of the programmes it was impossible to answer the *attribution* question as formulated in the Terms of References of the evaluation and mentioned above. Therefore, the evaluation teams worked towards answering the extent *to which the programme contributed towards realising the outcomes*.

For this endeavour explaining outcome process-tracing⁴⁶ was used. The objective of the process tracing methodology for MFS II, in particular for the civil society component is to:

- Identify what interventions, actors and factors explain selected impact outcomes for process tracing.
- Assess how the SPO with MFS II funding contributed to the changes in the selected impact outcomes and how important this contribution is given other actors and factors that possibly influence the attainment of the outcome. Ruling out rival explanations, which are other interventions, actors or factors that are not related to MFS II funding.

Methodology – getting prepared

As described before a limited number of SPOs were selected for process tracing and for each country strategic orientations were identified as a means to prevent a bias occurring towards only positive impact outcomes and as a means to support the in-country evaluation teams with the selection of outcomes to focus on as much as was possible, based upon the project documents available at CDI. These documents were used to track realised outputs and outcomes against planned outputs and outcomes. During the workshop (see evaluation question on changes in civil society) and follow-up interviews with the SPO, two impact outcomes were selected for process tracing.

Steps in process tracing

1. Construct the theoretical model of change – by in-country evaluation team

After the two impact outcomes have been selected and information has been obtained about what has actually been achieved, the in-country evaluation team constructs a visual that shows all pathways that might possibly explain the outcomes. The inventory of those possible pathways is done with the SPO, but also with external resource persons and documents consulted. This culminated in a Model of Change. A MoC of good quality includes: The causal pathways that relate interventions/parts by any actor, including the SPO to the realised impact outcome; assumptions that clarify relations between different parts in the pathway, and; case specific and/or context specific factors or risks that might influence the causal pathway, such as for instance specific attributes of the actor or socio-cultural-economic context. The Models of Change were discussed with the SPO and validated.

2. Identify information needs to confirm or reject causal pathways as well as information sources needed.

This step aims to critically reflect upon what information is needed that helps to confirm one of causal pathways and at that at same time helps to reject the other possible explanations. Reality warns that this type of evidence will hardly be available for complex development efforts. The evaluators were asked to behave as detectives of Crime Scene Investigation, ensuring that the focus of the evaluation was not only on checking if parts/interventions had taken place accordingly, but more specifically on identifying information needs that confirm or reject the relations between the parts/interventions. The key question to be answered was: "What information do we need in order to confirm or reject that one part leads to another part or, that X causes Y?". Four types of evidence were used, where appropriate:⁴⁷

- *Pattern evidence* relates to predictions of statistical patterns in the evidence. This may consist of trends analysis and correlations.
- *Sequence evidence* deals with the temporal and spatial chronology of events predicted by a hypothesised causal mechanism. For example, a test of the hypothesis could involve expectations of the timing of events where we might predict that if the hypothesis is valid, we should see that the event B took place after event A. However, if we found that event B took place before event A, the test would suggest that our confidence in the validity of this part of the mechanism should be reduced (disconfirmation/ falsification).

⁴⁶ Explaining outcome process tracing attempts to craft a minimally sufficient explanation of a puzzling outcome in a specific historical case. Here the aim is not to build or test more general theories but to craft a (minimally) sufficient explanation of the outcome of the case where the ambitions are more case centric than theory oriented. The aim of process tracing is not to verify if an intended process of interventions took place as planned in a particular situation, but that it aims at increasing our understanding about what works under what conditions and why (Beach & Pedersen, 2013).

⁴⁷ Beach and Pederson, 2013

- *Trace evidence* is evidence whose mere existence provides proof that a part of a hypothesised mechanism exists. For example, the existence of meeting minutes, if authentic, provides strong proof that the meeting took place.
- *Account evidence* deals with the content of empirical material, such as meeting minutes that detail what was discussed or an oral account of what took place in the meeting.

3. Collect information necessary to confirm or reject causal pathways

Based upon the inventory of information needs the evaluation teams make their data collection plan after which data collection takes place.

4. Analyse the data collected and assessment of their quality.

This step consists of compiling all information collected in favour or against a causal pathway in a table or in a list per pathway. For all information used, the sources of information are mentioned and an assessment of the strength of the evidence takes place, making a distinction between strong, weak and moderate evidence. For this we use the traffic light system: **green letters mean strong evidence**, **red letters mean weak evidence** and **orange letter mean moderate evidence**: The following table provides the format used to assess these issues.

Table 9

Organisation of information collected per causal pathway and assessing their quality

Causal pathway	Information that confirms (parts of) this pathway		Information that rejects (parts of) this pathway	
Pathway 1 Part 1.1 Part 1.2 Etc	Information 1 Information 2 Information 3 etc	Source of information Source of information Source of information etc	Information 1 Information 2 Information 3 etc	Source of information Source of information Source of information etc
Pathway 2 Part 2.1 Part 2.2 Etc.	Information 1 Information 2 Information 3 etc	Source of information Source of information Source of information etc	Information 1 Information 2 Information 3 etc	Source of information Source of information Source of information etc
Pathway 3				






Sources: Dieuwke Klaver

5. Assessing the nature of the relations between parts in the model of change

The classification of all information collected is being followed by the identification of the pathways that most likely explain the impact outcome achieved. For this the evaluators assess the nature of the relations between different parts in the MoC. Based upon Mayne (2012) and Stern et al (2012) the following relations between parts in the MoC are mapped and the symbols inserted into the original MoC.

Table 10

Nature of the relation between parts in the Model of Change

Nature of the relation between parts and other parts or outcome	
The part is the only causal explanation for the outcome. No other interventions or factors explain it. (necessary and sufficient)	
The part does not explain the outcome at all: other subcomponents explain the outcomes.	
The part explains the outcome but other parts explain the outcome as well: there are multiple pathways (sufficient but not necessary)	
The part is a condition for the outcome but won't make it happen without other factors (necessary but not sufficient)	
The part explains the outcome, but requires the help of other parts to explain the outcome in a sufficient and necessary way (not a sufficient cause, but necessary) → it is part of a causal package	

Sources: Mayne, 2012; Stern et al, 2012

6. Write down the contribution and assess the role of the SPO and MFS II funding

This final step consists of answering the following questions, as a final assessment of the contribution question:

- The first question to be answered is: What explains the impact outcome?
- The second question is: What is the role of the SPO in this explanation?
- The third question, if applicable is: what is the role of MFS II finding in this explanation?

Sources for data collection

Information necessary to answer this evaluation question is to be collected from:

- Interviews with resource persons inside and outside the SPO
- Project documents and documentation made available by other informants
- Websites that possibly confirm that an outcome is achieved and that the SPO is associated with this outcome
- Meeting minutes of meetings between officials
- Time lines to trace the historical relations between events
- Policy documents
- etc

2.3.3 Evaluation question 3 – Relevance of the changes

Evaluation question 3: *What is the relevance of these changes?*

The following questions are to be answered in order to assess the relevance of the changes in Civil Society.

- How do the MFS II interventions and civil society outcomes align with the Theory of Change developed during the baseline in 2012? What were reasons for changing or not changing interventions and strategies?
- What is the civil society policy of the Dutch alliance that collaborates with the SPO? And how do the MFS II interventions and civil society outcomes align with the civil society policy of the Dutch alliance that collaborates with the SPO?
- How relevant are the changes achieved in relation to the context in which the SPO is operating?
- What is the further significance of these changes for building a vibrant civil society for the particular MDG/ theme in the particular context?

Sources for data collection

For this question the following sources are to be consulted:

- Review of the information collected during interviews with the SPO and outside resource persons
- The 2012 Theory of Change
- Interview with the CFA liaison officer of the SPO;
- Review of reports, i.e: the civil society policy document of the Dutch Alliance that was submitted for MFS II funding, relevant documents describing civil society for the MDG/ theme the SPO is working on in a given context.

2.3.4 Evaluation question 4, previously 5 - Factors explaining the findings

Evaluation question 4: *What factors explain the findings drawn from the questions above?*

To answer this question we look into information available that:

- Highlight changes in the organisational capacity of the SPO
- Highlight changes in the relations between the SPO and the CFA
- Highlight changes in the context in which the SPO is operating and how this might affect positively or negatively its organisational capacity.

