

## Section 3 - TERMS OF REFERENCE

### *La Pépinière: DFID DRC's Programme for Adolescent Girls*

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## INTRODUCTION

The DRC country office of the UK's Department for International Development has launched a new gender programme with a focus on the economic empowerment of adolescent girls. DFID DRC is seeking a supplier(s) through an open competitive process to partner with DFID in delivering some components of the programme.

*La Pépinière* (meaning 'greenhouse' or 'incubator') takes a **multidimensional approach** (at programme, policy and organisational levels) to improving the situation of women and girls in DRC, with a particular focus on adolescent girls and economic empowerment<sup>1</sup>. The strategic case was submitted in January 2013 for a six-year programme with the overarching objective of **economically empowering adolescent girls through innovations** focussed on Kinshasa and Kasai Occidental provinces. An initial three-year phase was approved, which aims to **generate robust evidence** to underpin a second, scaled-up phase. The activities of initial phase tendered for in these Terms of Reference will help establish **what works and does not work to economically empower adolescent girls** that will enable DFID to develop a full business case for a further phase.

The programme aligns with DFID's central gender strategy<sup>2</sup>, which aims to significantly improve and sustainably transform the lives of women and girls in developing contexts. As part of this strategy, DFID DRC is committed to **improving key socio-economic development outcomes for women and girls** to create an enabling environment for informed decision-making and reducing obstacles to economic empowerment (such as early pregnancy, high levels of violence, access to health and education).

**DRC is one of the poorest countries in the world where women and girls suffer disproportionately from poverty.** Second from bottom of the Human Development Index and 147<sup>th</sup> of 152 countries in the Gender Inequality Index, DRC is a challenging environment to achieve meaningful development outcomes. Half the young female population is illiterate, only 10% of women achieve any level of secondary education and it has one of the highest adolescent pregnancy rates in the world.<sup>3</sup> DRC is a **conflict-affected and fragile state**, but one that is transient - neither firmly in-conflict nor post-conflict, with constantly shifting pockets of conflict and an acute humanitarian crisis. The fact that fluency in French is essential, combined with the vast size of the country and the limited data available, poses a particular set of challenges for development interventions. These challenges demand innovative and flexible approaches that can adapt to failure and quickly expand on successes to maximise on progress or positive steps forward.

The programme is taking a **new approach to test a different concept** for the effective management of multiple components. It proposes a unique physical set-up through the establishment of a shared project office (a '**hub**'), which will house DFID staff and implementing partners. Each partner will lead on specific areas but be coordinated by the DFID Programme Manager, who will also provide the reach-back into DFID programmes and policy and lead on strategic partnerships. The 'hub' will be physical in terms of shared office space, but also virtual in terms of offering a mechanism to access resources (staff time, advice, research papers, data) on issues relating to adolescent girls in DRC. The 'hub' is envisioned as a resource for DFID programmes as well as other donors, NGOs and the government. This innovative approach is an attempt to overcome coordination and

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<sup>1</sup> Defined as improving access to and control of economic empowerment.

<sup>2</sup> *A New Vision for Girls and Women*.

<sup>3</sup> Human Development Report (2014)

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communication issues that have arisen in other similar programmes with multiple partners and interconnected components. It will test the effectiveness of a shared space in pursuit of shared objectives. Interested suppliers should make it clear in their proposals how they will contribute effectively to this innovation, and what learning they could bring from other similar experiences.

This procurement is to secure capacity to deliver a **number of different activities** within the programme's three core lines of operation, with some activities remaining the responsibility of DFID:

- LEARNING (to establish baselines and situational analysis of the reality of adolescent girls in DRC, and to generate and disseminate evidence about what works to economically empower adolescent girls);
- INNOVATION (to create a physical space for participatory research and sharing lessons/knowledge and to identify sustainable solutions to economically empowering adolescent girls and young women);
- CAPACITY (to improve the capacity of DFID staff, partners and the Government of DRC to effectively programme for women and girls, particularly adolescent girls).

### Objective

The objective of the overall programme is to enable DFID and partners to deliver better results for women and girls by **testing the assumption that investing more narrowly in economic outcomes for adolescent girls has a positive knock-on effect** by improving the wider situations of women and girls. More broadly, the programme aims to **improve the evidence base on women and girls in DRC and support existing DFID programmes to improve outcomes for women and girls**. It will also seek to **influence other donors and partners through communicating the evidence** generated *La Pépinière's* research and pilots.

The overall objective of the **initial phase** (i.e. 30 months from contract award) is operational: it is to ensure *La Pépinière* is ready to act, with clear strategies for economically empowering adolescent girls through increased learning, innovation and capacity building.

**The selected supplier(s) will have the following objectives during the initial phase of the contract:**

- To establish evidence baselines;
- To design core programme components;
- To establish a physical space (a 'hub' or platform);
- To identify sustainable pathways to Female Economic Empowerment for an Innovation Fund for the full business case, which will fund pilot projects to generate operational evidence on what works to economically empower girls in the DRC context;
- To contribute evidence to the development of the business case for a further phase of the programme (subject to approval)

The programme adopts a 'managed programme' approach through a rigorous set of specifications developed by DFID and an **intrinsic role for the DFID Programme Manager within the 'hub' in the coordination and monitoring of programme components, partners and suppliers**. The DFID Programme Manager will spend at least 50% of their time at the joint programme office of *La Pépinière* (the physical 'hub'), which is where suppliers/consultants will be based, and will chair the Management Committee (see

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proposed Terms of Reference attached). Setting up this shared office space is being tendered as part of the INNOVATION component and any associated costs will be met by the supplier selected for that component. This is a strategic decision by DFID based on learning from previous programmes to ensure the best results.

### *Contract Timeframe*

The contract(s) awarded will be for 30 months, with 9 months dedicated to the inception period and 21 months for the implementation period (dedicated to implementation and evidence gathering). During this time the full business case will be developed by DFID. Therefore, there will be a further open competition should the business case be approved. The contract start date will be March 2015 with an end date of 30 September 2017.

