

Terms of Reference

- 1. Formative evaluation of the Support to Emerging Local Governance in Syria (“Tamkeen”) Programme**
- 2. Feasibility study for and the design of an ongoing Outcome Evaluation of the Support to the Emerging Local Governance in Syria (“Tamkeen”) Programme**

Introduction

1. The Department for International Development (DFID) seeks an evaluation team with extensive skills and experience in the design and implementation of high-quality evaluations in fragile and conflicted-affected states (FCAS), to conduct two pieces of work in relation to the Support to Emerging Local Governance in Syria programme (now referred to as “Tamkeen”) in moderate-controlled and contested areas in Syria. The **first piece of work is to conduct a formative evaluation** of the programme in pre-existing projects locations. The **second piece of work is to carry out a feasibility study and develop a design for an ongoing outcome evaluation**, most likely focusing on both new and existing project locations. This is an exciting opportunity to develop an innovative methodology/design to address the significant challenges of evaluating programme outcomes in the changing and challenging context of Syria. DFID are very interested in hearing from suppliers with creative solutions. As the evaluation team requires both significant experience in the design and implementation of high-quality evaluations and the development of innovative, robust methods, as well as an ability to conduct to high-quality research in Syria, it may be appropriate for suppliers to form consortia to bid for this contract.
2. The two pieces of work should take place simultaneously. **If DFID judge the proposed design for the ongoing outcome evaluation to be feasible, relevant and high quality, it is highly likely that the contract will be extended to enable the selected evaluation team to implement an ongoing outcome evaluation.** The feasibility study/design report for the ongoing evaluation will be submitted part way through the implementation of the formative evaluation to help enable a timely decision around contract extension. If the decision is taken to extend the contract to cover the implementation of the ongoing evaluation, fieldwork may begin before the formative evaluation is completed. This should be considered and reflected in the proposed workplan and resourcing for this contract.

Context and Background

3. There are significant security risks of working within Syria and in neighbouring areas. DFID places the upmost importance on security and assessment and mitigation of risk in this context. The successful bidder will demonstrate how they

will manage security throughout the contract and ensure that resources are appropriately allocated to security and risk management. Please see the Duty of Care and Risk Management section of this ToR for more details.

4. The UK has committed funds from the Syria Conflict, Stability and Security Fund (CSSF) to the Tamkeen project. The project aims to increase support/expectations of the use of good governance practices in the delivery of services, and to lead to entities adopting good governance practices in communities in opposition controlled and contested areas of Syria.
5. The Syria CSSF aims to strengthen the capacity of moderate structures and institutions so that they are increasingly recognised within Syria and internationally as more able to deliver services that meet Syrian needs. This reflects wider UK strategy to reduce the impact of the conflict upon Syrians, increase the legitimate authority of moderate voices and make effective practical steps to establish the conditions for a political settlement to the conflict in Syria.
6. The Tamkeen project's current funding covers the period of November, 2013 to July, 2016, and is co-financed by the European Commission (EC). The project's total budget throughout this period is approximately £18m. The European Commission will be involved in this evaluation and has been consulted in the development of these terms of reference.

The intervention is implemented in project cycles. The second cycle will end in May, 2015. A third cycle will take place from June, 2015 to November 2015 and a fourth cycle from December, 2015 to July, 2016. Decisions around the funding of cycles beyond the fourth cycle will be taken by DFID in Autumn, 2015.

To date the intervention has identified and engaged with 19 communities in opposition controlled and contested areas of Syria (in the Governorates of Aleppo, Idlib, Rural Damascus and Daraa). Tamkeen Committees (TCs) have been set up to identify local needs across a range of sectors¹ and to help meet these needs by delivering services according to specific guidelines and rules. These committees have been sustained in 19 communities. Following the selection of Tamkeen Committee members, the Tamkeen Committee is trained in programme cycle management (including assessment of community needs, costing, procurement and financial management). They are also trained in monitoring and evaluation and asked to complete an evaluation report (including beneficiary feedback) at the end of each cycle. The training should facilitate the committees to set up and conduct inclusive, transparent and accountable processes through which they can meet the needs of the community.

Whilst Tamkeen's primary objective is not conflict reduction, it aims to integrate conflict sensitivity and 'do no harm' principles to avoid the intervention exacerbating local conflict dynamics. By providing consultation mechanisms among community members, it seeks to make a contribution to dialogue and the

¹ Governance, infrastructure, health, education and livelihoods

peaceful resolution of differences within the community. In such a way, the project reflects wider Syria CSSF objectives of increasing the capacity of moderate structures and to reduce the impact of the conflict upon Syrians.

The proposed intervention aims to strengthen governance structures by operating on two levels: at the community level, through improving local service delivery; and at the programmatic level, through improving capacity and demand for good local governance. Reflecting overall objectives of the Syria CSSF, the project is increasingly trying to link into higher moderate governance structures such as provincial councils and the Syria Interim Government (SIG).

Intended impact: Communities in opposition-controlled areas support/expect the use of good governance practices in the delivery of services, and entities adopt good governance practices.

Intended outcome: Tamkeen Committees demonstrate the mainstreaming of good governance practices and principles (including transparency, accountability and participation) into effective and successful service delivery activities.

