

Section 3

TERMS OF REFERENCE

Monitoring and Evaluation for the Somalia Humanitarian, Health and Resilience Programmes

Introduction

1. The Department for International Development (DFID) is seeking a Supplier with extensive skills and experience in delivering large-scale monitoring, evaluation and learning programmes in complex environments to deliver the next phase of the Monitoring & Evaluation of DFID's Somalia Humanitarian Programme (MESH II). The service will be provided for the 2018-2022 Somalia Humanitarian and Resilience Programme (SHARP) and the Somali Health and Nutrition Programme (SHINE) 2016-2021.

2. SHARP is a four year programme designed to deliver assistance to the most vulnerable people in Somalia. The programme's aim is to promote household and community resilience and thereby reduce the number of people in extreme need of multi-year humanitarian support. The programme blends lifesaving emergency interventions with efforts that build resilience. SHARP complements other DFID programmes by investing in basic services, livelihoods, jobs and nascent government-led social protection mechanisms.

3. SHINE is a five year programme designed to respond to the health and Nutrition needs of the Somali people. The programme's main focus is to deliver an essential package of health services. It empowers vulnerable populations to overcome barriers to access and help them to make healthy choices. The programme aims to strengthen the Somali Health Authorities oversight of service provision, which will in turn promote local accountability and allow them increasingly to respond to the needs of their populations. This programme approach aims to support long term sustainability and state building that is part of our wider strategic agenda.

Objective

4. The aim of MESH II is (1) to strengthen and extend the robust evidence base of the impact of UK humanitarian, resilience and health action in Somalia (2) to support adaptive programming and evidence based decision-making (3) track and assess the performance of DFID Somalia humanitarian, resilience and health investments. In agreement with DFID Somalia, the Supplier will develop: (a) credible operational methodology for tracking partner and portfolio performance across all of Somalia; (b) stand-up appropriate independent monitoring capabilities together with underlying effective technology methods; (c) develop an impact assessment that builds on and strengthens the data and findings from the impact evaluation under MESH1; (d) undertake periodic real-time reviews and research that aids the evidence and operational choices considered in SHARP and SHINE and (e) promote learning, dissemination and sharing of information between partners.

Recipient

5. The recipient of the service is DFID Somalia. The wider Somalia humanitarian and health sector stakeholders will benefit from a range of the services in particular the planned evaluations.

Scope of Work

6. The work is divided into six separate, yet complementary components:

- a) implementing partner performance tracking and DFID portfolio reporting, including emergency response tracking and dashboard;
- b) multiple third-party monitoring;
- c) impact evaluation;
- d) rapid review and assessments for innovation and portfolio decision-making (especially around the innovative cash programming, deepening social inclusion in humanitarian responses in IDP settings and building climate-change adaptation;
- e) Learning, sharing and dissemination of data, results and evaluations across partners working in Somalia.

7. The Supplier's proposal has clearly articulated the management and delivery of each component.

8. SHARP will draw on DFID Research and Evidence Division's (RED) East Africa Research Hub (EARH) strategic research and evidence fund for Somalia to meet emerging research evidence needs. Rapid reviews and assessments would need to dovetail with work underway from EARH and DFID HQ on humanitarian research in fragile states and on delivering and measuring resilience. A range of methods are likely to be required.

Monitoring

9. Project monitoring in Somalia is challenging. Access is limited due to insecurity and most partners operate through local partners and/or work remotely. This makes needs analysis, quality of response, monitoring and reporting and overall coordination of projects difficult. The SHARP and SHINE business cases commit DFID to improved monitoring of projects. The procurement of these services is not expected to replace the monitoring we expect partners to undertake, nor does it replace DFID's internal monitoring systems. The monitoring service, including the data gathered as part of this contract will be used by DFID to support project management and revision, improve DFID and partner monitoring and improve accountability.

10. The Supplier's proposal has clearly articulated what data will be required from partners, how this will be captured and advice DFID prior to engaging with partners.

The supplier will be expected to undertake the following tasks:

- Build upon and enhance a comprehensive monitoring system that captures and analyses key data relating to SHARP's and SHINE's logframes and the results-frameworks underlying DFID's support to specific humanitarian and health development partners and their programme. The system and digital platform would provide a clear line of sight to DFID's corporate reporting requirements and headline Departmental Results. The system will develop an enhanced, simplified approach to aggregating monitoring information at the activity results/outputs and outcomes of interventions. It is expected that the supplier will have a full grasp of the political economy issues in promoting and achieving greater data transfer and transparency with humanitarian and health actors and in securing effective and expeditious cooperation from them.
- The monitoring system should be flexible and innovative. Data collected is expected to be accessible to DFID on-line, with capability to grant nuanced access rights and functionality for third partners built-in. The supplier will be expected to develop an online platform (website), host and maintain this platform for the duration of the contract. This service will not be hosted on the DFID web platform, but will hopefully demonstrate what is possible with on-line results reporting. DFID will own the copyright to the platform and may choose to replicate. Partners will need to upload data on a monthly basis and also have appropriate access to the website (DFID will consult partners on this matter). Linked to this will be the need to demonstrate how innovative technology including GIS and mobile phone based technology for data collection and submission is being used to best effect in Somalia. Guidance on digital spend advice and controls for DFID partners and suppliers can be found here: [Redacted].
- Design a platform able to absorb and map emerging realities and responses to major humanitarian crises in a real (or near to real) time manner, and provide appropriate analytical functionality to inform DFID and patterns operational decisions.
- Undertake periodic analysis on monitoring data received from DFID implementing partners. This will seek and draw on, and incorporate data directly from humanitarian and health sector partners, as well as appropriate micro-data from coordinating bodies, academia, multilateral and corporate actors.
- Set-up and manage call centre capabilities to engage direct beneficiary feedback on the reach, performance and effect of the full-range of DFID-supported investments and develop and/or support additional means/approaches to ascertain and include beneficiary feedback into design and operations of DFID-supported interventions
- Deliver in-field third-party monitoring activities based on a systemic approach to the sampling of possible activities or results and executed with a highly consistent and robust criteria for assessment.
- Ensure that both call centre and Third Party Monitoring (TPM) approaches have the ability to surge during a heightened emergency period and to provide aggregated analyses of data from multiple implementers can be conducted.