Sources for data collection

Sources of information to be consulted are:

- Project documents

-
- Communications between the CFA and the SPO
 - Information already collected during the previous evaluation questions.

2.4 Analysis of findings

A qualitative software programme NVivo 10 (2010) was used to assist in organizing and making sense of all data collected. Although the software cannot take over the task of qualitative data analysis, it does 1) improve transparency by creating a record of all steps taken, 2) organize the data and allow the evaluator to conduct a systematic analysis, 3) assist in identifying important themes that might otherwise be missed, and 4) reduce the danger of bias due to human cognitive limitations, compared to "intuitive data processing" (Sadler 1981). The qualitative data in the evaluation consisted of transcripts from semi-structured interviews, focus group discussions workshops, field notes from observation, and a range of documents available at the SPO or secondary information used to collect reference data and to obtain a better understanding of the context in which the CS component evolves.

To analyse this diverse collection of data, several analytical strategies are envisioned, specifically content analysis, discourse analysis, and thematic analysis. Although each of these strategies can be understood as a different lens through which to view the data, all will require a carefully developed and executed coding plan.

Data have been coded according to: standard civil society indicator; outcome included for in-depth contribution analysis; relevance, and; explaining factors.

This qualitative analysis will be supported by a limited amount of quantitative data largely arising from the score assigned by the evaluation team to each performance indicator described in the civil society scoring tool. Other quantitative data in this study are drawn information provided in background literature and organisational documents as well as the Social Network Analysis method.

2.5 Limitations to the methodology

2.5.1 General limitations with regards to the MFS II evaluation

The MFS II programme and CIVICUS

Although the MFS II programme stated that all proposals need to contribute to civil society strengthening in the South⁴⁸, mention was made of the use of the CIVICUS framework for monitoring purposes. The fact that civil society was to be integrated as one of the priority result areas next to that of organisational capacity and MDGs became only clear when the MoFA communicated its mandatory monitoring protocol. In consequence, civil society strengthening in the MFS II programmes submitted to the ministry is mainstreamed into different sub programmes, but not addressed as a separate entity.

This late introduction of the Civil Society component also implies that project documents and progress reports do not make a distinction in MDG or theme components vs those of civil society strengthening, leaving the interpretation of what is a civil society intervention our outcome and what not to the interpretation of the evaluation team.

At the same time the evaluation team observes that SPOs and CFAs have started to incorporate the organisational capacity tool that is being used in the monitoring protocol in their own organisational assessment procedures. None of the SPOs is familiar with the CIVICUS framework and how it fits into their interventions.

⁴⁸ Policy Framework Dutch Cofinancing System II 2011 - 2015

Differences between CIVICUS and MFS II evaluation

CIVICUS developed a Civil Society Index that distinguishes 5 dimensions and for each of these a set of indicators has been developed. Based upon a variety of data collection methods, a validation team composed of civil society leaders provides the scores for the civil society index.

Major differences between the way the Civil Society Index is been used by CIVICUS and for this MFS II evaluation is the following:

1. CIVICUS defines its unit of analysis in terms of the civil society arena at national and/or subnational level and does not start from individual NGOs. The MFS II evaluation put the SPO in the middle of the civil society arena and then looked at organisations that receive support; organisations with which the SPO is collaborating. The civil society arena boundaries for the MFS II evaluation are the public or private sector organisations that the SPO relates to or whose policies and practices it aims to influence
2. The CIVICUS assessments are conducted by civil society members itself whereas the MFS II evaluation is by nature an external evaluation conducted by external researchers. CIVICUS assumes that its assessments, by organising them as a joint learning exercise, will introduce change that is however not planned. With the MFS II evaluation the focus was on the extent to which the interventions of the SPO impacted upon the civil society indicators.
3. CIVICUS has never used its civil society index as a tool to measure change over a number of years. Each assessment is a stand-alone exercise and no efforts are being made to compare indicators over time or to attribute changes in indicators to a number of organisations or external trends.

Dimensions and indicator choice

The CIVICUS dimensions in themselves are partially overlapping; the dimension 'perception of impact' for instance contains elements that relate to 'civic engagement' and to 'level of organisation'. Similar overlap is occurring in the civil society scoring tool developed for this evaluation and which was highly oriented by a list of evaluation questions set by the commissioner of the evaluation.

Apart from the overlap, we observe that some of the standard indicators used for the civil society evaluation were not meaningful for the SPOs under evaluation. This applies for instance for the political engagement indicator "How intense is your (individual staff or organisational) participation in locally-nationally elected bodies and/or sectoral user groups?"

Measuring change over a two-year period

The MFS II programme started its implementation in 2011 and it will finish in 2015, whereas its evaluation started mid-2012 and will end in the beginning of 2014. The period between the baseline and the end line measurement hardly covers 2 years in some cases. Civil society building and policy influence are considered the type of interventions that requires up to 10 years to reap significant results, especially when taking into account attitudes and behaviour. Apart from the fact that the baseline was done when MFS II was already operational in the field for some 1,5 years, some SPO interventions were a continuation of programmes designed under the MFS I programme, hence illustrating that the MFS II period is not a clear boundary. Contracts with other SPOs ended already in 2012, and practically coincided with the baseline assessment being conducted at the moment the relationship with the CFA had practically ended.

Aggregation of findings

Although working with standard indicators and assigning them scores creates expectations of findings being compared and aggregated at national and international level, this may lend itself to a quick but inaccurate assessment of change. Crude comparison between programs on the basis of findings is problematic, and risks being politically abused. The evaluation team has to guard against these abuses by ensuring the necessary modesty in extrapolating findings and drawing conclusions.

Linking the civil society component to the other components of the MFS II evaluation

The Theory of Change in the terms of reference assumes that CFAs are strengthening the organisational capacity of their partners, which is evaluated in the organisational capacity components, which then leads to impact upon MDGs or upon civil society. Because the evaluation methodology designed for both the organisational capacity and the civil society evaluation require considerable time investments of the SPOs, a deliberate choice was made not to include SPOs under the organisational capacity component in

that of Civil Society. This may possibly hamper conclusions regarding the assumption of capacitated SPOs being able to impact upon civil society. However, where information is available and where it is relevant, the civil society component will address organisational capacity issues.

No such limitations were made with regards to SPOs in the MDG sample, however, apart from Indonesia; none of the SPOs in the civil society sample is also in that of MDG.

2.5.2 Limitations during baseline with regards to the methodology

A very important principle upon which this evaluation methodology is based is that of triangulation, which implies that different stakeholders and documents are consulted to obtain information about the same indicator from different perspectives. Based upon these multiple perspectives, a final score can be given on the same indicator which is more valid and credible.

For India this has not always been possible:

- For each SPO a Survey Monkey questionnaire was developed to assess the intensity of the interaction between stakeholders in the network. Out of 233 actors that were invited to fill in this 5 minute questionnaire, only 79 actors effectively filled in the questionnaire = 34 %. The online Social Network Analysis aims at having both the opinion of the SPO on the intensity of the interaction with another actor, as well as the opinion of the other for triangulation. Important reasons for not filling in this form are that actors in the network are not technology savvy, or that they have difficulties in accessing internet.
- With regards to filling in offline interview forms or answering questions during interviews a number of civil society actors did not want to score themselves because they do not benefit from the interventions of the MFS II projects. Having the scores of their own organisations will help to assess the wider environment in which the SPO operates and possibly an impact of the SPO on other civil society organisations in 2014.
- With regards to public officials the evaluation team faced difficulties to have their opinions on a certain number of indicators such as perception of impact on policy influencing and relations between public organisations and civil society. Public officials fear that they will be quoted in the assessment, which may have repercussions for their position.

India has many different ethnic groups which speak many different languages. Although the evaluation team speaks the most important languages, sometimes it was really difficult to have a deep insight into all the processes in civil society and in policy influencing. Due to these language barriers it has been difficult to map the processes – the ripple effects of efforts to build civil society and to influence policies.

2.5.3 Limitations during end line with regards to the methodology

Project documentation

The methodology assumed that project documents and progress reports would be helpful in linking project interventions to the CIVICUS framework and obtaining an overview of outputs-outcomes achieved versus planned. These overviews would then be used to orient the in-country evaluation teams for the quick or in-depth contribution analysis.