Intended outputs:

- (i) Formation of participatory bodies strengthens collective engagement between local stakeholders
- (ii) Tamkeen Committees are able to assess, plan, budget and facilitate delivery, and provide oversight of funds and delivery of essential services in response to beneficiary needs
- (iii) Tamkeen Committees are better able to monitor and evaluate their service delivery especially in relation to how they are meeting the needs of the community
- (iv) Women have meaningful involvement in leading and influencing projects including monitoring and evaluation

7. The Theory of Change for the project² is:

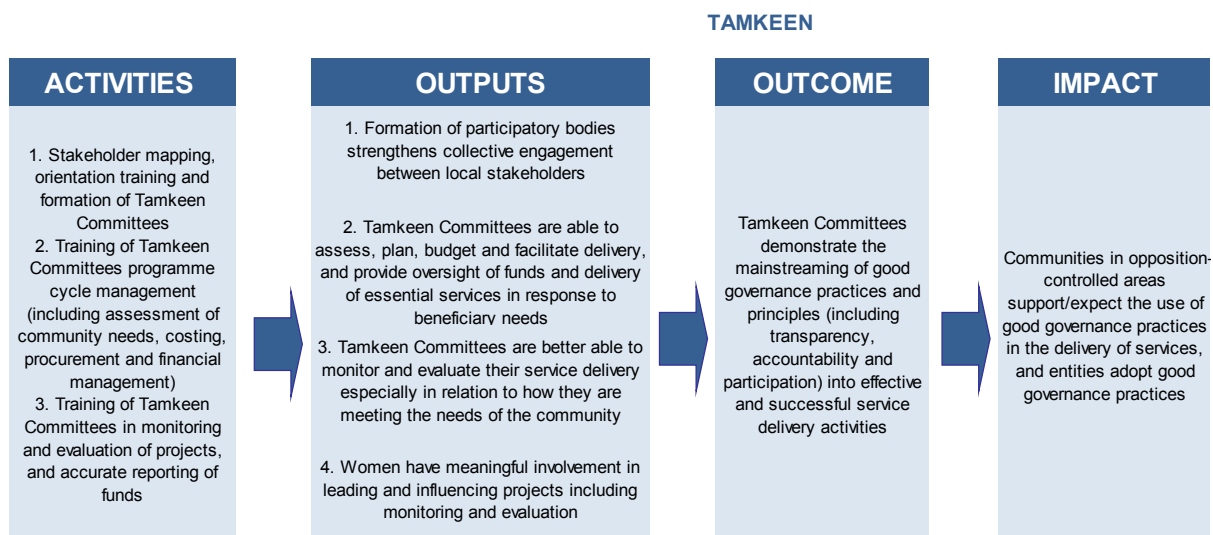
If local capacities for delivery and management of essential services can be maintained and strengthened in opposition and contested areas, then the local population is less likely to be displaced or to become dependent on humanitarian relief, and will feel reassured that institutions other than those controlled by the Syrian Government, or extremist Islamic groups, are capable of meeting the needs of the population.

If communities experience positive benefits of more local, participatory and accountable forms of governance, then the popular expectations of and support for a democratic political transition may grow and citizens and civil society will be more experienced to better articulate demands during any future political transition.

² Please note that following the Annual Review the project's theory of change may be reviewed. Any revised version will be made available to the evaluation team during the formative evaluation's inception phase.

Please see the ITT pack for a more comprehensive version of the theory of change.

8. The following results chain summarises the process from project activities through to the intended impact.



9. The project is delivered in the following sequence:

- A. Identify and select areas of operation and local needs (in consultation with HMG/EC/Syrian structures).
- B. Local field officers are recruited and trained to identify needs, stakeholders and drivers of conflict within project communities. Field officers implement and monitor the programme.
- C. Tamkeen Committees are established in each location (population size of communities range between 10,000 and 40,000 people). Tamkeen Committees prioritise basic services and ensure that they are delivered. Each Tamkeen Committee is linked to a sponsoring Local Administrative Council (LAC) and most members of the Tamkeen Committee are put forward by the Local Council for the area. The number of members put forward is based on an assessment of the legitimacy of the Council; the higher the legitimacy, the more members put forward. The remaining members of the Committee are drawn from effective NGOs and civil society organisations in the local area.
- D. Changes in capacity and legitimacy of the Tamkeen Committee are tracked using a Governance Framework. Tamkeen Committees receive capacity building training in needs identification, project prioritisation, planning, budgeting, financial management and accountability processes. Local Councils may also benefit from this training.
- E. The Tamkeen Committees aim to deliver basic services effectively and with accountability, inclusiveness and transparency. This may provide a mechanism for the Local Administrative Council to improve internal capacity and strengthen

their service delivery systems and facilities. This in turn may result in the local council having an increased legitimacy in the community.

- F. The project team develops Basic Packages of Services (BPS) including on infrastructure and governance (Cycle 1) plus education and health (introduced in Cycle 2). Basic services supporting livelihoods are to be included under Cycle 3. These are pre-designed and pre-priced menus of services (with budget ceilings) that can be delivered swiftly.
- G. Funding cycles (comprising five months of spending preceded by several months of preparatory planning activities) which reward positive performance are provided for service delivery implementation.
- H. Tamkeen Committees (as well as the project team) are strongly encouraged to coordinate, formally and informally, their activities with other existing governance structures such as Provincial Councils, the Assistance Coordination Unit (ACU), and the relevant interim or transitional Government ministries.
- I. Tamkeen Committees monitor projects in their community and are asked to submit monitoring reports during project implementation (usually 3-4 reports). They also conduct an evaluation of the services delivered at the end of each cycle including collecting beneficiary feedback. The Tamkeen Committees are asked to share results of their evaluation with their communities. This monitoring and evaluation process is not used to evidence outputs and beneficiary outcomes, but rather to build the capacity of Tamkeen Committees to monitor, evaluate and share results with the community.
- J. Field Officers and Finance Field Officers verify if project outputs have been delivered, reporting on these monthly.
- K. An internal end of cycle evaluation is conducted by the Tamkeen programme to try to understand project impact, effectiveness and develop lessons learned. This evaluation has been conducted for Cycle I. This includes beneficiary and stakeholder interviews conducted by Field Officers in Syria, and interviews with programme staff. A summary of the report is translated into Arabic and shared with Tamkeen committees in Syria.