- Provide monitoring expertise that critically engages and assesses UK Aid partner monitoring systems. This will be stipulated in our agreements with partners but will be open for discussion with partners, DFID and the supplier.
- Undertake direct third party monitoring in Somalia of each project annually (this will be to validate and/or adjust reporting claims made by partners and provide a more rich and objective assessment of delivery. In order to access project sites, it is understood that an arrangement with one or more Somali companies / agencies may be necessary.
- Provide an objective assessment of project/programme performance, regularly assessing data produced by projects across the portfolio, to help inform programme orientation. This will include work on completing the DFID Annual Programme Review and annual reviews of each component, monitoring reports for each project reviewed and reports combining the data gathered presented in a format to be agreed between DFID and the supplier.
- Help advance the disaggregation of data (by sex, disability and social group status) by DFID's implementing partners and appropriate reporting of disaggregated results. Promote gender disaggregated data (review the data & seek improvements if need be) and then link this with the gender evaluation question below.
- Disseminate data to partners and wider humanitarian (aid) stakeholders working in Somalia. This should include work to better facilitate learning across partners and interventions.

Evaluation

11. The humanitarian programme argues that multi-year funding will enable partners to: deliver more innovative programmes; obtain better results; have greater VFM and address some of the longstanding issues of better coping capacity for the marginalised. This theory of change, which will be the key element of the Evaluation Framework, needs to be tested and evidence produced¹. It is expected that evaluation reports will be shared across DFID and the wider humanitarian and development community for learning, in conjunction with report(s) produced by the complementary research project.

12. The final five-year Humanitarian Programme evaluation report will provide evidence of the nature and extent of humanitarian outcomes in Somalia attributable to DFID programmes, and, where possible, how these have been achieved. The report will inform DFID's Project Completion Review (PCR) to which the supplier is expected to provide input. This report may well synthesise findings from a number of discrete evaluations. The Supplier's proposal has clearly articulated how they will address the questions below in one or more studies.

¹ Note that the Theory of Change may be further developed during the Inception phase with DFID staff and other key actors.

13. The Supplier's proposal has indicated a timeframe and methodology for addressing the specific questions below that DFID Somalia is interested in (these methodologies and eventual ToRs will be approved at key points in the evaluation, primarily at the conclusion of the Inception Phase where questions will be prioritised, and during finalisation of the process evaluation). Key reports will be quality assured externally, as well as being approved by the evaluation's management group, led by the Somalia social development adviser. DAC evaluation criteria and quality standards will be used for the purpose of this evaluation.

- **Coherence:** How coherent is the portfolio? How do the projects come together and complement each other? Is the approach cost effective?
- **Effectiveness:** In what ways does the predictability of multi-year financial support affect the design, implementation/delivery and ultimate effectiveness of partners' programmes in reducing humanitarian needs?
- **Effectiveness & efficiency:** Has the approach generated improved results? Has it improved value for money?
- **Effectiveness:** To what extent did the UK funded action deliver the reforms to the international humanitarian system envisaged?
- **Effectiveness:** How are cross cutting themes including but not limited to gender and power relations, human rights, HIV/AIDS and the environment incorporated into projects by implementing partners?
- **Effectiveness:** Have the specific needs of women and girls been taken into account by partners and have new approaches led to better outcomes for women and girls? Has the introduction of the gender marker system in project selection made an impact on project approach and implementation?
- **Relevance & effectiveness: Does** providing early & flexible funding prevent situations from worsening? How did the Internal Risk Facility (IRF) work and how was this seen by partners / beneficiaries?
- **Impact:** To what extent does multi-year humanitarian funding improve outcomes for those in need of humanitarian assistance? For which groups are benefits found? What are the different impacts (and unintended consequences) for men and women, and children?
- **Impact:** Has this approach enabled graduation? (Getting people out of humanitarian need and able to access development programmes)?
- **Coverage/Impact:** Is there evidence of greater resilience of populations experiencing programming on a multi-year basis? (NB this will be closely linked to the research work which is likely to be contracted separately)

- **Coverage/Impact:** How do beneficiaries experience humanitarian responses? This may include quantitative impact evaluation and could also include direct beneficiary feedback (e.g. call centre?)

Skills & Expertise

14. DFID's preference is for a core team of full-time personnel with the right expertise, rather than a larger team of part-time team members. The core project team should largely be based in Nairobi with frequent travel to Somalia. It will also be important for suppliers to provide assurance and due diligence of any sub-contracted partners as appropriate.
15. DFID would welcome proposals that involve and include regional partners or sub-contractors, particularly if these organisations are locally or regionally based entities. DFID places significant importance on the involvement of local/regional suppliers and expertise particularly in country. DFID would expect to see a gender balance across the teams. The Supplier has proposed a team structure that demonstrates the skills set demanded by each of the output requirements. The capacities of the team should meet the following requirements:
 - i) Technical knowledge of humanitarian and resilience programmes in fragile states;
 - ii) Technical knowledge of health service delivery and health systems strengthening in fragile contexts.
 - iii) Experience of conducting evaluations in fragile environments;
 - iv) Understanding of the context in Somalia;
 - v) Experience of both qualitative and quantitative methods and experimental evaluation designs;
 - vi) Significant digital design and take-up expertise
 - vii) Evidence to operations analysis and influencing skills
 - viii) The ability to provide Duty of Care for personnel employed.
 - ix) As set out under 'requirements', the MESH II team may choose to partner with a Somali evaluation company / organisation for data collection and/or field visits.
 - x) Any potential conflicts of interest need to be declared at time of application.
 - xi) Bidders must follow and accept the 'Duty of Care' Annex 1.