In practice the most recent progress reports were hardly available with the CFAs or were made available later in the process. These reports often were not helpful in accumulating outputs towards to the planned outputs and even outcomes. Hardly any information is available at outcome or impact level and no monitoring systems are available to do so. Key information missing and relevant for civil society impact (but also to track progress being made on effects of project interventions) is for instance a comprehensive overview of the organisational performance of organisations supported by the SPO. For a number of SPOs the reality was different than the progress reports reflected which meant that constant fine-tuning with the in-country evaluation team was necessary and that CDI could not always provide them with the guidance needed for the selection of impact outcomes for contribution analysis.

Country specific limitations – India

The India team observes that triangulation of data was not always possible, given the resources available for the evaluation team. This was in particular valid for the first evaluation question regarding *changes*. Like during the baseline, government officials were not willing to take part in the evaluation because of the strict protocol they have to follow.

With regards to the first evaluation question on changes:

- During the end line scores (-2 until +2) were assigned to indicate relative changes. The in-country evaluation team observes that SPOs were inclined to interpret a score 0 as the organization not being performant on the issue, whereas in terms of the evaluation methodology it only states that no change took place which can be positive or negative in itself. This could lead to a bias towards having more positive changes.
- As already mentioned, there is overlap in answers being given for different indicators. They are not discriminatory enough, which is partly due to the CIVICUS framework and the indications given in the call for proposals.

With regards to the second evaluation question regarding attribution

- A critical step was the selection of the impact outcomes to look at for contribution analysis. Although strategic orientations for selection were given for each country as a measure to prevent bias taking place at SPO level, the ultimate selection of outcomes after the workshop and with the SPO focussed in most cases on impact outcomes to which the SPO claims to have positively contributed.
- The design of the model of change that visualizes all pathways that possibly explain the outcome achieved has also proven to be a difficult step. In this phase it is critical that the evaluation team works together to brainstorm on alternative pathways. A major challenge is that in-country teams at that moment of the evaluation have obtained a lot of information from the SPO, and not from other NGOs or resource persons, which possibly might strengthen their bias in favour of attributing change to the SPO.
- The focus of the assessment has been on the contribution of the SPO, rather than that of MFS II funding. Not in all cases MFS II contribution has been clearly earmarked for specific interventions or results and some CFAs have preferred to give institutional support to their partners, making it even more difficult to assess contribution/attribution.
- The process tracing methodology was not a simple step to step straight forward methodology and has needed a lot of back and forth between CDI and IDF and even within the CDI team. Points that were challenging: defining the ultimate outcome (SMART enough) to be explained through process tracing, identifying relevant pathways and describing them properly, defining indicators to assess whether the impact outcome has been achieved or not (look for the adequate information when it exists), dare to conclude that some pathways are less relevant than others, not wanting to include all the SPO's interventions to one outcome.
- Defining the strength of evidence came out to be quite subjective, especially when it came to assessing interviewee's inputs. How to carefully assess interview findings of the SPO with those of other actors.
- Process –Tracing requires sufficient documentation/ pieces of evidence and these were often not available at the level of the SPOs and when they were available they were often contradicting each other (different reports including different figures on the same results).
- More time was needed to get the methodology about process tracing well under control. Because of time and budget constraints, learning was made on the job. Moreover because of delayed feed-back from CDI side, errors were repeated since time did not allow for a spreading of SPO workshops.
- Because of resource constraints, coding of data collected was done once and for most but in practice it was not relevant: you first need to have an idea about the changes before you can do a good process tracing and before you can answer evaluation questions regarding relevance and explaining factors.

With regards to the general evaluation procedure

- The workshop methodology was structured for literate English speaking people, which was not always the case. As a consequence, delays and possible misunderstanding happened due to translation and more time was needed to process the data.

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- Many forms were filled in after the workshop/interviews and not between the workshop and the interviews as a means to inform the interview questions and the process tracing. The methodology and overall evaluation process would have benefited from allowing more time between the different parts, for example having more time between workshop and implementing process tracing to get properly prepared
 - The report format provided by the synthesis team includes lots of repetitions (for example, elements of the context are found back into standard indicators 5.1) and would have gained in being better structured.
 - The ToC developed during the baseline took SPO's staff time and dedication. The participants who had been involved during that process regretted that the end line workshop did not utilize the ToC more. In fact the ToC was used as a starting point to assess relevance issues, which was discussed during interviews rather than during the workshop.

With regards to collaboration between CDI and IDF

- The CDI team would have gained in being more consolidated (for example sending one type of feed-back to IDF) and having more dedicated time for the evaluation (feed-back did not arrive on time)

Civil Society Scoring tool - baseline

Civil Society Assessment tool – Standard Indicators

Dimension	Outcome domains		Question	Statements					What are factors (strengths, weaknesses) that explain the current situation?
				0	1	2	3	x	
Civic engagement	1	Needs of marginalised groups	How does your organisation take the needs of your beneficiaries/target groups, in particular marginalised groups into account in your planning, actions, activities, and/or strategies?	Are NOT taken into account	Are POORLY taken into account	Are PARTLY taken into account	Are FULLY taken into account	Question not relevant, because	
	2	Involvement of target groups	What is the level of participation of your beneficiaries/target groups, in particular marginalised groups in the analysis, planning and evaluation of your activities?	They are INFORMED about on-going and/or new activities that you will implement	They are CONSULTED by your organisation. You define the problems and provide the solutions.	They CARRY OUT activities and/or form groups upon your request. They provide resources (time, land, labour) in return for your assistance (material and/or immaterial)	They ANALYSE PROBLEMS AND FORMULATE IDEAS together with your organisation and/or take action independently from you.	Question not relevant, because	
	3	Political engagement	How intense is your (individual staff or organisational) participation in locally-nationally elected bodies and/or sectoral user groups?	No participation	You are occasionally CONSULTED by these bodies	You are a member of these bodies. You attend meetings as a participant	You are a member of these bodies. You are chairing these bodies or sub groups	Question not relevant, because	

level of organisation	5	Relations with other organisations	In the past 12 months what has been the most intensive interaction you had with other CSOs?	No interaction at all	Networking - Cooperation: Inform each other; roles somewhat defined; all decisions made independently	Coordination - Coalition: ideas and resources shared; roles defined and divided; all have a vote in decision making	Collaboration: organisations belong to one system; mutual trust; consensus on all decisions.	Question not relevant, because	
	5	Frequency of dialogue with closest CSO	In the past 12 months how many meetings did you have with the CSO that you have most intensive interaction with?	No interaction at all	Less than 2 times a year	Between 2 and 3 times a year	More than 4 times a year	Question not relevant, because	
	6	Defending the interests of marginalised groups:	Which CSO are most effective in defending the interests of your target groups? In the past 12 months, how did you relate to those CSOs?	No interaction at all	Networking - Cooperation: Inform each other; roles somewhat defined; all decisions made independently	Coordination - Coalition: ideas and resources shared; roles defined and divided; all have a vote in decision making	Collaboration: organisations belong to one system; mutual trust; consensus on all decisions.	Question not relevant, because	
	7	Composition current financial resource base	How does your organisation finance institutional costs such as workshops of the General Assembly (if applicable); attendans to workshops of other CSOs; costs for organisational growth and/or networking?	Depends on 1 international donor	Depends on few financial sources: one fund cover(s) more than 75% of all costs.	Depends on a variety of financial sources; one fund cover(s) more than 50% of all costs.	Depends on a variety of sources of equal importance. Wide network of domestic funds	Question not relevant, because	
Practice of Values	8	Downward accountability	To what extent can mandatory social organs (steering committee, general assembly, internal auditing group) ask your executive leaders to be accountable to them?	(financial) information is made available and decisions are taken openly	They fulfil their formal obligation to explain strategic decisions and actions	They react to requests of social organs to justify/explain actions and decisions made	Social organs use their power to sanction management in case of misconduct or abuse	Question not relevant, because	
	9	Composition of social organs	What % of members of your mandatory social organs belong to the marginalised target groups you are working	Between 0-10 % of all members of the social organs	Between 11-30 % of all members of the social organs	Between 31-65 % of all members of the social organs	More than 65% of all members of the social organs	Question not relevant, because	