Security Risks to the Project

- 10. The project is managed in Syria, an active conflict zone. This means that a very high level of care needs to be taken to ensure the protection of those implementing inside Syria and in neighbouring areas who could, due to working on a UK Government funded project, come under attack from actors in the conflict. Due to this risk, this ToR does not include the locations that the project is working on, as this would be inconsistent with duty of care to Syrian implementers. This information will be shared with successful bidders.

Deliverable 1 – Formative Evaluation in cycle 1 and cycle 2 locations

Purpose

11. The **purpose** of the formative evaluation is to better understand what outcomes (both intended and unintended) are being achieved by the Tamkeen project. The findings will help to inform future programming decisions in DFID's Syria Team. The formative evaluation should also assess which contextual variables appear to facilitate or prevent progress towards achieving project outcomes.
12. DFID's Syria Team is the primary stakeholder for this evaluation. The formative evaluation should enable the team to make evidence based decisions in response to the following questions:
 - Does the Tamkeen project appear to be making progress in achieving its stated outcomes?
 - In the event of a continuation of funding future cycles of the Tamkeen programme, are there any recommendations on how the programme can be adapted to improve effectiveness and progress towards meeting outcomes?
 - Should the programme's focus be changed to expand into or exclude certain sectors/geographies?

The answers to these questions will help inform strategic decision making by the Syria Team around funding and design of future project cycles, for example, does the programme need to better reflect the needs of women and vulnerable groups, and how could it do this?

13. DFID teams working in fragile states are secondary stakeholders of this evaluation. The evaluation should provide some evidence to support teams to make evidence-based decisions in relation to the following question:
 - What combination of external factors and elements of the intervention may be required to maximise the potential for piloting or implementing in full this programme in other (comparable) fragile states?
14. Due to the poor access to Tamkeen project locations within Syria, the formative evaluation will also be the first time that project outcomes are assessed by an independent third party. The evidence base for this type of intervention over the long-term is relatively poor. As such, the formative evaluation has both a learning and accountability purpose.

Scope

15. The **scope** of the formative evaluation is as follows:
 - Tamkeen cycle 1: 8 communities

Intervention dates June 2014 to Nov 2014
Sectors: Infrastructure, Governance

- Tamkeen cycle 2: 19 communities (original 8 plus 11)
Intervention dates Dec 2014 to May 2015
Sectors: Infrastructure, Governance, Health and Education

Of the 19 communities where the intervention was implemented in cycle 1 and 2, we expect a maximum of half of the communities to be included in the evaluation. Suppliers should make a proposal on how many communities they plan to include in the evaluation based on what they perceive is feasible and desirable based on the available budget and the ability to gain a diversity of respondents and viewpoints within and across the communities. DFID have worked with the implementers to develop criteria to guide sampling of the communities for the formative evaluation. This includes geographical area, access (both within Syria and from outside of Syria) and level of conflict – please see table below. Where possible, bidders should take this into account whilst designing their sampling methodology. Once the evaluation team has been selected, DFID and the implementing partners will share further information on the list of locations/these criteria. DFID will consult with the evaluation team to help ensure that the selected communities are as representative as possible whilst also feasible locations for fieldwork.

Governorate	Project cycle	High levels of conflict	Most poor	Proscribed group risk	Low accessibility (from outside Syria)	Low accessibility (from inside Syria)
1	1	No	No	No	Yes	No
1	2	No	No	No	Yes	Yes
1	2	No	No	No	Yes	Yes
1	2	Yes	No	No	Yes	No
1	2	Yes	No	Yes	Yes	No
2	1	No	No	No	Yes	No
2	2	No	No	No	Yes	No
3	1	No	No	No	No	No
3	2	No	No	No	No	No
3	2	No	Yes	Yes	Yes	No
3	2	No	Yes	Yes	Yes	No
3	2	No	Yes	Yes	Yes	No
4	1	No	No	No	No	No
4	1	Yes	No	No	No	No
4	1	Yes	No	No	No	No
4	2	No	No	No	No	No
4	2	Yes	No	No	No	No
5	1	No	Yes	No	Yes	No
5	1	Yes	Yes	No	Yes	No

It is possible that the list of cycle 1 and 2 communities may be reduced further due to external factors largely outside of the project's control. If this is the case DFID

alongside the programme implementers will discuss with the evaluation team if it is still feasible to conduct the evaluation in any such communities.

