

Annex D: Terms of Reference

APPENDIX 1 - SCOPE OF SERVICES

(Appendix 1 comprises initially the original Terms of Reference. Later the Terms of Reference are supplemented by the Consultant's Technical Schedules as Appendix 1.1)

Terms of Reference: Evaluation of the Danish Arab Partnership Programme (DAPP)

1. Introduction

These Terms of Reference aim to inform potential bidders about requirements for the evaluation mentioned above in terms of scope, timing, methodology and staffing among other specifications. There are several actors involved in the process. The Evaluation Department (EVAL) within the Ministry of Foreign Affairs (the Ministry) commissions and oversees the process. The incumbent Consultant who establishes an Evaluation Team that carries out the investigations and prepares the required reports. The Evaluation Reference Group (ERG) that provides advice, sparring and perspective. The evaluation process will follow Danida's Evaluation Guidelines (2012) and OECD/DAC quality standards (2010).

2. The Danish Arab Partnership Programme (DAPP)

Since 2003, the Danish Arab Partnership Programme has been a central pillar in Danish foreign policy in relation to the MENA region. The programme has an innovative design that makes it capable of addressing complex dynamics of reform in a swift and flexible manner. DAPP has a double strategic objective: 1) To promote reform and democratisation processes in the Middle East and North Africa; and 2) To improve dialogue, understanding and cooperation between Denmark and the MENA region.

The programme's interventions revolves around four broad thematic areas: 1) Human Rights, Human Freedoms and Good Governance; 2) Women Empowerment and Gender Equality; 3) Knowledge-based societies; and 4) Economic Growth and Job Creation. ¹⁾

DAPP's total disbursements as of 2003 through 2014 amount to some DKK 1.3 billion.

It was launched in the autumn of 2003 by former Minister for Foreign Affairs, Mr. Per Stig Møller, and recently marked its 10th year of existence a few years after the historic popular uprisings in the Middle East and North Africa (MENA) began.

The Arab Human Development Report from 2002 identified a number of challenges faced by the regions in terms of human development: 1) the freedom deficit; 2) lack of women's empowerment; and 3) the knowledge deficit. The core components of the DAPP, mentioned above, flow from these three deficits. An additional component with a focus on growth and employment was added as a response to the events unfolding around the Arab Spring in 2011.

In 2011 it was furthermore decided to increase the annual budget from DKK 100 million to DKK 275 million, and widen the geographic scope for bilateral activities to include Egypt, Tunisia, Libya, and Syria – in addition to the three existing focus countries Morocco, Jordan and Yemen.

DAPP is implemented through short term grants to partners committed on the basis of one or two year cycles. Partners, however, are free to implement their programmes in terms of disbursement over a longer period of time. A wide and varied range of partners are involved: Danish NGO's, International

¹⁾ See the Strategic Framework Document (SFD) for further details: <http://um.dk/da/udenrigspolitik/lande-og-regioner/mellemsten-og-nordafrika/det-arabiske-initiativ/om-det-arabiske-initiativ/>

NGO's, international organisations and public institutions, universities, government agencies etc. These organisations in turn enter into collaboration with local partners throughout the region. Management is carried out by the DAPP-team that is placed within the Department for Middle East and North Africa of the Ministry. The DAPP-team is supported by embassies and advisers in the field.

An evaluation of the Media Cooperation Programme (MCP) (2005-2012) of DAPP was published in May 2013. According to the evaluation the Media Programme had played an important role in the Arab Spring. Also, the Media Programme was "the largest regional programme under DAPP ... and includes many of the general features of DAPP: long-term professional partnerships, many partners and a combination of dialogue and reform activities". The evaluation concluded that "overall, in extremely fluid and complex circumstances the Media Cooperation Programme has achieved some notable successes in individual intervention areas. Some activities have exceeded expectations and clearly met specific project objectives. Some have not".²⁾

A recent review of DAPP from July 2014 found that "the overall relevance of the programme appears indisputable." It was further emphasised that: "Building on the solid foundations laid down by longstanding support to partnerships between Danish and Arab organisations, the DAPP has provided a flexible framework to respond quickly to major developments in the MENA in critical moments of transition".

