

# TERMS OF REFERENCE MONITORING, EVALUATION, REPORTING, AND LEARNING GPSA – MULTI-PROJECT SUPPORT <sup>1</sup>

## GLOBAL PARTNERSHIP FOR SOCIAL ACCOUNTABILITY

### 1. Rationale and Purpose:

This Terms of Reference is for a consultancy that the Global Partnership for Social Accountability (GPSA) seeks to procure for providing technical assistance to the development and execution of the monitoring, evaluation, reporting and learning (MERL) systems of GPSA-funded social accountability projects, and to strengthen related capacities of local partners and stakeholders, in alignment with the GPSA's Theory of Action and associated Results Framework. The projects to be evaluated are listed in Table 1.

### 2. Background

On June 12, 2012, the World Bank's Board of Directors approved the Global Partnership for Social Accountability (GPSA) to support civil society and facilitate collaborative governance for reform and development outcomes.<sup>1</sup> Since 2013, the GPSA has provided grants and engaged closely with civil society organizations in 34 countries to solve critical governance challenges through four global Calls for Proposals and additional forms of technical assistance, knowledge and learning support.

According to the GPSA's Theory of Action, the GPSA Program seeks to contribute to country-level governance reforms and improved service delivery through supporting collaborative social accountability processes, which engage citizens, communities, civil society groups, and public sector institutions in joint, iterative problem-solving to tackle poverty and improve service delivery, sector governance, and accountability.<sup>2</sup>

By engaging with both civil society partners and the public sector, and leveraging existing service delivery systems (e.g., programs, policies, chains, decision-making arenas as well as in the frontline), the GPSA confronts head on the need for multi-stakeholder collective action and the capacities for it.<sup>3</sup> The GPSA's model blends:

- (i) flexible funding for civil society-led coalitions to work with public sector institutions to solve problems that local actors have prioritized;
- (ii) sustained nonfinancial support to meaningful engagements, including implementation support, capacity building, facilitation, and brokering;
- (iii) monitoring and evaluation, knowledge and learning functions for project and portfolio adaptive learning as well as strengthening the social accountability evidence base; and

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<sup>1</sup> These Terms of Reference (ToR) have been prepared based on the GPSA's model ToR for grantee CSOs' contracting of independent project evaluations. Following GPSA's guidance, the Project team has adapted the ToR to the specific project's objectives and context. The version used for these ToR follows the GPSA's model ToR last revision of January 2021.

<sup>2</sup> Guerzovich, F. and Poli, M. (2020a). How Social Accountability Strengthens Cross-Sector Initiatives to Deliver Quality Health Services? <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/600891606911830725/how-social-accountability-strengthens-cross-sector-initiatives-to-deliver-quality-health-services>

<sup>3</sup> Reviewing the GPSA's portfolio, Poli and Guerzovich (2020) identify four key capacities: **adaptability, civic, organizational and operational, and analytical capacities**. The importance of these capacities for social accountability practitioners, beyond GPSA grants, is validated by Guerzovich, Mukorombindo, and Eyakuze (2017).

- (iv) partnerships to amplify the diversity and collective knowledge of GPSA's networks and increases recognition for the value of collaborative social accountability to development, including among World Bank teams and government counterparts in taking up lessons of collaborative social accountability processes.

### 3. Objectives of the assignment

The consultant will provide expert technical assistance on Monitoring, Evaluation, Reporting and Learning (MERL) to support the GPSA in developing, implementing and strengthening the MERL systems and capacities of local partners and stakeholders of GPSA-funded projects, while aligning them with the Program's Theory of Action and associated Results Framework. Additionally, the consultant will support the GPSA in supervising data collection, reporting on select evaluative indicators, preparing baseline and mid-term assessments, and undertaking the final independent evaluation of selected projects. These activities will contribute to cross-project, program-level, field knowledge, and learning on aspects of collaborative social accountability prioritized by the GPSA and its partners.

The projects to be evaluated and supported, referred to as “the projects”, are GPSA operations supported by civil society organizations funded through the GPSA (for further details on each project see Annex 4). The GPSA's Theory of Action informed the selection and implementation of these projects – all of which are led-by local civil society partners who use learning from experience, including through their MERL systems, to inform politically savvy engagement and improved project-level management over the course of the grants/contracts and develop capacities for adaptive management, as needed.

Individually and collectively, all projects and their MERL system must contribute to the GPSA's program-level learning and management improvements<sup>4</sup> as well as the GPSA's ability to help strengthen the social accountability field's learning for improved results – one of the pillars of the program identified by the World Bank's [Board Paper](#) – focusing on a select number of learning and evaluations questions that have emerged as critical for the practice, sustainability and scale up of social accountability, in particular, collaborative social accountability in the Program's work to-date.

The GPSA is seeking a firm or organization which can support the GPSA in achieving these program objectives at project and portfolio-levels, striking an agreed-upon balance between local partners (CSOs) capacity building and MERL needs and the collective commitment to supporting a stronger Global Partnership and social accountability practice.

The specific goals of the assignment are to:

1. Ensure MERL deliverables encourage learning, which is reflected in project course corrections to meet intended outcomes described in project-level Theory of Action and Results Framework.

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<sup>4</sup> To learn more about how the GPSA has applied adaptive management and learning to improve on its own approach to supporting and operationalizing support for social accountability, see GPSA (2020). Theory of Action and Results' Framework: Timeline. <https://www.thegpsa.org/about/gpsas-theory-action-and-results-framework> Guertzovich, Maria F. and Maria Poli. 2020. “Integrating Adaptive Learning in Grant-Making: the Case of the GPSA.” Global Partnership for Social Accountability Note 16. World Bank, Washington, DC <http://documents1.worldbank.org/curated/en/116071606910702575/pdf/Integrating-Adaptive-Learning-in-Grant-Making-The-Case-of-the-GPSA.pdf>.

2. To contribute to portfolio and field-wide learning about the mechanisms, conditions, results, sustainability and scalability of collaborative social accountability by responding to key evaluation questions and where relevant producing data that allow for the production of knowledge across projects.
3. To contribute to cross-project learning and capacity-building for priority operational, strategic and/or MERL issues where joint reflection, dialogue and learning might be well suited to contribute to the goals above.
4. To contribute to the GPSA’s ongoing refinement of its MERL system.

**Table 1: project descriptions**

Project	Title	Lead CSO	Project & evaluation scope	Indicative evaluative budget for the assignment	Project start date	Expected project closing date
<i>MASAM Mongolia</i> (P173992)	Mongolia: Mainstreaming Social Accountability for Improved Transparency and Participation in Mongolia - MASAM Second Phase	GLOBE, Save the Children Japan, World Vision Mongolia	21 provinces (aimags). Evaluation is expected to be in a sample of aimags across the 3 implementing CSOs <sup>5</sup>	80,000	3-Jun-20	30-Oct-23
<i>Jordan, inclusive education</i> (P175814)	Strengthening inclusive education in host communities through collaborative social accountability in Jordan	Partners Jordan	Pilots in select municipalities and national level policy engagement <sup>6</sup>	30,000 (only final evaluation will be conducted)	1-Sep-19	30-Jun-22
<i>Jordan, municipalities</i> (P147689)	Strengthening participation of vulnerable groups in municipal governance in Jordan	Not hired yet	Pilot in 3-5 municipalities followed by roll out in 10-15 additional municipalities	20,000 (only final evaluation will be conducted)	(starting implementation)	30-Dec-21

<sup>5</sup> Sample will be decided at research design stage, ideally leveraging within and across aimag comparisons

<sup>6</sup> Sample will be decided at research design stage

<i>Third-Party Monitoring Tajikistan (P175904)</i>	Third Party Monitoring of World Bank COVID-19 Operations in Tajikistan	Zerkalo	National level engagement and in select regions <sup>7</sup>	\$35,000	December 15, 2020 (expected)	14-Apr-23
<i>Cross learning</i>				35,000		
Total budget envelope for the assignment				\$200,000		

**Table 2: project development objectives**

<b>Project</b>	<b>Project development objective</b>
MASAM Mongolia	The overall development objective is to mainstream social accountability towards more effective use of public funds in key sectors for contributing to improved public service delivery and investments across all 21 Mongolia’s provinces and the city of Ulaanbaatar.
Jordan, inclusive education	To improve Jordanian civil society organizations’ capacities to support inclusive education and engage collaboratively with key education stakeholders to inform and improve education policies.
Jordan, municipalities	The objective of this activity is to work with stakeholders in select municipalities to increase inclusivity and effectiveness of participatory processes, through enhanced social accountability measures and to capture learning from these efforts to be integrated into similar contexts through knowledge sharing across institutions including the World Bank.
Third-Party Monitoring Tajikistan	The overall development objective is to contribute to improving effectiveness of World Bank provided COVID-19 Emergency Funds based on Third Party Monitoring in Tajikistan.

See annex 4 for the detailed TOR used for the hiring of organizations supporting the implementation for each project, which provides background on each project.

The main consultancy deliverables, descriptions and timelines are described in the sections below.

## 4. Projects’ Description

This contract will support a sub-set of GPSA projects. Table 1 in the previous section synthesized key information about these projects. For additional information on the projects’ context, arrangements, and key stakeholders, see Annex 4.

Each GPSA project must establish a project-level monitoring, evaluation and adaptive learning system, consistent with GPSA’s mandate, principles, and guidance but tailored to the projects’ circumstances. Guidance, applying to

<sup>7</sup> Sample will be decided at research design stage

grants and client engagements starting after 2020, is codified in the GPSA’s Monitoring, Evaluation, Reporting and Learning Guide for GPSA grant partners and MERL consultants (final document pending. A draft is available upon request from the GPSA). As guidance has evolved over the years, consistent with the GPSA’s adaptive management and learning practice, for projects that started prior to the adoption of the latest version of the GPSA’s Theory of Change and Results Framework and/or implemented through Bank executed activities the GPSA Secretariat will provide additional tailored guidance, as outlined in section “Key expected activities, outputs and timelines” below.

GPSA’s global experience and lessons underscore the need to take an “adaptive” approach to project management and learning, that is, to continuously adjust and course-correct implementation based on timely operational inputs and analysis. Adaptive development emphasizes the importance of clearly identifying and understanding the nature of the problem being addressed as well as its political economy factors, and taking small, incremental steps and adjustments towards a long-term goal. The project’s design makes the presumption that not every facet of the project can be planned, and no implementing partners can accurately forecast at the beginning what will happen.

All projects therefore highlight the importance of using MERL and adaptive learning for incorporating systematic, real-time learning, as well as monitoring and evaluation (MERL) findings into the operation of collaborative social accountability interventions. The GPSA defines adaptive learning as the extent to which each GPSA project and grantee “gains and uses knowledge, from both its own work and that of others, to influence its policy, strategy, plans and actions.”<sup>8</sup>

GPSA projects are not assessed solely on how project implementation followed its original design. For projects where the GPSA and its implementing partners expect to learn what works and doesn’t work through collaborative social accountability, an attempt to formalize strict milestones and indicators at the start of the project can risk derailing the iterative approach needed for success. Following the GPSA’s adaptive learning approach, some activities and their sequencing may be adjusted during the project’s inception phase to better respond to beneficiaries’ needs and other contextual factors.

## 5. Key Evaluation Questions

The GPSA and its “grant partners”<sup>9</sup> have identified a series of key evaluation criteria and questions<sup>10</sup> that are of particular interest to achieve the goals of this consultancy: namely, effectiveness, sustainability and coherence. This consultancy is expected to address these questions in the final evaluations to take place throughout the final year of project implementation (see table 1 for details). However, these questions should be confirmed and/or updated based on discussions and consultations with the GPSA Secretariat to be carried out during the development and updating of the Research Design.

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<sup>8</sup> Guerzovich, Maria F. and Maria Poli. 2020. “Integrating Adaptive Learning in Grant-Making: the Case of the GPSA.” Global Partnership for Social Accountability Note 16, p1. World Bank, Washington, DC. <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/116071606910702575/integrating-adaptive-learning-in-grant-making-the-case-of-the-gpsa>

<sup>9</sup> GPSA grant partners refers to CSO organizations who have been selected through the GPSA’s Calls for Proposals to become the recipient of grant funds to be executed in the benefit of activities implemented under the selected projects.

<sup>10</sup> These questions are subject to refining on a project-by-project basis, based on the final Theory of Action workshop to localize the GPSA’s Theory of Action, as well as on key stakeholders’ priorities for resource allocation, especially where resources may create trade-offs between scope and depth.

