TERMS OF REFERENCE
INDIVIDUAL CONSULTANT FOR MONITORING AND EVALUATING PEER-TO-PEER
LEARNING FOR INSTITUTIONAL CHANGE

1. Background

The fourth High-Level Meeting on Aid Effectiveness held in Busan in 2011 established **Global Partnership Initiatives[1]** as the new road map for **effective development cooperation**. This set the stage for the creation of 30Global Partnership initiatives, including the **Effective Institutions Platform** (EIP)[2] which was established in 2012. The EIP was setup to promote accountable, inclusive and transparent public institutions that are capable of delivering responsive policies, effective resource management, and sustainable public services for poverty reduction and inclusive growth.

A joint OECD-UNDP Secretariat hosts the now 70-member-wide platform that brings together over 60 countries and organisations from across the world. The platform works with members to enhance resource management and service delivery, measure and monitor institutional capacity and, facilitate accountability and inclusion. EIP is demand-driven and uses a country-led, contextually adapted toolbox to help strengthen public sector institutions, including:

- Peer-to-Peer learning alliances that provide a safe space for similar organisations to learn and share experiences, discuss practical questions of mutual interest all related to policy or programme implementation.

- Multi-stakeholder dialogues where a heterogeneous array of participants meet to discuss and share knowledge around institutional reforms.

- Grants designed to support EIP member generated proposal for learning alliances.

In 2018, the EIP engaged in a revisioning process in order to strengthen its value add, and galvanise its niche as an innovative approach to institutional development and accelerator of the Sustainable Development Goals (SDGs). A positive trend towards new and innovative ways of working (Problem Driven Iterative Adaptation (PDIA); Thinking and Working Politically (TWD), Doing Development Differently (DDD), etc.) also present opportunities for the EIP to become an incubator of new ideas, and diffuser of knowledge and learning on more effective ways of working to support effective institutional change. In the spirit of the SDGs 16 and 17, the EIP revisioning aims to maintain a vibrant North-South and potentially triangular peer-to-peer network that can build on an emerging and growing body of evidence on the positive contribution of peer-to-peer partnerships to effective institutional change and development.

The results of a recent EIP survey signaled that a majority of EIP members value peer-to-peer learning alliances as a core attribute of the EIP[3]. This can be enhanced through a dedicated peer-to-peer learning methodology and results framework, bringing to light the direct and causal links between peer-to-peer learning and institutional change as an effective way of working. Peer learning can focus on the internal as well as external dimension of institutional capacity. Performance (delivery of results), resilience (sustaining performance and overcoming adversity) and legitimacy (public trust, accountability) and the guiding premise of the EIP is that a combination of these elements can be positively influenced through peer-to-peer learning.

Developing a comprehensive Monitoring, Evaluation and Learning (MEL) architecture will allow EIP to demonstrate that the P2P approach to institutional change and development, can produce

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[1] http://effectivecooperation.org/monitoring-country-progress/what-are-the-global-partnership-initiatives/

[2] https://www.effectiveinstitutions.org/en/

[3] EIP Member Survey carried out in November-December 2018.

effective and sustainable outcomes. At the same time it is also an opportunity to contribute to an emerging evidence base on effective ways of working through problem-driven iterative, peer to peer arrangements.

In the past there has been reporting on activities carried out and expenditures made (in particular on the DfID[4] and USAID[5] grants), but there was no regular and systematic analysis of the results and impact of EIP activities. In 2016, the EIP Guide to Peer-to-Peer Learning also recognised that: "there is still limited evidence that initiatives claiming to facilitate peer learning successfully foster the transfer of deep, relevant tacit knowledge between peer individuals and ensure that this knowledge and ensure that this knowledge diffuses back to organisations to achieve impact at scale. Hence, there is a need to better document and disseminate the changes at organisational level by peer learning initiatives"[6].

2. <u>Scope of Work</u>

The Development Co-operation Directorate (*DCD*) is launching this Market Consultation to source an **Individual Consultant** who will design an MEL framework on peer-to-peer learning for institutional change. The consultant will design the MEL framework and will organise his work according to the suggested methodology in section 3 which clarifies the tools and processes suggested to guide the consultant's work. Based on the current framing and objectives of the EIP, it is proposed that the MEL framework will need to be framed around two broad results areas:

1. *Institutional changes that can be attributed to peer-to-peer learning or to which peer-to-peer learning has contributed.*