Dissemination

16. The main audience for the reports will be DFID Somalia. However, the evaluation products will be published as a public good. It is expected that other humanitarian and health partners working in Somalia and colleagues from across DFID and UK government will be interested in the findings. The individual papers will be peer reviewed by a panel of DFID selected experts (both internal and external), prior to publication. It is expected papers will inform the Project Completion Process.

17. Evaluation and review papers will be made publicly available (online) and should be of a sufficiently high standard. The supplier should be prepared to present their findings to DFID staff and others as appropriate. Any further specific dissemination arrangements will be determined as part of the scoping phase.

REQUIREMENTS

Outputs

18. The items listed below are outputs we anticipate at this stage. We allow potential suppliers to provide innovative ideas in M&E and detail any changes they propose to these outputs.

MESH II Core Outputs

19. Supporting the five core components of MESH II, we anticipate the following outputs:

Progress Monitoring and Verification (TPM, Call Centre and Partner Data capture and Assessment)

20. Due to the poor access to humanitarian and health project locations in parts of Somalia, MESH II will continue to act as an external verification mechanism and contribute to progress monitoring of the SHARP and SHINE programmes. Third Party Monitoring (TPM) will be an aspect of this approach and the supplier should develop a regular TPM approach by either undertaking directly or commissioning a third party who can operate in Somalia. Suppliers are requested to review the TPM landscape in Somalia and develop the most efficient approach to delivering this output. TPM will be used to verify SHARP and SHINE implementing partners' outputs and will consider and implement a strategy that takes cognisance of sampling choices. The supplier will develop an approach which incorporates most cost effectiveness considerations.

21. In addition, the supplier will set-up a call-centre that has the capacity to reach and engage with endline beneficiaries of DFID's humanitarian and health funding. The centre is expected to have ambitious quantitative targets and to produce outstanding data that can be migrated to MESH II's dashboards, as well as providing strong quantitative and qualitative data and analysis of risk- and results-related concerns.

22. Collation, analysis, synthesis and QA of data supplied to SHARP and SHINE will also be a part of the progress monitoring approach and should be presented in a comprehensive MESH II database, using world-leading data-visualisation tools and appropriate data layering capabilities. The supplier will have significant demonstrable expertise in cooperating with and unblocking data from complex humanitarian organisations that have not traditionally been in the lead on data transparency.

23. The supplier will also develop and integrate a set of VFM benchmarks (between annual and multi-year funding) / indicators for the humanitarian and health portfolios in inception phase, and determine a tracking framework which gathers data on (social) return on investment and cost benefit analysis and integrates the metrics within the MESH II platform. The VFM framework will need to ensure it covers considerations around economy, efficiency, equity, effectiveness and sustainable in a robust manner.

24. Quarterly progress monitoring reports will be expected, including VFM reporting.

25. The supplier will be a key partner in supporting the execution of the annual reviews of the SHARP and SHINE programmes.

Impact Evaluation and Rapid reviews, and evaluative activities

26. The supplier will build upon the impact evaluation process, findings and recommendations from MESH I and put in place a plan for an enhanced and more robust evaluation of the impact on resilience of DFID-supported analysis that retains the use of control communities but develops and tests more nuanced measures of resilience than the Coping Strategies Index and Food Security Index.

27. The supplier will also conduct routine rapid review and evaluative activities. Such reviews should be designed to gather rapid, useful data for both DFID and IPs to feed into more detailed Bi-Annual Rapid Evidence for Management Reports (REM) or into strategic or operational decisions by DFID and/or its stakeholders. These should be synthesised reports that provide clear, evidence based recommendations on the SHARP and SHINE portfolio of interventions and facilitate dialogue and decisions by DFID with its humanitarian and health partners. The supplier must develop a flexible approach to this aspect of the programme, as humanitarian crises develops, the data collection must be flexible to respond to emerging crisis.

Thematic evidence and learning reviews

28. Undertaken on an annual basis, building on the evidence generated by the rest of MESH II and specific primary data collection, one thematic evidence or learning review should be undertaken. Implementing partners will be involved in selecting the focus of these reviews.

Monitoring, Evaluation and Learning (MEL) capacity support to IPs and encourage internal uptake of MESH II evidence

29. Provision of high quality advice to SHARP and SHINE IPs on their MEL. Undertake a stakeholder analysis and rapid review of IP M&E systems, resourcing, strengths, and weaknesses and develop a MEL capacity action framework and associated tracking system. The supplier will:

- Continue to develop core SHARP indicators, review the existing logical frameworks for consistency and coherence to SHARP and SHINE programmes. Work with IPs to build consistency in logical frameworks fitting to core indicators and related datasets. This will involve developing methodological approaches to support IPs to collect datasets for each defined indicator.
- Provide continued support to IPs for the ongoing reformulation of logical frameworks, theories of change and results based management systems to ensure continued refinement within SHARP and SHINE theory of change and logical framework.
- provide operational advice on integrating findings from MESH into related MEL undertakings for better impact
- Develop MESH II's ToC, which is nested into the SHARP and SHINE ToC: both of these should be reviewed and adapted annually based on evidence over the last year. This should help inform both MESH II, SHINE and SHARP programming for the following year.

Knowledge management and dissemination

30. Collation, synthesis and QA of MESH II generated data and other secondary data for MESH II database and dashboard. Assure data quality reported against the defined indicators and within the protocols set on data integrity, type and quality and quantity. This will need to build on work carried out to date on the MESH I system. Core suggested activities include:

- Maintain and develop the MESH II database, dashboard and any other related databases
- Develop and deliver all MESH II Reporting in the most appropriate formats for stakeholders
- Lead and facilitate bi-annual dialogue sessions for lesson learning, improving programming coherence and general development of linkages between projects (complementing set-piece coordination mechanisms and supporting the empowerment of Somalia's governance structures)
- Develop / add to a Somalia Humanitarian and health community of practice, which actively involve Somali champions in the humanitarian and developmental space.