- a. Did the project’s strategy contribute to the intended medium and long-term results as per the Project’s Theory of Action? If so, for whom, to what extent and in what circumstances?
- b. What unintended results (positive and negative) were produced, including spillover effects?
- c. To what extent do the results validate the GPSA’s Theory of Action and its adaptation to the project’s target sector and country through the project? The analysis includes, but is not limited to assessing:
  - i. to what extent and how the relevant sectoral system enabled or disabled project implementation? In turn, what, if any, were the project’s contributions to strengthening those sectoral systems and addressing bottlenecks and other implementation gaps in sectoral delivery chains?<sup>11</sup>
  - ii. to what extent, why and how have the project’s lessons informed broader reform efforts, including those led by the government, WBG country and sector dialogues, operations and strategies, and those led by other development partners? Here a focus on project coherence (synergies, linkages, coordination/cooperation, and partnership dynamics) is of interest.
- d. Under what conditions will the results be sustainable?<sup>12</sup> What is the risk that the outcomes achieved will not be sustainable?

Furthermore, for those projects that will require mid-term assessments (see table 1 for start date), the questions for the mid-term assessment must be discussed and agreed during the research design phase of the assignment.

## 6. MERL system and principles

The Bank, with local CSO support, monitors and reports on PDO level indicators, as well as the implementation of activities. The Bank is responsible for developing, implementing, and updating MERL systems following World Bank/GPSA quality standards. The MERL system of each project will incorporate adaptive learning and management tools to ensure the timely adjustment of projects operations and support program-level adaptive management.

- a. **MERL Principles:** The consultants should operate in line with the principles of evaluation of the World Bank/GPSA. That is, the evaluation must be:
  - **Adaptive:** Projects seek to contribute to governance and development outcomes, through adaptive principles. The World Bank monitors PDO level indicators, as well as the implementation and outcomes of activities supported by each Project component. GPSA projects favor flexibility and

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<sup>11</sup> The GPSA expects the consultancy to explore concrete functions and contributions of collaborative social accountability to broader reform efforts, building on lessons from the portfolio about the state of practice. For examples see, Guertzovich, Maria F., Maria Poli, and Emilie Fokkelman. 2018. “How Does Social Accountability Help Resolve the Learning Crisis?” Global Partnership for Social Accountability Note. World Bank, Washington, DC. <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/123441607318121919/how-does-social-accountability-help-resolve-the-learning-crisis>

Guertzovich, Maria Florencia and Maria Poli. 2019. “How Social Accountability Strengthens Cross-Sector Initiatives to Deliver Quality Health Services?” Global Partnership for Social Accountability Note. World Bank, Washington, DC. <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/600891606911830725/how-social-accountability-strengthens-cross-sector-initiatives-to-deliver-quality-health-services>

<sup>12</sup> Under this task the evaluator will assess the project’s sustainability, considering among others factors those relevant for the project’s strategy and the GPSA’s approach (e.g. the coordination, coherence and complementarity between its interventions and the programs and reform efforts of other stakeholders, \*including but not limited to the WBG, capacity development of key stakeholders, coalition building strategy, and fit of the project’s strategy with the sectoral political economy context, including but not limited to the sector’s delivery chains). See the GPSA’s MERL manual for additional guidance.

adaptation in the design of its interventions, with a view towards scaling up support where the likelihood of sustainable reforms is greatest.

It is in the scaling of collaborative social accountability mechanisms and processes developed under GPSA projects that success is demonstrated. As information is gathered during implementation, about what is happening and how we measure it, the project indicators may change. GPSA projects are based on an in-depth understanding of the technical challenges of implementing collaborative social accountability mechanisms, but they also strive to understand and leverage local contexts. As such, it is important that project course corrections and adaptive management is encouraged and rewarded based on effective supervision and implementation facilitation.

Therefore, as the World Bank monitors progress towards the achievement of PDO level indicators and learns how projects interventions contribute to it, some component-level indicators may have to be revised or changed and budgets reallocated. Adaptive learning and politically informed action by all stakeholders, including the GPSA, during the project cycle (from inception to evaluation to sustainability beyond the lifetime of the intervention) are important towards the effectiveness, sustainability and coherence of collaborative social accountability.

- **Useful:** for the evaluation to influence decision making, the findings must be perceived as useful and as geared to current operational concerns and/or contributing to the GPSA's learning for improved results, as required by the GPSA's Board paper, identified in this document. Participation of a range of stakeholders at all levels is an important part of this assessment. The consultant should consider the audience of the evaluation and ways to maximize learning through this process.
- **Independent:** For evaluations and evaluative indicators to be impartial, they must be free from bias in findings, analysis and conclusions. In turn, this means independence from contracting firm or consultant.
- **Credible:** the evaluation must be perceived as objective, rigorous and impartial.
- **Transparent:** credibility and usefulness will also depend on the transparency of the evaluation – the ready availability of findings to all stakeholders.

**MERL Arrangements:** Within each project there are focal points for evaluations. The GPSA Secretariat will have project liaisons in the local CSOs supporting GPSA operations, who along with the Project's evaluator working under this assignment, will help assess the Project's performance through the submission of select evaluative indicators, the mid-term assessment, and the final evaluation. To this end, the GPSA encourages the contractor to work with local evaluators in each country, ideally using the same evaluators for synergies where there are 2 projects in a single country (Jordan). The contractor would be responsible for supporting and strengthening the capacities of these local evaluators so they can fulfill the task, as needed

In most projects, additional monitoring tools may be devised - where relevant with support from the independent evaluator - that enable local CSOs and its partners and the GPSA-World Bank to keep better track of the Project's progress, identify any obstacles and generate information that can allow adjustments in planning in a dynamic and flexible way.

The MERL focal points in the local CSOs supporting GPSA projects will be key to ensuring the MERL consultant is supported in the planning and implementation of evaluations as well as the necessary logistics (e.g., arranging interviews, transportation, and accommodation) related to this consultancy. To this end, the consultant may be requested to oversee and support the work of those local project evaluators so that they are well placed to achieve the goals of this consultancy at project level, and contribute to cross-project and portfolio level needs, including cross-project, comparative and aggregate knowledge and learning.

In addition, the GPSA will also provide the MERL consultant the appropriate guidance, and clarification, as well as reporting formats to use for completing all MERL deliverables to meet WB requirements for professionalism for publication, stylistic consistency throughout the project and across the GPSA portfolio. This is to also ensure efficiency for the WB in aggregating project level data as well as having to address stylistic issues for final evaluation publications

## 7. Methodology

The ability to apply the proposed methodology will be one of the main criteria for selecting the appropriate consultant for the assignment. Interested candidates are required to submit a detailed proposed methodology that fulfills the following requirements:

- Clearly articulates a strategy to implement the tasks and produce the deliverables described in this TOR, and the GPSA's MERL Guide in line with the purpose and specific goals of the assignment (draft available upon request), balancing project and program-level goals.
- Shows alignment with the adaptive learning and evaluative approach (see annex 4 and 5) - specifically how project MERL activities that took place consider causal logic from project inputs to expected results and will lead to a substantive evaluation against all (functional equivalent) indicators as outlined in the project-level Results Framework and a final analysis of the project outcomes against the Projects' Theory of Action.<sup>13</sup>
- Justifies methodological choices as fit for answering key evaluation questions. That is, the MERL framework should be appropriate to collaborative social accountability, explicit grounding on GPSA's documentation and previous evaluations.
- Articulates concrete processes to support building stakeholders' (CSOs and government) key capacities, including, but not limited to, inputs to help structure and facilitate the creation of the project-level Theory of Action and Results Framework, as well as how adaptive learning will be used to course correct project implementation and update the MERL system.
- Articulates concrete processes to identify and select, in agreement with local CSOs supporting the GPSA, local evaluators who will work on a regular basis with partners in [list countries] as well as the arrangements that will be in place to support, build the capacity of, and oversee the work of those project evaluators so that they are well placed to achieve the goals of this consultancy at project level and

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<sup>13</sup> For select projects, approved prior to the GPSA's Theory of Action and Results Framework's latest iteration, only some indicators and questions are relevant (see section 9).

contribute to cross-project and portfolio level needs, including cross-project, comparative and aggregate knowledge and learning.

- Discusses the potential risks and challenges for the evaluation and how these will be managed.

The successful tenderer will then refine this overall proposal, in consultation with the World Bank/GPSA, first, and then work with the local CSO(s) supporting the GPSA to further tailor it to each projects' circumstances.

## 8. Expected activities, outputs and timelines<sup>14</sup>

The assignment will require the completion of several, interrelated, MERL deliverables to be completed in consultation with the GPSA. Timeframes provided will be negotiated for each project once the successful candidate has been hired. The timeframes allow for draft and final deliverables that will be approved by the GPSA Secretariat.

The consultant is expected to apply the program level GPSA TOA and Results Framework to evaluate each project. The consultant should incorporate feedback from GPSA about the approach to doing this, timelines and feasibility, and implementation of the GPSA's MERL Guide across projects. Projects diverge in their goals, contexts, scope, ambition, key stakeholders, trajectory, timeline and budget envelopes. Early in this consultancy the GPSA will provide guidance on expectations regarding each project that will inform how the consultant approaches work on a project-to-project basis, including, but not limited to how to approach projects whose scope is broader or timelines are shorter than the GPSA on-average projects. The consultant is expected to conduct regular virtual check-ins with the GPSA to ensure alignment and timely feedback and decision-making, consistent with GPSA's Secretariat bandwidth.

### **GPSA Program-level outputs:**

- 1. Refine the cross-country proposal to evaluate projects, based on this TOR**, incorporating feedback from GPSA about the approach, timelines and feasibility, and implementation of the GPSA's MERL Guide across projects, which will then be localized and tailored on a project-by-project basis. This should include establishing agreed upon parameters for tailoring the overall proposal to concrete projects. Early in this consultancy the GPSA will provide guidance on expectations regarding each project that will inform how the consultant approaches work on a project-to-project basis, including, but not limited to how to approach projects whose scope is broader or timeline shorter than the GPSA on-average projects.
- 2. Produce a yearly memo collating lessons learned** about the implementation of the GPSA's MERL system, including concrete suggestions for improving the MERL Guide and the processes outlined there, the management of risks related to the implementation of the GPSA's complex MERL system, the aggregation of project-level indicators, and, better identifying patterns that may emerge across sub-sets of projects.
- 3. Identify priorities for, design and implement, in collaboration with the GPSA's team, a yearly cross-project learning activity.** This activity will build on and strengthen the GPSA's yearly grant partners learning workshop.

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<sup>14</sup> Please note: this section provides the minimum list of expected activities, outputs and estimated timeline. The list of detailed activities is subject to revisions based on the individual proposal of the Consultant.

- 4. Communications support** for producing 10 short materials (notes, blogs, videos) and/or presentations to share key pieces of knowledge with targeted stakeholders (SC, WB management, donors) and/or the wider community of GPSA Global Partners, thematic experts and other social accountability and related communities of practice and initiatives. The content of these products will be decided by the GPSA as needs and lessons arise.

#### Project-level outputs:

##### For Tajikistan and Mongolia:

- 1) A Research Design and MERL system with a MERL plan** This initial plan, which will be updated throughout the project will include a detailed plan to show how all MERL deliverables will be completed, including a fit-for-purpose research design which uses theory-informed, causal analysis and appropriate methods that enable assessment of the key GPSA evaluation questions and the project-level Theory of Action and Results Framework indicators (please see next item).<sup>15</sup> The consultant will agree with the GPSA on the priority focus of the key GPSA evaluation questions and/or other scope issues such as sampling, to ensure that resources are for MERL take into account strategic learning interests vis-a-vis the specific project and for cross-project learning. The plan will initiate during year 1 upon hiring, with GPSA approval required prior to the baseline data collection, with updating throughout project implementation as needed.

The plan will require a **user-friendly operational MERL guide for local CSOs' staff** explaining how MERL will be used to ensure project course corrections take place. This plan and its updates will build on the plan submitted to the GPSA and its localization, and be validated with the GPSA (all draft deliverables shall be submitted in advance to allow sufficient time for consultations). The following documentation must inform the Research Design, MERL system and MERL plan:

- All project documents.
- public sector and development partner documents and reports relevant to assess sustainability and coherence in each relevant country and sector.
- GPSA documents included in this annex as well as evaluations of other GPSA projects to enable cross-project comparative learning.

- 2) The Research Design should also include a project-level Theory of Action and recommendations towards an update of the existing Results Framework, where necessary (within the first two-months of the consultancy in Year 1)** – The consultant will facilitate the creation of the project-level Theory of Action with the local CSOs supporting the GPSA, as well as other project stakeholders, including the GPSA Secretariat. The GPSA's MERL Guide provides a detailed rationale for this localization as well as parameters by which this localization ought to take place. Critically, the localization of the Theory of Action must consider project, context and sectors specificities in greater detail than the team was able to consider in the preparation of the project ahead of approval, with a limited time and stakeholders.

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<sup>15</sup> In terms of relevance to this consultancy, the project's Monitoring, Evaluation, Reporting and Learning (MERL), which this consultancy will heavily support, must focus on the connection across project's components, through the project's Theory of Action, and their contribution to outcome-level results as well as to the global GPSA Theory of Action, including key assumptions and process outcomes. The evaluation should not focus on individual components and outputs but in the causal chain assumed to connect these project components and relevant results.