16. The following cycle and issues are **outside of the scope** of the evaluation:

- The 10 new communities being introduced under cycle 3
Intervention dates June, 2015 to November, 2015
Sectors: Infrastructure, Governance, Health, Education and Livelihoods
- Assessing the impact of the Tamkeen programme on:
 - the practice of democratic forms of governance at the non-localised level
 - the impacts of service delivery on the health and wellbeing of citizens
 - conflict reduction
 - communities outside of the project locations
- All UK support to Syria beyond the Tamkeen programme both within and outside of the Syria CSSF, e.g. humanitarian aid, Civil Defence, Security and Justice, the Syria Recovery Trust Fund and the Assistance Coordination Unit. The UK has allocated £732 million of humanitarian aid to Syria and the region since the start of the crisis, of this £378 million was programmed inside Syria.

Objectives

17. In order to make informed decisions listed under the purpose section, the formative evaluation has four objectives:

- A. To assess progress to date of the Tamkeen programme against its stated objectives at output, outcome and impact level, and broader DAC criteria, where relevant.
- B. To assess if there is evidence of any unintended consequences of the Tamkeen project within the communities it operates.
- C. To improve understanding around which elements of the intervention are working well and why. To understand which elements of the intervention are failing to fully deliver and why.
- D. To improve understanding around the external context in which programme delivery is successful. To understand the external context in which the programme fails to fully deliver.

Evaluation Type

18. This evaluation will be conducted during the course of the implementation of the programme and includes data collection at one time point only. The evaluation is as such **primarily a formative evaluation**.

19. Given that the programme has been rolled out in distinct phases that are referred to as cycles, the evaluation will also look to make **some summative conclusions** about the completed Cycles 1 and 2. It is likely that some of the outcomes of either cycle may not yet have been fully realised despite the completion of the cycles. We do not expect the formative evaluation to be able to make summative conclusions about cycle 3.
20. The evaluation may also be described as a **Theory Based Formative Evaluation**, which assesses key preliminary outcomes and outputs (for cycles 1 and 2) and seeks to understand the linkages in the theory of change from inputs to processes to outputs and onto outcomes.
21. The formative evaluation is not an impact evaluation and as such will not be expected to use rigorous scientific methods to arrive at robust statements of attribution at the impact or outcome level through randomised control or the comparison to a counterfactual group. However, the evaluation will provide a depth of analysis that establishes the importance of the programme in enabling results to be achieved at the outcome level.

Evaluation questions

22. The evaluation will answer the following proposed set of questions.
DFID is open to bids which suggest alternative or expanded questions that may better meet the evaluation objectives.

Output level
How are the Tamkeen Committees established? How representative are committee members of the communities they intend to represent ³ ?
How are decisions made and implemented within the Tamkeen Committees? What is the role of women in decision-making and implementation?
Outcome level
How do community members experience the establishment of the Tamkeen Committees? Do community members think that they are established in a transparent and participatory way? Does this experience vary between different groups, including women?
How do community members experience the services delivered by the Tamkeen Committees? Are they aware of them? Are they able to access them? Do they meet the needs of different groups in the community? Do community members think that the services are good quality? Do experiences and perceptions vary between different groups, including women?
How do community members experience the governance structures of basic services through the Tamkeen committee, for example, the processes by which services are selected, procured, delivered, monitored and evaluated? Do experiences vary between different groups, including women?
Is there evidence that the Tamkeen project is having other (both intended and unintended) effects on communities in moderate-held areas in Syria? Is there evidence of different effects on

³ Whilst Tamkeen Committee members are not necessarily intended to be representative of the communities they represent, DFID is interested in understanding the extent to which they are representative and how this may influence programme outcomes.

different groups, including women?
What is the impact of the project on local conflict dynamics, and how have local dynamics impacted on the project ⁴ ?
Impact level
Is there evidence that the Tamkeen project is achieving or on the way to achieving higher-level impact in project locations, for example: <ul style="list-style-type: none"> • Improving the legitimacy of moderate structures⁵ • Increasing the demand for more transparent, accountable and participatory forms of governance • Improving the governance practices of other local entities, for example, local councils or NGOs, including in surrounding areas?
Contextual Factors
What are the key factors which have led to (i) successful implementation of basic services in line with good governance principles, and (ii) progress in achieving project outcomes?
What are the key factors which have prevented/delayed (i) successful implementation of basic services in line with good governance principles, and (ii) progress in achieving project outcomes?

23. The evaluation should explore “why/why not” in relation to the questions above.

24. Reflecting the contextual questions above, the formative evaluation should produce a context analysis of the relevant external factors to the delivery of outputs and outcomes. This is important for increasing external validity so that the findings can be used appropriately in the changing Syria context and in other fragile and conflict affected states.

25. The role of women and vulnerable groups, for example, internally displaced people, should be given significant consideration when refining/responding to the evaluation questions and developing the evaluation methods and tools. Conflict sensitivity should also be considered. Whilst Tamkeen’s primary objective is not conflict reduction, it aims to integrate conflict sensitivity and ‘do no harm’ principles to avoid the intervention from exacerbating local conflict dynamics. By providing consultation mechanisms among community members, the intervention seeks to make a contribution to dialogue and the peaceful resolution of differences.

The Recipients and Audience of the Evaluation

26. The primary recipients of the evaluation are DFID’s Syria Team.

⁴ This should ideally be considered throughout project implementation cycles, for example, during the design phase, Tamkeen Committee member selection, procurement and implementation.

⁵ Moderate structures may be defined at the Tamkeen Committees, Local Councils, Provincial Councils or the Syria Interim Government.