This section is designed to establish indicators and measures to track the extent to which peer to peer support or learning have contributed to institutional development outcomes. Two particular dimensions of institutional change are important (Barma, Huybens, Viñuela 2014[7]), and the proposed monitoring and evaluation framework will need to develop measures to track the extent to which peer to peer (P2P) has contributed (directly or indirectly) to these outcomes.

a   *Internal organisation of public agencies.*   This covers, for example, the existence of a clearly defined mandate or mission, the extent to which the institution is able to deliver against its agreed objectives or priorities, its internal leadership and management, and communication. Capacity development often focuses too much on formal aspects leading to "isomorphic mimicry": public agencies have all the formal attributes of an ideal internal organisation but can for various reasons not perform their actual functions. The indicators should not measure the existence of formal attributes, but rather measure institutional performance and resilience.

b   *Management of an institutions external operating environment*. This second dimension of institutional capacity is external and concerns the institution's connections to society and its fit in the socio-historical context of the country. Relevant measures under this sub-component might include, but would not be limited to, the degree of trust and credibility an institution enjoys (legitimacy), the degree to which it is accountable and open to the public, but also the degree

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[4] Department for International Development

[5] United States Agency for International Development

[6] Matt Andrews and Nick Manning, A Guide to Peer-to-Peer Learning. How to make peer-to-peer support and learning effective in the public sector?, EIP, 2016, p.5

[7] Naazneen H. Barma, Elisabeth Huybens, and Lorena Viñuela (eds.), Institutions Taking Root: Building State Capacity in Challenging Contexts, Washington, DC: The World Bank, 2014.

to which an institution is adapted to its context (as opposed to various forms of institutional mimicry).

The EIP does not seek a traditional linear MEL framework that focuses principally or solely on reporting results against initial objectives, but rather one that can identify <u>how</u> results came about. Ascertaining enabling and disabling factors in peer-to-peer learning processes will provide important building blocks to produce tractable insights which, in turn, can provide further guidance for more effective peer to peer learning approaches. The monitoring in particular is expected to be an iterative process that facilitates regular feedback and adaptation of assumptions and intervention strategies.

Peer-to-peer learning is highly determined by the actors and involved and the nature of their interactions as the mechanisms that explain and drive learning alliances. Hence, the MEL framework will need to consider analysis of the actors involved as well as the power dimensions and potential power imbalances that may affect constructive exchange between peers. The MEL framework needs to capture "soft" aspects of the P2P relationship such as building and nurturing trust and how actors react to (and adapt) to time and resource constraints.

2. ***The efficacy of P2P ways of working, in line with the Peer-to-Peer Learning guide and the principals of problem-driven iterative (PDIA) ways of working (Andrews, Pritchett and Woolcock, 2017).***

PDIA combines four key principles of engagement into a way of thinking about and doing development work in the face of complexity: (1) Focus on specific problems in particular local contexts, as nominated and prioritized by local actors; (2) Foster active, ongoing experimental iterations with new ideas, gathering lessons from these iterations to turn ideas into solutions; (3) Establish an "authorizing environment" for decision-making that encourages experimentation and "positive deviance"; and (4) Engage broad sets of agents to ensure that reforms are viable, legitimate, and relevant—that is, politically supportable and practically implementable[8].

These principles can be weaved into the different stages as identified in the Peer-to-Peer learning Guide. The different stages allow to assess:

- The efficacy of the process of institutional partnership creation. This covers the first PDIA principle and the pre-foundational and phases one and two on establishing a foundational engagement and sustained engagement.

- The effectiveness of the approach corresponding with phases one and two of the learning guide and with the second and third PDIA principle.

- The creation of change at scale. This covers stage four of the learning guide and PDIA principles two, three and four.

The MEL framework needs to be a tool for analysing the efficiency of the P2P learning process. As such it should allow to identify small, incremental steps towards progressively improved institutional capacity, and flexible and adaptive approaches to peer learning that produce results that were not initially foreseen. Innovative approaches such as the use of searchframes[9] rather than logframes need to be recognised and even stimulated through the MEL framework.

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[8] Matt Andrews, Lant Pritchett and Michael Woolcock, Building State Capability, Harvard, 2017, p135.

[9] Search frames are used in the PDIA approach. See the PDIA toolkit pp. 54-55

The MEL framework also needs to generate information on the cost-efficiency (value for money) of peer-to-peer learning processes. It is understood that this cannot only be done in a quantitative way and will also require a qualitative component. However, it is important that better insight be gained in the cost-efficiency dimension of P2P Learning.

The EIP Secretariat will establish a Reference Group to guide the work of the consultant and to provide feedback to the consultant during the design of the framework.