		with/for?							
	10	External financial auditing	How regularly is your organisation audited externally?	Never	Occasionally, upon request of funders	Periodically and regularly, because our external funder asks for it	Periodically and regularly, because it is part of our code of conduct	Question not relevant, because	
Perception of impact	11	Client satisfaction	What are the most important concerns of your target groups? How do your services take into account those important concerns?	Majority of target groups are NOT satisfied	Majority of target groups are POORLY satisfied	Majority of target groups are PARTLY satisfied	Majority of target groups are MOSTLY satisfied	Question not relevant, because	
	12	Civil society impact.	In the past 12 months, what impact did you have on building a strong civil society?	You have not undertaken any activities of this kind	You have undertaken activities of this kind but there is no discernible impact	You have undertaken activities of this kind but impact is limited	You have undertaken activities and examples of significant success can be detected.	Question not relevant, because	
	13	Relation with public sector organisations.	In the past 12 months, what interaction did you have with public sector organisations to realise your programme and organisations' objectives?	No direct interaction	You have been invited by public sector organisations for sharing of information	You have been invited by public sector organisations for regular consultations (but public sector decides)	Formal and regular meetings as a multi-stakeholder task force.	Question not relevant, because	
	14	Relation with private sector organisations	In the past 12 months, what interaction did you have with private sector organisations to realise your programme and organisations' perspective?	No direct interaction	You have been invited by private sector organisations for sharing of information	You have been invited by private sector organisations for regular consultations (but public sector decides)	Formal and regular meetings as a multi-stakeholder task force.	Question not relevant, because	
	15	Influence upon public policies, rules, regulations	How successful have you been in influencing public policies and practices in the past 2 years?	No activities developed in this area	Some activities developed but without discernible impact	Many activities developed in this area, but impact until so far has been limited	Many activities developed in this area and examples of success can be detected	Question not relevant, because	

		Influence upon private sector agencies' policies, rules, regulations.	How successful have you been in influencing private sector policies and practices in the past 2 years?	No activities developed in this area	Some activities developed but without discernible impact	Many activities developed in this area, but impact until so far has been limited	Many activities developed in this area and examples of success can be detected	Question not relevant, because	
	16								
Context Environmental			In the past 2 years, how did your organisation cope with these changes in the context that may have been positive or negative consequences for civil society.	No analysis of the space and role of civil society has been done.	You are collecting information of the space and role of civil society but not regularly analysing it.	You are monitoring the space and role of civil society and analysing the consequences of changes in the context for your own activities. Examples are available.	You are involved in joint action to make context more favourable. Examples are available.	Question not relevant, because	
	17	Coping strategies							

Appendix 3 Civil Society Scores

This table presents the appreciation of the evaluation team regarding changes occurred for each indicator between 2012 and 2014 on a scale of -2 to + 2

Dimension		Indicators	Question	Change
Civic engagement	1	Needs of marginalised groups	How does your organisation take the needs of your beneficiaries/target groups, in particular marginalised groups into account in your planning, actions, activities, and/or strategies?	+1
	2	Involvement of target groups	What is the level of participation of your beneficiaries/target groups, in particular marginalised groups in the analysis, planning and evaluation of your activities?	+1
	3	Political engagement	How intense is your (individual staff or organisational) participation in locally-nationally elected bodies and/or sectoral user groups?	+2
Level of organisation	5	Relations with other organisations	In the past 12 months what has been the most intensive interaction you had with other CSOs?	0
	5	Frequency of dialogue with closest CSO	In the past 12 months how many meetings did you have with the CSO that you have most intensive interaction with?	+1
	6	Defending the interests of marginalised groups	Which CSO are most effective in defending the interests of your target groups? In the past 12 months, how did you relate to those CSOs?	+1
	7	Composition current financial resource base	How does your organisation finance institutional costs such as workshops of the General Assembly (if applicable); attendance to workshops of other CSOs; costs for organisational growth and/or networking?	+2
Practice of Values	8	Downward accountability	To what extent can mandatory social organs (steering committee, general assembly, internal auditing group) ask your executive leaders to be accountable to them?	0
	9	Composition of social organs	What % of members of your mandatory social organs belong to the marginalised target groups you are working with/for?	0
	10	External financial auditing	How regularly is your organisation audited externally?	0
Perception of impact	11	Client satisfaction	What are the most important concerns of your target groups? How do your services take into account those important concerns?	+1
	12	Civil society impact.	In the past 12 months, what impact did you have on building a strong civil society?	+1
	13	Relation with public sector organisations.	In the past 12 months, what interaction did you have with public sector organisations to realise your programme and organisations' objectives?	+1
	14	Relation with private sector organisations	In the past 12 months, what interaction did you have with private sector organisations to realise your programme and organisations' perspective?	0
	15	Influence upon public policies, rules, regulations	How successful have you been in influencing public policies and practices in the past 2 years?	+1
	16	Influence upon private sector agencies' policies, rules, regulations.	How successful have you been in influencing private sector policies and practices in the past 2 years?	0
CS context	17	Coping strategies	In the past 2 years, how did your organisation cope with these changes in the context that may have been positive or negative consequences for civil society.	+1

-2 = Considerable deterioration

-1 = A slight deterioration

0 = no change occurred, the situation is the same as in 2012

+1 = slight improvement

+2 = considerable improvement

Appendix 4 Changes in civil society indicators between 2012 and 2014

2.1 Civic Engagement

2.1.1 Needs of the marginalised groups

CECOEDECON's vision continues to be to empower the most marginalised, such as women, children, Dalits, landless, small and marginal farmers. It does this through setting up and supporting CBOs such as the Village Development Committees (VDCs), Kisan Sewa Samitis (KSSs) and Kisan Sewa Samiti Mahasangh (KSSMS) in five blocks of the Tonk, Baran and Jaipur districts of Rajasthan.

The past two years have shown quantifiable increment neither in the number of the CBOs associated with CECOEDECON, nor in the membership figures of such CBOs. Expectedly so given that the project's structure predetermines that each block—namely Chaksu, Niwai, Phagi, Malpura and Shahbad—has a KSS that comprises the presidents of the VDCs under its purview; the VDC members having been elected and/or selected by the community at the village level. The five KSSs thus constituted, in turn, elect members of the KSSMS, the apex body of this federated structure. Membership strength in all the CBOs is fixed by rule, with a 50 per cent mandatory reservation for women.

Having said which, CECOEDECON was unanimous that there is a qualitative improvement in the services that these CBOs are providing to the target groups. The KSSs are now more independent, and manage to take the lead in ensuring that the entitlements of the community are made available to it. Also, CECOEDECON itself seems to be relying much more on its associate CBOs than earlier. The organisation's PIIRD Vth Phase Proposal (2012-2015) states that even though there are systemic challenges with fewer staff at the branch level but the same number of villages to cover, newer outreach and monitoring mechanisms have been introduced in the past two years. This has been done by utilising the strengths of local level functionaries from the VDCs and KSSs.

Also, like during the baseline, CECOEDECON continues to work with the Sahariya tribe through the CBO, Sahariya Vikas Manch (SVM), to secure their rights through broad-based interventions including education, agriculture, natural resource management, securing land rights.

Since 2012, CECOEDECON has also begun work with the Nat⁴⁹ community in Kotkhawada village of the Chaksu block. Chronic poverty and illiteracy have traditionally forced Nat girls and women into prostitution. Through an Anti-Human Trafficking project supported by UN Women⁵⁰, CECOEDECON is educating and skilling the community in livelihoods such as tailoring, poultry etc.

Score: +1

2.1.2 Involvement of target groups

As at the time of the baseline, so also now, CBOs associated with CECOEDECON have a formal role in its programme implementation. The KSSs and other active community members participate in the scanning of context and prioritisation of issues before each PIIRD phase (now in its Vth phase). The Yearly Plans of Operations (YPOs) for all themes are designed by the respective units in the organisation along with the KSSs. Thereafter, the VDCs and KSSs take the responsibility of identifying

⁴⁹ The Nat community has been provided special status as that of a Scheduled Caste under the Indian Constitution. They are traditionally nomadic and as such, marginalised from the mainstream. *Refer*, <http://www.peoplegroupsindia.com/profiles/nat/>

⁵⁰ UN Women is a United Nations organisation dedicated to gender equality and the empowerment of women.

community members for participation in various trainings, demonstrations, assigning responsibilities to community members for giving memorandums to the chief minister, undertaking fact finding missions, nominating persons for participation in international events, etc. The role of the CBOs continues through regular monitoring of activities at the field level, participating in evaluation exercises such as annual output monitoring and occasional monitoring through the use of tools such as the Community Score Card (CSC).