27. Primary audience:

- Funders of the programme - HMG (Syria CSSF including representatives from DFID, FCO (Foreign and Commonwealth Office) and MoD (Ministry of Defence), and the EC.
- Implementing Partners

Secondary audience:

- DFID staff designing programmes in fragile and conflict affected states
- Other donors active in the non-humanitarian response in Syria and other fragile conflict affected states

28. The evaluator will be expected to deliver a presentation to the implementing partners and the project funders UK CSSF and the EC after the final report. DFID, in consultation with the EC and the implementing partners, will provide the successful bidders with a list of invitees.

29. Due to the sensitivities of the crisis within Syria, aspects of the evaluation may remain confidential for security/ethical reasons – but this will only be where safety may be compromised if information were to be in the public domain. Therefore, if required, a restricted annex of the report will be produced and shared with EC, UK CSSF and the implementing partners. In accordance with our commitment to transparency, the non-restricted elements of the report will be published on the DFID or HMG website.

Security Situation and Implications for Methodology

30. The Syria crisis is taking place in a complex political, geographical and humanitarian environment which presents a number of challenges to the evaluation which the team will need to be prepared to work with. We expect tender documents to carefully consider the feasibility of the design of the formative evaluation. If it is deemed unfeasible to collect reliable data to answer the proposed evaluation questions in this ToR, then the evaluation questions may be amended during the inception phase in agreement with DFID and the EC.

31. This means that in relation to the collection of primary data the bidders will have to consider carefully:

- a. Risks to staff collecting data inside Syria (we expect that all data collection staff will be Syrian - international staff should not enter Syria to take forward this evaluation).
- b. Suspicion of data collectors by beneficiaries and therefore unwillingness to provide information to any staff inside Syria.
- c. Syria is an active conflict zone where there are a large number of armed actors and the conflict lines are continually shifting.
- d. The sensitive nature of some of the topics that the evaluation is interested in (for example, around good governance) may put respondents and data collectors at risk and/or lead to constraints in being able to collect reliable data.

- e. Challenges in selecting research participants within the project communities that represent the diversity of the community and the views within the community, including women and vulnerable groups.
32. Taking the above considerations into account, the evaluation team should think innovatively and propose an appropriate methodology and solutions about how data can be collected and quality assured to a high standard.

Design and Methodology

33. Evaluation providers should demonstrate how their proposed methods will:

- a. Meet recognised international standards (e.g. OECD-DAC Quality Standards)
- b. Do no harm and be conflict sensitive

‘In situations of conflict and fragility, donors can do harm in almost as many ways as they can do good. Any intervention, policy or position can have unintended consequences. We need to take care to maximise our positive and minimise our negative impacts.’

For further guidance please consult

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/67696/summary-note-briefing-papers.pdf

34. Interested suppliers are invited to propose an evaluation design and methodology. This should include:

- A clear design including proposed methods, tools and techniques
- Reference to international standards that will be used
- An evaluation framework
- A proposed timeline, including reference to how many days are allocated to each activity within the evaluation
- Transparency over design limitations including those around making wider inferences, and the extent to which evaluation objectives can be met
- The proposed sample within project locations and details on how the study participants will be selected within communities to ensure sufficient diversity
- Details on how the evaluation team will quality assure the evaluation from start to finish
- Details on how the evaluation team will ensure that ethical standards will be upheld throughout the evaluation
- An analysis strategy including proposed techniques on data processing, analysis and interpretation, and how the evaluation team will assess the contribution of the Tamkeen programme to achievement of outcomes and triangulate different sources of data
- A dissemination strategy

35. DFID envisions that the formative evaluation will mostly (if not entirely) use qualitative methods for primary data collection. However, proposals should state which methods, tools and techniques the evaluation will use to help address the challenges of collecting reliable data, especially on more challenging issues. It should draw on existing data sources where available. In consultation with DFID

and the implementing partners the evaluation team will make a sound assessment as to which project locations it is feasible to collect data within. Large scale primary data collection of quantitative data is neither feasible nor desirable for this formative evaluation. Suppliers should spell out with adequate detail the approach and methods which they believe will most effectively and efficiently meet the purpose of the study within the time and budget available. The successful supplier will take forward a short inception phase (4 weeks) where they will refine their proposal in consultation with the DFID technical lead, the evaluation steering group, and other relevant stakeholders.

36. DFID expects a design that is sufficiently robust for the decisions outlined in the purpose to be made with confidence. Given the constraints on the collection of quality data and the changing environment in which the programme operates, we expect a design that is appropriately flexible and pragmatic.
37. DFID recommends that proposals incorporate the following in their methodology. However, we are open to additional and alternative recommendations from suppliers.
- An initial desk-based review of existing reporting and reviews of the Tamkeen project, complemented by interviews with key HMG staff based in London and in the region
 - Qualitative interviews with Tamkeen staff including Syria-based staff working on the programme
 - Qualitative interviews with Tamkeen Committee members in selected locations.
 - Primary collection of data at the community level in selected locations.
 - Key informant interviews with third parties with knowledge of the programme, if relevant.
38. The use of experimental and quasi experimental methods is challenging in this context, and we are therefore not expecting them to be included in the proposal for the formative evaluation.
39. There are significant challenges to ensuring the development of high quality data collection tools and the collection of robust data in Syria, especially due to very limited access to locations within Syria creating increased challenges for quality assurance. Bidders should outline how both internal and external validity could be maximised within the given constraints, and how they propose to develop tools and monitor data collection within Syria. Innovative ideas to overcome challenges will be especially welcome.
40. We expect proposals to include details on how data will be collected, stored and managed securely, especially in view of security risks and the proximity of armed actors to project locations. DFID will own all data generated by the evaluation and will receive full datasets.
41. Proposals should also include details of the analysis strategy; which analysis techniques the evaluation team will apply, how will they try to assess contribution

of the Tamkeen programme through the analysis and how they plan to triangulate different sources of data.

