

## Annex 1 Terms of Reference

### Evaluation of the Regional Development and Protection Programme (RDPP) 2014-2017

#### 1. Background

With the Syrian civil war entering its 7<sup>th</sup> year of conflict, over half of the Syrian population is forced from their homes. An estimated 13.5 million people in and around Syria require humanitarian assistance, including 4.6 million in need trapped in besieged and hard-to-reach areas.<sup>1</sup>

Millions of Syrians have fled their country, seeking safety in Lebanon, Turkey, Jordan, Iraq and beyond. More than 4.8 million have registered as refugees in the neighbouring countries with Turkey alone hosting over 2.9 million registered Syrians, while over 1 million Syrians are registered in Lebanon and 660,000 refugees registered in Jordan.<sup>2</sup> Iraq has seen a growing number of Syrians arriving, hosting over 240,000 refugees. The overwhelming majority of refugees in neighbouring countries are living outside of camps, and refugees are therefore scattered throughout communities and locations.

The large influx of refugees into neighbouring countries in the region has altered the crisis from being mainly humanitarian to affecting also development and security aspects in the region. Host communities and governments are challenged by lack of capacity to respond to challenges emanating from this influx, and the conditions of refugees are worsening as living conditions and protection space deteriorate.

With the increased focus on the situation in the region, the challenges faced by host countries, the worsened situation of refugees, as well as the potential political instability and security threats as well as the influx of refugees to Europe, donor attention to the challenges faced by the region has been amplified. At the 2016 London donor conference on Syria, strong focus was put on not only on responding to immediate humanitarian needs, but also improving conditions for countries housing the refugees. The protractedness of the crisis highlights this need for focusing on both sides; short-term immediate humanitarian efforts as well as a longer-term perspective on the challenges facing both refugees and host communities. The need for a closer relationship between humanitarian assistance and longer-term development was reiterated at the 2016 World Humanitarian Summit held in Istanbul, where high-level stakeholders identified the need to strengthen the humanitarian-development nexus and overcome obstacles to find durable solutions for refugees, build resilience and increase prevention and preparedness efforts. Likewise, the Grand Bargain, launched at the WHS, committed humanitarian actors and development actors to enhance the engagement and build strong ties between the two sides.

Assisting refugees and addressing immediate humanitarian needs is at the forefront of the response to the refugee crisis in the region. However, finding solutions that enable refugees to live in safety and rebuild their lives is the ultimate goal of refugee protection, and is a central part of the mandate of UNHCR since its inception. Durable solutions include voluntary repatriation, resettlement and integration. Focusing on durable solutions has been a key priority for the international community's response to the Syrian refugee crisis, and Denmark has been a strong advocate for seeing forced displacement not only as a humanitarian issue, but part of a wider framework of development.<sup>3</sup>

---

<sup>1</sup> <http://www.unocha.org/syrian-arab-republic/syria-country-profile/about-crisis>

<sup>2</sup> <http://data.unhcr.org/syrianrefugees/regional.php>

<sup>3</sup> <http://www.solutionsalliance.org/about.html>

The Regional Development and Protection Programme (RDPP) was launched in 2014 as a response to the refugee displacement in the region. The RDPP aims at addressing the protractedness of the crisis by combining development and humanitarian assistance to provide for longer-term solutions for refugees and host communities in Iraq, Jordan and Lebanon. The RDPP is a multi-donor programme funded by the EU, Ireland, the Netherlands, Czech Republic, Norway, Switzerland, the UK and Denmark. The total budget for the 4-year programme amounts to approx. 42 million Euros. The programme is managed by Denmark through Programme Management Units in Beirut and Amman.

The RDPP supports 36 projects through 30 partnerships with the objective of ensuring that refugees are able to avail themselves of a durable solution and to support socio-economic development in host countries, benefitting host populations and refugees, and enhancing the capacity of refugees to contribute as positive development actors.

The programme is structured in four thematic areas: research, livelihoods, protection and advocacy with a range of sub-categories supporting each thematic area.