### *The Scope*

The programme has three lines of operation: LEARNING; INNOVATION and CAPACITY. The learning component is centred on research, aiming to establish baselines and design quantitative and qualitative research to improve understanding of the situation of adolescent girls in DRC. The innovation component complements the learning through a 'research into action' approach, aiming to pilot projects designed to test the impact of different interventions on economic empowerment. Lastly, the capacity component aims to improve the ability – through dissemination of evidence and capacity building activities - of DFID, its partners, the government and broader donor community - to programme for, and advocate for, women and girls to greater effect.

DFID is seeking suppliers to deliver up to two contracts awarded through an OJEU process. (Suppliers should note the approximate funding available for all three lots is £3m). The scope of the initial phase of the programme is as follows:

1. Lot A – Line of Operation 1 (Learning): up to £2.5m
2. Lot B – Line of Operation 2 (Innovation): for future phase
3. Lot C – Line of Operation 3 (Capacity): up to £0.5m

Suppliers should not craft their bids in such a way as to reach the guideline budget ceilings. Bids will be evaluated based on value for money in pursuit of achieving the Terms of Reference. Bidders will be asked to provide details of the construction of their financial proposals when full tenders are requested (after the PQOs are shortlisted).

Suppliers can bid for one of the contracts or both. However, if tendering for more than contract (lot), separate bids must be sent for each. If the same supplier is selected for more than one lot, dialogues will be held with the supplier during the post tender discussions with regard to areas of overlap of costs and where synergy can be obtained within their bids. Suppliers working collaboratively can submit joint proposals covering multiple lots.

Suppliers could be an academic institution, a consultancy, or a local or international NGO with proven capability in operational research and project management. DFID will be a partner, chairing the Management Committee and providing support on all three components.

## BACKGROUND

### Context

**As one of the poorest of the world's countries, DRC is a difficult place to be born female.** Half the female population aged 15-24 is illiterate (rising to three quarters in poorer households) and only 10.7% of girls achieve any degree of secondary education. The gender gap arising from unequal access to education is estimated to cost the Congolese economy \$300m a year.<sup>4</sup> Over 90 percent of girls aged 2-14 are estimated to have experienced physical or psychological violence, and adolescent girls struggle to access sexual and reproductive health services. Over 80% of females aged 15-24 think it is acceptable for a husband to beat his wife.<sup>5</sup> Women and girls exercise very little influence over decision-making either in the home, or in the public sphere. Many socio-cultural norms – such as early marriage and pregnancy – discriminate against women and girls, preventing their education and often forcing them into high-risk livelihoods, such as prostitution. Given DRC has the second highest adolescent fertility rates in the world, these compelling issues will only continue to worsen unless the futures of adolescent girls are invested in now.

**In 2012, DFID commissioned a series of studies to support the development of a strategy for the empowerment of women and girls in DRC.**<sup>6</sup> The resulting strategy (*The Action Plan for Adolescent Girls*) aligns with DFID's central gender strategy, *A New Vision for Girls and Women*, which aims to significantly improve and sustainably transform the lives of women and girls in developing countries. In particular, *La Pépinière* accords with the strategy's aim to empower adolescent girls to have 'voice, choice and control' over their lives, through tackling multidimensional barriers to creation of an enabling environment to unlock their economic potential.

**Why focus on adolescent girls?** Because research increasingly shows that girls between 10 and 19 – in transition from childhood to adulthood – face unique developmental challenges and may hold the key to effecting positive changes that have potential to reverberate across future generations, changing the course of repetitive cycles of poverty.<sup>7</sup> But to cement these investments, more evidence is needed to bring adolescent girls' conditions to the forefront of policymaking and programming. In particular, this evidence needs to interrogate how and why adolescent girls' needs and vulnerabilities are different to women's more generally, and how policies and programmes can respond to this effectively. More research is also needed into how adolescence is defined and conceptualised in the DRC context.

**Overall, DFID's studies have found there is limited data on the situation of adolescent girls and weak evidence on what works in the DRC context to improve their lives.** This includes weak evidence on economic empowerment as an entry-point for broader empowerment of women and girls. The studies confirmed high levels of violence, restricted access to education and health services, limited participation in decision-making (in the home and in the public sphere), resulting in high instances of poverty and reduced access to formal employment and economic assets. The study also confirmed that adolescent girls in DRC have been largely ignored in policymaking, data collection, programming and service

<sup>4</sup> Plan (2008)

<sup>5</sup> MICS (2010); DHS (2007)

<sup>6</sup> These included *A Rapid National Situation Analysis of Women and Girls in DRC*, *Provincial Situation Analysis of Women and Girls in Kasai Occidental and Kinshasa*, and a gender audit of DFID DRC's programmes.

<sup>7</sup> ODI (2013), *Adolescent Girls and Gender Justice: Understanding key capability domains across a variety of socio-cultural settings*.

delivery. Yet there is a growing body of evidence that suggests investing in adolescent girls will have a ripple effect in terms of benefiting their families, their wider communities and their nations<sup>8</sup>.

La Pépinière ultimately aims to **tackle discriminatory socio-cultural norms that reduce girls' economic empowerment**. While there is limited definitive evidence on what works, there is emerging evidence of communications programmes proving effective in changing gendered social norms affecting adolescent girls, with approaches that stimulate community discussion more likely to yield positive outcomes that help to bridge the gap between attitude and practice (behavioural) change<sup>9</sup>. Additionally, holistic interventions (which build social and human capital, and increase self-efficacy and personal empowerment), while making it harder to assess the individual effectiveness of social norm changing interventions suggest the importance of a multifaceted effort. In DRC, the important distinction between concepts of individual attitudinal or behavioural change and broader social norm change – i.e. changing perceptions of societal or community patterns or standards – is frequently overlooked.<sup>10</sup> There is also an over-reliance on the assumption that change follows a knowledge-attitudinal-practice linear trajectory; increasing evidence suggests interventions that incentivise behaviour change can effectively change attitudes<sup>11</sup>.