42. The evaluation should ensure that it adheres to the ethical evaluation policies of DFID (www.gov.uk/government/uploads/system/uploads/attachment_data/file/67483/dfid-ethics-prcpls-rsrch-eval.pdf), and proposals should include reference to any further ethical considerations in light of the ongoing conflict in Syria.
43. Proposals should consider conflict sensitivity in the design and implementation of the evaluation, and how the evaluation team can mitigate potential risks of worsening the conflict locally and the conflict affecting the evaluation.

Data Available

44. Given the challenges of primary data collection in Syria, it is important that the evaluation team reviews existing data and uses for triangulation purposes, where possible, to respond to evaluation questions.

Available data includes:

- Implementer data collected for monitoring and reporting purposes. The majority of the data reporting to the logframe is currently quantitative, collected by local project field officers within a limited sample of community beneficiaries. There is very limited independent verification of this data. The implementing partners are currently assessing how they can improve the collection of beneficiary feedback.
- This includes data on basic services delivered, simple quantitative measures of level of beneficiary satisfaction with the services and awareness of the Tamkeen committees and their governance processes within communities. Data is disaggregated by gender.

Process

45. DFID and the implementers will seek to facilitate access to stakeholders who have direct links with the programme and those who play a political role, but it is likely that the evaluation team will have to make direct approaches to other stakeholders and beneficiaries who are within the scope of the evaluation. Proposals should also include details on plans to identify respondents at community level; trying to ensure that respondents are as representative of communities as possible, whilst recognising constraints, especially in relation to security.

Reporting and outputs

46. Timelines

We expect the inception phase to be complete four weeks after the contract is signed. To ensure that timelines are adhered to, DFID will expect to approve this within a week of delivery; minor amendments pending.

The table below sets out some broad proposed timelines for the formative evaluation. Proposals should include a more detailed proposed timeline for the evaluation based on what is feasible in order to be able to deliver the evaluation to a high quality. Proposed workplans should include the number of days allocated to each activity. Proposals should also state how many team members will be working on each activity.

Formative Evaluation Activity	Completed by
Inception phase including desk review of existing reporting and data, and inception report	Mid-August, 2015
Inception report signed off	Late August, 2015
Development of tools, and data collection	November, 2015
Topline findings presented	November/December, 2015
Final report	January, 2016
Presentation to key stakeholders of evaluation	February, 2016

Outputs

Inception report

47. The evaluation team is responsible for designing the evaluation, working closely with DFID's technical lead and the evaluation steering group to ensure that the evaluation framework and design meets DFID's needs and standards. In developing the bids, potential suppliers should establish the feasibility of their proposed design. Once contracted, the successful bidder will then be able to refine the design and some amendments may be made if the original proposed design is no longer feasible under changing circumstances.
48. The evaluation provider will include a set of questions to be answered, using the evaluation questions put forward in this ToR as a starting point. The Inception Report will contain the following and will be submitted to DFID no longer than 4 weeks after contracting:
 - Refined methodology including detailed sampling plan
 - Final Work plan, including a clear allocation of days per activity
 - Quality assurance plan
 - Comprehensive risk register
 - Communications plan
 - Analysis and reporting plan
49. At the end of the Inception phase there will be a Break Point to review Inception Outputs. Progress to the Implementation Phase will be subject to the satisfactory performance of the Service Provider, delivery of Inception Outputs and the continuing needs of the Programme.

Implementation:

50. The implementation cycle will take place in London, Turkey, Jordan and Syria. It will include the development and finalisation of data collection tools, data collection, and analysis and interpretation of data. The evaluation team will be required to share updates with the evaluation's steering group and to be regularly in contact with the technical lead.

Presentation of Topline Findings

51. To help inform decision-making around programme funding and programme design, the evaluation team will present topline findings from the evaluation to DFID and other key stakeholders. During the inception phase DFID and the supplier will discuss and agree upon a timeline for this, based on what is feasible in terms of allowing sufficient time for preliminary analysis and what is appropriate to help inform DFID decision making.

Final Report

52. The evaluation team will submit a final report. The main body of this report will be no longer than 30 pages. In addition there will be a 2-4 page executive summary. If necessary a restricted annex will be produced (no longer than 10 pages). DFID will provide clear instructions on what should be restricted. Data classified as restricted will include that which pertains to specific locations and could put partners at risk. DFID will retain the copyright for the reports and data produced as part of this contract.

Workshop with Key Stakeholders and the Implementing Partners

53. Following agreement on the final report the evaluation team will take forward a workshop on lessons learned with implementing partners, DFID, FCO, MoD and the EC.

Quality Assurance

54. The formative evaluation's final report will pass through DFID's external Specialist Evaluation and Quality Assurance Service (SEQAS). SEQAS will assess the quality of reports and provide recommendations for improvement. The SEQAS quality assurance will add 3 to 4 weeks into the timetable at the final report stage. Following this process, the evaluation team will be expected to revise the report based on comments from SEQAS, DFID and the EC.