Most significantly, perhaps, beginning December 2012, the VDCs, KSSs and KSSMS came together to brainstorm and chart out future plans for themselves in a series of meetings held in the CECOEDECON office. Three decades of achievements, challenges and opportunities were shared, different strategies mapped. And the result was the publication of an indigenously documented mandate and a way-forward strategy in February 2013, titled the Vision Document.

These achievements can be largely attributed to capacity enhancement trainings by CECOEDECON. For instance, a two-day joint refresher training programme for all the KSSs and the KSSMS was held in Shahbad in November 2013.

Barring the field staff that saw the situation as unchanged since the baseline, all others in CECOEDECON thought their target groups had become much more confident and decisive.

Score: +1

2.1.3 Intensity of political engagement

Though CECOEDECON is apolitical, it works hard on forging and nurturing links with legislatures, parliamentarians and PRI (Panchayati Raj Institution) members, and ensuring that CBOs associated with it understand the value of interacting with elected representatives. Towards this, CECOEDECON empowers communities to participate in political processes through voter education, PRI trainings, and guidance in negotiations with administration, ministers and political leaders.

The state assembly and general elections were held in 2013 and 2014 respectively. CECOEDECON and its associate CBOs, along with other civil society organisations and networks, sought active public involvement in the nation's political life and development.

Five regional meetings were organised by CECOEDECON, the KSSMS, and the CSO-coalition Sanjha Manch⁵¹ in the Kota, Jhunjhunu, Tonk, Jaisalmer and Jaipur districts before the state assembly elections in 2013. The demands raised in these meetings by groups and organisations representing Dalits, deprived and marginalised sections, farmers, tribal groups and women were incorporated in a publication titled the People's Manifesto. A similar Manifesto was brought out before the general elections in 2014. Thirty nine of these demands were included in the election manifestoes of the two leading national political parties, BJP and the Congress.

Also, CECOEDECON's Annual Report April 2012 to March 2013 records the organisation's, along with the KSSs and Public Advocacy Initiatives for Rights and Values in India (PAIRVI)⁵², having organised five block level consultations with PRI members on Panchayati Raj related issues. Around 300 participants, including the media participated. The current status of Panchayats after having been given charge of five new departments by the state government was discussed. Most PRI members agreed that the allocation was not backed by political will, and the panchayats, without funds and functionaries, still dependent on administrative officers. Other issues discussed were: capacity building of PRI members on the five new departments, monitoring of Gram Sachivalaya (village secretariats)

⁵¹ Sanjha Manch is a collective of 150 partners (NGOs, media, CBOs, academicians) in Rajasthan. Their main aim is to strengthen the civil society movement in the state and develop its capacity on issues such as GMOs, bio-fuels, SEZs, drinking water, malnutrition and social violence etc.

⁵² PAIRVI provides advocacy and capacity building support to grassroots organisations and CBOs. Refer, http://www.pairvi.org/about_us.php

meetings, monitoring of the Rajiv Gandhi IT centers and Anganwadi Centers⁵³, and direct budget transfer to the panchayats; these were included in the People's Manifesto.

Score: +2

2.2 Level of Organisation

2.2.1 Relations with other organisations

Like at the time of the baseline, CEOEDECON continues to engage with many local, national and international organisations and networks on the issues of food security, sustainable agriculture, environment, farmer's rights etc.

CEOEDECON's Annual PIIRD Report April 2013-March 2014 states that though its primary relations are with its CBOs (the VDCs, KSSs, KSSMS), the organisation:

- is still a part of *state level* processes PAIRVI, Sanjha Manch, with new additions since the baseline being the Rajasthan Social Watch (RSW)⁵⁴, and the State Campaign on Millennium Development Goals⁵⁵;
- at the *national and international level* continues to be associated with the Voluntary Action Network India (VANI)⁵⁶, Wada Na Todo Abhiyan (WNTA)⁵⁷, Sa-Dhan⁵⁸, Oxfam India⁵⁹, People's SAARC⁶⁰, UN Millennium Development Goals, World Social Forum⁶¹, UNCTAD⁶² and Beyond Copenhagen⁶³ with new collaborations with South Asian Network for Social and Agricultural Development (SANSAD)⁶⁴, National Social Watch Coalition (NSWC)⁶⁵, Centre for Environment Concerns (CEC)⁶⁶, Delhi School of

⁵³ Anganwadi centres come under the Integrated Child Development Scheme (ICDS). The main objective of this programme is to cater to development needs of children in the age group of 3-6 years. *Refer*, <http://www.archive.india.gov.in/citizen/health/health.php?id=62>

⁵⁴ RSW is an umbrella organisation consisting of CSOs, citizens and communities monitoring governance towards professed goals of social development. It comes under the ambit of National Social Watch. *Refer*, <http://www.socialwatchindia.net/coalition/rajasthan-sw/82-rajasthan-social-watch>

⁵⁵ Although the state has made big leaps in achieving the MDG goals, it is likely to miss the deadline of 2015. A major reason for this failure is believed to be the delivery mechanism that has been unable to reach all sections of society. *Refer*, <http://www.thehindu.com/todays-paper/tp-national/rajasthan-likely-to-miss-mdgs-deadline/article3014219.ece>

⁵⁶ VANI works with voluntary sector organisations in India, promoting growth and development in their ranks. It provides a platform for these organisations to engage with state and central governments. *Refer*, <http://www.vaniindia.org/content.php?id=9>

⁵⁷ WNTA is an initiative started by a group of activists to hold the government accountable on its promise to end poverty, social exclusion and discrimination. *Refer*, <http://ekduniya.net/sp/wadanatodo/aboutus/default.php>

⁵⁸ Sa-Dhan uses microfinance as a tool for the upliftment and development of rural society. It provides a common forum for organisations that use this tool to come together and improve their outreach program. *Refer*, <http://www.sa-dhan.net/Inner.aspx?Others/About.htm>

⁵⁹ Oxfam is a rights-based organisation. It has a working partnership with over 130 grassroots NGOs working to fight poverty and injustice. *Refer*, <http://www.theguardian.com/global-development/poverty-matters/2012/jul/16/fighting-food-security-india>

⁶⁰ People's SAARC was formed under the banner of People's Movement Unite South Asia. It's a coming together of multiple people's organisations and social movement groups to push a process through which people play a more relevant role in the regional politics of SAARC countries. It was a result of the idea that SAARC had failed to live up to its ideals and goals. *Refer*, <http://www.peoplesaarc.org/index.php/press-room/press-release/11-press-release-people-s-saarc-country-process-india>

⁶¹ WSF process in India began in 2002. Its main purpose in India is to focus not only on issues of imperialist globalisation but also on the issues of religious and sectarian violence, casteism and patriarchy. *Refer*, <http://www.wsfindia.org/?q=node/12>

⁶² United Nations Conference on Trade and Development, is the United Nations body responsible for dealing with development issues, particularly international trade – the main driver of development.

⁶³ Beyond Copenhagen Collective is a pan Indian coalition of around 50 organisations and networks working on issues of environmental and climate justice and sustainable development.

⁶⁴ The main aim of SANSAD is poverty reduction and another aspect of its aim is to partner with various organisations with similar objectives. *Refer*, <http://www.sansad.org.in/aboutus.htm>

⁶⁵ NSWC is associated with the international Social Watch (www.socialwatch.org) process which is a civil society response to pursue the agenda of World Social Summit held in Copenhagen that the state should pursue and demonstrate changes in social development parameters beyond the economic development.

⁶⁶ CEC's activities are focused on raising awareness and building capabilities on issues of poverty, forestry, gender, agriculture and power sector reforms. *Refer*, <http://www.cechyd.org/activities.htm>

Social Work Society, and Sustainable Agriculture Information Network⁶⁷. CECOEDECON has also developed key roles in networks like Food and Water Security Coalition India (FWSCI)⁶⁸ and GM Free Coalition⁶⁹.