La Pépinière aims to combine interventions that take a range of holistic and multisectoral approaches to economic empowerment. Branded media platforms could provide a vehicle for communicating to mass audiences under a common theme – via radio or TV shows, newspapers or magazines, mobile and web content. The consistent theme, or brand, aims to establish a means of relating to, and resonating with, key audiences and subsequently creating a safe space within which to encourage interactive dialogue. This approach is increasingly gaining traction – in Nigeria, Ethiopia, Rwanda and India for example – as an effective way to use marketing techniques to alter perceptions about which attitudes or behaviours are acceptable or desirable within communities.

### ***Programme objective and structure***

The programme responds to recognition that efforts to **mainstream gender** have not yet delivered good enough results. It takes a **twin-track approach** to **generating evidence** through **operational research** at **policy, programme and organisational** levels to **a) develop new programmes** and **b) improve existing programmes'** impact on women and girls (internally and externally).

The intended **outcome** is an enabling environment for empowerment of young women and adolescent girls, with economic empowerment as a building block for broader political and social empowerment. It aims to achieve this by testing the theory of change that improving the economic status of adolescent girls is a good entry-point for both broader empowerment (socially and politically) and for women and girls more generally. The key will be generating practical and rigorous evidence about what works, and what does not, and influencing our partners and other organisations at strategic and practical levels.

At multiple levels, the expected **impacts** are: strengthened gender capacity of long-term partners and the DRC government; reduced vulnerability of women and girls to sexual and

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<sup>8</sup> Coalition for Adolescent Girls (2009)

<sup>12</sup> This will be based on the Smart Economics model being tested by Girl Hub in Ethiopia.

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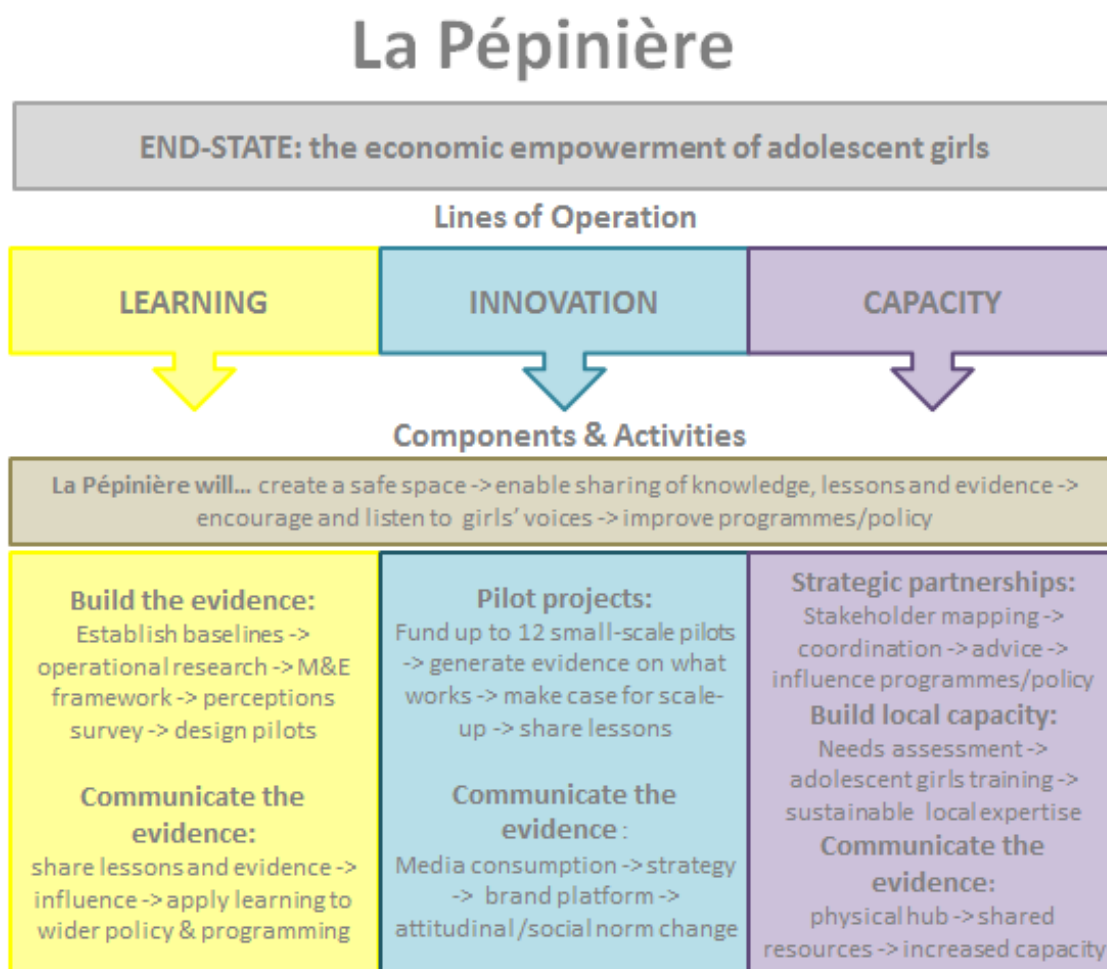
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gender-based violence; improved access to health and education services for adolescent girls; increased economic, social, political and personal empowerment of adolescent girls; and more equitable formal and informal institutions supporting the role of women and girls in the economy.

The **outcome** will lead to the expected **impact** through three related **results**:

- DFID programmes deliver greater economic empowerment, and broader empowerment, for girls and women, and for adolescent girls in particular.
- Partners benefit from shared lessons and knowledge transfer, and take up opportunities to deliver practical interventions that enhance empowerment outcomes for girls and women.
- Other interested organisations benefit from shared lessons and knowledge transfer, and take up opportunities to deliver practical interventions that enhance empowerment outcomes for girls and women.