31. The supplier will be expected to develop and host a website that all IPs can upload their data and results into. It should also include GIS capacity.

32. It will be the supplier's responsibility to build and maintain close working relationships with all IPs, to support shared analysis and data (noting confidentiality).

Reporting

33. The contract will be managed in stages with each stage being performance assessed prior to the next commencing and break points (see below) incorporated in the contract. All work produced must conform to DFID's Quality Standards and Ethical Principles for Research and Evaluation (see key documents below) and key papers (determined by DFID Somalia) will be externally quality assured. The evaluation work must comply with the OECD DAC criteria for monitoring and evaluation.

✓ Inception Phase (4 months)

- Impact Evaluation phase 2 proposition report within three months detailing the scope of the enhanced evaluation, timings and methodology to be used.
- An Evaluation Framework based around the Theory of Change, and
- A detailed MESH II work-plan that clearly identifies the implementation of all the monitoring and evaluation processes to be approved by DFID.
- A baseline partner monitoring systems report;

✓ Implementation Phase (42 months)

Timeframe	Report ²
Quarterly	<ul style="list-style-type: none">• Quarterly progress reports which will include (financial reports) against which DFID will make payments and reimbursements. An update of the risk analysis will also be provided.
Bi-annually	<ul style="list-style-type: none">• Six monthly comparison of budget with expenditure;• Bi-annual case studies of successful interventions;• Bi-annual monitoring and evaluation report (including an annual financial report). The M&E report will be submitted with the results of the performance reporting (gender disaggregated) against the logical framework indicators. A more detailed update of the risk analysis will be presented together with any recommendations to modify the risk mitigation strategy.

² Precise format and details of these reports will be agreed between DFID and the supplier during the inception phase

Annual	<ul style="list-style-type: none"> • Annual reporting of actual costs and forecast of expenditures (the budget) disaggregated monthly – for the financial year April to March. These should be updated on a monthly basis; • Annual work plans (it may be necessary to review and update this every six months). Progress in delivering these plans, especially at activity and output levels, shall be reported quarterly to DFID in an agreed format; • Annual audited financial statements. • Annual review reports for each project (to feed the DFID Annual Review). This will be done separately for the SHINE and SHARP programmes;
On-going	<ul style="list-style-type: none"> • An on-line based data collection platform with results tracking capabilities • Document and disseminate useful results and lessons learned through a variety of media, noting that DFID funds should not be used to develop or update websites. DFID can provide exceptions on a case by case when this contributes to platforms for knowledge and sharing, acting as a conduit of information and best practice between partners, and to key stakeholders.

Constraints and Dependencies

34. Somalia is one of the most dangerous countries in the world for aid workers to operate. Threats and kidnappings have led some humanitarian organisations to withdraw from some areas of the country, while others have been thrown out by armed groups.

35. Humanitarian access is hampered by conflict, insecurity and obstruction by authorities and armed groups, making the delivery of humanitarian assistance challenging and at times impossible in parts of southern Somalia.

36. In this context that heavily limits international agencies having a direct field-presence in Somalia, monitoring and evaluating impact and performance challenging despite some stakeholders becoming more thoughtful about using third party monitoring approaches.

37. Lack of data to guide analysis on the impacts and effectiveness of humanitarian aid affects Somalia as much as it does the global humanitarian sector.

38. There are numerous factors that could have implications for TPM and evaluation work, such as staff retention, partner cooperation, security conditions and varying literacy and technology conditions.

Approach

39. The supplier will be required to be present in Nairobi (NB: DFID Somalia will not provide office space). The supplier should be aware of DFID Duty of Care arrangements (see section below).

40. The supplier will need to organise fieldwork (quantitative and qualitative) in Somalia as well as providing third party monitoring and advising on the general approach to monitoring – this can be done in partnership with a Somali company if necessary.

Methodology

The supplier will:

41. Employ appropriate qualitative and quantitative methods, which may include quasi-experimental and other methods, including longitudinal analysis, to ensure proper triangulation of information and avoid data gaps during analysis and reporting.

42. The proposed monitoring and evaluation methodology will need to take into account the operating environment in Somalia and the many challenges this presents.

43. Involve implementing partners, donor agencies and beneficiaries through a process of consultation and will provide constructive feedback.

44. Review relevant and available literature on multi-year humanitarian programming, health service delivery and systems strengthening in similar complex environments (where available);

45. Undertake a critical review of existing partner and DFID monitoring systems and recommend improvements; DFID will work with partners on how they may take forward any recommendations for improved M&E; the Supplier will not be expected to implement any capacity building of partners as part of this contract.

- a) Implement an on-line system for data collection of DFID funded projects;
- b) Undertake operational third-party monitoring of projects to ensure an independent and robust oversight of projects and help build a better understanding of what UK funded interventions are achieving;
- c) Critically review data (operational, financial, advisory) provided by partners and make recommendations on what additional requirements DFID should be requesting;
- d) Periodic review of projects (working in support of the DFID Somalia Humanitarian, Health and Resilience Team): achievements (results), VFM, quality, risk management, impact;

- e) Carry out a monitoring systems baseline survey in year 1. This will look at the various M&E systems currently used by our partners (TBC how this will work with our multilateral partners?) and how these affect delivery of aid. This will be the benchmark for review of impact at Annual Reviews and the Project Completion Report;
- f) Periodically evaluate the results and effectiveness to demonstrate whether specific interventions achieved good value for money;
- g) Build an evidence base of which interventions are working well;
- h) Assess the benefits / challenges of multi-year humanitarian programme and the SHINE programme

Management and Governance arrangements

46. The work will be managed by DFID Somalia. The supplier will report to the Somalia Social Development Adviser (SDA). The SDA Advisor will sign off on ToRs prior to evaluations and sign off on material produced following external quality assurance. The Team Leader, Humanitarian, Health and Resilience will be the link person with others in DFID and the peer review group.