Recent changes in the complex context of the region, however, "have had major implications for the management, the intervention logic and the coherence of the DAPP." The review also pointed out that the programme and its overarching strategic framework "do not clearly present the DAPP theory of change, demonstrating how the programme is expected to bring about change a turbulent decade after it was initially conceived. Hence the review indicates a need for becoming more explicit about the programme's basic assumptions, adjusting them if needed, and on that basis developing realistic pathways for achieving results laying out a road map for monitoring and evaluation".

In light of regional dynamics, the need for formulating a new strategic framework for the coming years and a need to draw lessons from a decade of experience with DAPP it was decided to commission a full evaluation of the programme. The present evaluation will be timed with a view to inform the Ministry's work with preparing a new strategy for DAPP as of 2017 through 2021. The evaluation will be participatory in nature and involve a wide range of DAPP's implementing partners.

3. Purpose

The purpose of the present evaluation is to:

- Documenting achievements and results across thematic areas as well as focus countries;
- Assessing whether strategic objectives and thematic areas continue to be relevant given the dynamic, rapidly changing and fragile context of the MENA region; and
- Providing lessons learned and recommendations for preparing a new strategy for DAPP (2017-21).

4. Scope of Work

The present evaluation shall undertake a comprehensive assessment of the whole DAPP-programme throughout its duration (2003-14) with a main emphasis on the 2009-2014 periods.

In terms of substance DAPP's four thematic areas shall be evaluated with various levels of intensity. The thematic areas on Human Rights, Human Freedoms & Good Governance and on Women's

²⁾ For further details see: <http://danida-publikationer.dk/publikationer/publikationsdetaljer.aspx?PIId=6fc5261d-cd14-47fe-84cc-9b4f129367dd>.

Empowerment and Gender Equality have been part of the programme from the start and shall undergo a full evaluation in terms of breadth and depth. The thematic area on Knowledge Based Societies shall undergo an evaluation with a more limited width as the media part was subject to a separate evaluation published in 2013. The thematic area on Economic Growth and Job Creation became operational in 2012 and will, therefore, be subject to a less intense evaluation in terms of depth.

In terms of geography the evaluation shall carry out country studies in the three original focus countries i.e. Yemen, Morocco and Jordan as well as Tunisia that present promising prospects for dialogue and reform. The present security situation in Yemen does not permit international staff to visit the country, yet a study carried out by local consultants shall be carried out.

5. Evaluation Questions and Criteria

The overall evaluation questions to be answered by the evaluation are the following:

- Are the objectives still relevant today? Do the objectives of dialogue and reform continue to be relevant 12 years after they were formulated given the dynamics of the region?
- To what extent has DAPP achieved its stated objectives on “promoting reform and democratisation in the Middle East and North Africa” and “improving dialogue, understanding and cooperation between Denmark and the MENA region”?
- What lessons can be drawn from past experience with a view to informing the forthcoming process of drafting a new strategic framework and designing a new phase of support?

The evaluation shall use OECD/DAC’s five criteria in its work: relevance, efficiency, effectiveness, impact and sustainability. In addition to OECD/DAC’s criteria questions on coherence have been added as well a forward looking question given the purpose on informing upcoming strategic and programmatic work. The Consultant will – based on the considerations mentioned below – formulate a full set of evaluation questions and prepare an elaborate evaluation matrix in the Inception Report.

Relevance:

- To what extent have the overall objectives and the nature of interventions been relevant in light of regional and national contexts?
- Have choices with regard to thematic areas and specific interventions been relevant to the overall objectives of the programme?
- Is the programme sufficiently flexible to deal with dynamic changes in the region?
- Does the selection of partners flow logically from the programme’s objectives and thematic areas?

Efficiency:

- Have the DAPP strategies been appropriate to the level of resources available?
- Has financial resources, staff, advisers and other inputs been used efficiently in order to achieve expected results?
- Does the management structure of the DAPP provide an appropriate framework for delivering results in the most cost effective way?
- Are management systems amongst partners economical with regard to transaction costs?