The overall programme design follows an end-state planning model, with a total of **six components** across **three lines of operation**, aligned to one shared end-state:





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There are core activities being procured for as part of these Terms of Reference, but there are also other elements that will be lead or delivered directly by DFID.

Component	Outcome	Activities being tendered under these ToR	Activities undertaken by DFID directly
<b>LEARNING</b>	Evidence and lessons built and shared through participatory, sustainable approaches to operational research.	<ul style="list-style-type: none"> <li>• Develop a <b>research strategy</b> drawing on learning from similar programmes in Rwanda, Ethiopia and Nigeria (Girl Hub, Voices for Change).</li> <li>• Undertake a <b>baseline survey</b> and situational analysis.</li> <li>• Develop the strategic and programmatic <b>M&amp;E frameworks</b>, including criteria for, and how to measure, future pilots.</li> <li>• Design and implement <b>qualitative and quantitative research</b>.</li> <li>• <b>Deep dive studies</b> into key barriers to girls' economic empowerment.</li> <li>• Establish a <b>physical hub</b> to create a shared project office space, to facilitate lesson-learning and dissemination of knowledge and evidence.</li> </ul>	<ul style="list-style-type: none"> <li>• Undertaking opportunities for kick-starting research, i.e. two initial studies and consolidation of existing research material.</li> <li>• Develop a <b>communications strategy</b> to strategically plan communication activities.</li> <li>• Writing the full business case for a longer, scaled up phase.</li> </ul>
<b>INNOVATION</b>	Evidence generated by testing a range of approaches to the economic empowerment of adolescent girls through pilot projects.	<i>Design and management of Innovation Fund will be tendered under future phase, subject to business case approval.</i>	<ul style="list-style-type: none"> <li>• This component is currently providing <b>bridge funding</b> to War Child's project (until April 2015) that provides health, education and protection services to Kinshasa's street children. This project is generating evidence to feed into the learning component. War Child may apply for future funding under the Innovation Fund.</li> <li>• Writing the business case to include an Innovation Fund to test pilot approaches to economic empowerment. This will fund around 6 projects under a future phase.</li> </ul>
<b>CAPACITY</b>	Increased local capacity; improved quality of gender	<ul style="list-style-type: none"> <li>• A gender <b>capacity and feasibility assessment</b> of key stakeholders in DRC, including the Ministry of</li> </ul>	<ul style="list-style-type: none"> <li>• Improvements to and linkages with <b>existing DFID programmes</b> through</li> </ul>



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	expertise; and improved programme outcomes for women & girls.	<p>Gender.</p> <ul style="list-style-type: none"> <li>• Design and implementation of <b>capacity building plan</b>, including internal and external training, based on need and feasibility.</li> <li>• A <b>Donor Coordinator</b> position to ensure effective coordination of the Groupe Thématique Genre and reporting back to the informal donor gender group chaired by the UK.</li> </ul>	<p>Gender Action Plan review process.</p> <ul style="list-style-type: none"> <li>• Develop a <b>strategic partnerships plan</b> to identify opportunities to disseminate evidence and undertake capacity building exercises i.e. workshops.</li> </ul>
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### **Management structure**

The programme aims to establish a **physical and virtual platform (a ‘hub’ or platform)** as a vehicle for lesson learning, sharing research, communicating the evidence and enabling participation across a variety of interested parties, including beneficiaries to ensure a bottom-up approach. The hub will evolve over the three-year inception period, starting initially as the DFID Programme Manager with remote and visiting support from HMG other consultants. The exact nature of the hub, including location and participants, will be determined during the inception phase. Its establishment is to be contracted as part of the INNOVATION Terms of Reference.

The programme is managed by a DFID Programme Manager, with support from a DFID Social Development Adviser, a DFID Deputy Programme Manager and a DFID Project Officer. Once the physical hub is established, the DFID Programme Manager will spend at least 50% of the time at the hub office, which will also house any contracted staff/consultants working on the programme.

### **Role of the DFID Programme Management team:**

- To **write the business case for the future phase** and **oversee design of the Innovation Fund** with a view to funding pilots under the full business case;
- To oversee **establishment of La Pépinière’s physical hub**, including office space, support staff and equipment;
- To **lead on strategic partnerships** with other donors, partners and interested organisations, including through proactive participation in the Groupe Thématique Genre, and influencing the policy and programming of others;
- To **lead on supporting improvements to, and linkages with, DFID’s existing programmes**, for example through improving access to latest data and research, and advising on M&E;
- Develop/commission an **Inception Report** by May 2015 in support of a further phase of the programme to be submitted for approval before September 2017.

### **The recipient**

The direct recipients of the pilot projects will be adolescent girls and young women – particularly those poor, vulnerable and excluded and residing in urban areas of Kinshasa. Indirectly, the programme will also support men and boys, the government, civil society,

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financial institutions, non-for-profit organisations, the private sector through broader social transformation and efforts to shift socio-cultural norms and achieve systemic change. It will also support DFID, donors and partners through capacity building efforts and research.

### **Competition criteria**

The supplier could be an academic institution, a consultancy or a national or international NGO with proven capability in operational research. Communications expertise across the board will be important to feed into the ability of the programme to influence other donors, organisations and government policy and programmes. Demonstrable ability to work closely, collaboratively and effectively with other organisations leading on other programme elements, as well as with DFID, will be essential. Suppliers working collaboratively can submit joint proposals covering multiple lots.

### **Implementation requirements**

These are design and build contracts, meaning the supplier will both design and carry out elements, with continued engagement with DFID to ensure agreement on approach and outputs.

The supplier will need to supply DFID with proposed methodologies and processes, including proposed risk management and reporting parameters, as part of their proposal. Research methodology will have to adhere to DFID's three step technical and ethical approval process (see attached guidance note on ethical research).