Deliverable 2 – Feasibility Study for and the Design of an ongoing Outcome Evaluation

55. DFID realises that the formative evaluation will offer limited information on the outcomes and the impact of the programme, due in part to the timing and scope of the evaluation as well as its likely design. As such, we require the evaluation team to also assess the feasibility of conducting an ongoing outcome evaluation, and develop an appropriate design. The development of the design will take place simultaneous to the implementation of the formative evaluation, in consultation with DFID's technical lead.
56. The feasibility study/design should examine the options for an evaluation which build on the formative evaluation (Deliverable 1). The dual purposes of the evaluation would be for accountability to funders and beneficiaries and for wider organisational learning. The evaluation should aim to provide a higher level of evidence than the formative evaluation to support decision-making around rolling out the Tamkeen programme further in Syria as well as in other fragile, conflict-affected states. As well as answering similar questions to the formative evaluation, this evaluation would ideally also be able to make an assessment as to what scale is required for the Tamkeen project to start achieving higher-level outcomes outside of the communities it immediately operates within/a significant proportion of opposition-controlled areas in Syria. This is especially relevant because as the project expands it plans to do so within geographical clusters.
57. The feasibility study/design should explore how best to build a stronger evidence base for the programme on an ongoing basis. It should assess to what extent it is feasible and desirable to collect data on stated programme outcomes at the beginning and end of future potential implementation cycles (in particular cycle 4 locations). If funding is approved for cycle 4, implementation would begin in December, 2015. The feasibility study/design should also consider possible future data collection in locations in a potential cycle 5 and beyond.
58. As implementation for cycle 4 would begin in December, 2015, a decision on whether to proceed with an ongoing evaluation incorporating cycle 4 locations would be taken as early as possible, ideally in September, 2015. If DFID judged the proposed design to be feasible, relevant and high quality (in terms of methodology, workplan and budget), the contract will be extended to enable the selected evaluation team to implement the ongoing outcome evaluation. If the proposed design included developing a baseline in new locations, we hope that this would allow sufficient time for the full development of tools and methods for conducting a baseline in cycle 4 locations. However, this does not suggest that proposed designs must incorporate baselines and/or quantitative data collection. It is likely that DFID would only initially contract the ongoing outcome evaluation to cover the time period until after the end of cycle 4, due to the fact that a decision relating to funding of cycles beyond cycle 5 will not be made until Autumn, 2015. If funding for future cycles is approved, however, it is likely that the contract will be extended to enable future data collection in cycle 5 and pre-existing locations. We recognise that this is not the ideal context in which to design an evaluation but this will nevertheless need to be considered in the

evaluation design, workplan and resourcing. It should be noted that potential cycle 5 locations will be identified by the implementers by August, 2015, so if funding for this cycle is approved it may be possible and desirable to collect data in these locations before the end of 2015.

59. Building upon the formative evaluation, the design for the ongoing evaluation should also consider how best to continue to assess outcomes in cycle 1 and 2 locations, as well as cycle 3 locations.
60. The ongoing evaluation will not necessarily need to cover all locations in any cycle but locations should be sampled according to appropriate criteria.
61. We recognise that there are operational constraints relating to this programme, including the limited ability to randomly allocate the programme treatment. Therefore, certain experimental or quasi-experimental methods may be ruled out. However, since the programme has staggered implementation, there may be options for using this in an experimental evaluation design, for example, a stepped-wedge design.
62. The feasibility study should consider to what extent it is feasible to develop valid quantitative measures for outcomes of interest to the project (especially given their relatively sensitive nature). The evaluation team may wish to develop and pilot some quantitative measures with a limited sample during the formative evaluation to help ascertain this. It is highly likely that it will not be possible to achieve a random, representative sample. Similarly, given severe limitations around large-scale quantitative data collection in Syria, it may not be possible to deliver samples that are statistically powered to effectively track changes over time or between locations.
63. DFID is very interested to hear creative and innovative ideas on how to design the ongoing evaluation. A range of non-experimental methods will be considered and a design may employ at least two complementary methods to enable triangulation.
64. DFID's technical lead will work closely with the evaluation team to discuss feasibility of any proposed designs before the team submit the final feasibility study/design report. The project implementers will also be available for consultation with the evaluation team and to provide comment on feasibility and information on project locations.

The Recipients and the Audience of the ongoing Outcome Evaluation

65. As the purpose of the ongoing outcome evaluation would be to provide a stronger level of evidence in terms of outcomes achieved by the Tamkeen project in Syria, the primary audience and recipient of the evaluation would be DFID's Syria team, with DFID teams working in fragile states as important secondary stakeholders. The evaluation should support teams to make evidence-based decisions in relation to the following question:

Should the programme be piloted or implemented in full in other fragile states, or in which contexts should the programme be piloted or implemented?