Notable among the seminars and conferences that CECOEDECON, and/or its associate CBOs, were a part of: a) World Social Forum, 2013 held at Tunis, Tunisia b) Conference of Parties (CoP 19) under the auspices of UNFCCC70 held at Warsaw, Poland in November 2013 c) Meeting in Bhopal on the Millennium Development Goals (MDGs) organised by the Madhyanchal Forum⁷¹, Church's Auxiliary for Social Action (CASA)⁷² and CECOEDECON in February 2013.

The executive leadership said that the past two years had seen CECOEDECON get into new collaborations with Global Alliance for Vaccines and Immunization (GAVI)⁷³ and Women Power Connect.

Score: 0

2.2.2 Frequency of dialogue with closest civil society organisation

CECOEDECON has monthly interactions with the VDCs, KSSs and KSSMS; such meetings were a regular feature even at the time of the baseline. Over and above these, according to the Annual PIIRD Report April 2013-March 2014, CECOEDECON organised KSS general body meetings in all five programme blocks to strengthen the CBOs; VDC chairpersons of all the villages participated. The past two years, moreover, saw CECOEDECON interacting with its associate CBOs on issues and campaigns beyond the routine—like the People's Manifesto, KSSMS' Vision Document, the sustained campaign against the GM field trials and the setting up local government procurement centres at minimum support prices. For many of these activities, they partnered with larger organisations and networks such as the Sanjha Manch, WNTA, PAIRVI, GM Free Coalition and Beyond Copenhagen. The People's Manifesto is, in fact, an illustration of CECOEDECON, the KSSs, WNTA and Sanjha Manch's collaborating to achieve commendable success.

Personnel across CECOEDECON's hierarchies felt that the intensity of their engagement with other CSOs had improved considerably between 2012 and 2014.

Score: +1

2.2.3 Defending the interests of marginalised groups

Like they had during the baseline, CECOEDECON personnel named the VDCs, KSSs and KSSMS as the best defendants of the marginalised. The past two years have seen these CBOs take up grassroots mobilisation to negotiations with ministers with an increased understanding of different micro and macro level issues, such as climate change, GMOs, biodiversity, women's empowerment, etc.

⁶⁷ Sustainet in India was initiated as a network of CSOs to develop effective sets of Good Agricultural Practices (GAP), whose focus is sustainable agriculture. *Refer*, <http://www.sustainet.org/index-en.html>

⁶⁸ FWSCI was created to bring together ICCO partners to develop a discourse on food and water security in India. It focuses on the changing context, such as, changing role of governments, increasing involvement of civil society organisations and mercerisation of development etc. *Refer*, <http://fwsci.com/about-us/about-us>

⁶⁹ GM Free Coalition is a movement against GM crops and pesticides. It's a collective of various CSOs that have come together to create greater awareness about their movement across the world. *Refer*, <http://www.gmofreeglobal.org/en/mission>

⁷⁰ United Nations Framework Convention on Climate Change, the main goal of this United Nations body is to stabilize greenhouse gas concentrations in the atmosphere at a level that will prevent dangerous human interference with the climate system.

⁷¹ Madhyanchal Forum is a platform of voluntary organisations and individuals, facilitated by CASA, for collective action in Madhya Pradesh. It is aimed at bringing together NGOs, development promoters, practitioners, experts and policy makers to explore strategic development in key areas-local self-governance, sustainable livelihoods, disaster management and preparedness, gender mainstreaming, youth building, globalisation and poverty issues.

⁷² CASA is a relief and development organisation, promoting the growth of the marginalised groups towards sustainable development and self-sufficiency. *Refer*, <http://casa-india.org/pages/about-us/about-casa.html>

⁷³ GAVI is an international organisation that works on providing access to vaccines to children, especially, in the developing countries. *Refer*, <http://www.gavi.org/about/mission/>

The field staff credited the SVM as having capably defended the interests of its community, this with support from the Ekta Parishad⁷⁴.

Score: +1

2.2.4 Composition financial resource base

CECOEDECON was a partner of the ICCO alliance for more than 25 years; this funding stopped in March 2014. Despite which CECOEDECON has managed to retain the level of its activities, this by identifying new donors and fund raising strategies.

While CECOEDECON continues to receive financial support from Action against Hunger (ACF)⁷⁵, the Hunger Project, Misereor and Save the Children, the organisation's new funding sources comprise Global Alliance for Improved Nutrition (GAIN)⁷⁶, UNDP (United Nations Development Programme)⁷⁷, UN Women, SWISSAID⁷⁸ and Strategic Climate Fund (SCF)⁷⁹.

CECOEDECON's work with Integrated Child Development Services (ICDS)⁸⁰, State Institute of Rural Development (SIRD)⁸¹ and NABARD continues. A new funding support from government has been found in Department of Women & Child Development (DWCD).

The organisation also receives funding from private sector organisations that it works with on a project basis, Suzlon Foundation being one among them.

CECOEDECON's infrastructure is now being increasingly utilised to generate revenue; the building is often rented out to organisations and even government departments for workshops and seminars.

The community is also contributing to field costs more than earlier. Members from the KSSs shared that food and beverage costs during protests and rallies are often borne by villagers themselves.

The executive leadership observed that it has yet to find the same levels of financial support as had been provided by ICCO.

Score: +2

2.3 Practice of Values

2.3.1 Downward accountability

CECOEDECON's PIIRD Vth Phase Proposal (2012-2015) says that its organisational structures have been deeply influenced by its past experiences and lessons learned from reviews and reflections. The organisation has a nine member board, including four women and the board's Secretary. One of the members from the board is on the CECOEDECON's Committee Against Sexual Harassment (CASH). Presently, the structure accords a very significant place for the Executive Committee (EC),

⁷⁴ Ekta Parishad is a people's movement dedicated to non-violent principles of action. Their main aim is to give the marginalised control over their livelihood resources, especially, land, water and forest. *Refer*, <http://ektaparishad.com/en-us/about/mission.aspx>

⁷⁵ ACF was founded in 1979 by a group of French intellectuals, the organisation exclusively focuses on eradicating hunger. *Refer*, <http://www.actionagainsthunger.org/about/acf-international>

⁷⁶ GAIN is a Geneva, Switzerland based not-for-profit organisation working on fighting malnutrition.

⁷⁷ UNDP is a United Nations body, which works with 170 countries to build their capabilities to withstand crisis and push for a kind of growth improves the quality of life. *Refer*, <http://www.undp.org/content/undp/en/home/ourwork/overview.html>

⁷⁸ In India, SWISSAID's main focus is on promotion of people's cooperative movement for livelihood development, it also works on curbing discrimination and violation of human rights by democratising CSOs and empowering the marginalised. *Refer*, <http://www.swissaid.ch/en/india>

⁷⁹ SCF is a framework that organises the funds towards actions aimed at addressing climate change challenges. *Refer*, <https://www.climateinvestmentfunds.org/cif/node/3>

⁸⁰ ICDS aims at providing services to pre-school children in an integrated manner so as to ensure proper growth and development of children in rural, tribal and slum areas. *Refer*, <http://www.icds.gov.in/#>

⁸¹ SIRD's focus is on the qualitative development in the ongoing rural development schemes and sensitise the elected representatives of Panchayat Raj Institutions (PRIs) to be proactive through capacity building activities. *Refer*, <http://www.sird.tn.nic.in/about.htm>

which is a multi-disciplinary team. Importantly, the EC also has representation from the KSSs. The EC plays an important role in providing direction and policy guidelines, as also in actively participating in the organisations' projects/programmes. The EC authorises the Secretary to lead, direct, manage, and be accountable for overall operations of CECOEDECON, and also appoints a Director who is responsible for programme direction, planning, monitoring, training, liaisoning and resource mobilisation.

To implement the mandate of the EC and the board, CECOEDECON has structures like the Core Group (CG) and the Core Team (CT). The CG comprises the Secretary, Director, two Co-directors, three Deputy Directors and the president of the KSSMS. The CT is a bigger unit comprising all members of the CG, along with unit heads, branch in-charges and the KSS presidents of the branches. The representation of CBOs in the CG and CT provides them with an opportunity to be a part of the key decision making system of the organisation. It also enhances decentralised, participatory and collective decision making processes that are instrumental to increase the ownership and the organisational effectiveness. The current structure recognises the interrelatedness of the teams and also the autonomy of CBOs.

