

Section 3 Terms of Reference

Governance in Action Programme

Introduction

DFID Central Asia's governance programme encourages governments to become more capable, transparent and responsive to citizens' needs. In Kyrgyzstan, our work is divided into three strands:

- i. Improving centre of government capability to implement policy priorities;
- ii. Building public financial management capacity; and
- iii. Strengthening the links between citizens and their representatives.

This Terms of Reference is for a supplier to implement the 4 year Kyrgyzstan Governance in Action programme, which will constitute strand 3 of DFID Central Asia's Kyrgyzstan governance programme.

The Governance in Action programme aims to support a more responsive political system that fosters citizens' trust and helps to address the constraints to inclusive growth. It includes three Outputs:

- Output 1: More effective accountability mechanisms in parliament
- Output 2: More responsive political parties and MPs
- Output 3: Action to target citizens' priority needs including corruption and other constraints to inclusive growth

Objective

The objective of this assignment is to contribute to the programme Outcome of "a more responsive political system that fosters citizens' trust and helps to address the constraints to inclusive growth."

The main expected results of the programme are:

- Improved parliamentary committee capacity to scrutinise legislation and hold government to account;
- Increased used of evidence based policies in political parties' approach to winning public support; and
- The political system is demonstrating that it can meet citizens' priority concerns.

Recipient

The primary beneficiaries of the project will be Kyrgyz parliamentarians, parliamentary staff, political party staff, and civil society organisations. The project will aim to target women and young people where possible.

Scope of work

The supplier will deliver Outputs 1 and 3 of the Governance in Action programme. National Democratic Institute (NDI) Kyrgyzstan will deliver Output 2 through a separate Accountable Grant agreement with DFID.

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Support to accountability mechanisms in parliament (Output 1)

To deliver Output 1, the supplier should propose activities that will contribute to improving citizens' trust in the political system by improving the effectiveness of parliamentary accountability mechanisms.

At a minimum, this should include supporting Kyrgyzstan's 9 parliamentary committees to become more effective at:

- i. Holding ministries to account in order to improve performance;
- ii. Scrutinising draft legislation; and
- iii. Listening and responding to citizens' needs.

Previous donor work with committees has included support to organise public hearings outside of Bishkek (regional field hearings) and DFID expects the programme to restart this work. Suppliers should outline how they will support regional field hearings in a way that (a) supports committees to ensure local government follows-up on the recommendations made at field hearings; and (b) transitions responsibility for delivering field hearings to counterparts within the lifetime of the programme.

Suppliers should also propose a methodology to assess whether there are other accountability mechanisms in the parliament that the programme can feasibly support in order to improve citizens' trust in the political system.

Promoting action to target citizens' priority needs (Output 3)

To deliver Output 3, the supplier should propose activities that will contribute to improving citizens' trust in democracy by promoting action to address citizens' priority expectations.

DFID would like the supplier to focus on encouraging innovative, locally-led solutions to developmental problems. This should include work on encouraging economic development and reducing corruption, but does not need to be limited to these areas alone.

The supplier's role should primarily be to identify a range of programme partners (i.e. political representatives, civil society organisations, businesses / business associations, community organisations), facilitate co-operation between partners with shared interests in addressing specific problems, and provide technical advice to help partners develop and implement their own activities.

At a minimum, suppliers should propose a methodology to:

- Identify politically tractable issues that the programme can address that are also priority issues for citizens
- Identify and engage a range of stakeholders – including political representatives – interested in addressing the issues identified
- Facilitate co-operation between stakeholders and support them to develop and implement solutions to address their shared problems
- Measure the impact this has on public perceptions of the democratic system
- Assess and adapt in response to changes in the political economy context

Requirements

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Inception Phase requirements

The project will include a 6 month Inception Phase during which the supplier is required to:

- Mobilise the project team and undertake any logistical set-up tasks required
- Undertake a baseline political economy analysis of the parliament and the wider project context to inform programme activities
- Finalise an initial set of activities to deliver each Output
- Finalise an initial project log frame
- Work with the evaluation provider (contracted separately) to develop a monitoring framework and an evaluation strategy

Suppliers should outline any additional proposed Inception Phase tasks in their technical proposals.

Management requirements

DFID recognises that delivering this project will require a flexible and adaptive approach. The supplier should explain how they will use an adaptive management approach to ensure the programme continuously adapts to the changing project context to deliver the Outputs and Outcome.

Kyrgyzstan is a politically sensitive context and the supplier should also describe how they will maintain and respond to an up to date understanding of the political context.