- Are the programme's modalities appropriate given the programme's long term engagement, the regional context and resources available?

Effectiveness:

- Are links between objectives, thematic areas, choice of partners and selection of focus countries sufficiently clear in order to facilitate measurement of results?
- Has satisfactory progress towards stated objectives been achieved?

Impact:

- To what extent has the programme contributed to reform processes in the region?
- To what extent has the part of programme concerned with promoting dialogue, understanding and cooperation contributed to improving relations between Denmark and the MENA region?
- To what extent have synergies between partners been achieved?

Sustainability:

- To what extent are the achieved results sustainable?
- What efforts have been undertaken to build local capacity amongst Arab partners?

Coherence:

- To what extent is DAPP coherent with other Danish policy initiatives and development efforts in the region?
- Is there coherence with Denmark's active diplomacy in the region and DAPP?
- To what extent is DAPP coordinated with other major actors like EU, the International Finance Institutions and the UN?

Looking ahead question:

- What lessons can be learned on the basis of evidence on what worked well and what did not work so well with a view to informing decision making and strategic development in the ongoing programming and the next phase of support?

6. Approach and Methodology

The evaluation will be carried out in accordance with Danida's Evaluation Guidelines (January 2012), OECD/DAC's Evaluation Quality Standards (2010) as well as principles for evaluation in fragile states, that takes context as the starting point. The Evaluation Team shall design a sound methodology that is consistent, coherent and logic and provide some room for flexibility and pragmatism given the complexity of the programme in question and its fluid, unpredictable and challenging context.

It would be expected that the evaluation will apply theory of change approaches at the overall strategic level as well as the programme level to establish causality and understand what drives or hinders change by the programme. The evaluation is also expected to apply contribution analysis in order to assess whether the programme's objectives on reform and dialogue are achieved. The Evaluation Team shall, therefore, consider how effectiveness and impact of dialogue based development assistance meaningfully can be assessed and measured – at least in qualitative terms.

The Evaluation Team shall furthermore draw up a schedule for how to cover both the scope of geography and substance within the short time available with a view to informing the strategy process.

The evaluation is expected to proceed in four phases. The wide scope of the programme and the tight time schedule requires careful management of each phase.

- 1) Inception – in which key stakeholders will be identified, initial data collection will take place in Denmark, the methodology will be refined, the evaluation matrix shall be prepared, working hypotheses drafted and a detailed work plan agreed upon. This phase will include an initial work shop in Copenhagen with key stakeholders. The inception phase will result in an inception report that will be presented in draft and final forms to EVAL.
- 2) Investigation – during which the way forward outlined in the inception report will be pursued. During country field studies interviews will be conducted and data will be collected, collated and analysed. Due to the time constraints, the Evaluation Team may need to work in countries in parallel. At the end of the field visit a debriefing note will be shared with relevant Representations and stakeholders present in the country.
- 3) Reporting – during which the evaluation team will prepare its findings and conclusions and present them in a draft and final evaluation report. The recommendations will be presented and discussed at a work shop with the reference group and the stakeholders in Copenhagen before they are made final.
- 4) Communication of results to a wider public audience and final open seminars for dissemination of the report possibly in the region and in Denmark. The purpose of the final seminars is to discuss findings, conclusions and recommendations with a wide range of stakeholders. This meeting may take place in the region.

Bidders are welcome to expand on the above in their proposal. In particular, suggestions on approaches that further learning and more evaluability of future programmes will be welcomed.

7. Documentation

All available programme documentation will be made accessible to the Evaluation Team, including project documents, progress reports, reports from partners, review reports, minor studies, programme completion reports, etc. Moreover, material on political decisions in terms of memos to the minister and other relevant documents will be made available to the Evaluation Team.

Given the wide scope of the programme and the tight time-line for implementation of the evaluation a pre-study will be carried out with a view to provide a comprehensive overview on the various interventions and their history and make documentation easily and readily available at the outset of the contract. The pre-study will assist and facilitate the inception process.