**The research component** is focused on supporting analysis and research on the impact of the Syrian displacement on the region and on policy framework in the region in a solutions-oriented perspective. The research is linked to **the advocacy and policy dialogue component**, which focus on support to dialogue platforms and development of advocacy papers to form the basis for dialogue on the displacement crisis. Some advocacy partnerships are focused around specific issues, such as sexual and gender-based violence.

**The protection component** support partners in provision of legal assistance to vulnerable refugees and host community members, combatting child labour, SGVB, and capacity building of national authorities to address protection risks in the local communities.

Finally, **the livelihood component** is aimed at enhancing the self-reliance of refugees and host community members through skills building, employment generation and support to establishing small businesses. Partners in Lebanon receive the largest share of funds (50-55 %)<sup>4</sup>, whereas Jordan receives around 25-30% of partners' funds, and Iraq at 15-20%. Partners include UN agencies, international NGOs and national NGOs and civil society organisations.

The two largest donors to the RDPP Middle East are the European Union and Denmark. The funding sources are a combination of development and humanitarian funding with some donors also funding the programme through their stabilisation departments.

After the increased migration flow to Europe in the summer of 2015, the European Union decided to reinforce the EU Regional Trust to the Syrian crisis, aiming for a billion EUR by fund therefore significant funding countries Syria. A close collaboration and therefore been

RDPP donor contributions		
Donor	Committed for 4 years	% of total budget
EU	12,300,000 €	29.6%
DK	23,405,000 €	56.2%
IRL	2,500,000 €	6.0%
CH	1,411,000 €	3.4%
NL	500,000 €	1.2%
UK	500,000 €	1.2%
NO	452,000 €	1.1%
CZ	550,000 €	1.3%
<b>TOTAL</b>	<b>41,618,000 €</b>	<b>100%</b>

migration flow to summer of 2015 Union decided to Regional Trust to the Syrian crisis, aiming for a billion EUR by fund therefore significant funding countries Syria. A close coordination has sought between

<sup>4</sup> RDPP MTR, p. 15.

the two European instruments to avoid overlap and to also be able to create synergies and benefit from each other. With Syria now under the DG NEAR portfolio there has also been dialogue between DEVCO and DG NEAR of funding a possible second RDPP programme through the Madad fund. Denmark is currently the largest donor to the Madad fund and has since 2015 contributed 150 million DKK to the fund.

The first phase of the RDPP will be finalised by June 2018, and a second phase is foreseen to be initiated in first part of 2018. A mid-term review of the RDPP programme was carried out in July 2016, and concluded that the RDPP has been at the forefront of driving the resilience agenda forward by combining a focus on humanitarian and development challenges, and that the programme has the potential to be a strong advocate for durable solutions. However, the mid-term review also concludes that the advocacy potential has not yet been exploited to the fullest and that synergies between thematic areas of the programme has not yet materialised. The results framework has been unclear with regards to documenting results at outcome level, thereby not leveraging the full potential of the programmatic approach.

## **2. Purpose and objectives of the evaluation**

The RDPP addresses the Syrian refugee crisis by combining humanitarian and developmental approaches in its programming. The novelty of the approach of bridging the humanitarian and development divide through an integrated programme has put the RDPP at the forefront of driving the resilience agenda forward and provides potential for future integrated programming with considerable effect.<sup>5</sup>

The programme situates itself alongside other funding instruments in the region aiming to address the tremendous challenges caused by the protracted crises in the region. The joint management of the programme and the delegated cooperation modality has been a defining feature of the programme, and represents its own opportunities and challenges.