### **Reporting and DFID Coordination**

The supplier(s) will report quarterly against the log frame and *La Pépinière's* operational end-state plan to the DFID Programme Manager (and the Management Committee) with quality assurance provided by the DFID Governance & Security Team Leader. The quarterly reporting will include financial reports, financial forecasts, and results and performance against agreed output indicators.

The supplier(s) will be represented on *La Pépinière* Management Committee, which will meet quarterly to review programme progress. The Management Committee will comprise DFID Programme Manager, a representative from each supplier, representatives from the FCO, DFID DRC (including the DFID Evaluation Adviser and Economist) and DFID Policy Division and the Government of DRC.

### **Security and Duty of Care**

The supplier will be responsible for the safety and well-being of their personnel (as defined in Section 2 of the contract) and third parties affected by their activities under this contract, including appropriate security arrangements. They will also be responsible for the provision of suitable security arrangements for their domestic and business property.

DFID will share available information with the supplier on security status and developments in-country where appropriate. DFID will provide the following:

- All supplier personnel will be offered a security briefing by the British Embassy/DFID on arrival. All personnel must register with their respective Embassies to ensure that they are included in emergency procedures;
- A copy of the DFID visitor notes (and a further copy each time these are updated), which the supplier may use to brief their personnel on arrival.

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The supplier is responsible for ensuring appropriate safety and security briefings for all of their personnel working under this contract and ensuring that their Personnel register and receive briefing as outlined above. Travel advice is also available on the FCO website and the supplier must ensure they (and their personnel) are up to date with the latest position.

The supplier is responsible for ensuring that appropriate arrangements, processes and procedures are in place for their personnel, taking into account the environment they will be working in and the level of risk involved in delivery of the contract (such as working in dangerous, fragile and hostile environments etc.). The supplier must ensure their personnel receive the required level of training.

Tenderers must develop their proposal on the basis of being fully responsible for Duty of Care in line with the details provided above and the initial risk assessment matrix developed by DFID (to be sent in due course prior to contract). They must confirm in their proposal that:

- They fully accept responsibility for security and Duty of Care.
- They understand the potential risks and have the knowledge and experience to develop an effective risk plan.
- They have the capability to manage their Duty of Care responsibilities throughout the life of the contract.

If you are unwilling or unable to accept responsibility for security and Duty of Care as detailed above, your proposal will be viewed as non-compliant and excluded from further evaluation. Acceptance of responsibility must be supported with evidence of capability and DFID reserves the right to clarify any aspect of this evidence. In providing evidence, tenderers should consider the following questions:

a) Have you completed an initial assessment of potential risks that demonstrates your knowledge and understanding, and are you satisfied that you understand the risk management implications (not solely relying on information provided by DFID)?

b) Have you prepared an outline plan that you consider appropriate to manage these risks at this stage (or will you do so if you are awarded the contract) and are you confident/comfortable that you can implement this effectively?

c) Have you ensured or will you ensure that your staff are appropriately trained (including specialist training where required) before they are deployed and will you ensure that on-going training is provided where necessary?

d) Have you an appropriate mechanism in place to monitor risk on a live / on-going basis (or will you put one in place if you are awarded the contract)?

e) Have you ensured or will you ensure that your staff are provided with and have access to suitable equipment and will you ensure that this is reviewed and provided on an on-going basis?

f) Have you appropriate systems in place to manage an emergency / incident if one arises?

The supplier is responsible for obtaining any visa or permits to stay and work in DRC, as well as the necessary vaccinations including Yellow Fever. DFID can provide a support letter if necessary. The supplier is also responsible for all their travel and transport arrangements.

## *Performance*

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Suppliers must include Key Performance Indicators in their proposal on how outputs will be achieved (indicative, not fixed). Payments will be linked where appropriate to the satisfactory delivery of key outputs, based on the regular reporting to DFID of performance against agreed and measurable deliverables.

### ***Format and content of responses***

This will be outlined in the Invitation to Tender documentation.

## LINE OF OPERATION 1: LEARNING

### *Objective*

The **overall objective of the initial phase** of the programme is to catalyse the economic empowerment of women and adolescent girls, in DRC, by establishing what works (and doesn't) and contributing this evidence to the growing body of evidence. More broadly this aims to contribute to DFID's global strategy to improve the lives of women and girls globally.

The **principal objectives** of the **LEARNING** line of operation is to start to establish the evidence base for the economic empowerment of adolescent girls and young women as the entry-point for broader empowerment, and to test the assumption that investment in adolescent girls and young women represents value for money, economically and socially. A separate evaluation contract should be sub-contracted for the evaluation of the programmatic approach, to ensure independence.

Under the LEARNING line of operation, the supplier will start to build the evidence base to enable communication of the evidence to support: lesson-learning; embedding research and evaluation through the programme; influencing the gender policy and programming of DFID, other donors, other organisations and the government; and influence wider behavioural and social norm changes to improve how adolescent girls are viewed and valued. Measurement of these will be defined as part of the M&E framework. The M&E framework will be twofold: firstly, it will **evaluate the theory of change**, i.e. whether investing in girls' economic empowerment can be proven value for money<sup>12</sup>; secondly, it will **evaluate the programmatic approach**, i.e. whether the innovative 'hub' programme management model of *La Pépinière* is effective and represents good value for money. It will consider whether the programme has been effective in improving the women and girls content of other programmes and policy in DRC.

The supplier will be required to **establish a physical and virtual 'hub' / platform** (a shared office space) for *La Pépinière* as a vehicle for coordination between components, lesson learning, sharing research, communicating the evidence and enabling participation across a variety of interested parties. Particularly, there should be a focus on enabling participation of beneficiaries in the learning and design processes to ensure a bottom-up approach that gives adolescent girls' voices an opportunity to be heard. This will be a physical space, occupied by the DFID Programme Manager (50% of the time) as well as any suppliers from the LEARNING and CAPACITY contracts. The aim is to ensure coordinated and effective joint working towards achievement of a shared end-state. Programme budget is available to fund costs and funding is available for additional staff, if required and agreed by the Management Committee, for the administration of the office.