A number of reports are readily available on DAPP's homepage.³⁾ Two additional reports will be available before the end of the year. A report in Danish aims to monitor and document results of the programme based on a number of successful cases. A minor study aims to apply more informed approaches and document interventions with a view to improving dialogue in the DAPP. A considerable amount of documentation is only available in Danish.

³⁾ <http://um.dk/da/udenrigspolitik/lande-og-regioner/mellemosten-og-nordafrika/det-arabiske-initiativ/om-det-arabiske-initiativ/>

8. Outputs and Milestones

Outputs

An inception report in draft and final version (not exceeding 30 pages excluding annexes) including:

- 1) Preliminary findings from the desk portfolio review in so far as they affect the focus and approach of the evaluation;
 - Overview of the programme broken down over time on countries, modalities, partners and other relevant units of analysis;
 - Reconstructed theory of change;
 - An evaluation matrix;
 - A detailed methodology for country field studies;
 - A detailed work plan; and
 - A suggested outline of the evaluation report.

The draft inception report should be submitted to Danida's Evaluation Department and the Evaluation Reference Group for comments, based on which a final version will be prepared for approval by the former.

- 2) Country reports from field missions. A synthesis report in draft (possibly several draft versions) and in final version according to the agreed outline not exceeding 60 pages excluding annexes and with cover photo proposals. The evaluation report, which will be in English, must include an executive summary of maximum eight pages, introduction and background, presentation and justification of the methodology applied, findings, conclusions and recommendations. The evaluation report should follow Danida Layout Guidelines for evaluations and will be made publicly available by EVAL.
- 3) The reports from the field missions will cover their subject matters in broad geographical terms across a range of pathways and themes. The synthesis report will be aligned to relevant pathways and thematic areas.
- 4) Four page summary of results, conclusions and recommendations to be used for communication with the wider public in the region as well as in Denmark.

The following time table is proposed:

Milestones	Date (2015)
Initiation of assignment	5 January
First Meeting with EVAL and Evaluation Reference Group in Copenhagen	App. 15. January
Field study Denmark	Ultimo January
Inception report	Mid February
Stakeholder Work Shop Denmark to discuss inception report	Mid February
Field studies in four countries	End February, primo March
Submission of reports from field missions	March
1 st Draft Evaluation report (and meeting in ERG)/stakeholder work shop Copenhagen.	Primo May
Final Evaluation Report and dissemination seminars possibly in the region and in Denmark.	Last week June

9. Role of Evaluation Management

The evaluation will be commissioned, supervised and managed by the EVAL that has the following tasks:

- Participate in selection of the Consultant/Evaluation Team based on received bids. MFA's Contract Department chairs the Tender Committee, assisted by an independent consultant.
- Coordinate with all relevant evaluation stakeholders.
- Ensure that quality control is carried out throughout the evaluation process. In so doing, EVAL may make use of external peer reviewers.
- Provide feedback to the Evaluation Team. Comment on draft versions of the inception report, work plan, progress reports and the evaluation report. Approve final reports.
- Organise and chair meetings of the Evaluation Reference Group.
- Facilitate and participate in evaluation workshops, including possibly an open dissemination workshop towards the end of the evaluation.
- Organise presentation of evaluation results and follow-up on the Evaluation to Danida's Programme Committee and the Minister for Trade and Development Cooperation (responsible department and/or embassy develop the management response).
- Advise relevant stakeholders on matters related to the evaluation. (See the Codes of Conduct, which form part of the Danida Evaluation Guidelines, and which can be found at <http://evaluation.um.dk>).

10. Role of Evaluation Team (the Consultant)

The Evaluation Team shall be independent in accordance with OECD-DAC's guidelines. The Evaluation Team will carry out the evaluation based on a contract with MFA. The Consultant will:

Prepare and carry out the evaluation according to its ToR, the approved Inception Report, DAC's Evaluation Quality Standards and Danida's Evaluation Guidelines.

- Be responsible to the Evaluation Management for findings, conclusions and recommendations of the evaluation.
- Ensure that quality assurance is carried out and documented throughout the evaluation process according to the Consultant's own Quality Assurance Plan as described in the proposal.
- Report to the Evaluation Management regularly about progress of the evaluation.
- Organise and coordinate meetings and field visits, and other key events, including debriefing session and/or validation workshops in the field visit countries.