Localization is initially about specification and detailing, and NOT about changing the overall logic, unless justified and agreed, so that the MERL system not only contributes to the achievement of local results, but also to learning about collaborative social accountability across the GPSA portfolio, which is vital for learning and adapting ‘what works’ for collaborative social accountability in specific sectors and contexts – a mandate of the World Bank Board when it established the GPSA.

**The Results Framework will also be localized** to respond to the project’s context of the indicators against which the project must report. This entails revising the methodology and sources to produce functional equivalent data about said indicators, as well as the yearly targets for each indicator, all of which will be documented. This document will be aligned with the GPSA’s MERL Guide and be shared with the GPSA prior to any data collection (all draft deliverables shall be submitted in advance to allow sufficient time for consultations). Participatory workshop-style approaches will be encouraged.

- 3) **Development of operational tools**, including a user-friendly project MERL guide for project staff and other key stakeholders (**within six months of starting the consultancy in Year 1, but after the Research Design and MERL system/plan has been cleared**). This includes, inter alia, a methodology, data collection and analysis tools and protocols, division of responsibilities and allocation of resources (including interfaces to leverage resources of the operation, including but not limited to data,<sup>16</sup> as relevant) as well as the CSOs’ schedule of activities in line with GPSA and CSOs’ MERL principles and quality standards. The MERL system will incorporate adaptive learning and management tools to ensure the timely adjustment of the project’s operations.
- 4) **A project baseline for the GPSA project (to be completed by the end of Year 1)**. Supervise the data collection by the project team, analyze the data collected and prepare the baseline report. The consultant should justify the proposed sample of sources, mechanisms for data collection and interpretation in the Research Design.
- 5) **Monitoring data analysis and reporting**: The consultant is responsible for carrying out the analysis of mandatory functional equivalent, evaluative indicators included in the GPSA and project Results Frameworks, as per the GPSA’s MERL Guide. This data is submitted yearly to the GPSA by grantees and local CSO partners. The consultant will also support the GPSA to use MERL learning by ensuring that the evaluative project-level Results Framework indicators remain relevant, as well as the MERL system, which will include support to monitor a reliable and accurate data collection and analysis. In addition, the consultant will support analysis of other data collection during project implementation, including relevant feedback and data that may support the evaluations, as per the research design and MERL system/plan.
- 6) **A mid-term assessment and report of the GPSA project (mid-point of the project)**: The consultant will agree with the GPSA on the focus of a rapid mid-term assessment of what is deemed critical for the project’s strategic course-correction at this point, given results to-date as well as emerging circumstances that create opportunities and constraints with an eye towards supporting sustainability and scale up (as per the GPSA’s Theory of Action). The goal is to produce timely feedback, operationally feasible guidance and recommendations about allocations of limited resources, as well as to contribute to reflection and adaptation.

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<sup>16</sup> While the research design may need to leverage and complement data collected by each project about its performance submitted through reporting tools or other types of evaluations, the main goal is not to produce a performance evaluation for accountability purposes with a set of lessons and/or recommendations for implementing partners.

- 7) A final independent evaluation of the GPSA project (in the final year of the project):** The evaluation should answer the key evaluation questions included in this TOR with causal analysis, informed by the GPSA's and Project's Theory of Action as well as analysis of the project-level Results Framework, qualitative and quantitative data captured in the project baseline report, project monitoring and mid-term assessment data and the final evaluation to provide an overall picture of causality.

The evaluation must show results made in the project in a credible and transparent manner and consistent with the other principles enumerated above. To do so, the consultant will update the research design for the final evaluation and will develop additional appropriate data collection tools and protocols, which will be cleared prior to implementation. The consultant will collect data, data analysis (theory-informed and causal), share and validate findings to ensure transparency and results are credible, as well as draft and finalize the report.

The final evaluation report will provide findings, lessons learnt, conclusions and recommendations, including learning and knowledge about the key evaluation questions. One goal of the final evaluation is to inform improvements to collaborative social accountability strategies for those working in the sector to utilize. The final evaluation report should be of a high enough quality to share with donors, international agencies, and interested third parties engaged in collaborative social accountability processes. A summary of the final evaluation report will be presented to the GPSA Secretariat in an online PowerPoint presentation.

**All draft deliverables shall be submitted in advance to allow sufficient time for consultations and feedback and approval by the GPSA Secretariat.<sup>17</sup>**

- 8) At the GPSA's request, provide MERL capacity building support to GPSA's local CSO partners:** The capacity building needs for each CSO differ, but should be expected to take approximately 10% of each evaluation's efforts. Capacity building includes support to providing project monitoring, reporting as well as setting up, making updates and adaptations to the MERL system through reflection and learning as the project is implemented. (continuous)<sup>18</sup>.

**For Jordan projects:**

- 1. A Research Design to produce a learning evaluation that produces theory-informed causal knowledge about a subset of the questions identified in section 3, localized to the context of the project.** The priority question(s) and research design will be mainly focused on supporting GPSA and other funding partners reflection, dialogue and learning about the strategic rationale that informed these projects and,

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<sup>17</sup> Please note: the consultant will be required to provide a final evaluation plan by the project's end date or before. This is a requirement for the project to receive the final disbursement tranche from the GPSA. Data for the final evaluation should take advantage of that collected by the monitoring system during the lifetime of the project. Additional data may be collected after the project's official closing date, given that WB-GPSA projects have a six-month grace period after the project's closing date to furnish the project's final evaluation to the WB-GPSA. Please note, however, that the project's TTL is also required to prepare an Implementation Completion Report (ICR) which will partly draw from the project's independent final evaluation report. Hence, the final evaluation report will need to be completed with sufficient time before the end of the 6-month grace period. These arrangements must be discussed with the CSO, GPSA and WB TTL.

<sup>18</sup> NB: The deliverables will be negotiated based on project timeframes and budget.

potentially, support modalities.<sup>19</sup> While the research design may need to leverage and complement data collected by each project about its performance submitted through reporting tools or other types of evaluations, the main goal is not to produce a performance evaluation for accountability purposes with a set of lessons and/or recommendations for implementing partners.

The fit-for purpose research design will use GPSA theory-of action informed, causal analysis and appropriate methods that enable answering the said question(s). This research design will be validated with the GPSA (all draft deliverables shall be submitted in advance to allow sufficient time for consultations). The following documentation must inform the Research Design, MERL system and MERL plan:

- All project documents and available data
- public sector and development partner documents and reports relevant to assess sustainability and coherence in each relevant country and sector.
- GPSA documents included in this annex as well as evaluations of other GPSA projects to enable cross-project comparative learning.

**2. Development of operational tools**, including as relevant to the time frame of the project user-friendly project MEL guide for project staff and other key stakeholders (after the Research Design and MERL system/plan has been cleared) – This includes, inter alia, a methodology, data collection and analysis tools and protocols, division of responsibilities and allocation of resources (including interfaces to leverage resources of the operation, as relevant) as well as activities schedule with designated roles and responsibilities in line with WB, GPSA and CSO partners M&E principles and quality standards.

**3. A final independent evaluation of the GPSA project:** The evaluation should answer the key evaluation questions identified with causal analysis, informed by the GPSA's and Project's Theory of Action as well as analysis of the project-level Results Framework, qualitative and quantitative data captured through the life of the project and for the final evaluation to provide an overall picture of causality. The consultant will collect data, data analysis (theory-informed and causal), share and validate findings to ensure transparency and results are credible, as well as draft and finalize the report. The final evaluation report will provide findings, lessons learnt, conclusions and recommendations, including learning and knowledge about the key evaluation questions. One goal of the final evaluation is to inform improvements to collaborative social accountability strategies for those working in the sector to utilize. The final evaluation is considered the grantee contribution to the GPSA global knowledge platform. The final evaluation report should be of a high enough quality to share with donors, international agencies, and interested third parties engaged in collaborative social accountability processes. A summary of the final evaluation report will be presented to the grantee/CSO partners and the GPSA Secretariat in an online PowerPoint presentation.

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<sup>19</sup> By way of example, the GPSA produced a learning note about the strategic evolution of its grantmaking approach in the Dominican Republic, leveraging selected sections of a broader project's independent evaluation. Similar longitudinal analysis could be an area of interest for the HDRTF grant, asking whether, how, and under which conditions the strategic pivot informed by a previous project evaluation might be better suited than the previous approach to achieve GPSA/HDRTF joint objectives? For the other Jordan project a different, but equally strategic learning question(s) would be discussed with the GPSA's team and CSO partner. Poli, Maria, Maria F. Guertzovich, and Emilie Fokkelman. 2020. "Aligning Actors for Learning: The Evolution of Social Accountability in the Dominican Republic's Education Sector." Global Partnership for Social Accountability Note 14. World Bank, Washington, DC. <https://gpsaknowledge.org/wp-content/uploads/2020/03/gpsa-note-14-dominican-republic.pdf>

**All draft deliverables shall be submitted in advance to allow sufficient time for consultations and feedback and approval by the GPSA Secretariat.<sup>20</sup>**

**The table below provide a summary of the key outputs to be provided in English with timelines (note that the two Jordan projects mainly focus on the research design and final evaluation).**

<b>Activity</b>	<b>Output</b>	<b>Timeline (indicative)</b>
Conduct the participatory process of developing the project Research Design with a localized Theory of Action and revised Results Framework. A Theory of Action workshop will be supported by the CSO project team, including translation to local language, if needed.	Research design document, including adapted Theory of Action to the local context and revised project Results Framework, and research design consulted and validated with the GPSA Secretariat (and their updates, as relevant)	<b>Year 1 (2 months after evaluator is contracted)</b>
Based on the approved research design, develop a MERL system and plan with tailored guidance and data collection tools.	MERL plan and guide document outlining a MERL framework including monitoring systems and data collection tools. The output should provide operationally feasible guidance, recommendations about allocations of limited resources as well as identification of critical points for the system to work.	<b>Year 1 (6 months after evaluator is contracted)</b>
Supervise the baseline data collection and conduct data analysis and reporting.	Baseline analysis report	<b>Year 1</b>
Project monitoring and analysis against the project Theory of Action and Results Framework.	<b>Annual</b> scores for evaluative indicators included in the projects' Results Framework.	<b>Annually</b>
Lead the mid-term assessment of the project's progress, including analysis and reporting. This may include a field visit to be done jointly with the World Bank's	Mid-term assessment report, to inform the project team of preliminary results, alternative solutions, and major decisions that need to be made to successfully	<b>Mid-way of project implementation</b>

<sup>20</sup> Please note: the consultant will be required to provide a final evaluation plan by the project's end date or before. This is a requirement for the project to receive the final disbursement tranche from the GPSA. Data for the final evaluation should take advantage of that collected by the monitoring system during the lifetime of the project. Additional data may be collected after the project's official closing date, given that WB-GPSA projects have a six-month grace period after the project's closing date to furnish the project's final evaluation to the WB-GPSA. Please note, however, that the project's TTL is also required to prepare an Implementation Completion Report (ICR) which will partly draw from the project's independent final evaluation report. Hence, the final evaluation report will need to be completed with sufficient time before the end of the 6-month grace period. These arrangements must be discussed with the CSO, GPSA and WB TTL.

project supervisor’s mid-term review	complete the project, consulted and validated with the GPSA.	
Supervise the final evaluation data collection and conduct data analysis and reporting.	Draft and final versions of the final evaluation report that answers the mentioned key evaluation questions and provides recommendations, consulted and validated with the GPSA.	<b>End of final year.</b> Initial draft of the evaluation: 2 months after close of project  Feedback and consultation window after submission of the initial draft: 4-6 weeks  Second draft of the final evaluation: 4 months after the close of project
Synthesize the final evaluation findings and recommendations for validation before finalization.	A virtual presentation on the final draft evaluation findings and recommendations to key MERL users	<b>End of final year.</b> (6 months after the close of the project)

**All reports provided should be in English and of high enough quality to share with donors, international agencies, and interested third parties.** It should provide substantive evaluation against indicators as outlined in the project Results Framework, results model and work plans. Documents that are mainly used on the local level, e.g. manual, may stay in the local language.

**Each final evaluation’s report must:**

- Contain an executive summary (mandatory);
- Be analytical in nature (both quantitative and qualitative), causal rather than descriptive and engage the growing body of lessons and evaluations about collaborative social accountability;
- Be structured around issues and related findings/lessons learned;
- Include conclusions; and
- Include recommendations.

**Please note that all content must be discussed with the GPSA Secretariat before finalization.**

## 9. Users and intended uses of MERL products and evaluations.

**GPSA clients**

- To guide improvement of other (ongoing and future) programs and the needed adjustments to improve quality, effectiveness, and efficiency of overall program operations, strategies, and policies.