### *The Scope*

Working closely with DFID and its existing programmes, and any other suppliers, the supplier will:

- **Review and synthesise learning and experience** of pathways to female economic empowerment, particularly of adolescent girls and young women, from this and other contexts to inform programme design.

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<sup>12</sup> This will be based on the Smart Economics model being tested by Girl Hub in Ethiopia.

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- Develop an **M&E framework** to cover both evaluation of La Pépinière as a programme and evaluation of the impact on girls and women of DFID's existing programmes. The framework will focus on how to measure and draw lessons from future Innovation Fund pilots, which will also feed into other internal and external programming. Progress towards anticipated results will be regularly monitored and reported against the programme's log frame. The evaluation will interrogate the theory of change and test some of the assumptions related to female economic empowerment as an entry point for broader empowerment, as well as some of the assumptions of the 'ripple effect' of investing in adolescent girls and young women. It will also be used as to draw out and disseminate lessons in a format that will influence policy and partner programming. Other specific issues may include:
  - Progress on the effectiveness of gender mainstreaming in DFID DRC;
  - Scalability and sustainability of pilots;
  - Lessons learned for area-based programming
- Facilitate the development of the **log frame** for the business case for the future phase.
- Design and conduct a **baseline survey in Kinshasa** (with potential to be repeated at regular intervals through-out the future phase of the programme and potential to be rolled out to other provinces in the future) linked to the M&E framework and including quantitative and qualitative elements, to understand the situation of adolescent girls and young women, including their own perceptions of their status and of economic empowerment. This will include the production of a cornerstone publication on the state of girls in DRC at national and potentially provincial levels. The research will target ensuring a better understanding of how girls see the problems and solutions themselves, and the testing of specific aspects of the theory of change. This should be based on learning from Girl Hub and other similar programmes in Africa and elsewhere. The study should link to the CAPACITY line of operation by ensuring local capacity to conduct research of this kind is bolstered and has the capacity to be independently sustainable, for example through the training of girls and women as qualitative researchers and consideration of social enterprise models.
- Conduct a **series of perceptions (insights and attitudes) surveys**, including a study of the media and communications landscape (to include how media is consumed by girls in DRC and how girls are portrayed in the media) to help develop the communication strategy to develop a branded media platform.
- **Build the evidence base** through data collection, analysis, innovation, M&E and lesson learning through the above activities, to help DFID to produce appropriate reports, policy briefs, evidence papers and learning events for a variety of audiences, in line with the communication strategy. The aim is to communicate the evidence to bring about wider behavioural change through challenging prevailing media narratives around girls' status and empowerment, focussing on conflict contexts and particularly around sexual and gender-based violence.
- **Build accountability**, through supporting women and girls to participate actively in the design, implementation and M&E of the programme, and to support them in

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holding others to account. Girls' voices must be central to the programme, with learning to be informed primarily by girls themselves.

- Develop **guidelines on the principles of sustainable pathways to female economic empowerment and criteria for future pilots**, to ensure they are substantial enough to produce meaningful and credible learning (including statistical power and robust evaluation) and to bring about change (both directly to beneficiaries and indirectly through demonstration to others). Change should not however be so large as to threaten learning, ability to be flexible and quality. This should include advice on how the **Innovation Fund** could sustainably scale-up successful pilots under a sustainable future plan, for example drawing on social enterprise, to make a robust case for approval of the business case for the future phase of the programme.
- **Contribute to the CAPACITY line of operation** through building capacity of local researchers, M&E teams and DFID teams to ensure girl-led insights/research approaches and methodologies are strengthened and become more widely used across DFID DRC and the gender sector. This should include developing a girl-led approach to building local qualitative research capability, such as the Girl Hub Girls' Research Unit model in Rwanda.
- Develop and monitor **Value for Money** and **results** indicators for the programme.

The implementation phase will be launched following approval of the inception phase by the Management Committee. Detailed activities and milestones for the implementation phase will be developed during the inception phase, specifically through the finalisation of the detailed work plan and the project logical framework.

### Key deliverables

#### Inception phase

From contract award there is an inception phase of 9 months, during which the supplier will:

- A detailed **workplan** outlining the timescale for delivery of key outputs in both inception and implementation phases.
- Establish a **physical platform** to enable coordinated working and a **virtual platform** (i.e. a huddle site) to enable sharing of lessons and resources.
- **Recruit and procure** appropriate human resource capacities and expertise, including an in-country Team Leader and Project Manager. The Terms of Conditions of the appointed staff will be elaborated by the supplier and agreed by DFID DRC.
- A **baseline survey** that synthesises all existing material and newly collected data on the situation of women and girls, particularly adolescent girls, in DRC. The baseline study will be used to identify gaps and recommend further deep-dive research into issues that are barriers to adolescent girls' economic empowerment.
- Design the qualitative research to improve understanding of how girls are viewed and valued, including by themselves.
- Produce an **Inception Report** (including the outline of the research strategy and proposed methodologies, and presentation of any initial findings and recommendations) for approval of the implementation phase.