47. DFID Somalia will establish a peer review group. This will include colleagues from Accountability and Results Team (ART) and others across DFID Somalia and within the Humanitarian, Health and Evaluation Cadres.

48. DFID's Ethical Principles for evaluation and research must be adhered to throughout the conduct of this contract. These are attached at Annex x.

49. The supplier is expected to independently manage the implementation plan, but will consult the DFID Somalia SDA before decisions are taken. Evaluation methodologies will be pre-agreed with DFID.

50. The supplier will inform DFID Somalia prior to meeting with partners and DFID Somalia may choose to be present at meetings. DFID Somalia will facilitate introductions to partners for the supplier.

51. The supplier will be required to develop a detailed budget and spending plan. DFID will need to agree ToRs for specific reviews and evaluations prior to work being undertaken.

52. The supplier's work-plan must indicate the major milestones to be delivered and within what time period. The work-plan will be agreed with DFID and any adjustments communicated well in advance.

Scale up/down

53. The contract must have adequate provision for variation to adapt to changes that occur during the life of the MESH II programme. Following DFID reviews, DFID shall reserve the right to scale the requirement up or down over its lifetime to include potential changes to

programme scope, geographical and country reach and contract value (where appropriate). Any such changes will be fully communicated to the supplier and implemented in accordance with the terms and conditions and procurement regulations.

Break Points

54. A break point will be at the end of the inception phase, and annually thereafter aligned to the programme annual review cycles. Continuation following a break point will be subject to the satisfactory performance of the supplier during the preceding period, and the continuing needs of the Programme and a signed amendment to incorporate any variations. DFID does not currently plan separate evaluation of this M&E component, but may in future decide that this is required.

55. DFID may terminate this contract pursuant to DFID Terms and Conditions Clause 41 and/or Clause 42 of Section 2, if agreed performance is not reached.

56. The supplier shall use reasonable endeavours to keep financial commitments limited to the duration of each phase to avoid unnecessary expense in the event of early variation or termination of this Contract.

Duty of Care

57. The supplier is 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.

58. 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 Nairobi (Mogadishu when in Somalia) on arrival. All such 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.

59. 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.

60. This Procurement will require the Supplier to operate in conflict-affected areas and parts of it are highly insecure. The security situation is volatile and subject to change at short notice. The supplier should be comfortable working in such an environment and should

be capable of deploying to any areas required within the region, where they adjudge security permits, in order to deliver the contract.

61. 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. The supplier must ensure their Personnel receive the required level of training and complete a UK government approved hostile environment training course (SAFE)³ or safety in the field training prior to deployment.

Fiduciary and Risk Management

62. Fraud and corruption: adhere to DFID's zero tolerance for fraud and corruption. The Supplier's proposal has clearly outlined what systems they will put in place to identify, prevent and adequately respond to any incidents of fraud and or corruption.

63. Risk Management: develop and implement a risk management policy for the programme.

64. The Supplier is expected to maintain a full risk register, setting out its understanding of the most important anticipated key risks with weightings of likelihood and impact, and setting out expected mitigations. This will be updated at least every quarter; revised risk registers will be submitted to DFID for review as part of regular project reporting.

65. Types of risks considered should include fiduciary, programmatic (operational and delivery), reputational (including to HMG), safeguards, external context and political risk, as well as risks to achieving value-for-money. Other types of risk should also be considered, as appropriate.

Value for money:

69. Value for Money (VfM) in DFID is about maximizing the impact of every pound spent to improve poor peoples' lives. This means more than just the benefits of our work outweighing the costs. It means that in everything we do we try to maximize impact given the financial, political and human resources we have available. At the project level, this requires us to think about whether we are getting the most value out of our activities with the best use of resources. This influences how we procure our inputs (economy), how we use inputs to deliver activities (efficiency) and, most importantly, what overall value we are generating for the intended beneficiaries and at what cost (cost effectiveness).

70. The Supplier has outlined a VfM analysis framework covering, how they will demonstrate VfM in relation to the VfM enablers and how VfM will be evidenced and analysed during programme implementation, with particular reference to key indicators for VfM analysis over the life of the programme, the programme results and potential measurement/monitoring approaches.

³ The UK Government approved hostile environment training course is known as SAFE (Security Awareness in Fragile Environments). The course should be booked through DFID and factored into the commercial tender.

71. Complexity of the programme: The programme covers a wide range of different interventions in different contexts. A sampling approach will have to be found which allows for conclusions to be drawn, but the evaluation will not be able to cover all sectors;

72. Risks of instability and conflict: The programme is operating (largely) in south central Somalia an area which is still in conflict. The security situation will need to be continually reviewed and travel and duty of care guidance considered.

Budget

73. The maximum budget for this contract is £10M for the programme and management costs; this is inclusive of all government taxes.

74. A separate budget for the monitoring activities and the evaluation(s) has been set out.

Payment Structure & Performance Management

75. DFID encourages payment-by-results approaches where appropriate The Supplier will be contracted under a hybrid model where a proportion of the contract will be linked to the achievement of outputs, with the remainder paid against fees and expenses. All rates/prices will be for the duration of the contract.

- The level of payments linked to delivery of outputs and their timing, including financial management performance milestones, may include incentives to encourage joint working with other DFID projects.
- DFID will be looking for robust arrangements for ensuring performance monitoring, accountability for delivering VFM, incentives for delivering results, innovation and collaboration with other DFID programmes.
- Inputs based payments will be made monthly and will be based on agreed fee rates linked to delivery of the agreed work plan for that period, as described in a quarterly progress and finance report. Expenses will be reimbursed based on actual costs incurred.
- The Inception Outputs and payment milestones against them will be refined between DFID and the Supplier (as necessary) and before formal contracting.
- During the Inception Stage DFID will work closely with the successful bidder to refine the Outputs to be delivered during the Implementation Stage and the payment approach for them.
- A client bank account must be opened and used for Supplier project fund disbursements. The name and purpose of the account must be communicated to the banking provider and the DFID funds must be segregated from other funds and cannot be considered as resources at the disposal of the supplier organisation. It is

expected that the Supplier will conduct and make available to DFID a statutory external audit of the bank account for each of the financial years in which funds are paid.