**GPSA:**

- To inform and support the GPSA’s portfolio level monitoring, evaluation and learning , including bounded comparisons among sub-sets of projects.
- To guide improvement of other (future) programs and the needed adjustments to improve overall program operations, strategies, and policies, including its MERL system.

### **Roles and Responsibilities**

The overall responsibility for managing the evaluation logistics and planning will sit with the GPSA Secretariat. The GPSA/World Bank will:

- Facilitate contact with key partners and stakeholders of this project;
- To facilitate the access of the evaluator to relevant data and documents;
- To manage the contract/evaluation process and serve as a liaison with the evaluator;
- Provide comments on the draft and final reports and approve them;
- Participate in briefing and debriefing process for evaluation consultant on the objectives of the evaluation;
- Provide comments and feedback on (i) Theory of Action, updated Results Framework and Research Design with MERL system/MERL Plan; (ii) Baseline Analysis Report (iii) Mid-term Assessment Report; and (iv) Draft and Final Evaluation Reports; and
- Share key GPSA Program documents, and provide guidance and clarification as needed.

### **Consultant will:**

- Develop, elaborate and iterate a plan to deliver on the consultancy's scope, taking into account the GPSA's lessons to-date and guidance to support project, cross-project, and portfolio needs;
- Develop and elaborate a detailed research design per project taking into account the GPSA's lessons to-date and guidance to support project, cross-project, and portfolio needs;
- Develop a fit-for purpose detailed methodology for the deliverables in response to the key evaluation questions and GPSA guidance;
- Collect and analyze data and conduct activities outlined in this TOR;
- Map and review project, sectoral, GPSA, and other relevant documentation and keep abreast of emergent processes at project and sectoral level;
- Keep abreast of adaptations to GPSA's MERL guidance and project lessons;
- Deliver all products in a timely fashion, taking into account stakeholders' bandwidth;
- Be responsible for the quality of all activities and deliverables included in this TOR, as per the standards and guidance in the GPSA MERL manual;
- Be responsible for designing each activity, its processes and deliverable with a user-driven mindset, considering that different projects have partly overlapping users;
- Develop and present all drafts and final reports (portfolio level deliverables, research designs, baselines, mid-term assessments and final evaluations) and address stakeholders' feedback in iterations of these documents; and,
- Present key findings of the final evaluation to stakeholders.
- The GPSA would welcome the contractor to work with local evaluators.

## **10. Milestone Payments**

Arrangements for this consultancy will be based on satisfactory delivery of key milestones and outputs rather than on a set number of days. It is expected that each evaluation will have payments in tranches (e.g. at approval of research design, mid-term report and final report) but that payments across evaluations may be bunched. In reference to the lump sum amount specified in table 1, payment will be negotiated at the contract stage.

## **11. Annexes**

The GPSA MERL Manual is currently being finalized. A draft version is available from the GPSA Secretariat upon request.

Please refer to additional documents in the ToR package:

**Annex 1:** [GPSA Theory of Action \(simplified version\)](#)

**Annex 2:** [GPSA Theory of Action \(full version figure\)](#)

**Annex 3:** [GPSA Results Framework](#)

**Annex 4:** Project TORs

## Annex: The GPSA's Theory of Action

This section provides a detailed completed version of the GPSA Theory of Action which articulates the overall approach to collaborative social accountability, both a term and conceptual framework coined by the GPSA itself.<sup>21</sup> The GPSA's Theory of Action is the backbone for the GPSA's operation and respective MERL system. It informed prioritization of countries and problems for grant-making, selection of grantee projects as well as the key evaluation questions and results framework indicators that the program and its implementing partners have identified as critical for achieving this contracts' objectives at project and portfolio levels.

In sum, all decisions about project MERL in this TOR are informed first and foremost by the GPSA Theory of Action and its appropriate localization to the different projects' country of operation, project sector and service delivery problems, implementation modalities and key stakeholders from respective civil society and public sector institutions that are working together to create and deliver collaborative social accountability processes.

Evidence shows public service delivery can be more effective, and public policies can be stronger and more sustainable, when public sector and societies interact to help shape, execute, manage, deliver, monitor, and adjust their policies and service delivery programs (ePact 2016; Waddington et al. 2019). Yet, carefully designed, sensible public policies are too often not adopted or implemented because of governance failures. Different individuals and groups in societies fail to commit, cooperate, and coordinate to achieve desirable development goals (World Bank 2017).

Lack of collective action, including within society, can undermine policies to address complex development problems, that no single actor can accomplish alone. Asymmetries of power work against inclusive policy-making and implementation. When states and communities do not see eye to eye, or have mechanisms to reduce mistrust and reach agreements, people are left behind and do not contribute to own public decisions. This can undermine the legitimacy of the state. An added challenge is when citizens and those in the public sector lack previous experiences in solving development problems together, they often do not have the capacities to engage in these kinds of processes (Poli and Guerzovich 2020). International actors can support rules and provide resources that help bolster collaboration of civil society and public sector institutions to remove obstacles to inclusive development. The Theory of Action of the GPSA is one way the World Bank addresses state-society divides and, where germane, intra-societal divides, that undermine effective development for all.

**The GPSA's Approach:** The GPSA supports a new generation of collaborative social accountability processes, which engage citizens, communities, civil society groups, and public sector institutions in joint, iterative problem solving to tackle poverty and improve service delivery, sector governance, and accountability (Guerzovich and Poli 2020a).<sup>iv</sup> A key lesson from the GPSA<sup>v</sup> and from global experience is that social accountability is more likely to be effective and scalable when it complements broader government policy and programs, including service delivery systems (Grandvoinet, et.al. 2015; ePact 2016; Waddington et al. 2019).

By engaging with both civil society partners and the public sector, and leveraging existing service delivery systems (e.g., programs, policies, chains, decision-making arenas as well as in the frontline), the GPSA confronts head on the need for multi-stakeholder collective action and the capacities for it.<sup>vi</sup> GPSA blends (i) flexible funding for civil

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<sup>21</sup> The GPSA Theory of Action text in this section is directly from the GPSA Theory of Action document which is available online at [https://www.thegpsa.org/Data/gpsa/files/field/documents/02.09.2020\\_gpsa\\_theory\\_of\\_action.pdf](https://www.thegpsa.org/Data/gpsa/files/field/documents/02.09.2020_gpsa_theory_of_action.pdf)

society-led coalitions to work with public sector institutions to solve problems that local actors have prioritized with (ii) sustained nonfinancial support to meaningful engagements, including implementation support, capacity building, facilitation, and brokering.

The aim is to contribute to country-level governance reforms and improved service delivery through more sustainable and effective civil society organizations that will support collaborative social accountability initiatives for addressing implementation gaps, beginning in the frontline. GPSA-supported coalitions develop capacities to engage meaningfully and collaboratively in policy-making, implementation, and service delivery processes. To establish civil society-led multi-stakeholder compacts, civil society groups use GPSA advice and guidance, information about public sector reform efforts and country systems, insights from social accountability practice from relevant contexts, and other resources (Poli and Guertzovich 2020).

A key outcome is civil society partnerships and relevant public sector counterparts engaging in collaborative social accountability processes that include people, communities and other groups in society, comprising many who are usually excluded from shaping their own futures and engaging in government. Collaborative social accountability can provide and strengthen platforms for collective action of citizens. vii These multi-stakeholder compacts are a vehicle to strengthen interactions that feed actionable information to decision makers and shift their preferences, incentives and ideas for achieving locally prioritized development goals.

The GPSA expects these compacts to contribute to addressing proximate or systemic causes of pressing local development priorities. They use social accountability mechanisms to address obstacles to improving service delivery for all – whether strengthening systems and/or improving frontline or equality in last mile service provision (Guertzovich and Poli 2020; Guertzovich, Poli, and Fokkelman 2020).

Also, World Bank teams support meaningful engagement between civil society and public sector institutions. GPSA-supported civil society coalitions benefit from information about service delivery reform efforts gathered by the GPSA from its calls for proposals aiming to implement collaborative processes to meet specific in-country challenges. These challenges include those associated with social risk management and social equality and social sustainability.

Development partners, including World Bank country teams, help identify service delivery entry points and opportunities for social accountability to improve development outcomes. World Bank sector teams help open the door to engagement with governments by applying their unique experience in sectoral reform efforts. They also can support civil society groups in identifying concrete opportunities for community input in programs, policy and service delivery processes.

With this improved environment for engagement, civil society and public sector institutions implement collaborative social accountability processes that, unlike earlier generations of social accountability, complement public management, service delivery chains, and country systems with community-driven action. It is the synergy between the work of civil society and coalitions within the public sector — which can obtain new information, ideas, knowledge, legitimacy, and resources through joint action — that enables collaborative social accountability processes to contribute toward more effective and sustainable development policies and, in turn, results.

In select instances, the GPSA is also experimenting at the intersection of collaborative social accountability and the World Bank's Citizen Engagement Strategy. This support to civil society-led processes follows a similar, but distinct logic from other projects, as a key goal is to inform World Bank project's rather than public sector reforms, for example the Third-Party Monitoring project in Tajikistan.

**Beyond the Frontline:** The nature of the GPSA’s grant-making is to make small experimental investments with the potential for scale-up and sustainability. When elements and lessons of collaborative social accountability processes inform public sector decisions and actions beyond individual GPSA projects, the GPSA demonstrates success. ix Collaborative social accountability processes are innovative in the way they engage communities and their partners - civil society organizations, public sector reform efforts, and World Bank operations.

The GPSA expects elements of these processes and their lessons to be taken up by the public sector beyond individual projects. Over time, and with the benefit of trust and joint experience, civil society, public sector, and development partners will seek to adapt insights from collaborative processes. They might sustain or scale them through programs or policies that can apply them in additional localities or sectors or inform decisions in the policy arena, sometimes beyond the timespan of GPSA’s support.

**Working with and Strengthening the Context:** Partner countries are identified from among those that could have the highest potential impact from linking collaborative social accountability to specific aspects of public service delivery; where there is government consent and support; and, typically where the World Bank has a committed sector team with a relevant project early in implementation or in the pipeline.

These conditions increase the likelihood that GPSA-supported collaborative social accountability can be effective in mitigating power imbalances that engender exclusion, capture, and clientelism, which are at the heart of policy failures. They can also foster the development of new capacities and trust to shift the incentives of those in power — reshaping their preferences and ideas in favor of good outcomes and taking into account the interests of previously excluded citizens and groups.

In the most challenging contexts — those of low civil society institutional capacities, where civic space is closing, trust in government is weakening, polarization increasing, social cohesion decreasing or in fragile, conflict, and violence-affected settings, the critical task is to empower local stakeholders to develop their individual, relational and collective capacities and state building. Collaborative social accountability efforts offer significant potential to re-imagine state-society relationships and build trust. They can catalyze collective action around problem-solving that matters for all (Falisse, with Mafuta and Mulongo 2019).

That is collaborative social accountability processes have the potential to transform political narratives, incentives, beliefs and behaviors that undermine the social contract (McCullough and Papoulidis 2020). xii This goal can be aided by the process of joint learning-by-doing among stakeholders where reciprocity, information sharing, new ideas and behaviors can be fostered while building trust and capacity to co-produce solutions to shared problems (Poli and Guertzovich 2020; Raynor et al. 2017; Wenger-Trayner and Wenger-Trayner 2014; Guertzovich, Mukorombindo, and Eyakuze 2017).

**Building Stronger Partnerships:** For social accountability to accelerate positive outcomes in development, the GPSA recognizes that its programmatic work must be complemented by investments in building the social accountability field. The GPSA works to amplify the diversity and collective knowledge of its global partners — a network of relevant stakeholders from civil society, academia, donors, private sector, and governments — which can deliver collaborative approaches beyond direct GPSA grants and contracts. It also provides a global platform that enables networking, knowledge exchange, and learning, both online and offline.

Using the experiences of the initiatives it funds, the GPSA contributes to the generation and application of a knowledge base about what works and what does not in social accountability, and increases recognition for the

value of collaborative social accountability to governance and development. Knowledge and learning are difficult areas to measure, and little guidance is available on doing this effectively. The GPSA is making every effort and continuing to develop better ways to measure these areas.

**How we Know Success:** Leveraging multi-stakeholder collective action calls for moving beyond technical reforms and capacities. It is not known in advance of giving the grant what will happen, but, as more is learned from a project's results and how they are measured, indicators may have to change. Adaptive learning and politically informed action by all stakeholders, including the GPSA, during the lifetime of a particular intervention and, critically, beyond the lifetime of a project, are important for the effectiveness of collaborative social accountability (Tsai and Guertzovich 2015; Poli and Guertzovich 2019; Poli and Guertzovich 2014; Poli, Guertzovich and Fokkelman 2020). This dynamic means adjusting traditional project approaches (Teskey 2017; Bridges and Woolcok 2019; Guertzovich and Poli 2020b).