It may be noted, however, that the CBOs find no representation in the board, the highest decision making body of CECOEDECON.

The executive leadership pointed out that programme heads, CBO representatives and Directors attend the board meetings, which are regular, and inform others about the progress and challenges discussed. At the ground level, the field staff said they share the YPOs and budget with all the VDCs, KSSs and the KSSMS, and take their inputs regarding the budget.

Though none of the above is remarkably different from the time of the baseline, CECOEDECON's executive leadership and programme managers felt that downward accountability within the organisation had improved over the past two years, and attributed such positive change to the board becoming more systematic and its members taking a more active part in the organisation's projects. The field staff and HR and Accounts staff, meanwhile, observed no change.

Score: 0

2.3.2 Composition of Social Organs

At the time of the end line CECOEDECON had a nine member board comprising distinguished professionals from different fields including social work, activism, education, research, community leaders, judiciary, and media. Fifty per cent of the board members are from marginalised groups such as women, Scheduled Castes/Scheduled Tribes (SC/ST) and ethnic minorities.

It was the same in 2012. And other than the executive leadership everybody saw the situation as unchanged.

Score: 0

2.3.3 External financial auditing

Like in 2012, CECOEDECON continues to be audited annually by external auditors as per statutory requirement. It conducts internal audits twice in a year. The executive leadership said that over the past two years efforts have been made towards enhancing transparency, accuracy and refined information regarding accounts. CECOEDECON's Financial Manual is updated regularly, even as its internal financial systems are rigorously monitored by the programme staff. Financial statements are shared by the accounts unit with the programme staff on a monthly basis for accuracy and proper follow up.

Score: 0

2.4 Perception of Impact

2.4.1 Client satisfaction

The important concerns of CECOEDECON's target groups in 2012 were access to alternative livelihoods in changing climatic conditions, equal opportunities, effective and transparent implementation of government's welfare schemes, participatory and good governance practices and the needs of small and marginalised farmers like Minimum Support Price (MSP) etc. These concerns remain the same even now. Expectedly so, they are long term issues that cannot have been resolved in a two year span. Towards addressing these concerns, CECOEDECON continues to engage in institution building and capacity enhancement by involving the community, and especially so its marginalised sections. The organisation has also been active in terms of informing the community about a number of welfare schemes and assisting government agencies in their effective implementation; this also by mobilising public participation in effective implementation of government schemes.

KSS and KSSMS members said that the past two years had seen CECOEDECON service many local concerns and demands of its target groups through mentoring these CBOs. These ranged from ensuring drinking water supply to certain blocks in the project areas, setting up of government procurement centres so that farmers could sell at MSP rates, setting up a parallel crop damage assessment system to ensure compensation for farmers after a hailstorm. The CBO members also spoke of CECOEDECON's support in preparation of the Vision Document in April 2013; venue for the three-day workshop organised for this, and office space for consultations, among other things, was provided by CECOEDECON, they said.

The period between 2012 and 2014 had CECOEDECON assisting the government better implement its schemes. One such instance was when, in 2013, the government relaxed eligibility for pension and a large number of people qualified as a consequence, making completion of paperwork by deadline problematic. CECOEDECON stepped in to help the administration locate such beneficiaries, and then assisted many a beneficiary with the required paperwork. Another example of CECOEDECON's supporting the government is its annual Naamankan Abhiyaan (Enrolment Drive) to boost enrolments in schools. Rallies, meetings, door to door campaigns are undertaken to ensure that no child remains out of classrooms.

An SVM member said that CECOEDECON assisted his organisation in addressing the needs and concerns of the Sahariya community, with respect to: a) availing benefits under a government scheme that provides financial support towards coaching Sahariya youth such that they can compete in government recruitment exams; b) filing claims for land earmarked but not allocated to Sahariyas; c) facilitating access to education for Sahariya girls by setting up a special residential school for class 10 failed Sahariya girls in Shahbad in 2012; d) filing a writ petition in the High Court in 2012 for securing Sahariya's special reservation within the ST category for government posts.

A woman Panchayat representative said that CECOEDECON organised exposure trips in 2012 and 2013 to raise awareness on the importance of special Gram Sabhas⁸² for women. She said she had participated in an exposure trip to Maharashtra in 2013 which helped her implement and organise separate Gram Sabhas for women of her panchayat every third month. She also said that CECOEDECON campaigned in 2013 for the removal of discriminatory two child eligibility norm⁸³ for PRI elections. Further, CECOEDECON collected written statements against this rule from all the five Gram Panchayats of Chaksu block and submitted the proposal to a state government minister.

Most significantly, perhaps, the *Annual Report April 2012 to March 2013* cites instances of the Community Score Card (CSC) being used in this period. The CSC measures public accountability especially at the local and facility level. In June 2012, after being trained by CECOEDECON,

⁸² Gram Sabha is a constitutionally mandated mechanism through which grassroots' constituencies hold Panchayats accountable. Gram Sabha constitutes all the adult citizens of a village who have the right to vote. Most Gram Sabha meetings witness limited participation of people due to a lack of awareness. Refer <http://thpindia.org/what-we-do/making-panchayats-effective/>

⁸³ Refer <http://www.thehindu.com/todays-paper/tp-national/tp-otherstates/demand-to-do-away-with-twochild-norm-in-rajasthan/article6330231.ece>

community people, Public Delivery System (PDS)⁸⁴ dealers, a sarpanch, an aganwadi worker and the co-secretary of NREGA participated in using CSC to evaluate the PDS in Phagi block's Gaundhi village; a follow up in October showed considerable improvement in the PDS service. In January 2013, a School Management Committee⁸⁵ (SMC) was marked on the CSC by local committee members, teachers and community people; the follow up did not show much improvement.

Score: +1

2.4.2 Civil Society impact

CECOEDECON continues to work in the community through the VDCs at village level, KSSs at block level, the KSSM at state level and the SVM which represents the Sahariya tribe. During the 2012 evaluations, CECOEDECON claimed that the KSSs were beginning to acquire the form of a people's movement by becoming forum for the community to raise its demands and problems and take actions to address them. To some extent the developments over the past two years do suggest that the KSSs have indeed become platforms for the rural community in their areas, and are now, relatively, more independently capable of delivering occasional resolutions to the target groups' concerns. They are certainly better able to identify and assess their own needs and figure out ways to cater to them with or without support from CECOEDECON.

Instances of this between 2012 and 2014 are:

- a. When a bumper harvest of the Bengal Gram in the Jaipur and Tonk districts saw open market prices crash in April-May 2013, forcing farmers into distress sale, farmers approached the KSSs for help. The KSSs, along with the KSSMS, organised protests, lobbied with the administration, till the government announced the setting up of procurement centres where Bengal Gram would be bought at the MSP in one and two blocks of Tonk and Jaipur districts respectively;
- b. A hailstorm in March 2014 destroyed crops ready for harvesting in parts of the project areas. The VDCs with support from the KSSs took the initiative to launch a parallel Girdavari, or crop risk/damage-assessment process, to assess the damage to farmers due to the calamity. This decision was taken without consultations with CECOEDECON, and the organisation was told only later that information gained through such a loss-assessment exercise would be used by the KSSs to approach the concerned government authorities for compensation, and further advocacy;
- c. Sustained efforts by the KSSs led to drinking water finally being supplied to the Chaksu, Phagi and Niwai blocks from the Bisalpur dam in 2012-13. Though the government had announced such supply to these blocks in 2010, non-implementation had seen the communities here frustrated.

Simultaneously, the KSSs were also effective grassroots advocates and negotiators for more expansive issues that CECOEDECON had initially introduced them to. Like for the continuing struggle against GM crops in Rajasthan. The KSSs, as part of a delegation with CECOEDECON, met the newly elected state agriculture minister to convince him against resuming such field trials; a media announcement to the effect was made by the minister in May 2014.

Also, 2014 saw the SVM successful in defending the special reservation for the Sahariya tribal groups in government jobs by getting wrongful appointments done by the Rajasthan Public Service Commission cancelled through a stay, after approaching the state High Court.