- It is expected that the supplier may be required to provide advance funding from their own resources (for mobilisation/set up costs etc.) which will be reimbursed by DFID based on the agreed payment methodology. The supplier will be responsible for monitoring and forecasting all spending and be fully accountable to DFID for all expenditure.
- It is expected that the Supplier will have considered Exchange Rate Fluctuation risk for the duration of the programme and subsequently price all costs accordingly. This is considered a supplier risk unless by exception; whereby a significant Macroeconomic shift impacts on delivery (which can be fully justified and substantiated and considered unforeseen at the time of bidding), at which point negotiation on a way forward will be undertaken on a case by case basis.

Key Performance Indicators (KPIs)

76. DFID and the supplier will agree baseline Key Performance Indicators in order to manage contract performance. It is expected that the successful supplier will be able to align to and report against a number of KPIs. These KPIs will provide the baseline measurement and be used to monitor/ review programme-level performance in delivering the log frame outputs which in turn will facilitate milestone payments.

77. The Supplier was assessed on competitiveness of the % risk allocation of management cost retained against successful delivery of KPIs and has therefore made provisions in their budget to ensure an element of their fees (staff costs) are linked and subject to key performance indicators including, but not limited to:

Programme Management

- i) Quality of deliverables and alignment of project outputs to project need
- ii) Quality and timeliness of reporting (including financial reporting)
- iii) Accurate and timely submission of forecasting and invoices
- iv) Performance of team and appropriate level of expertise / skill level of personnel allocated to project
- v) Ability to problem solve and address issues with appropriate escalation channels
- vi) Extent to which supplier is responsive and flexible to client and stakeholder needs and seeks to align with DFID priorities

Output based results

- i) Partner data uploaded on a monthly basis i.e. by the 10th day of subsequent month;
- ii) Creation of a fully function call centre providing up to 30,000 completed calls per quarter (allowing monthly variations);
- iii) Quarterly aggregated analysis of call centre and TPM against requested themes;

200 verifications completed per year (phased to preparations field deployment analysis);

DFID Coordination

78. Reporting will be to the DFID Somalia Social Development Adviser (SDA) and Humanitarian, Health and Resilience Team-Leader. Monthly written reports will be provided to DFID. In addition, quarterly MESH review meetings will be held with DFID to provide additional qualitative reporting and to update any operational plan updates.

Timeframe

79. The contract is expected to commence in January 2019 and end in January 2023 - lasting four years. Lessons learned from operating in Somalia flags potential for interruptions of implementation mainly due to insecurity and inaccessibility of certain locations. Climatic shocks e.g. flooding also interfere with regular programming due to logistical impediments and need to focus attention to other crises emanating from the cyclical climatic changes. In addition, interventions beyond those planned from the outset may be required to respond to crises. To mitigate these risks, and facilitate any additional interventions this contract will include an extension option of up to 1 year and up to £3 million in value.

Delivery Chain Mapping

80. Delivery chain mapping is a process that identifies and captures, usually in visual form, the names of all partners involved in delivering a specific good, service or charge, ideally down to the end beneficiary. Addressing this is the actions/activities required to manage regular and exceptional risk throughout the network to reduce exposure and vulnerability.
81. The Supplier shall provide and maintain an up to date and accurate record of named downstream delivery partners in receipt of DFID funds and/or DFID funded inventory or assets. This record must demonstrate how funds/Assets flow from the initial source to end beneficiaries. This record needs to be updated regularly by the Supplier and when there are material changes to the delivery chain. Delivery Chain Mapping should be included as a standing agenda item in the regularly scheduled (no less than quarterly) progress meetings, for discussion and review.

Background

Humanitarian Context:

82. Somalia remains in an extreme humanitarian crisis with over 6 million people in need of humanitarian aid in the current drought situation. There are also 1.8 million Internally Displaced Persons (IDPs) and more than one million Somali refugees in the region. Somalia has faced political instability for decades and despite positive recent political gains, as reflected by the Somalia Compact, there continue to remain significant security problems

and an on-going series of conflicts involving combatting extremists, creating sustained humanitarian crises.

83. The effects of climate change exacerbate this setting and there is increasing frequency of cyclical droughts experienced throughout the semi-arid country. Even in a good year, Somalia can only produce around 30% of its food needs and is heavily reliant on food aid. The inability of humanitarian agencies to access areas due to conflict further worsens the resultant humanitarian situation. Such insecurity and lack of access culminated in the famine of 2011 and a desperate on-going humanitarian situation. Somalia has some of the worst development indicators globally: with one of lowest Human Development Index (HDI) scores in the world and with an average life expectancy of 55.⁴ These factors could be described as Somalia's own developmental 'wicked problem'.

84. DFID's response to these issues has seen an innovative multi-year funding approach of key implementing partners. A multi-year and flexible approach can be seen as responding to these contextual and emergent issues and the programme's goal to help Somalis to increase their resilience to the shocks linked to this instability in the country. This approach aims to enable flexible/adaptive programming, greater innovation and learning, continuous improvements, and better results overall. As part of this, DFID developed MESH with the goal of it becoming an intrinsic and core tool to support decision-making.

85. Through third party monitoring (TPM), evaluations, other M&E activities, and using emergent technology, MESH has worked to harmonise and improve monitoring, evaluation and learning processes within a difficult context. In doing so it has deepened and widened data collection, analysis and synthesis processes in support of decision-making processes for key stakeholders. There has been limited uptake of MESH data and analysis for improved humanitarian operational programming. Coupled with the limited evidence of what works effectively and efficiently in humanitarian settings in Somalia and increased drives for value for money there is a very pressing need for MESH II to help support more effective policy and programming decision making. With the probability of further crises occurring, it is clear MESH II must act boldly to overcome issues around evidence and data collection and evidence uptake.