The Team Leader is responsible for the team's reporting, proper quality assurance, and for the organisation of the work of the team. The Team Leader will participate in the Evaluation Reference Groups' meetings and other meetings as required. It is envisaged to have approximately five meetings in Copenhagen during the evaluation.

11. Role of Evaluation Reference Group (ERG)

ERG will be established and chaired by EVAL and its remit is to provide advisory support to the Evaluation, e.g. through comments to draft reports.

Members include representatives from relevant departments in the Ministry including colleagues from the Department of Middle East and Northern Africa, the Technical Advisory Services, representatives from the field be it diplomats or advisers to the programme and two to three researchers or resource persons who will also function as 'peer reviewers'.

Tasks are to:

- Comment on the draft inception report, and draft evaluation report(s) with a view to ensure that the Evaluation is based on factual knowledge about the programmes and how they have been implemented.
- Support the implementation, dissemination and follow up on the agreed evaluation recommendations.

Other key stakeholders may be consulted at strategic points in time of the evaluation either through mail correspondence or through participation in stakeholder meetings/workshops also at the country level.

ERG will work with direct meetings, e-mail communication and video-conferencing.

12. Composition and Qualifications of the Evaluation Team (Consultant)

The Evaluation Team must possess considerable experience with evaluation of complex development interventions (that conforms to DAC's definition on the matter) and should have extensive practice from managing complex evaluations including knowledge of assessing dialogue based approaches to change.

Timing, scope and geography requires the Consultant to organise and staff the Evaluation Team with a highly qualified Team Leader that oversees all phases of the process mentioned above as well as participating in field work. Due to the security situation a local team will be fielded to Yemen.

The ideal team combines a high level of evaluation skills in terms of approach and methodology including knowledge of dialogue based approaches to change with experience from the region. The

team should also have expertise within the thematic areas of the programme i.e. human rights, gender, knowledge based societies and economic growth and employment.

The Team Leader and the Experts should cover the four thematic areas in between them, yet it is less important who covers what area.

The following CV's shall be included in the tender proposal:

1. Team Leader
2. Evaluation Expert – Denmark
3. Senior Expert Middle East and Northern Africa
4. Senior Expert – Maghreb
5. Local Team Leader – Yemen

The Tenderer can decide to include personnel for additional functions, e.g. junior staff, local staff and research assistants. If so, they will not be assessed on an individual basis but as part of the overall team composition and backup. The tender must include a local consultancy for the Yemen part of the assignment. This consultancy will also be included in the evaluation of the tender.

The following qualifications are required for the Evaluation Team:

Qualifications of the Team Leader:

General experience:

- Relevant, higher academic degree.
- A profile with major emphasis on development issues, with 15 years or more of relevant professional experience from development cooperation in several countries including from the region.
- Extensive experience in evaluation of development assistance at project, programme and strategy or country level.
- Extensive knowledge on and experience from establishing evaluation approaches and application of evaluation methods, including theory based evaluations, contribution analysis, and mixed methods evaluation.
- Previous experience as team leader on large and complex evaluation. (3 references).

Specific experience:

- Proven capacity to lead evaluations related to dialogue based change and democratic reform.
- Experience with one of the four thematic areas.

Country experience and language:

- Proficiency in spoken and written English.
- Proficiency in French.
- Command of Arabic an advantage.
- Experience from the Middle East and Northern Africa.

Qualification of Evaluation Expert – Denmark

General experience:

- Relevant, higher academic degree.
- A profile with major emphasis on development issues, with preferably 10 years or more of relevant professional experience from development cooperation in several countries.
- Experience with evaluations.
- Experience with civil society and the NGO working with development cooperation in Denmark (at least three references).

Specific experience:

- Experience with at least one of the four thematic areas.

Country experience and language:

- Fluent in Danish.
- Proficiency in English.
- Good command of French would be an advantage.