## TERMS OF REFERENCE

### SOCIAL ACCOUNTABILITY OF COVID19 EMERGENCY FUNDS: GLOBAL PARTNERSHIP FOR SOCIAL ACCOUNTABILITY (GPSA)

#### THIRD PARTY MONITORING OF WORLD BANK OPERATIONS

##### GPSA OVERVIEW

The Global Partnership for Social Accountability (GPSA), is a multi-donor trust fund (MDTF) established in 2012 by the World Bank's Board of Directors, to expand opportunity for civil society and governments to work together to solve pressing governance problems and improve development outcomes. The GPSA Secretariat is situated within the World Bank with the role of implementing GPSA-financed activities and reporting to World Bank management and donors on the activities of the Partnership.

The GPSA's 'collaborative social accountability'<sup>[1]</sup> model facilitates engagement of citizens and civil society organizations (CSOs) with state institutions to promote transparency and accountability of government policies and services, and improve their performance and responsiveness, in alignment with the Bank's country priorities.

Through 40 grants in 32 countries, GPSA has mediated extensive collaborations with CSOs and governments on a scale and depth that is unprecedented. The GPSA's active grants total US\$12 million, while 8 grants are under preparation in FY21 for a GPSA contribution of US\$4.1m, and additional donor contributions of US\$4.9m.

##### PROJECT BACKGROUND

The Tajikistan Emergency COVID-19 (TEC-19) Project is financed by an IDA grant from the World Bank at the amount of \$11.3 million and implemented by the Ministry of Health and Social Protection of Tajikistan. It aims to support the country's efforts to respond effectively to the health and social risks associated with the COVID-19 pandemic. It includes four components: (i) Strengthening Intensive Care Capacity; (ii) Multi-sectoral Response Planning and Community Preparedness; (iii) Temporary Social Assistance for Vulnerable Households, and (iv) Project Implementation and Monitoring. A brief overview of all components supported under TEC-19 can be found on this link: <https://bit.ly/2Ep32fr>

A process is currently ongoing to supplement TEC-19 Project with additional financing (AF) of around US\$21.5 million (potentially structured in several AFs) to fill two critical gaps of the parent TEC-19 Project: the currently small scale of the emergency cash transfer assistance and current focus of health-sector investments predominantly on critical care provided in Intensive Care Units (ICU). An AF will provide financing for the initial rollout of COVID-19 vaccines and therapeutics. An AF will also provide emergency financial support for the procurement of routine vaccines, whose supply has been disrupted by the COVID-19 pandemic.

An AF will also further strengthen the Government's risk communication efforts, including additional advocacy campaigns with information about vaccine itself, information about the Government vaccine delivery strategies and plans, with a special emphasis on the prevention and mitigation of potential risks of vaccine hesitancy as well as expand the emergency cash assistance for vulnerable households. The list of target hospitals to accommodate the ICU units and renovations is enclosed in Annex B.

In line with the multi directional tasks of TEC-19 the Third-Party Monitoring will engage the following areas under both the original project financing and the proposed Additional Financing activities:

a) **Health care and epidemiological health sector:** Third Party Monitoring will verify the timeliness, quality and quantity of the training for health care workers, delivery of PPEs and medical consumables and ICU units in line with agreed targets and specifications. A list of target hospitals to accommodate the works and installations is presented in Annex B.

b) **Social support for vulnerable groups of the population:** TEC-19 will expand the emergency cash assistance for vulnerable households within the population, and the TPM will help by monitoring the effectiveness, transparency and delivery of this social support to the final beneficiaries, considering the expansion of the range of recipients of the emergency social assistance (details to be provided from the TEC-19 AF, but this is expected to include a broader range of households than the first TEC-19 operation). The TPM will assist to monitor adherence to the targeting criteria and expected delivery of these transfers to eligible groups.

c) **Multi-sectoral information and communication activities in the context of the COVID-19 pandemic:** The TEC-19 AF will strengthen the Government's risk communication efforts, and the TPM will help by monitoring the multi-sectoral information and communication activities in the context of the COVID-19 pandemic. This will include monitoring the delivery and effectiveness of communication on COVID-19 related risks, beneficiary feedback and grievance redress mechanisms including hotlines, and MOHSP communication materials (including the MOHSP website, posters, brochures, and electronic messages (SMS) on optimal child nutrition and stimulation) that are disseminated to the emergency cash beneficiaries, local government agencies, and the branches of the Amonatbank.

Please note that the AF(s) have not been finally negotiated. The TPM will monitor selected activities included in the scope of the AF(s) and will, therefore, be adjusted to the actual content of the final AF.

#### OBJECTIVE OF THE ASSIGNMENT

The goal of using third parties is to assess the performance of the TEC-19 Project, and provide an unbiased perspective and make recommendations for improvement. Engaging local communities and CSOs, can both improve social accountability and complement and/or verify the government's monitoring activities, and the World Bank's supervision activities.

CSO-led third-party monitoring (TPM) can represent an entry-point to develop capacities of diverse key actors to collaborate and jointly develop solutions. TPM can lead to the development of a continuous dialogue between key stakeholders and strengthen their capacities for designing sustainable collaborative social accountability mechanisms<sup>[2]</sup>.

The Third Party Monitoring of World Bank COVID-19 Operations Project (P175904) has the potential to help government strengthen dialogue with various stakeholders and, when action is taken based on the information generated from the Third Party Monitoring, it can build accountability and trust in government. The project will provide government with valuable feedback, enabling course-correction and can protect projects against risks.

For the carrying out of the assignment, Civil Society Organization(s) registered to operate in Tajikistan are strongly encouraged to apply.

#### SCOPE OF WORK

Third-party monitoring will focus on linking the flow of funds with the delivery of goods and services related to TEC-19. The Contractor will engage in monitoring the following areas of World Bank support to the Government of Tajikistan:

##### **A. Health care and epidemiological Health Sector:**

Monitoring activities to complement the efforts of the MOHSP to strengthen the system's capacity to treat individuals infected with COVID-19, in particular:

- Investment in approximately 68 new, fully equipped Intensive Care Unit (ICU) beds in 10 health facilities across Tajikistan
- Procurement and distribution of supplies to help detect and prevent COVID-19, including test kits, laboratory reagents, and personal protective equipment for medical personnel
- Procurement of medicines for COVID-19 therapy (including dexamethasone, remdesivir, and other therapeutics found to be efficacious)
- Initial supply of COVID-19 vaccines that have credible approval for safety and effectiveness, if materializes during the project implementation period, including the preparedness for and delivery of the vaccination program (e.g. distribution, training, additional cold chain, if needed); this initial supply will serve to vaccinate the key vulnerable group – frontline health care workers, including health service providers (physicians, nurses, technicians), ancillary staff of health facilities (orderlies, administrators, custodian staff), and employees of residential and long-term care facilities (roughly 250,000 individuals, based on preliminary estimates)
- Procurement of routine vaccines for measles, mumps and rubella (MMR), as well as PPE for health care staff providing vaccinations

##### **B. Social support for vulnerable groups of the population:**

- Monitoring of emergency cash transfers provided to offset the potential impacts of the pandemic on the poorest and most vulnerable in society. CSOs will monitor effectiveness of procedures ensuring that the cash assistance is reaching the legitimate beneficiaries and in timely manner. Verification that grievances reported to the project have been recorded and addressed, as specified in the project operations manual (POM).
- Monitoring of emergency cash transfers (ECT) in a way that secures assurance on funds reaching the targeted beneficiaries through: (i) beneficiary survey to confirm that payments

made under ECT reached final beneficiaries; and (ii) additional verification of ECT in accordance with eligibility criteria of such expenses identified under Component 3 of the TEC-19 Project.

- Recipients of GPSA funding are expected to engage with TEC-19 PIU (Project Implementation Unit related to World Bank operations) and other relevant stakeholders to jointly agree on the most appropriate monitoring system and develop an operational roadmap or plan. Specific activities, outputs, methodologies and sequencing will be defined according to the needs of the TEC-19 Project and its Additional Financing.

**C. Multi-sectoral information and communication activities in the context of the COVID-19 Pandemic:**

- Monitoring investment in communication activities, through the media and local communities, to ensure the public has up-to-date information on the pandemic and about preventive measures such as regular handwashing, social distancing and respiratory etiquette.

## ACTIVITIES AND OUTPUTS

### **Activity 1: Project inception**

The selected Contractor will prepare a detailed workplan and inception report for the implementation of activities under this assignment in coordination with the task team who will be carrying out the role of knowledge support of tools and practices that have been used globally and within projects implementing TPM; monitoring and evaluating progress against set targets, and supporting the partnership between the contractor, the MOHSP/PIU and the World Bank.

#### Deliverable under Activity 1:

- *Inception report, including operational workplan.*

### **Activity 2: Preparatory activities**

In this phase, the selected Contractor will undertake preparatory activities to: (a) identify target districts/municipalities in selected provinces, (b) identify critical stakeholders, (c) identify critical accountability issues, (d) define potential training needs based on the experience with national COVID-19 response to date, and (e) agree with all stakeholders on the scope of the third-party monitoring systems, including what data to collect and report on, (f) develop a preliminary monitoring methodology, and (g) design a multi-stakeholder open source digital platform for relevant stakeholders to collaborate throughout the lifetime of the project. In this preparatory phase, the selected Contractor will engage with relevant stakeholders and facilitate communication among them for the purposes of the project.

Specifically, the selected Contractor will tailor participatory methodologies to engage target beneficiary groups, service providers and other key stakeholders (e.g. district and municipal government officials). Where lockdown measures are in place, the Contractor will adapt such methodologies to collect information through digital or other alternative means provided physical distancing and other COVID-19 related protocols are observed and health safety is assured.

#### Deliverables under Activity 2:

- *Preparatory note and methodology for third-party monitoring;*
- *Engagement (virtual or face-to-face) of stakeholders to agree on scope of third-party monitoring system and design of multi-stakeholder platform.*

#### **Activity 3: Developing a third-party monitoring system of funds, goods and service delivery as well as other types of needs**

The selected Contractor will monitor the funds' allocation/transfer/execution and track them - to the extent possible - through platforms at the central and sub-national levels. This will include agreements on access to information necessary to perform monitoring activities.

The Contractor will work closely with TEC-19 Project Implementation Unit (related to World Bank operations) to identify existing tools that may be leveraged; this might include tools that CSOs or PIU have already used and can be quickly adapted to the project's needs. If such tools do not exist or are not operationally in place, the Contractor will be requested to set up a simple, yet effective third-party monitoring system comprised of a few inter-linked data gathering, analysis, systematization and visualization tools. Special attention will be given to mapping existing platforms and ensuring that synergies are created, and duplication is avoided (e.g. UNICEF has a system to track COVID-19 assistance, MOHSP is establishing a system for maintenance of medical equipment).

The monitoring system will also include the design of implementation arrangements by clearly defining the various types of roles and responsibilities to be performed by CSOs and other collaborating partners, such as PIUs, partners, CSOs, and government counterparts. Along with these, the system will include an implementation flow chart describing the main types of coordination and feedback loops.

The verification of World Bank project-related goods and services will entail working with the decentralized health stakeholders, in close collaboration with MOHSP, to collect data in target districts. Data gathering tools may also collect information related to the implementation of stakeholder engagement as part of the TEC-19 SEP.

Moreover, the Contractor will also work with local stakeholders to identify other types of shortages or service delivery bottlenecks. For example, challenges related to emergency cash transfers faced by the

social protection departments at the local level that need to be elevated to higher decision-making levels or whether patients have full access to equipment and supplies provided to target hospitals.

The Contractor will decide on the right format for the data platform, in collaboration with the World Bank task team and key stakeholders and may work with the World Bank's Geo-Enabled Monitoring & Supervision (GEMS) team to develop an electronic data collection and management system.

#### Deliverables under Activity 3:

- *Specific verification forms are designed to gather and systematize relevant data, as decided collaboratively with other stakeholders in the preparation phase, related (but not limited) to:*
  - ✓ *Delivery, installation, utilization and maintenance of the equipment financed by the project*
  - ✓ *Delivery and use (in possible) of PPE and consumables procured by the project*
  - ✓ *Delivery of public information and educational materials*
  - ✓ *Delivery of emergency cash transfers*
- *Third-party monitoring system and data platform, including data gathering tools and collection methods, in place.*

#### **Activity 4: Capacity development activities (dialogues and workshops)**

The Contractor will organize and conduct several capacity development training sessions (that may include dialogues, workshops, etc.) at the national, municipality and district level overlapping with the locations of the 15 selected hospitals on integrating citizen engagement approaches to local level decision making and service delivery. These sessions must include collaborative social accountability approaches and include all critical stakeholders including local CSOs, Community-Based Organizations (CBO), and government officials.

#### Deliverable under Activity 4:

- *Multi-stakeholder capacity development trainings on citizen engagement and collaborative social accountability relevant to the TPM of TEC-19 (format to be determined).*

#### **Activity 5: Identification of potential solutions and policy actions for follow-up**

The Contractor will produce information and feedback (such as lessons learned notes) to help identify solutions and corrective actions to channel them to the appropriate decision-making units.