The CECOEDECON personnel were unanimous that their associate CBOs had indeed improved since the baseline. They observed that the learnings over the past two years and before have now enabled the VDCs, KSSs and KSSMS become self-sufficient in prioritising their needs and strategising to address them, thus increasing their sense of ownership.

⁸⁴ PDS in the country facilitates the supply of food grains and distribution of essential commodities to a large number of poor people through a network of Fair Price Shops at a subsidized price on a recurring basis. Refer, <http://epds.nic.in/>

⁸⁵ SMCs were established as per requirements of the Right to Education Act, its main purpose is to monitor the working of the school, prepare and recommend school development plan etc. Parents of children play an important role in these committees. Refer, http://ccs.in/internship_papers/2012/271_how-functional-are-school-management-committees-in-the-present-context_sijan-thapa.pdf

However, though these CBOs do appear to be in a better position to address the community's concerns during the last two years, they themselves accept that their dependence on CECOEDECON for technical as well as financial assistance has not ended. They are, therefore, not yet the people's movement that CECOEDECON aims for them to be.

In terms of teaming up with other CSOs and networks, and CECOEDECON's position in civil society, representatives of multi-organisation national platforms like WNTA and GM Free Coalition of India agreed that the organisation has successfully networked with them on issues like preparation of the People's Manifestos for state assembly and national elections and stalling of the GM field trials in the state.

Score: +1

2.4.3 Relations with Public Sector Organisations

During the baseline, the CECOEDECON staffers said other than directly engaging with the government and elected representatives, they also work with Public Sector Organisations (PSOs) like NABARD and various state agencies to further the interests of their target groups in thematic areas of livelihood security, basic rights, economic justice and institutional development. These trends continued over the past two years and interaction with NABARD increased to facilitate micro-financing and development of SHGs in CECOEDECON's project areas.

The *Annual Report PIIRD April 2013 to March 2014* mentions that CECOEDECON received active assistance from government agencies on issues like anti-trafficking project in Kotkhwada, Chakus block. CECOEDECON personnel said that they: a) assisted the government departments in the implementation of the pension drive; b) collaborated with the Directorate of Soil and Water Conservation (DSWC) for watershed evaluation; c) worked with Aganwadi training centres with the support of ICDS, DWCD; d) organised trainings of trainers (ToT) for gender responsive governance with support of SIRD; e) their interactions with the Public Health Engineering Department (PHED) for the development of drinking water infrastructure increased over the past two years.

Score: +1

2.4.4 Relations with Private Sector Agencies

In 2012 CECOEDECON had said it works with private sector agencies like Suzlon Foundation, Sir Dorabji Tata Trust (SDTT), PepsiCo Foundation, ENI⁸⁶, Rathi Steel, American Express Bank, Polyglu etc on issues like rural development, healthcare and child development. In 2014, while the executive leadership asserted the situation in this regard has improved, the field staff said some of the former partnerships, like with SDTT, have ended and they are unaware of new ones. The programme managers qualified that new collaborations with smaller private sector companies like Sriram Limited, Sri Hari Limited have been forged. Other forms of documents and reports authored by CECOEDECON did not provide information about the status of projects with the new, smaller players but indicated that work with Suzlon Foundation is continuing.

Score: 0

2.4.5 Influence upon public policies, rules, regulations

During the baseline evaluation, CECOEDECON had listed a number of policy level successes, like cancellation of the state government's MoUs with GM seed companies, stalling GM field trials, resolving the land claims of Sahariya tribal groups, putting forth the demands of people before political parties

⁸⁶ ENI is an Italy based integrated energy company. Refer, http://www.eni.com/en_IT/company/company-profile/company-profile.shtml

prior to elections, and effective implementation of the PCPNDT Act (Pre-Conception and Pre-Natal Diagnostic Techniques)⁸⁷ and the Lok Seva Guarantee Adhiniyam⁸⁸.

In 2014, CECOEDECON personnel claimed to have continued their efforts to harness the changes achieved previously. For example, they said that CECOEDECON had sustained the campaign against GM field trials by keeping mainstream political parties in the state informed about the farmers' concerns against it in the wake of upcoming elections. This had ensured that the change in government post elections did not translate into a change on the decision to ban GM field trials. Also, the efforts of SVM in defending the reservations rights for Sahariya tribal groups saw it pursuing related land rights cases, campaign to improve PRIs also continued. Abolition of the discriminatory two child norm as an eligibility criterion to contest Panchayat elections remained an advocacy issue, as did the need for exclusive women meetings before the Gram Sabhas. The evaluators, however, have no evidence to substantiate whether or not any of the changes are indeed being implemented.

CECOEDECON's participation in consultative meetings and assistance in the drafting of, the State Girl Child Policy was listed as another achievement. The evaluators could not corroborate the degree of CECOEDECON's contribution to the process.

The *Annual Report PIIRD April 2013 to March 2014* mentions the inclusion of many of the demands listed in the People's Manifesto in the election manifestoes of mainstream political parties. Thirty nine of these demands were included in the election manifestoes of the two leading national political parties, BJP and the Congress.

Score: +1

2.4.6 Influence upon private sector agencies' policies, rules, regulations

During the baseline CECOEDECON had said they were not engaged in influencing rules, regulations and policies of the private sector agencies. In 2014, most of the respondents maintained this. The executive leadership, though, said CECOEDECON was influencing CSR (Corporate Social Responsibility) policies of private sector agencies to make them more development oriented; no specific instances were listed as substantiation of this claim.

Score: 0

2.5 Civil society environment

2.5.1 Coping strategies

During the baseline evaluations, CECOEDECON had listed the primary problems that changing environment had thrust their way: a) fund crunch; b) reduction in monetary support from international donors; c) changes in the Foreign Contribution (Regulation) Act 2010 (FCRA 2010)⁸⁹ which made getting foreign funding difficult; c) drought and attempts of the government to cut on relief work; d) resistance from the community and doctors when opposing female foeticide and child marriage. Particular mention had been made regarding the rising expectations of the new generation of development sector professionals which is making recruitment and retention of professional staff difficult.

⁸⁷ PCPNDT Act, 1994 is an Act of the Parliament of India enacted to stop female foeticides and arrest the declining sex ratio in India. The act banned prenatal sex determination. Refer, http://www.unicef.org/india/media_3285.htm

⁸⁸ LokSeva Guarantee Adhiniyam (Right to Service Act) in 2011. This act aims at a time-bound service delivery for 108 services by 15 government departments. Its 2008 campaign for a People's Manifesto was successful in that 22 of the demands in the Manifesto were included in the Indian National Congress (INC) party's manifesto for Rajasthan.

⁸⁹ FCRA 2010, an act to regulate the acceptance and utilisation of foreign contribution by certain persons or associations. Refer, <http://indianexpress.com/article/india/india-others/only-11-of-22-ngos-in-ib-report-are-fcra-compliant-none-filed-13-14-statement/99/>

As coping strategies, they had spoken of increasing the organisations' efforts to develop multiple sources of funding, donor education, use of laws and programmes like Right to Information, Right to Education, the rural employment guarantee Act MNREGA, Rajasthan's Right to Services Act etc.

CECOEDECON's evolving context over the past two years has seen most of its problems continuing, and some aggravated. The fund crunch persists, with many international donors withdrawing support, even base, from India. The FCRA is being implemented more sternly than was earlier by the newly elected centre-right BJP government. The government has, in fact, imposed a number of conditions on NGOs and foreign funders in an effort to restrict internationally-funded non-governmental activities on issues such as anti-GM campaigns among others. Another negative development reported by CECOEDECON's personnel is the shifting of the organisation's work from programme mode—which ensures holistic development—to project mode—which is more specific and narrow—due to funding problems.

However, some positive changes were also listed, like change in government rules to direct diversion of CSR funds from philanthropic activities to the development sector, which has helped generate new funding sources for organisations such as CECOEDECON. Further, 2014 being an election year had CECOEDECON actively engaging with different sections of society, political parties and the media in chalking out the People's Manifesto. According to the *Annual PIIRD Report April 2013-March 2014* CECOEDECON organised a series of media workshops at block level, which helped it and its CBOs establish genuine linkages with local media, which, in turn, assured the organisation of a positive coverage. Along with these, CECOEDECON staffers pointed out that the organisation and its associate CBOs have been successful in widening their resource base by increasing collaboration with government agencies and getting financial support from them.

Score: +1

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