3. <u>Key Tasks and Methods of Working</u>

The tasks and methods will involve both desktop work (design of the MEL framework) and country[10] visits and engagement (support to the implementation of the MEL framework during the first year). Working in close collaboration with the EIP Secretariat and following orientations from and feedback by the dedicated Reference Group, the contractor will design a proposed MEL framework for the EIP and will:

- Take stock of previous EIP monitoring and evaluation practices (DfID reporting; SPARK[11] grants; USAID reporting; and others).
- Take stock of good practice approaches and any lessons learned on MEL for P2P learning processes. This involves the identification of and engagement with institutions that are undertaking similar activities such as the Government Partnerships International formerly the National School of Government International (NSGI), the German Agency for International Cooperation (GIZ[12]) and its work on Climate Finance Learning Alliance, the Global Delivery Initiative (GDI), the Swiss Development Cooperation and its collaboration with the Local Governance Initiative and Network (LOGIN), and others.
- Consult EIP partners
- Assess to what extent MEL practices developed in the TWP, DDD and PDIA communities of practice can be usefully applied to existing P2P approaches.
- Assess to what extent Outcome Mapping and Outcome Harvesting approaches can be used.
- Propose measurable indicators and an appropriate methodology for monitoring, learning and evaluation of P2P alliances.
- Pilot testing of the proposed architecture for monitoring, learning and evaluation of peer to peer learning approaches through at least 2-3 peer to peer alliances:
    - o Design and implementation of a public survey, and one on one interviews.
    - o Identification of case-specific indicators and measures.
    - o Formation of partnerships and engagement with similar local or regional institutions.
- Identify **ways to take into account external/contextual factors that influence P2P learning processes.**
- Identify a way through which partial and intermediate information generated by MEL practice can be aggregated in overall lessons learned.
- Design the process to produce monitoring and evaluation reports (including task allocation and possibly the preparation of templates to facilitate the process).

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[10] Countries will be specified with the consultant at the start of the consultancy and all travel costs for the purpose of the work will be borne by the EIP Secretariat.

[11] Spark was a series of grants attributed by the EIP Secretariat to support the launching and roll out of three peer to peer learning initiatives.

[12] Deutsche Gesellschaft für Internationale Zusammenarbeit

- Provide technical back-up to the EIP to implement the MEL framework after approval.

4. Expected deliverables and provisional timeline

The consultant will produce the following tasks and deliverables with an estimated level of effort of 35-40 days for this assignment.

Timing	Products / Deliverables
First week of May 2019	***Inception call*** with EIP Co-Chairs, Secretariat and Reference Group, and onboarding of the Consultant to the program of work.
By 14 June 2019	***First draft framework for EIP monitoring, learning and evaluation of peer-to-peer alliances.***
By 16 August 2019	***Revised draft framework for EIP*** *monitoring, learning and evaluation of peer to peer alliances, incorporating the feedback received by an EIP Reference Group.*
By 30 June 2020	***Pilot testing*** *of the peer to peer monitoring, evaluation and learning framework through at least 2-3 peer to peer learning alliances.*
By 31 July 2020	***Submission of the final EIP monitoring, learning and evaluation framework,*** *following review and adjustment to account for the pilot experiences.*

5. Minimum Requirements for participating to the Market Consultation

Candidates submitting an offer shall demonstrate the following minimum requirements:

- At least a Master's degree in a field relevant to the assignment, for example in development studies, Results Based Management related social science fields, or business administration;
- Proven experience in the monitoring and evaluation of institutional development programmes;
- Experience in delivering training on MEL and data analysis;
- Background in training and MEL advising in donor-funded programs;
- Experience of developing MEL results frameworks and progress reports;
- Familiarity with Thinking and Working Politically and Doing Development Differently Communities of Practice;
- Interpersonal and communication skills;
- Ability to exercise judgement, and negotiating skills;
- Openness to change and ability to receive and integrate feedback;
- Facilitation and consultation skills.

6. Responding to market consultation

To participate in this market consultation, interested bidders are requested to provide the following evidences no later than Friday 16 April 2019, 2pm Paris time:
- A CV and a statement of experience;
- Concept note (max 5 pages) describing the consultant's understanding of the Terms of References and outline of the proposed methodology.

- A list of maximum 3 references for similar projects and contact details
- A financial offer consisting of a lump sum for the execution of the work described in Chapter 3 "Key tasks and method of working", for the delivery of the products described in chapter 4 "Expected deliverables and provisional timeline". The financial offer shall also indicate a breakdown of costs and the daily rate of the consultant.

7. Management of the consultancy

The Contractor will work under the supervision of the EIP Secretariat.