#### Implementation phase



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- Produce a final draft of the **programme document**, risk assessment, procurement plan and logical framework (aligned to the log frame for La Pépinière).
- Produce a **capacity building strategy**, in collaboration with the CAPACITY supplier.
- Develop a **Monitoring and Evaluation strategy** and **communications strategy** (as part of programme documentation).
- Develop a robust **M&E Framework** to test the programme's two theories of change:
  - **Strategic level:** that working simultaneously at programme, policy and organisational levels is needed to begin to sustain a cycle of positive change for women and girls. This should test whether improving organisational capacity to conduct robust analysis to improve existing programmes and develop new ones, as well as improving ability to advocate and influence based on evidence, is the right approach to make gender mainstreaming more effective.
  - **Programme level:** that testing, monitoring and evaluating different types and sequencing of interventions can build the evidence base on what works to empower adolescent girls, with economic empowerment as an entry point for broader empowerment. This theory of change aims to establish what works to stimulate attitudinal and behavioural change; increase time and opportunities for women and girls to pursue training/education; increase access to social networks and support; increase voice, agency and self-belief; increase human, social and financial assets.
- Design an **evaluation plan** for the programme to be independent of M&E of strategic and programmatic theories of change, instead focussing on evaluation of the DFID programme approach. This will include conducting independent Annual Reviews and an evaluation of the initial phase to inform the business case for the future phase.
- Contribute to the development of the **business case and log frame** for the future phase of the programme.
- Implement the **research strategy** (to include up to six additional deep-dive studies identified by the baseline study), including qualitative research to improve understanding of how girls are viewed and valued, including by themselves. Ideally research should be girl-led. Produce **evidence papers and a cornerstone report on key issues** (to be identified during the programme) for dissemination to other donors, the government, DFID staff and partners – including at learning events organised by La Pépinière to influence and advocate.
- Produce a video presenting the key findings of the research (in English and French) to facilitate broader dissemination.

Develop the **criteria for the pilots** for the Innovation Fund based on initial evidence generated (including from existing programmes) clarifying which part of the theory of change the pilots could address. This should include consideration of a branded media platform pilot depending on the outcome of the initial research of the DRC landscape.

### *Competition criteria*

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Implementing partners should comprise international and local research expertise, including M&E, research into action and communications expertise. This may include technical expertise from academic institutions and other relevant agencies.

For this **LEARNING ToR**, the following will be considered:

- Demonstrated capacity to **design and implement research** including evaluation, participatory M&E and research into action, using a range of quantitative and qualitative research methodologies.
- Experience and understanding of **Francophone** context, preferably in DRC.
- **French-speaking** staff is essential. Lingala-speaking local researchers will also be essential.
- Experience and in-depth understanding of **gender**.
- Experience on working on **women and girls' economic empowerment**, in particular networks/associations of informal workers and adolescent girls.
- Experience of **girl-led participatory research**.
- Experience of **behavioural change, social norm change** and how to monitor and evaluate this.
- Capacity for **creative innovations in social communications** and ability to bridge the development and creative sectors.
- Demonstrated experience of delivering **Value for Money** and experience of developing **sustainable approaches to building local capacity**.

### *Constraints and dependencies*

- The supplier should be available to start the assignment within two weeks of contract award.
- All programme components will be contracted at the same time, as they are interdependent, but the delivery of outputs is phased: the baseline survey will need to be completed to enable the evaluation design, the Innovation Fund design and the communications strategy development.
- The supplier will need to work closely with other contracted suppliers for INNOVATION and CAPACITY; with DFID; with other donors and UN agencies; and with the Ministry of Gender/Government of DRC.

### *Timeframe*

The contract(s) awarded will be for 30 months, with 9 months dedicated to the inception period and 21 months for the implementation period (dedicated to implementation and evidence gathering). During this time the full business case will be developed by DFID. Therefore, there will be a further open competition should the business case be approved. The contract start date will be March 2015 with an end date of 30 September 2017.

- Once contracted, the supplier will commence work within two weeks.
- The baseline survey and M&E framework will be designed within 3 months of contract award. The supplier will be able to draw on any existing studies commissioned by DFID during the inception period (i.e. during the tender process).

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- The research strategy will be developed and implementation commenced within 6 months of contract award, based on information gathered from the baseline survey, and presented and approved by DFID in the inception report.
- Production of ad hoc policy briefs, evidence papers, and materials for learning events will be determined by and agreed within the research and communications strategies, in agreement with DFID and the Management Committee.

## LINE OF OPERATION 2: INNOVATION

### *Objective*

The **overall objective of the initial phase** of the programme is to catalyse the economic empowerment of young women and adolescent girls, in DRC, by establishing what works (and doesn't) and contributing this evidence to the growing body of evidence. More broadly this aims to contribute to DFID's global strategy to improve the lives of women and girls globally.

The principal objective of the **INNOVATION** line of operation (under the future phase) will be to design and implement an Innovation Fund to identify and test sustainable pathways to female economic empowerment. The outputs and approaches of the pilots will contribute to the growing body of evidence of what works to leverage economic and broader social empowerment of adolescent girls and young women. The aim of the pilot projects will be to test a range of approaches and their impact on leveraging economic empowerment, including consideration of a brand platform targeting behavioural/social norm change. Secondly, it will test the theory of change of the overall programme: whether economic empowerment is an effective entry-point for broader empowerment of adolescent girls and young women.

**The full design and implementation of the Innovation Fund will be procured under a future phase of the programme, subject to the approval of the business case.**

### *The Scope*

The scope of work for the pilot projects will be focussed on **Kinshasa province** as a densely populated urban centre often neglected by aid money targeted at the humanitarian situation in the east of the country.

The scope of work will be based on the **gaps and priorities identified by the LEARNING line of operation** during the initial phase. The component will need to work closely with the LEARNING and CAPACITY lines of operation in future phases to ensure a feedback loop.

## LINE OF OPERATION 3: CAPACITY

### *Objective*

The **principal objective** of the CAPACITY line of operation is to improve the quality of expertise/support to DFID's existing programmes, as well as partner organisations, other donors and the Government of DRC.

Under the CAPACITY line of operation, a supplier is sought to firstly **establish the baseline capacity and needs**, and to **produce a feasibility study** for proposed recommendations. This is in response to the recent gender audit, which concluded that past attempts to address capability gaps in local actors failed because they were not based on robust feasibility assessments.<sup>13</sup> Secondly, the supplier will **design and deliver capacity building training** to local partners, organisations and the government, with the primary objective of improving awareness of all facets of the gender agenda (including but not limited to Sexual and Gender-Based Violence). This should aim to give organisations/partners the necessary tools to empower them to mainstream gender more effectively. This training can be used as a basis to advocate training for DFID staff (although this cannot be funded directly from programme budget). Thirdly, the supplier will provide **surge support** to boost capacity in organisations/partners identified as lacking required expertise, based on the initial needs assessment. This support is not direct or on-going technical assistance to supplant capacity but will be targeted and time-limited to improve skill sets. The need for this, and the associated budget, will be reviewed during the inception period.