86. The UK has funded humanitarian aid to Somalia for many years and UK aid has been effective in keeping people alive. The evidence is limited of its contribution to creating transformative, sustainable effects in building resilience and better coping capacities. The recently approved £220 million multi-year humanitarian programme provides the UK with an opportunity to promote further positive change in the humanitarian system in Somalia, to achieve better outcomes in the lives of vulnerable Somalis and to gather, analyse and use evidence of what is working in responses. The humanitarian programme aims to reduce food insecurity of vulnerable populations in Somalia and provide quality and timely emergency humanitarian assistance to those that need it. Overall up to 2,500,000 people are expected to benefit directly from UK humanitarian aid focused on below objectives;

Objective 1 – Manage and Respond to Risks and Shocks; Address emergency needs, specifically food assistance and nutrition for those most in need per annum;

Objective 2 – Improve living conditions and household security and offer displaced households viable employment opportunities through cash-based programming;

⁴ <http://www.so.undp.org/content/somalia/en/home/countryinfo.html>

Objective 3 – Build coping capacity/Resilience of Food Insecurity Communities;

Objective 4 - Improve the Efficiency of Humanitarian Response Architecture

Objective 5 - Manage Risk, Learn and Better Adapt Programmes.

87. As part of objective 1, DFID will continue to use and evolve an innovative Internal Risk Facility (IRF) that allows the UK to fund early warning/action preparedness activities and rapid response in the event of another disaster. Implementing partners under the IRF are expected to include monitoring and evaluation arrangements within their projects. The proposed work contained in these ToRs aims to be complementary and benefit from, and work with, partner M&E systems – not replace them. The monitoring and evaluation work is expected to provide an objective assessment of performance. Potential IPs include:

- International Non-governmental organisations and their consortia);
- United Nations Agencies (UNICEF, FAO, WFP, OCHA,);
- International Committee of the Red Cross (ICRC);
- The Somalia Humanitarian Fund (SHF).

88. The up to £9 million research, monitoring and evaluation component, of which these Terms of Reference form the major part, will seek, over the four years, to build and extend up to a comprehensive evidence base for the UK humanitarian programme in Somalia.

89. The table below shows the proposed spending plan over the four years. The amounts, partners and sectors are all subject to change and the amounts should be considered estimates.

Outcome	Planned	Annual Profile			
	Allocation	2018/19	2019/20	2020/21	2021/22
Manage and respond to risks and shocks	£76	34	14	14	14
Return and integrate IDPs and Refugees	£22	5.50	5.50	5.50	5.50
Build coping capacity/resilience of food insecure and vulnerable people & prevent malnutrition	£106	27	26	26	26
Enable the humanitarian response architecture to be more efficient	£8	2	2	2	2
Manage risk, learn from implementation and better adapt programmes	£8	2.50	2.50	2.50	2.50
Total	£220	71	50	50	50

Theory of Change

90. We anticipate that by re-designing our programme portfolio, focusing on cash, improving our monitoring, evaluation and learning will combine to achieve greater resilience of vulnerable Somalis. Streamlining our delivery and engaging with private sector and

development partners will help bridge the relief and development divide and meet our Grand Bargain commitments⁵.

91. The impact of humanitarian assistance - beyond keeping acutely malnourished children alive etc. will be diminished if it is delivered in isolation, rather than as a component of a wider package of support. To promote resilience, lifesaving humanitarian action needs to be delivered in conjunction with more developmental forms of support, as well as a clear government commitment to safety net programming. For the first time in some years we have a provisional framework for such action with the Federal Government of Somalia's National Development Plan (NDP) outlining its commitment to protect its civilians, whilst providing basic services and livelihoods opportunities. SHARP presupposes that humanitarian assistance will be delivered alongside DFID funded development action. Over the duration of SHARP we will use the flexibility afforded by the resilience and emergency programmes to adjust our spend and projects in accordance with needs and the most effective response. Ultimately, moving away from higher cost humanitarian interventions towards lower cost development action.

92. The ToC is predicated on the progress achieved by the current MYHP. Taking this forward we will look to do more of what works, whilst ensuring that the programme portfolio remains adaptive to learning and evidence. In presenting the ToC we have made a number of assumptions listed below:

- Multi-year programming forges strong partnerships and programmes that adapt to evidence and experience;
- HMG will maintain its commitment to 'helping the world's most vulnerable' and 'strengthening resilience';
- The Somalia Humanitarian Response Plan (HRP) secures sufficient humanitarian funding to respond (at minimum) to lifesaving needs;
- The security situation allows humanitarian assistance to flow to vulnerable communities. (We do not assume that the security situation will improve dramatically over the duration of this BC);
- DFID-funded humanitarian interventions are implemented in a conflict and risk sensitive manner;
- Humanitarian funding will be allocated on the basis of an assessment of capacity, cost and impact. No funding will be allocated directly to the FGS though partners will be expected to nurture relations with government and connect, when appropriate, to nascent social protection programming. The review on progress will form part of the independent monitoring work stream. The provider, once selected, will be expected to design and maintain a system that keeps track – building on the one developed during the MYHP.

⁵ The aims of this BC are closely aligned to the Grand Bargain commitments. One of these aims to enhance the 'engagement between humanitarian and development actors'

Close out

93. The Supplier will ensure that all aspects of the programme are properly concluded. This entails completion of all planned closeout activities. The deliverables for the close out phase include:

- A clear plan for the close out phase agreed with DFID;
- Sustainability plan developed in consultations with key stakeholders and is widely shared with relevant stakeholders;
- End line Surveys completed and findings disseminated;
- Programme learning piece completed and lessons learned disseminated;
- Programme completion report summarising the achievements of the programme, challenges, key learnings, and recommendations completed and submitted to DFID. The report also assures DFID that all the work packages agreed with DFID have been completed;

Health

94. Health indicators in Somalia are some of the worst in the world. Somalia is one of the worst places in the world to be a woman. One in 18 women die due to preventable causes related to child birth. In addition, 178 children under 5 years old die due to preventable illnesses each day.