As the programme prepares for a second phase, assessing the impact and extracting the lessons learned for future programming, becomes a priority for Denmark as the managing donor. As such, the purpose of the evaluation is to provide an evidence-base for the upcoming preparation for the next phase of the RDPP, by focusing specifically on the following aspects:

- 1. Documenting outcomes at programmatic level and assessing possible synergies between programme components.**
- 2. Demonstrating the value added of the RDPP vis-à-vis other initiatives in the region and the innovative elements of the programme such as working towards durable solutions and addressing the humanitarian-development nexus**
- 3. Documenting lessons learnt for future programming**

The evaluation will balance a results-focus with a focus on the effectiveness of the programme modalities and management arrangements. The learning aspect of the evaluation will be emphasised, as the programme constitutes an innovative approach to addressing protracted humanitarian situations. As the programme has conducted on-going monitoring and carried out a mid-term review, the programme monitoring has maintained a focus on results achieved at project- and partnership level focused on output and immediate outcome-level. The evaluation will therefore focus on the strategic and programmatic level of the RDPP, assessing programme performance at the intermediate outcome level and exploring how synergies between thematic areas have been sought. As well as assessing the programme's results and effectiveness of the set-up, the evaluation will analyse the innovative elements and draw out lessons learnt for future programming when building durable solutions in humanitarian situations.

---

<sup>5</sup> MTR RDPP p. 2.

### **3. Focus and key evaluation questions**

The evaluation will focus on the following evaluation questions, assessing the innovative elements of the programme, the joint management of the programme as well as the programming modality.

- What programme-level results have been generated in the RDPP?
  - What is the specific value added of the RDPP and has the RDPP been innovative in its work towards durable solutions and addressing the humanitarian-development nexus?
  - How has the joint programming been managed and what lessons are learned for future programming?
  - What are the comparative advantage of the RDPP vis-à-vis other joint programmes in addressing the protracted refugee situation in the region? How well has coordination and overlap been avoided?
  - What strengths and weaknesses does a joint programme present? What has been the added value of the jointness? What are lessons to be learnt on joint programming for the future?
  - How have Denmark and the other donors to the RDPP used results emanating from the RDPP?
- 
- Approach and methodology

The evaluation will be carried out in accordance with the Danida Evaluation Policy on Development Cooperation and Danida Evaluation Guidelines. The evaluation will apply the OECD/DAC criteria for evaluations, especially with regards to the assessment of the programmatic results.

The evaluation will proceed in three phases:

1. Inception phase – in which key stakeholders will be identified, initial data collection will be conducted and the methodology as well as the evaluation matrix will be developed and refined, based on the proposal presented. This inception phase will include stakeholder consultations in Copenhagen and discussion of an inception report to the Evaluation Reference Group (see below).
2. Implementation phase – during which the main data collection will take place, including field mission to Lebanon, Jordan and the Kurdistan Region of Iraq. The resulting analysis will be presented in debriefing notes as well as a preliminary findings paper to be discussed with the Evaluation Reference Group as well as the RDPP Steering Committee.
3. Reporting and dissemination phase – in which the evaluation team will develop its findings and present them in a draft and final evaluation report.

The evaluation will primarily be based on qualitative methods, and include, where relevant, quantitative data on refugee and host populations, to enrich the analysis. The methods should be drawn from the following:

- Desk study of relevant programme documentation, including programme documents, progress reports, monitoring reports and other relevant documentation
- Consultation of secondary sources, including evaluations and reviews of similar engagements in the region
- A brief portfolio overview of programme engagements and outputs, including budgetary overview according to typology of interventions

- Stakeholder consultations in Denmark, Brussels and by phone interviews with other bilateral donors
- Field mission including consultations with target groups
- Analysis of data collected
- Presentation of the evaluation findings and recommendations

As the programme prepares for a second phase, and given the learning emphasis of the evaluation, the evaluation process will prioritise regular engagement with key stakeholders based in Copenhagen, Brussels and Lebanon, and stakeholder consultations will therefore be conducted throughout the evaluation process.