The CAPACITY line of operation will complement and work closely alongside the LEARNING line of operation, which aims to generate greater qualitative and quantitative evidence on what works for women and girls. Part of this approach may include a 'train the trainer' model activity<sup>14</sup> in which sustainable local capacity is boosted through training adolescent girls themselves to be qualitative researchers.

### *The Scope*

Working closely with DFID, the supplier will:

- **Review and synthesise existing material** on the capacity of women and girls expertise in DRC, including within DFID, other donors, partner organisations and the Government.
- Conduct a **capacity needs assessment** (drawing on any existing assessments in the first instance) and produce a **feasibility study** to include workable recommendations to boost local capacity to understand gender issues and to make policy and programming work to achieve better results for women and girls in DRC.
- Design and deliver **training on gender** (either directly or through a sub-contract to a suitable organisation, in agreement with DFID) to improve local capacity to design programmes, conduct M&E and influence policymaking. The training should focus on the distinction between women and adolescent girls (i.e. why different

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<sup>13</sup> DFID DRC Gender Audit, Social Development Direct, p.9

<sup>14</sup> As being tried in Girl Hub Rwanda as part of their Girls' Research Unit.

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approaches to programming and policy are necessary), as well as on the entire community (including men and boys) in pursuit of long-term attitudinal change.

- Contribute to **building the evidence base** through data collection, analysis, innovation, M&E and lesson learning through the above activities, to help DFID to produce appropriate reports, policy briefs, evidence papers and learning events for a variety of audiences, in line with the communication strategy. The aim is to communicate the evidence to bring about wider behavioural change through challenging prevailing media narratives around girls' status and empowerment, focussing on conflict contexts and particularly around sexual and gender-based violence.
- **Build accountability**, through supporting women and girls to participate actively in the design, implementation and M&E of the programme, and to support them in holding others to account. Girls' voices must be central to the programme, with learning to be informed primarily by girls themselves. Additional strategic and technical support for this will come from Girl Hub.

**Contribute to the LEARNING line of operation** through building capacity of local researchers, M&E teams and DFID teams to ensure girl-led insights/research approaches and methodologies are strengthened and become more widely used across DFID DRC and the gender sector. This should include assisting the LEARNING supplier to develop a girl-led approach to building local quantitative and qualitative research capability.

- Put in place mechanisms to **build local capacity** through improving skills and institutional capacity of a range of national or international CSOs (i.e. potential grantees of the Innovation Fund).
- With support from DFID, contribute to the **capacity development of the Ministry of Gender** through providing administrative/coordination support to the Secretariat for the Group Thématique Genre (estimated at 4 hours a month).

The implementation phase will be launched following approval of the inception phase by the Management Committee. Detailed activities and milestones for the implementation phase will be developed during the inception phase, based on the initial capacity assessment, specifically through the finalisation of the detailed work plan and the project logical framework.

### **Key deliverables**

- Carry out a **capacity needs assessment** of DFID partners, DFID staff and key stakeholders including the Government of DRC and particularly the Ministry of Gender, Children and the Family, donors and implementing partners. The assessment should consider coordination mechanisms with donors, stakeholders and other government departments.
- To produce a **feasibility study** including recommendations on training needs and any surge capacity required to boost ability for effective policymaking and programming for women and girls.
- **Design and implement a training plan** based on the capacity needs and feasibility studies. This should include a plan on sustainable capacity building of local actors

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including adolescent girls, which should be developed in close cooperation with the implementing partner for the LEARNING line of operation.

- Contribution to the **M&E framework** and **log frame** in terms of the CAPACITY line of operation.

### *Competition criteria*

For this **CAPACITY ToR**, the following will be considered:

- Demonstrated ability to **assess capacity of organisations** and to follow through on recommendations to build local capacity, including assessment of **realistic feasibility** in local contexts.
- Demonstrated ability to **design and deliver** (or manage delivery) of **training** to improve local capacity, specifically on gender issues.
- Demonstrated capacity to **design and implement research** including evaluation, participatory M&E and research into action, using a range of quantitative and qualitative research methodologies.
- Experience and understanding of **Francophone** context, preferably in DRC.
- Experience of working on **female economic empowerment**, in particular networks/associations of informal workers.
- Experience of **girl-led participatory research** (desirable).
- Capacity for **creative innovations in social communications** and ability to bridge the development and creative sectors, i.e. through constructive work with Girl Hub.
- Demonstrated experience of delivering **Value for Money** and experience of developing **sustainable approaches to building local capacity**.
- **French-speaking** staff is essential. Lingala-speaking local researchers will also be essential.

### *Constraints and dependencies*

- The supplier should be available to start the assignment within two weeks of contract award.
- All programme components will be contracted at the same time, as they are interdependent, but the delivery of outputs is phased: the capacity needs assessment and feasibility study will need to be completed at the same time as the baseline survey, to enable it to feed into other elements (i.e. M&E Framework, log frame development, design of Innovation Fund).
- A physical location is being tendered as part of the INNOVATION component to enable each supplier and DFID to share the same office space (to facilitate coordination) but depending on timing, remote inputs may be necessary initially (i.e. from Girl Hub).
- The supplier will need to work closely with any other suppliers for other components; with DFID; with other donors and UN agencies; and with the Ministry of Gender. Sound collaborative working with the supplier contracted to deliver the qualitative research will be essential.

### *Timeframe*

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- The contract(s) awarded will be for 30 months, with 9 months dedicated to the inception period and 21 months for the implementation period (dedicated to implementation and evidence gathering). During this time the full business case will be developed by DFID. Therefore, there will be a further open competition should the business case be approved. The contract start date will be March 2015 with an end date of 30 September 2017.
- Once contracted, the supplier will commence work within two weeks.