95. Government spending on health is low and this will increase only gradually in the next five years as domestic revenue builds from a low base. To help Somalia in its peace and state building efforts, it is important to build governments' oversight of health service provision at both national and community levels in the existing, as well as emerging administrations.

96. Somalia's international partners have committed to aligning behind Somalia's National Development Plan (NDP), which sets the priorities for national recovery and development. Through the NDP, the Federal Government of Somalia (FGS) will lead on priority setting. Partners commit to use these priorities to guide their planning, coordination, resource mobilisation and delivery of development assistance, in full collaboration with the national and regional governments.

97. The UK Government is making health, particularly maternal and child health, and nutrition key development priorities. The health portfolio aims to reduce mother and child deaths in Somalia by improving the supply and demand for improved health and nutrition services. This support is making a major contribution to health and wellbeing, which is essential to human and economic development, and provides vital support to health systems strengthening in Somalia.

98. The Somali Health and Nutrition (SHINE) Programme was approved on 13th October 2015. The programme will reduce mother and child deaths in Somalia by improving the supply and demand for improved health and nutrition services. It will focus on both prevention and treatment of the main causes of mortality and morbidity, to reduce the number of women dying from childbirth related causes by 10% and reduce the number of

deaths of children under five (U5) by 30%. It will make a major contribution to health and wellbeing, which is essential to human and economic development, and provide vital support health systems strengthening in Somalia. Funding will be up to £89 million over 5 years, from 2016-2021.

99. SHINE makes health services available to approximately 2.4 million Somali's each year over five years. The programme will improve the **supply** of an essential package of health services. It will also increase the **demand** for services, by tackling socio-economic and educational barriers to accessing modern health care. Interventions will promote the use of health services by particularly vulnerable populations (such as nomads and adolescents), increase community oversight boards at health facilities and address key behavioral determinants of poor health such as gender inequalities and poor hygiene, water and sanitation.

100. SHINE programme outcomes and objectives of:

- Reducing under 5 mortality rate from a baseline ratio of 146 (deaths/1,000 live births) to 102.
- Reducing maternal mortality from a ratio of 850 (deaths per 100,000 live births) to 810.
- Increasing contraceptive prevalence from 15% to 25%.
- Ensuring 1 million children under five and pregnant and lactating women access nutrition specific interventions.

101. By maintaining a steady pipeline of essential medical supplies, the programme will support increased service delivery efficiency for an estimated 2 Million people that will deliver the following results:

- 63,000 births attended by skilled birth attendants.
- 202,000 women attend 2+ Anti Natal Class visits.
- 120,000 children are immunized.
- 270,000 modern methods of contraception are distributed.
- 42,000 women receiving modern contraception methods
- 1,000,000 children Under 5 and pregnant and lactating women access nutrition services.

102. The SHINE programme ToC takes into consideration four critical assumptions:

- Investment through a mix of interventions and mechanisms allows for increased geographical reach, empowerment of both government and communities, combined with spreading of risks.
- By supporting an Essential Package of Health Services (EPHS) expansion strategy with improvements in the coverage, with standards on quality and breadth of services this will increase access by Somali's to appropriate care. By giving priority to trial an embedded EPHS delivery model this will promote strengthened government oversight, greater accountability at devolved levels, as well as increased visibility and sustainability of MoH as the provider of EPHS.
- The ToC assumes that through health promotion and tackling key barriers to access it will increase demand for health services. Tackling key barriers to access will increase demand for health services. ToC assumes that through operational research and

pilots targeting different barriers to health service utilization will not only contribute to the body of evidence in this area but also in the development of effective interventions and development of cost effective demand side policy

- Increased utilization of quality care will reduce morbidity, disability and mortality.

103. **Do No Harm**

- DFID does not envisage the necessity to conduct any environmental impact assessment for the implementation of the Issue based programme. However, it is important to adhere to principles of “Do No Harm” to the environment.
- In addition, the programme is targeting a highly sensitive area of work. The Supplier should demonstrate a sound understanding of the ethics in working in this area and applying these principles throughout the lifetime of the programme to avoid doing harm to beneficiaries. In particular, the design of interventions including research and programme evaluations should recognise and mitigate the risk of negative consequence for women and girls. Tenderers will be required to include a statement that they have duty of care to informants, other programme stakeholders and their own staff, and that they will comply with the ethics principles in all programme activities.
- An ethical commitment to the design and delivery of evaluations including the duty of care to informants, other programme stakeholders and their own staff.

Digital Spending Policy

104. Any expenditure on digital services will fall under DFID’s Digital Spending Policy. Expenditure on such item(s) will need to be approved by the DFID SRO through DFID’s internal systems.

105. Digital in DFID is defined as any external-facing service provided through the internet or mobile to citizens, businesses, and civil society or non-government organisations. It can range from text messaging to enable mobile cash transfers, satellite mapping to identify the spread of deforestation or disease, databases of beneficiaries and their feedback, knowledge portals to share programme research, web applications and mobile applications (apps). It does not apply to internal-facing digital tools between DFID and the supplier or within the supplier organisations/consortium.

DFID Digital Smart Guide (2015), available on:

[Redacted]

Suppliers-v8a.pdf, last accessed 11/12/2017.

General Data Protection Regulations (GDPR)

106. Please refer to the details of the GDPR relationship status and personal data (where applicable) for this project as detailed in App A and the standard clause 33 in section 2 of the contract.

Annexes:

Reference documents

The 2013-2017 Somalia humanitarian business case (FLAG A)

DFID Ethical principles for research and evaluation

[Redacted]

DFID's Humanitarian Policy

[Redacted]

DFID's Evaluation Policy:

[Redacted]

DFID VFM guidelines:

[Redacted]

The Humanitarian Emergency Response Review (HERR)

[Redacted]

Independent Commission on Aid Impact (ICAI) report on DFID's response to the Horn of Africa Crisis. [

Redacted]