#### Deliverable Activity 5:

- *An established TPM Forum co-chaired by the MOHSP and the Contractor, bringing together a broad array of stakeholders with complementary skills and perspectives. The forum should aim*

to deepen insights around solutions, nurture ownership around the objectives, process and intended outcomes of the TPM. The membership of the Forum will be determined jointly and should be sustained throughout the exercise to enable joint learning and deepen collaboration.

- *Production of data and operational (current/time-efficient) reports from third-party monitoring every two months;*
- *A schedule of regular meetings for the life of the project, to present TPM findings. Data should be captured in draft reports, summarized in PowerPoint. All documentation circulated to the TPM Forum in advance of the meetings. Following the Forum the reports will be updated with the feedback, and finalized for submission to members.*
- *Priority change areas will be jointly identified and documented, including recommendations and action plans for course-correction. The Contractor will facilitate dialogue around a negotiated plan of corrective actions by MOHSP public officials in response to the TPM reports. The plan will specify proposed agreed actions, resources required, responsibilities, outputs, timelines and milestones, and means of verification.*
- *The Forum will agree on mechanisms for public disclosure of TPM findings, proposed reforms, actions and results.*

#### **Activity 6: Monitoring, evaluation, and learning**

The project will be designed and implemented following the GPSA's adaptive management and learning approach (see Annex A). This will entail including dedicated mechanisms for frequent operational checkups whereby the project teams will do quick assessments and determine if any process or methodological adjustments are required. The Third Party Monitoring activities, will be required to implement an agile monitoring, evaluation and learning system based.

#### Deliverables under Activity 6:

- *Dissemination of 4-6 products featuring lessons learned from the third-party monitoring program such as blogs, stories (in collaboration with the Bank team);*
- *Contribute to, at least, 1-2 learning exchanges (mainly, in the form of online dialogues) with other countries supporting collaborative social accountability (and particularly with similar pilots under the GPSA.);*
- *Final project report.*

#### **ROLES AND COORDINATION OF THE ASSIGNMENT**

The Contractor will lead the design and implementation of the TPM task, engage partner CSOs as appropriate, and reach out to relevant stakeholders to facilitate communication among them for the purposes of the task.

The Republic of Tajikistan (Recipient) through the MOHSP (implementing agency) is responsible for implementation of the TEC-19 Project and Additional Financing, including the M&E function, in line with

the respective legal agreements for the associated IDA grant financing. The MOHSP will, therefore, assist and coordinate the Contractor’s function to complement the Recipient’s M&E role. MOHSP will be responsible for coordinating with the Contractor through the PIU, on topics such as, but not limited to the entry points and scope of the monitoring; making relevant data available; and discussing recommendations for improvement.

The coordination and assistance by the MOHSP will involve the following:

- a. Agreeing on the detailed mechanics of how, when, and where the TPM will be implemented;
- b. Making relevant data on the TEC-19 Project and Additional Financing available;
- c. Supporting, and providing the necessary official endorsements on a timely basis to enable selected TPM activities, e.g., for access to health facilities, project sites, etc.; and
- d. Discussing and implementing recommendations for improvement, as necessary. For this, constructive attitudes and actions from both the Contractor, MOHSP and the Government of Tajikistan will help identify shortcomings, discuss them, and devise a way forward.

The World Bank will assign specific country-based staff to liaise with the Contractor. The World Bank’s GPSA will provide guidance on the format for Contractor’s regular reporting and provide technical support on the approach to TPM.

**KEY PERFORMANCE INDICATORS**

Baseline indicators for the Third Party Monitoring activities will be collected by an independent evaluator hired at the beginning of the project in parallel with the engagement of the Contractor. In coordination with the GPSA, the World Bank operations Task Team Leader, and the TEC-19 PIU, a results framework will be developed between the Task Team, the GPSA, the selected Contractor, and the independent evaluator for purposes of tracking key indicators at both the project and GPSA program level. The World Bank Task Team will support and supervise the Contractor’s work under the assignment. With the support of the Contractor and identified key stakeholders, the Task Team will lead the promotion of knowledge and learning on how the approach can be integrated into wider sector systems of government beyond Tajikistan.

**INDICATIVE DELIVERABLES AND TIMELINE**

Items	Feb 20- Apr 2021	May – June 2021	July 2021– Mar 2022	Apr – June 2022	Jul - Oct 2022	Jan. – Mar. 2022

Activity 1: Prepare detailed work plan and inception report						
Activity 2: Design of COVID-19 funds participatory monitoring and tracking tools and outreach mechanisms						
Activity 3: Feedback/data collection and analysis of selected COVID-19 emergency funds, carried out with the participation of line ministries, CSOs, target beneficiary groups, service providers etc. to inform decision-making						
Activity 4: Develop and continuously report (at least quarterly) via data dashboard and accessible visualization on monitoring COVID-19 funds' activities						
Activity 5: Capacity building, including targeted training/institutional strengthening to participating government agencies and CSOs						
Activity 6: Disseminate lessons with CSOs, key government representatives and World Bank partners at country, regional and global levels						
Activity 7: Contribute to learning exchanges (for example, in the form of online dialogues) with other countries supporting collaborative social accountability (and						

particularly with similar projects)						
Activity 8: Internal Financial/ Admin review						
Activity 9: Project evaluation by independent evaluator						
Activity 10: Final project report						

#### ASSIGNMENT DURATION

The implementation timeframe of this assignment, subject to conditions on the ground at the time of the assignment, spans from when the assignment has been contracted up to a period of 18 months (expected for February 2021 to Oct 1, 2022.)

#### MINIMUM QUALIFICATION REQUIREMENTS

Selection will be based on experience in social accountability and Third-Party Monitoring in the Tajikistan context, in addition to general procurement guidelines. The bid should demonstrate the technical capacity to monitor all components of the project, namely (a) the health care and epidemiological health sector, (b) social support for vulnerable groups of the population, and (c) multi-sectoral information and communication activities in the context of the COVID-19 pandemic.

In responding to express interest or generate proposals to undertake this assignment, candidates will be expected to provide:

- Information showing that they are qualified in the field of the assignment, specifically their experience with social accountability and Third-Party Monitoring.
- Information on the technical and managerial capabilities of the firm.
- Information on their core business and years in business.
- Information on the qualifications of key staff.

The Contractor should operate adaptively in a politically informed manner. For the carrying out of the assignment, Civil Society Organization(s) registered to operate in Tajikistan are strongly encouraged to apply.

#### IMPLEMENTATION/REPORTING ARRANGEMENTS

Project activities will be implemented under the guidance and supervision of the World Bank Task Team including the GPSA and coordinated with WB Tajikistan CMU and sector staff. The Contractor will coordinate directly with the World Bank Task Team. The Contractor will collaborate with the relevant World Bank staff, including in the Tajikistan country office.

Selection and hiring process of the Contractor will follow WB Corporate Procurement Policy.

Since all project activities are Bank-Executed (BE), these will be subject to the Bank’s Administrative Manual AMS15.01 Selection and Use of Consultants and AMS 15.10 Corporate Procurement and is

administered by GSDPR. In addition, project activities will follow the Bank's 2009 Guidance Note on Bank Multi-Stakeholder Engagement, including taking the appropriate measures during project design and implementation to avoid risk of political interference when working with non-governmental stakeholders.

#### CONTRACT AMOUNT AND DISBURSEMENTS SCHEDULE

The amount of the contract is US\$245,000 covering data collection and systematization, potential development of platform for tracking data, training on budget tracking, knowledge and learning events, and monitoring and evaluation. Applicants are encouraged to work in partnership with CSOs and CBOs in country, especially local organizations.

Payments will be made against deliverables, after being reviewed and cleared by the World Bank.

#### CONSULTANT'S PROPOSAL

The selection of the Contractor will happen in two steps: (i) shortlisting based on an Expression of Interest; (ii) submission of a Request for Proposals (RFP) by invitation.

During the first phase applying Contractors shall submit an Expression of Interest (EOI) responding to the TOR. The World Bank will shortlist Contractors and send an invitation to submit an RFP to selected applying Contractors.

All EOIs shall be in English and submitted via the World Bank's procurement site e-consult.

#### **The Expression of Interest must contain the following:**

- A brief summary of previous similar and relevant work;
- An outline of how the Contractor will perform the services and a schedule for performance and activities;
- CVs of experts to be engaged in this assignment appended to the proposal.

#### **Annex A: Adaptive Principles in the Global Partnership for Social Accountability's Collaborative Social Accountability Model**

**Improving social accountability mechanisms in any given context is a complex task, which often requires institutional reform as well as changes in behaviors and incentives of key stakeholders.** This type of development challenge is multifaceted and often concentrated in more challenging environments, thus requiring greater agility and flexibility in the way reform actors operate. Such flexibility is sometimes referred to as an 'adaptive approach' to development, which entails, (i) allowing directly impacted stakeholders to identify problems upfront that will be taken into account in project design; (ii) addressing underlying bottlenecks in a given context rather than importing preidentified solutions; and (iii) ensuring solutions are informed by political economy considerations.

**Locally-led collaborative processes have proved impactful.** An analysis of adaptive programming in Bank operations found that such approaches can help to make important gains in complex areas, and on problems that hitherto appeared intractable, by increasing local ownership, enhancing the sustainability of initiatives, and legitimizing the collaboration process to citizens, governments and stakeholders. Adaptive programming, as practiced by the GPSA, is predicated on the notion that solutions to complex development problems can only be identified during implementation; they are essentially impossible to identify at the outset of a program (Kauffman 2016).

**The GPSA's 'Theory of Change' (TOC) is the underlying framework guiding its adaptive programming approach.** The TOC is anchored in findings of the Bank's World Development Report (WDR) 2017 *Governance and the Law* which highlight the importance of collaboration in the design and implementation of policies. Harnessing multi-stakeholder collective action, as per the WDR 2017, calls for thinking beyond technical reforms and capacities. Adaptive learning and politically informed action by all stakeholders, including the GPSA, during the project cycle (from inception to evaluation to sustainability beyond the lifetime of the intervention) are important towards the effectiveness of collaborative social accountability.

**Ultimately, GPSA grants aim to contribute to co**The GPSA blends (i) flexible funding for civil society-led coalitions to work with governments in problem-driven and politically informed ways to solve problems that reflect local realities and are locally-led with (ii) sustained non-financial support to meaningful engagements, including implementation support, capacity building, facilitation, and brokering. In practical terms, the GPSA's adaptive approach means that all project partners will adapt monitoring and evaluation frameworks in line with adaptive programming principles, and build on lessons learned from adaptive and agile programming and learning.<sup>[1]</sup> Emerging lessons include a recognition that: (i) monitoring, evaluation and supervision should be understood as relational functions which inform contextually and politically relevant problem-solving and course-correction, including changes in plans and budgets at any relevant point in the project cycle; (ii) monitoring is a critical component of implementation; and (iii) traditional interpretations of OECD-DAC<sup>[5]</sup> criteria and associated benchmarks need to be replaced with fit for purpose/context ones, including measures of the targeted problem identified at the local level as well as the more general challenges of improved problem-solving collaborative governance and lack of capacity.

**Given the innovative and flexible nature of adaptive programming, measuring impact and results of such projects can be challenging.** The GPSA's adaptive programming approach cannot always be adequately measured through standard criteria reflected in a project's Implementation Supervision (ISR) or Completion Report (ICR). For such projects, an attempt to formalize milestones and indicators at the start of the project can risk derailing the iterative approach needed for success. GPSA projects thus should not be rated solely based on results indicators identified at the onset of a project, but also on how well a project ensures alignment of project level indicators with the overarching development objective. Despite the above, the contents of GPSA ICRs *will* seek to examine if adaptative approaches helped to solve the problems the project targeted at the initial design phase, and whether the capacity

of individuals, beneficiaries and implementing partners improved under the project. By carrying out interventions through a collective identification of tangible, locally relevant problems, collaborative social accountability mechanisms developed under GPSA grants seek relevance, legitimacy and practicality.

## **Annex B. Target Hospitals to Host ICUs**

The ICU units are being renovated in 10 hospitals across the country, including:

1. The Clinical Infectious Diseases Hospital of Zarafshon, Dushanbe city
2. The City Medical Center No. 1 (“Perviy Sovetskiy”), Dushanbe city
3. The Hissar Central Hospital, Hissar District
4. The Varzob Central District Hospital, Varzob District
5. The Rasht Central Hospital, Rasht Valley
6. The Khujand Regional Clinical Hospital named after Kutfiddinov, Sughd region
7. Infectious Disease Ward of Bokhtar Clinical Regional Hospital named after Vohidov, Khatlon region
8. The Infectious Diseases Hospital of Kulob town, Khatlon region
9. The Zarqala Hospital, Kulob district, Khatlon region
10. The Khorog Regional Clinical Hospital, Gorno-Badakhshan Autonomous Oblast

<sup>[1]</sup> “Collaborative Social accountability mechanisms” refers to the set of inter-linked interventions in the project’s target countries that aim at (i) gathering citizens’ feedback, (ii) systematizing such feedback tailored to target audiences, particularly decision-makers, in user-friendly manners, and (iii) establishing clear channels that can be used to respond to such feedback in the form of corrective measures, adjustments or solutions to problems and issues identified by citizens and civil society groups.