Final Report for feasibility study/initial design

- 66. The main body of this report will be no longer than 15 pages. In addition there will be a 1 to 2 page executive summary. If necessary a restricted annex will be produced. DFID will provide clear instructions on what should be restricted. DFID will retain the copyright for the reports and data produced as part of this contract.
- 67. The design report should detail proposed study locations, sample sizes, methods and tools, budget, timeframes, analysis strategy, dissemination plan and quality assurance processes.
- 68. The final report would ideally be available by late September, 2015

Duty of Care

- 69. Duty of Care is a legal obligation and under DFID's policy on Duty of Care, the lead supplier is responsible for the Duty of Care of all supplier personnel (including employees, subcontractors and agents) including making the appropriate security arrangements to protect their safety and wellbeing. Suppliers must comply with the general responsibilities and duties under relevant health and safety law including appropriate risk assessments, adequate information, instruction, training and supervision, and appropriate emergency procedures. These responsibilities must be applied in the context of the specific requirements of the contract. Proposals should demonstrate how suppliers are capable of taking responsibility for duty of care within the contract. For further details please see DFID's policy on Duty of Care:
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/137565/DFID-duty-of-care-suppliers-note.pdf.

Risk management

- 70. The supplier will be expected to set out their understanding of the most important anticipated risks, with an explanation of their mitigation strategies in a full risk register.
- 71. As part of this careful management of sensitive data and support for those handling this data will need to be taken forward and there should be a sound process for doing this.

Budget and payment for both deliverables

- 72. A maximum budget of £200,000 is available for this contract (deliverables 1 and 2). Subsequent extensions to the contract could increase the contract's value to above £500,000. Proposals should demonstrate how they can achieve value-for-money whilst ensuring risks are well managed and mitigated, and the evaluation

receives a high level of quality assurance and the upholding of ethical standards from beginning to end. Suppliers may also include an appropriate output-based payment structure in their proposals. It is important that the budget breakdown clearly reflects that an appropriate number days has been allocated to each key activity/different stages of the evaluation.

Evaluation Governance Arrangements

73. The evaluation will be supported by the following governance arrangements:

Role	Responsibilities
DFID Project Manager DFID technical lead (Evaluation Adviser)	<ol style="list-style-type: none"> 1. Ensuring that appropriate resources are committed to the evaluation 2. Dealing with contractual issues 3. Ensuring the information necessary for the evaluation is made available to the evaluators and facilitating contact with key stakeholders and implementers, where appropriate 4. Sharing security information with the evaluator, as appropriate 5. Liaising with the evaluation team to ensure that the evaluation timetable is kept to 6. Submitting evaluation documents to SEQAS, where appropriate 7. Obtaining DFID's management response to evaluation findings 7. Working closely with the evaluation team to refine the formative evaluation's design during the first month (inception period) 8. Working closely with the evaluation team on the feasibility study and design of the ongoing evaluation. Obtaining a timely response to the feasibility study/design for the ongoing outcome evaluation report 9. Publishing evaluation findings, as appropriate
Evaluation team	<ol style="list-style-type: none"> 1. Ensuring the evaluation stays on track, meets its objectives, and is delivered on time and within budget 2. Quality assuring the development of tools and data collection, analysis and interpretation 3. Duty of care of all on the evaluation delivery team
Evaluation Steering Group	<ol style="list-style-type: none"> 1. Ensuring delivery of a high-quality and policy relevant evaluation 2. Quality assuring the final report (in conjunction with SEQAS) 3. Assisting in the interpretation of the emerging evidence, as required 4. Providing advice on how to proceed in the event that circumstances on the ground change 5. Consulting with the evaluation team on the feasibility study of the ongoing evaluation
External quality assurance (SEQAS)	<ol style="list-style-type: none"> 1. Quality assuring the formative evaluation's final report

Documents to be included in the ITT

Annex A - Tamkeen's Logical framework⁶ (indicators only)

Annex B - Tamkeen M&E tasks (taken from the implementers' M&E schedule)

Annex C - Project Theory of change⁷

Annex D - DFID's approach to Value for Money

⁶ This is the most recent revised version. Some of the indicators may undergo some revision.

⁷ Please note that this is currently under review.

Annex 1- Framework for assessing tender bids

Criteria	Criteria Weighting	Sub-Criteria
Quality of Personnel	30	Quality of team leader including days allocated. Proven experience and skills in having led teams to successfully deliver at least 8 high quality evaluations, ideally including in FCAS.
		Quality of team including days allocated. A background in evaluation design, skills and significant experience in qualitative research methods in particular (including development of data collection tools and analysis), as well as training in such methods, and an appropriate number of days to team members allocated for different activities.
		Quality of team. Knowledge and experience in conflict, stabilisation and local governance, and experience of the political economy of fragile and conflict-affected states. Experience in working in active conflict zones.
		The team has knowledge of the recent Syrian context and ability to work in Syrian context (e.g. mix of local and international researchers, fluency in Arabic)
		Feasibility of management arrangements and ability to undertake this evaluation, ability to operate in Syria
Quality of Methodology	30	Clear, well-articulated, robust methodology that meets objectives and reflects the evaluation context
		Clear, well-articulated and considered quality assurance processes appropriate to the context
		Approach to the conflict sensitivity, gender and exclusion dimensions of the evaluation, including ensuring that sampling will achieve a diversity of perspectives
		Approach to risks relating to evaluation delivery and to ensuring that ethical standards and duty of care will be upheld
Commercial	40	Competitiveness of fee rates, project reimbursable expenses and overall project cost in relation to the market. Explaining methodology and benchmarking of consultant rates to demonstrate value for money.
		Provide a clear methodology for ensuring costs & expenses are managed in line with costs 'as bid' and that the requirement will be delivered on time (and meeting high standards around quality and security) and within agreed budget.
		Provide a clear & effective financial plan with payments linked to clear outputs detailing financial risk/contingency incorporated into costs
Total	100	