Qualifications of Senior Expert – Middle East

General experience:

- Relevant, higher academic degree.
- A profile with major emphasis on development issues, with preferably 10 years or more of relevant professional experience from development cooperation and evaluation.
- Experience as senior expert on multi-disciplinary teams primarily in the Middle East (at least three references).

Specific experience:

- Extensive knowledge on and experience from design and implementation of complex programmes on dialogue and democratic reform.
- Experience with one the four thematic areas.
- Experience from the Middle East.

Country experience and language:

- Relevant working experience from the region.
- Proficiency in English.
- Command of Arab an advantage.

Qualifications of Senior Expert – Maghreb

General experience:

- Relevant, higher academic degree.
- A profile with major emphasis on development issues, with preferably 10 years or more of relevant professional experience from development cooperation and evaluation.

- Experience as senior expert on multi-disciplinary teams primarily in the Middle East and Maghreb (at least three references).

Specific experience:

- Extensive knowledge on and experience from design and implementation of complex programmes on dialogue and democratic reform.
- Experience with one the four thematic areas.
- Experience from the Maghreb.

Country experience and language:

- Relevant working experience from the region.
- Proficiency in French.
- Proficiency in English.

Qualifications of a Local Team Leader – Yemen

General experience:

- Relevant working experience from the region
- A profile with major emphasis on development issues including evaluations, with preferably 10 years or more of relevant professional experience from development cooperation primarily in the Middle East.

Specific experience:

- Extensive knowledge on and experience from design and implementation of complex programmes on dialogue based change and democratic reform.
- Evaluation experience.

Country experience and language:

- Relevant working experience from Yemen.
- Proficiency in Arab and English.

Qualifications across the team:

Specific qualifications to be covered by one or several of the team members (not mandatory):

- The team must include experience with methodologies and tools proposed in the tender, e.g. experience with qualitative and quantitative data management and analysis.
- Experience with considering aspects of human rights and gender equality in evaluation work.
- Knowledge about Danida development cooperation.
- Experience with and ability to assess programme management, including financial management.
- The Evaluation Team as a whole must be able to cover all the four thematic areas of DAPP in between its members.

Team composition will be evaluated according to relevance and complementarity of the qualifications of the entire proposed team. Gender balance will be part of this assessment.

13. Eligibility

The DAC evaluation principles of independence of the Evaluation Team will be applied. In situations where conflict of interest occurs, candidates may be excluded from participation, if their participation may question the independence and impartiality of the evaluation. It is the responsibility of the bidders to inform the tender committee about any potential issues of conflict of interest. The final decision on eligibility, however, rests with the tender committee.

Any firm or expert participating in the preparation or implementation of a project or programme directly under the auspices of the DAPP may be excluded from participation in the tender, unless the involvement does not constitute unfair competition.

14. Budget

The total budget for the consultancy services is a maximum of DKK 3.5 million including fees and reimbursable expenses for international and local staff. An amount of DKK 0.3 million of the total budget shall be earmarked for organising one dissemination seminar in the region and one in Denmark. The Team Leader is obliged to participate in the dissemination seminars and the budget should include provisions to this effect.

15. Requirements of Home Office Support

The Evaluation Team's home office shall provide the following, to be covered by the Consultants fees:

- General home office administration and professional back-up. The back-up activities shall be specified.
- Quality assurance (QA) of the consultancy services in accordance with the Evaluation Team quality management and quality assurance system, as described in the Tender. Special emphasis will be given to quality assurance of draft reports prior to the submission of such reports.
- Implementation of the business integrity management plan, as described in the Consultants application for qualification, in relation to the present evaluation. This implementation shall be specified.

The Tenders shall comprise a detailed description of the proposed QA, in order to document that the Tenderer has fully understood how to implement the QA and in order to enable a subsequent verification that the QA has actually been carried out as agreed.

The Tenderer should select a QA Team, envisaged to consist of minimum two persons, to be responsible for Head Office QA. The members of the QA should not be directly involved in the evaluation. Their CV should be included in the Tender. The QA team should have the similar competence and professional experience as the Evaluation Team. All QA activities should be properly documented and reported to EVAL.