<sup>[2]</sup> Collaborative social accountability processes are understood as processes which engage citizens, communities, civil society groups, and public sector institutions in joint, iterative problem solving to tackle poverty and improve service delivery, sector governance, and accountability (GPSA Theory of Action, 2020)

<sup>[3]</sup> Writing of this note was led by Florencia Guertzovich collaborating with Francisco Lazzaro, Saad Meknassi and Jeff Thindwa.

<sup>[4]</sup> Social accountability can be understood as “an approach to governance that involves citizens and civil society organizations in public decision-making and in holding government accountable for its actions especially in the management of public resources” (Bousquet et al. 2012). It is ‘collaborative’ when civil society actors adopt non-confrontational strategies aimed at collectively solving problems and delivering results. This is opposed to confrontational, advocacy-oriented social accountability strategies that are based on civil society’s countervailing power (Fung and Kosack, 2014; Guertzovich and Tsai 2014; Guertzovich and Schommer 2016).

<sup>[5]</sup> OECD Development Assistance Committee (DAC)

<sup>iii</sup> Teskey, G. 2017. Thinking and Working Politically: Are we Seeing the Emergence of a Second Orthodoxy? Governance Working Paper Series: Issue 1. Abt Associates: Canberra. On the GPSA see Poli, M. and F. Guertzovich (2016b). *The Global Partnership for Social Accountability: Adaptive Learning with the Grain*. Draft Technical Note. The Global Partnership for Social Accountability. For internal use. Bridges, Kate; Woolcock, Michael. 2019. Implementing Adaptive Approaches in Real World Scenarios: A Nigeria Case Study, with Lessons for Theory and Practice (English). Policy Research working paper; no. WPS 8904. Washington, D.C.: World Bank Group. <http://documents.worldbank.org/curated/en/300301560883977057/Implementing-Adaptive-Approaches-in-Real-World-Scenarios-A-Nigeria-Case-Study-with-Lessons-for-Theory-and-Practice>

## Terms of Reference for

# “Strengthening participation of vulnerable groups in municipal governance in Jordan”

### **BACKGROUND**

Increasing fragility around the world is driven by a number of factors that threaten stability and strong institutions. Unresponsive governance and poor mutual state-citizen trust combined with low social resilience are exacerbated by shocks, further destabilizing already tenuous environments. The Global Partnership for Social Accountability (GPSA) supports social accountability mechanisms in situations of fragility to institutionalize reciprocal communication between states and their citizens and improve levels of trust and legitimacy. By facilitating processes whereby citizens and governments collaborate to tackle issues specific to their context, solutions can be more sustainable and improve capacity for better governance and social development

Using its experience supporting Civil Society Organizations (CSOs) and Community Based Organizations (CBOs) through collaborative social accountability – including in contexts impacted by fragility, conflict and violence - the GPSA has prioritized the need to develop tailored approaches in its support to civil society in such contexts. This objective is consistent with two of the GPSA’s core strategic pillars, namely, (i) building the capacity of key change agents to solve governance problems collaboratively through social accountability, and (ii) advancing knowledge and learning on social accountability for better development and governance results.

By building upon the critical stakeholder engagement components within the World Bank Jordan Municipal Services and Social Resilience Project (MSSRP-P161982), the GPSA aims to support Jordanian municipalities in applying a human rights-based approach while increasing the ability of marginalized groups to engage in decision making processes. This effort is a second phase of an initial grant launched in 2018 under GPSA and MSSRP, supported by the Human Rights, Inclusion and Empowerment Trust Fund (HRIETF), to facilitate co-creation and pilot collaborative social accountability processes between three municipalities and local CSOs/CBOs by integrating the Human Rights Based Approach (HRBA). This second phase seeks to refine and deploy the above-mentioned tools, as appropriate, in at least 15 municipalities participating in the MSSRP in order to design and implement grievance mechanisms in an inclusive and accessible manner.

### **RATIONALE**

Low levels of citizen trust in local government and weak municipal capacity continue to be major barriers to institutional strengthening and effective service delivery that responds to the needs of both Jordanians and Syrian refugees. Participatory processes at the municipal level are very limited, leading to minimal citizen engagement which impedes rebuilding trust. Often, participation excludes critical and vulnerable stakeholder groups, worsening existing inequality in access, agency, and power. Youth continue to experience barriers to mobility while women still face gender norms that prevent them from fully participating economically, socially, and politically. Refugees experience difficulty accessing basic services and employment given their legal status which is also a factor in their marginalization.

The usage of inclusive, participatory processes and other stakeholder approaches is critical to the overall health of governance and civil society. Engaging all individuals in the prioritization and planning ensures that resources and attention are allocated to where they are most needed and that the needs of marginalized groups are also accounted for. Multi-stakeholder engagement and transparency allows for citizens to ensure delivery of quality services and helps establish consensus around the most impactful use of constrained resources. Effective feedback mechanisms such as grievance mechanisms (GM) are critical to responsive and transparent governance as well as the ability to develop accountability. The receptiveness and willingness of municipalities to proactively engage in accountability efforts is equally vital to rebuilding the social contract. This in turn increases their capacity to deliver and strengthen institutional structures to be more effective and trusted.

This project is intended to support the GoJ in addressing both the humanitarian needs and medium-term needs that are emerging from the evolved refugee crisis through an integrated approach. The GPSA, the Human Rights, Inclusion and Empowerment Trust Fund (HRIETF), and MSSRP will employ a human rights-based approach (HRBA) to strengthen the underlying institutional systems responsible for meeting these needs in the short to medium term. By focusing support at the systems level, local capacity will increase, enabling local government to be able to respond to current and future shifts in the needs of people. The integrated HRBA seeks to address inequalities in access and distribution of power experienced by individuals, with an emphasis on marginalized communities in Jordan, namely women, youth, and refugees. MSSRP provides an appropriate vehicle through its emphasis on increasing access to economic opportunities and services through inclusive stakeholder engagement and municipal capacity building.

The MSSRP supports the Government of Jordan's commitment towards an integrated approach that addresses both the humanitarian needs arising out of the recent crisis, as well as medium-term development needs with an aim to rebuild Jordanian host communities. It aims to mitigate drivers of social tensions caused by the local impact of the influx of refugees at the municipal level through strengthening the processes of municipal service delivery, with a focus on inclusion, transparency and accountability in municipal decision making. Based on the findings of the first phase of the GPSA collaboration with MSSRP, grievance mechanisms already have a presence and function within municipalities. However, the systems are informal, and lack accessibility for women and vulnerable groups. Through MSSRP, rudimentary grievance redress systems have been put in place in municipalities participating in the project including appointing a GM focal point, recording grievances in logbooks, and tracking resolution of cases by the central Project Management Unit (PMU). However, the systems are underutilized, responsiveness needs to be improved, and the overall awareness and value of the system amongst a range of stakeholders, is low. Users, particularly women, refugees, and youth, have identified a number of constraints to accessing the systems, thereby not addressing exclusion.

The first phase of the grant found that there were many challenges to effective participation of civil society and the ability to exercise social accountability within the municipal structure. Structural barriers and lack of standardization within municipalities as well as limitations on knowledge of the HRBA remain major barriers to effective transparency and social accountability. The social accountability and participatory tools such as the human rights-based checklist, community scorecard, and GM were well received by the selected municipalities and contractor and the second phase will build upon these successes.

This second phase, a collaboration of MSSRP and GPSA, will support the pilot of the participatory tools within 3-5 municipalities and then rolled out to 10-15 additional municipalities and capture in practice, how knowledge and learning on human rights support the implementation of the MSSRP and build the capacity of municipalities to implement a strong GM. There will be special focus on inclusion of marginalized groups in the enhancement of the GM and to provide adapted concepts to stakeholders to apply social accountability tools. It builds on analysis of the regional and country context and the prior experience of the first phase to address constraints on human rights, such as inequality of opportunity and access, unbalanced regional development, and exclusion, and perceived lack of transparency and public accountability.

The grant activities are linked to the human rights principles of the right to non-discrimination and the right to participate in public affairs, upheld in pertinent treaties, conventions and protocols against discrimination that Jordan has ratified, including the International Convention on the Elimination of All Forms of Racial Discrimination in 1974, the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights in 1976, and the Convention on the Elimination of All Forms of Discrimination against Women in 1981. More recently Jordan ratified the Convention on the Rights of Persons with Disabilities and its Optional Protocol in 2008.

## **PROJECT DEVELOPMENT OBJECTIVE (PDO)**

The objective of this activity is to work with stakeholders in select municipalities to increase inclusivity and effectiveness of participatory processes, through enhanced social accountability measures and to capture learning from these efforts to be integrated into similar contexts through knowledge sharing across institutions including the World Bank. The activity will bring together municipal actors and civil society, especially marginalized groups, to collaborate on ensuring the GM and other participatory processes are effective and accessible as mechanisms for ensuring accountability.

The specific objectives are:

Increase the capacity of municipal actors to integrate HRBA in a practical manner through the development of an accessible, inclusive and effective GM.

Enhance the ability of marginalized groups to engage in planning and decision-making, claim their rights and hold municipal institutions accountable through participatory processes including GM.

### **SCOPE OF WORK**

The selected contractor will support MSSRP and GPSA in achieving the project objectives by carrying out design and pilot activities in at least 3-5 out of the total 26 municipalities targeted by the Project. The activities should be participatory and engage stakeholders, especially marginalized groups, in collaborative efforts to improve the effectiveness of the GM. The main activities envisaged are as follows:

12. Institutionalize the processes of inclusive participation in the municipal governance and decision-making by, inter alia, validating and using the HRBA Checklist, the Community Score Cards and the GM Guidelines in 5 participating municipalities to the MSSRP before rolling out to remaining municipalities.
13. Community members, CSOs, and municipalities jointly develop, adapt, and deploy practical materials and tools to contribute to the design and operation of an accessible, inclusive and effective GM
14. Increase World Bank internal knowledge and learning on how human rights of marginalized groups can be addressed through GMs to promote active participation in decision-making and inclusive planning processes at the municipal level.

The overall activity will build upon a series of sub-activities which will be centered around participatory and collaborative creation.

The sub-activities to be conducted in order to meet objectives of the main activities:

Produce a synthesis of existing data on Grievance Mechanism usage and implementation and compare to good practices in GM and HRBA using literature as well as other guidance such as the World Bank Environmental and Social Framework and Environmental and Social Standards.

Using this synthesis, design participatory processes to address any gaps found and identify innovative and inclusive solutions to improve municipal decision making and grievance mechanisms. Explore the use of existing tools (HRBA checklist, GM Guidelines) in the design. These participatory consultative processes should be designed to provide a learning experience and build trust of the participants to take part in governance processes.

Develop a digital platform as a consultative tool for the design of the GM as well as a channel for grievance receipt and/or response as part of the solutions to be piloted.

Ensure the implementation of participatory processes in pilot communities, paying particular attention to the inclusion of civil society and vulnerable groups.

Finalize design through multi-stakeholder process and implement identified solutions including innovative approaches such as use of technology and digital channels and establishing a multi-stakeholder forum with an identified lead coordinator

Design and roll-out awareness raising campaign with input from multiple stakeholders and roll out to pilot municipalities

Refine and co-optimize tool based on feedback from pilot and roll out finalized participatory processes and tools to other selected communities

Adapt the co-designed GM methodology and other social accountability tools to municipal contexts and conduct appropriate capacity building of stakeholders to use them through a rights-based lens

## KEY PERFORMANCE INDICATORS

Indicator	Description	Baseline	End Target	Alignment with broader country/sector strategy, CPF and SDGs
<i>Output indicator 1: Percentage of vulnerable and marginalized people participating in planning sessions</i>	<i>% of people representing each vulnerable and marginalized group (women, youth, refugees, and people with disabilities) in planning sessions</i>	<i>TBD as part of the project</i>	<i>TBD as part of the project</i>	<i>Social cohesion agenda; SDG indicators 5.5.1; 11.3.2; 11.7.1 and 11.7.2.</i>
<i>Output indicator 2: Number of knowledge and learning products co-developed with local partners</i>	<i>Quantitative # of blogs and dissemination notes integrating human rights aspects (e.g. participation of refugees and women) shared with GPSA TTLs and other WB operations</i>	<i>TBD as part of the project</i>	<i>TBD as part of the project</i>	
<i>Outcome Indicator 1: Citizen overall satisfaction levels with GM</i>	<i>Satisfaction levels of targeted groups (mainly women, refugees, older people etc.) as measured by baseline and end line survey</i>	<i>TBD based on baseline survey</i>	<i>TBD as part of the project</i>	
<i>Intermediary outcome indicator: % of grievances recorded from women</i>	<i>% of grievances submitted from women</i>	<i>TBD as part of the project</i>	<i>TBD as part of project</i>	
<i>Outcome indicator 2: # of GM reports discussed at Municipal Council meeting indicating increased understanding of human rights issue(s) by municipalities, as a result of the knowledge generated</i>	<i>Quantitative # of Minutes of Council meetings show GM process and issues discussed.</i>	<i>TBD as part of the project</i>	<i>TBD as part of project</i>	

Table 1: Key Performance Indicators

## ACTIVITIES AND OUTPUTS

### Activity 1: Project Inception (1 - 2 months from signature of contract)

The selected contractor will coordinate with the GPSA and MSSRP to prepare a detailed workplan for the forthcoming activities and prepare an inception report including steps on how to implement activities and validate outputs in a participatory manner.