## 5. Outputs and Evaluation timeline

The following outputs are required in the evaluation process:

1. Inception report (maximum 15 pages)
2. Brief portfolio overview outlining main results (maximum 10 pages)
3. Debriefing note from field mission
4. Preliminary findings paper (maximum 10 pages)
5. Draft reports (maximum 40 pages)
6. Validation workshop and presentation of preliminary findings to stakeholders/steering committee
7. Final report

The below table outlines the proposed timeline (2017):

Date	Task
August	Selection of evaluation team
28-29 August	Start-up meetings, consultations with stakeholders Copenhagen
13 September	Inception Report submitted
20-21 September	Evaluation Reference Group meeting and discussion of Inception Report Consultations with stakeholders in Copenhagen
Late September	Field mission
Mid-October	Debriefing and presentation of preliminary findings to RDPP Steering Committee
Late-October	Preliminary findings paper submitted
Early November	ERG meeting to discuss preliminary findings paper
Mid-November	First draft report submitted
Late-November	ERG meeting to discuss first draft report
December	Publication of evaluation report

## 6. Organisation of the evaluation

Management of the Evaluation will follow the Danida Evaluation Guidelines (2012) and the OECD-DAC Quality Standards for Evaluation (2010).

There are three sets of roles in the evaluation process: The Evaluation Management; the Evaluation Team (Consultant) and the Evaluation Reference Group.

#### Role of the Evaluation Management

The evaluation will be supervised and managed by the Evaluation Department (EVAL) in the Danish Ministry of Foreign Affairs. The tasks of the Evaluation Management are to:

- Participate in the selection of Evaluation Team based on received tenders with support from an independent tender 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 meetings and workshops, including presenting the evaluation to the internal Programme Committee in the Minister of Foreign Affairs
- Advise relevant stakeholders on matters related to the Evaluation (reference is made to the Codes of Conduct, which form part of the Danida Evaluation Guidelines, and which can be found at [www.evaluation.um.dk](http://www.evaluation.um.dk)).

#### Role of the Evaluation Team (the Consultant)

The DAC evaluation principle of independence of the Evaluation Team is applied. The evaluation Team will carry out the Evaluation based on a contract between MFA and the incumbent company/institution. The Evaluation Team will:

- Prepare and carry out the Evaluation according to the ToR, the approved Inception Report and the Danida Policy of Evaluation of Development Cooperation
- Be responsible to the Evaluation Management for the 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 about progress of the Evaluation
- Organise and coordinate meetings and field visits as well as other key events, including debriefing sessions 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 all field work and is responsible for the final evaluation product. The Team Leader will participate in the Evaluation Reference Groups' meetings and other meetings as required. It is envisaged that the ERG meets four times during the evaluation process.

### Role of the Evaluation Reference Group

An Evaluation Reference Group (ERG) will be established and chaired by EVAL. The mandate of the ERG is to provide advisory support and inputs to the Evaluation, e.g. through comments to draft reports and other evaluation products.

The members of the ERG will be appointed by EVAL and HMC in collaboration and should include representatives from other donors to the programme, external experts as well as representatives from relevant departments in the Ministry of Foreign Affairs.

The tasks of the ERG are to:

- Comment on the draft Inception Report, the draft Evaluation Report and other relevant documentation provided by the Evaluation Team in order to ensure that the Evaluation is based on factual knowledge about the engagements and how they have been implemented.
- Support the implementation, dissemination and follow-up on the agreed evaluation recommendations

The ERG will work through meetings, e-mail communication and where necessary, video-conferencing. Other key stakeholders may be consulted at strategic points during the evaluation process and drawn into the Reference Group for reference.

### Liaison with RDPP Steering Committee

As the RDPP is a joint programme with a Steering Committee comprising all donors to the programme, the evaluation will seek to inform and involve the RDPP Steering Committee at key points in the evaluation process. The Evaluation Management will jointly with HMC at the MFA define the involvement of the RDPP Steering Committee.

## **7. Composition and qualification of the Evaluation Team**

The evaluation team must possess substantial experience in evaluation of humanitarian assistance, in particular within areas related to forced displacement, protection, protracted conflict and livelihoods. Strong methodological and analytical skills are required, and the tender should explain the specific experience with evaluative work of the suggested team within this area.