Staffing requirements

The project team should include a mix of local and international staff that can collectively provide:

- Proven ability to implement projects using an adaptive and politically sensitive management approach
- Experience working with the Kyrgyz Parliament and political representatives
- Experience working at national and sub-national levels in Kyrgyzstan
- Strong links to key project counterparts working at senior level in parliament, civil society and other non-state groups in Kyrgyzstan's different regions
- Technical understanding of the project's focus areas

Project governance requirements

The supplier must ensure their project governance approach enables seamless co-ordination with the Output 2 supplier and capitalises on opportunities to complement strands 1 and 2 of DFID's Kyrgyzstan governance programme.

Beneficiary targeting requirements

The programme must offer equal opportunities for representatives from all political parties represented in parliament to participate in activities.

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The programme must also specifically target female beneficiaries where this is possible, including through work with parliamentary committees.

Constraints and dependencies

The supplier will need to work with an independent evaluation provider contracted separately by DFID. In the Inception Phase the supplier must work with the evaluation provider to finalise the log frame, develop a monitoring framework and produce an evaluation strategy. In the Implementation Phase, the supplier must collect data in line with the monitoring framework and evaluation strategy to feed-in to the work of the evaluation provider.

The project has a high risk rating. The main high level risks are that perceived bias undermines the UK's political neutrality, parliament passes discriminatory legislation in contravention to DFID's partnership principles, and that counterparts are not interested in engaging with programme activities. The supplier should outline a detailed plan for monitoring and managing these and other risks in their proposal.

Reporting

The supplier will report to the DFID Central Asia Governance Adviser and Programme Manager.

During the Inception Phase, the supplier will be responsible for delivering an Inception Report.

During the Implementation Phase the supplier will be responsible for delivering quarterly progress reports and a detailed Annual Report.

The supplier will also be required to hold regular (at least monthly) meetings with DFID to update on progress.

Timeframe

DFID will contract the supplier for 4 years beginning August 2016. The project will begin with a 6 month Inception Phase followed by a 42 month Implementation Phase.

There will be a possibility of up to a 24 month extension to the contract if there is a value for money rationale, need, and acceptable programme and supplier performance to date. If DFID decides not to proceed with the extension period, the contract will be terminated at no cost to DFID, with the design and any associated work being the property of DFID.

Delivery Mechanisms

Delivering this project will require a flexible and adaptive approach. Supplier proposals will contain a financial plan including a suitable payment model that permits the adaptive use of inputs and processes to allow the most efficient delivery mechanism whilst focusing on payments which are linked to outputs and outcomes. To achieve this, a phased hybrid approach may be appropriate; Output 1 activities lend themselves to clear output payments however it is accepted that output 3 activities are less certain, where we envisage part-input-financed payments.

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Break Points

It is important for the supplier to note that DFID may scale the project up or down – or cancel the project – in response to the outcome of UK Bilateral Aid Review.

The contract will include a break clause at the end of the Inception Phase where the Supplier will be required to submit an Inception Report. Proceeding to the Implementation Phase is dependent on satisfactory performance of the Supplier in the Inception Phase, DFID satisfaction of the Inception Report, a continuing requirement for the services, and agreement on work plans and budget for the following period.

There will be further breakpoints occurring periodically for the duration of the contract following each Annual Review. Continuation from a review point is subject to the satisfactory performance of the supplier during the preceding period and the continuing needs of the programme.

Budget

The total budget must not exceed £5m.

DFID Co-ordination

The DFID Central Asia Governance Adviser and Governance Programme Manager (Kyrgyzstan) will be the main points of contact for suppliers.

Background

Kyrgyz citizens had high expectations for a new, productive era following the 2010 revolution. However, the current government has failed to deliver notable economic or social change. This, combined with public frustration at high levels of corruption – which was an important cause of the 2010 and 2005 revolutions – could result in Kyrgyzstan slipping back towards the pre-2010 system of autocratic governance through another revolution or constitutional change when a moratorium on amending the constitution ends in 2020.

Democratic institutions are crucial to maintaining the post-2010 political settlement because they provide a framework for competing elites to peacefully distribute the benefits of power and act as a check on the President. In this way, parliament and political parties play an important role in maintaining stability. However, the political system needs to start responding to citizens' expectations more effectively if it is to survive.

Existing donor support focuses on building the institutional capacity of parliament but does not address important behavioural issues of how parties operate in parliament and how politicians work with citizens and civil society to collectively hold the public sector to account and promote action on important issues such as corruption.

The Governance in Action programme aims to improve performance in these areas to make the political system more responsive to citizens' expectations while also addressing the binding constraints to inclusive growth.

Annexes

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1. Draft Log Frame
2. Project Completion Report for Deepening Democracy Programme
3. Business Case
4. ODIA Kyrgyzstan legislative assessment report
5. List of DFID's other planned programmes in Kyrgyzstan