The ideal team combines a high level of evaluation experience with field level experience from humanitarian work and forced displacement in particular as well as a strong academic background related to humanitarian assistance and development assistance.

The evaluation team will be required to have:

- Proven capacity and extensive experience in management and conduct of evaluations of humanitarian assistance, in particular related to protracted conflicts and forced displacement. This includes strong methodological and analytical skills and solid knowledge of humanitarian assistance
- Strong understanding and experience in work involving partnerships and relationships between NGOs, multilateral agencies and donors, including multi-donor programmes and European Union supported engagements.
- Country-specific knowledge of the Syrian conflict and the region, including issues related to forced displacement
- At least one team member must be able to speak Arabic

The evaluation team is expected to consist of 3 members involved full-time in the evaluation. The team members' CVs will be evaluated as key personnel. The team leader and team members are expected to complement each other so that the specific profile of the proposed team leader will have implications for the profiles of the team members (and vice-versa).

The tender should clearly state who of the proposed team members covers which qualification criteria. The organisation of the work is the responsibility of the consultants and should be specified and explained clearly in the tender. It is expected that the Team Leader is closely involved in the elaboration of the tender. The Team Leader is responsible for the reporting to and communication with the Evaluation Management. The Team Leader will participate in meetings with the Evaluation Management as well as with the Evaluation Reference Group as requested by the Evaluation Management. The Team Leader will participate in all fieldwork and is in charge of the final report writing. The Team Leader's involvement throughout the evaluation process is required.

A representative from the Evaluation Department will join the team on the field visit as a resource person.

Specifically, the Evaluation Team should cover the following competencies:

Qualifications of the Team Leader:

General experience:

- Relevant higher academic degree
- A profile with emphasis on evaluation, with 15 years or more of relevant international experience from humanitarian assistance and evaluation
- Experience as team leader for a least 3 evaluations of a comparable level of complexity

Adequacy for the assignment:

- Documented experience from working with humanitarian and development programmes in protracted crises
- Extensive knowledge of global trends within forced displacement, humanitarian assistance and bridging the humanitarian-development divide
- Experience in evaluating multi-donor programmes and programmes with a regional scope

Country experience and language:

- Broad international experience, including experience from the region
- Proficiency in spoken and written English

Qualifications of Core team members – qualifications must complement each other:

General experience:

- Higher academic degree in a field relevant to the assignment
- A profile with emphasis on humanitarian and development issues, with 10 years of relevant professional experience
- Experience as team member for evaluations of a comparable level.

Adequacy for the Assignment:

- Experience from working with humanitarian and development programmes in protracted crises and forced displacement
- Other analytical work in relation to one or more of the programme thematic areas .

#### Country experience and language:

- Experience from the region
- Proficiency in spoken and written English and Arabic

The team composition will be evaluated according to relevance and complementarity of the qualifications of the entire proposed team.

### **8. 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.

Any firm or individual consultant that has participated in the preparation or implementation of the evaluated programme will be excluded from participation in the tender.

Tenderers are obliged to carefully consider issues of eligibility for individual consultants and inform the Client of any potential issues relating to a possible conflict of interest (cf. Danida Evaluation Guidelines).

### **9. Inputs**

The total budget for the evaluation consultancy services is a maximum of 980.000 DKK. This includes all fees and reimbursables required for the implementation of the contract, excluding costs of workshops and seminars conducted in Copenhagen. Security-related costs for mission travel will be covered by the RDPP.

### **10. Requirements for 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
- Quality Assurance (QA) of the consultancy services in accordance with the Evaluation Team quality management and quality assurance system, as described in the Tender. Draft reports will also be subject to QA prior to the submission of such reports
- Implementation of the Business Integrity Management Plan, as described in the Consultants' application for qualification.

The Tenders shall comprise a detailed description of the proposed QA. The Tenderer should select a QA Team with competence within the field.