**Output:**

*Inception report with workplan*

**Activity 2: Preparatory activities (Months of 1-3 implementation)**

In collaboration with GPSA/MSSRP, the selected contractor will carry out activities in preparation for implementation of the main activity including:

Identification of CSOs/CBOs in the target municipalities and their expected role in implementation of activity

Develop methodology for synthesis of data around GM and HRBA best practices

**Output:**

*List of identified CSOs/CBOs*

*Methodology for synthesis*

**Activity 3: Synthesis of GM data (Months 2-4 of implementation)**

Using the available primary data sources, the contractor will synthesize data about the design and functioning of GM in municipalities and usage by communities. The contractor will identify barriers and any best practices. Primary data sources including baseline community surveys and Gender and Social Inclusion Assessment will be made available to the CSO. Some data collection around the GM is ongoing. Current GM practices can be compared to reference documents such as existing literature, efforts by other actors, and World Bank guidance documents and GM assessment tools such as the [World Bank Environmental and Social Standard on Stakeholder Engagement \(ESS10\)](#).

**Output:**

*Synthesis of GM data and best practices*

**Activity 4: Design of participatory consultation processes (Months 3-6 of implementation)**

Informed by the findings and identified gaps from this synthesis, the contractor will design innovative and inclusive GM solutions that respond to the gaps which will then be consulted upon by multiple stakeholders. To facilitate the consultations, CSO will also develop participatory processes with an aim to get input and feedback on these proposed solutions from community members and especially disadvantaged groups. The contractor will work closely with stakeholders including municipal actors and community members through participatory consultations to co-refine the CSO's proposed solutions to increase the utilization and effectiveness of the GM. These solutions should fill in the gaps found in the synthesis and there should be a strong focus to improve the GM to respond to the needs of marginalized groups. The stakeholders to be consulted should include individuals from different groups including women, youth, refugees, and persons with disabilities. The participatory consultations should also be designed to build the capacity and trust of participants to take part in governance process and the contractor should explore the use of existing tools (HRBA Checklist, GM Guidelines) in the design. The proposed consultation processes should take into consideration the context, limitations and assumptions about its users as well as maintenance and operations. These consultations will occur in a few select municipalities (3 - 5 municipalities) and the contractor should prepare a methodology for the consultations, including collection and incorporation of feedback into the subsequent iteration.

MSSRP and GPSA have a strong interest in learning about existing digital GM platforms and their capacity to serve a number of purposes, especially as a response to a need identified to improve access by vulnerable groups. The platform can serve as a tool to facilitate participatory consultations on the proposed GM design and solutions. It can also serve as a channel for receiving and managing complaints including logging, response, and resolution. Finally, it can also be a knowledge repository that houses the knowledge and information generated in this activity as well as the materials and guidance for sustaining its use. The platform can also support CSOs to provide information and feedback on existing GMs at the level of municipalities and the emerging issues at the local level. The contractor will take the lead in establishing this platform in a manner that ensures its sustainability, including providing training on its usage among municipalities and communities and raising awareness around it. Adapting and contextualizing existing tools to the

Jordanian context is possible, as well as addressing identified gaps and opportunities and building upon previous or existing efforts.

**Outputs:**

*Proposed municipal GM design improvements*

*Proposed participatory consultation processes to consult on the GM design improvements*

*Digital Platform for consulting stakeholders, sharing the recommendations and tools of the project and collecting grievances*

**Activity 5: Conduct consultations, test, and finalize GM design (Months 6 – 10 of implementation)**

**5a.** The contractor should conduct the participatory consultations in 5 municipalities with the intent to learn and receive feedback from community members on the CSO's proposed GM design. Active solicitation of feedback from citizens on GM design improvements to increase usage should occur. As such, feedback loops should be built in to ensure that learning and community input can be captured and reflected upon for integration and refinement of the GM design. The contractor should pay special attention to inclusion of all stakeholders, especially civil society and vulnerable groups.

**5b.** Using the input and feedback from participants in the consultations, the contractor should finalize the GM design, especially around the digital platform. Then the GM will be tested in their final state in 5 municipalities during which stakeholders should be consulted to help improve the design of the processes including the transparency, accessibility, and effectiveness. In addition, outcomes such as uptake in usage and improvement in response times and rates should be examined to determine if additional adjustment is needed.

An awareness campaign to build public awareness of the GM and other tools and should accompany these efforts to enhance participation and accountability. Citizens should understand the purpose of the GM, how to use it, and opportunities for their involvement in improving the grievance redress process as part of efforts to build their trust. The outreach and communications plan of the campaign should try to leverage networks and liaisons in its efforts to reach excluded groups and use approaches that are most suitable to them.

Using the feedback loops from this testing of the GM and the awareness campaign, the CSO should make any refinements and validate with stakeholders before rollout of the final tools to all 26 municipalities.

**Outputs:**

*Outreach and communications plan for roll-out and awareness building within broader community*

*Final GM tools including Digital Platform*

**Activity 6: GM roll-out and awareness campaign (Months 9 - 13 of implementation)**

The contractor should plan to support the 26 participating municipalities in the rollout of the final GM through trainings and an awareness campaign. The contractor should provide necessary training with stakeholders around the finalized GM and tools as well as preparation and support for the roll out and awareness raising campaign. There should also be trainings around how to use the digital platform to manage complaints in a timely and standardized manner at the level of the municipalities, as well as how to access resources generated through this activity and the wider project.

**Outputs:**

*Roll out GM and awareness campaign to remaining selected communities*

**Activity 7: Monitoring and Evaluation (Ongoing during the implementation of the activity)**

Throughout the duration of the grant, the CSO should collect data in order to monitor indicators of the grant’s performance and ensure objectives are being met. The grant has five Key Performance Indicators (KPI) which look at a variety of outputs and outcomes related to learning and uptake of the GM. Please refer to the Table 1 for specific indicators.

**Activity 8: Knowledge generation (Ongoing during the implementation of the activity)**

The contractor will ensure that learning from the activity and its sub activities is well documented so that they can be fed back into current MSSRP programming and future similar interventions. The contractor should collaborate and facilitate peer to peer sharing with local partners through a variety of mediums including digital channels. The ICT platform will serve as a data repository to ensure that stakeholders have access to the learning and knowledge gained through this activity. The platform could also serve as a forum for active and continual engagement of stakeholders to facilitate social accountability. The learning and knowledge products generated by this activity will also be disseminated for learning within the World Bank and through the GPSA knowledge platform. It will also be shared across similar efforts among partners and initiatives.

**Outputs:**

*Lessons learned and best practices from the implemented activities digitized in a variety of knowledge products*  
*Participation in knowledge sharing initiatives across relevant actors and similar initiatives*

**COVID-19**

COVID-19 pandemic-related risks are taken into consideration during design and implementation of the activities, and all effective Jordanian regulations and orders, World Bank and other WHO guidance on social distancing and other measures to prevent the spread of COVID-19 will be followed. The economic impact of the COVID-19 outbreak is expected to be significant in the country and the implementation of project activities might substantially be delayed and meetings may have to be adapted to a virtual format due to the confinement order. Hence, owing to the COVID-19, there may also be major changes in the work patterns of target municipalities that may require the project to adapt and respond timely.

Project partners will be encouraged to use innovative and alternative methods and deploy technology to undertake activities in this proposal and report on the results. Plans for all field activities will be reviewed for COVID-19 considerations.

**ASSIGNMENT DURATION**

The preparatory phase will begin in April 2021 once the selected contractor have onboarded and end in June 2022. **Preparatory activities** should span from April 2021-May 2021. The **GM synthesis and development of the pilot** will span from May 2021-June 2021. The **pilot, validation, and finalization** will occur July 2021-October 2021. **Roll-out and the awareness campaign** will occur between October 2021- December 2021. The **final report and knowledge products** will be due in June 2022.

Activity	2021									2022					
	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
1. Project Inception															
2. Preparatory Activities															
3. GM Synthesis															

4. Design of GM improvements and development of participatory consultation processes to test proposed GM design improvements and solutions															
5. Undertake participatory consultations to co-design and finalize GM design in 5 municipalities through testing															
6. Disseminate GM and Awareness Campaign to all 26 municipalities.															
7. Monitoring and Evaluation															
8. Knowledge and Learning Outputs and Final Report															

**MINIMUM TEAM COMPOSITION AND QUALIFICATIONS**

The selected contractor should have experience closely collaborating with community members and community-based organizations, particularly with participatory decision making and planning processes. Experience with institutionalization of participatory processes is desirable as well as demonstrated experience capacitating institutions to deploy a variety of participatory and social accountability tools. It should have demonstrated experience building the capacity of municipal actors through sustainable and effective approaches. It should have a good understanding of human rights-based approach and how to train stakeholders to practically integrate it into their work.

<b>Experts</b>	<b>Qualification</b>	<b>Skills</b>	<b>Time Allocated to Assignment</b>
Lead Coordinator and Local Governance Expert	Must have a Bachelors’ degree in development studies, economics, social sciences or related field with minimum of 10 years of experience	Project planning and management, leadership and reporting. Proven experience in community mobilization and stakeholder engagement.	50 % of their time
Local coordinator (s)	Must have a Bachelors’ degree in development studies, economics, social sciences or related field with minimum of 5 years of experience	Proven experience in project planning, designing training workshops on Human Rights; good understanding of	At least 50 %

		governance issues in Jordan; and has knowledge of social accountability tools.	of their time
Finance and Administrative Assistant	Must have Bachelor's degree in Accounting or related field.	Proven experience in Book keeping, budgeting, financial monitoring and reporting	30 % of their time

### IMPLEMENTATION/ REPORTING ARRANGEMENTS

Given the importance of deep local knowledge and relationships 'Local CSOs are highly encouraged to apply'. The contractor will be jointly selected and supported by the MSSRP and GPSA. The implementation of the grant will be facilitated by the selected contractor and coordinated with MSSRP and GPSA, and designated TTL(s) will provide strategic coordination guidance within the WB and with key partners. The GPSA and task team will also be responsible for activity monitoring and internal evaluation. Local support will be ensured by WB teams and local experts who understand the complexities of human rights, civil society and municipalities dynamics in Jordan. The eligible contractor will help MSSRP and GPSA with implementation of programmatic activities, mainly consisting in training series and direct support to municipalities. The contractor will be selected in accordance with Bank policies and procedures and their specific tasks will be defined through a contractual relationship with GPSA and MSSRP, based on the extensive experience of GPSA.

**Table Disbursements Schedule**

Deliverable/ Component	Disbursement Total (\$)
<b>At signature of the contract</b>	<b>10 %</b>
Inception report & workplan	
<b>August 2021</b>	<b>40 %</b>
GM Synthesis and list of CSOs / CBOs	
Design GM solutions that fill in identified gaps and develop participatory consultations for stakeholder input	
Establish a digital GM platform to hold knowledge materials and facilitate active engagement of stakeholders	
Consult with communities and stakeholders on GM design and finalize using feedback	
Test final GM in 3-5 municipalities	
<b>February 2022</b>	<b>30 %</b>

Roll Out final GM and Awareness campaign to remaining municipalities	
Knowledge and Learning products and sharing activities	
Knowledge sharing platform/repository	
<b>June 2022</b>	<b>20 %</b>
Final Project Report and internal financial/administrative review	
<b>Total</b>	<b>100 %</b>

## **TERMS OF REFERENCE**

### **STRENGTHENING COLLABORATIVE AND INCLUSIVE APPROACHES IN JORDAN ADDRESSING THE SPILLOVER EFFECTS OF THE SYRIAN CRISIS (P167205)**

#### **Background**

The World Bank identifies weak institutions and a lack of social cohesion as the central drivers of state fragility marked by mutual state-citizen mistrust and lack of state legitimacy. The Global Partnership for Social Accountability (GPSA) responds to fragility by supporting collaborative social accountability approaches that can institutionalize reciprocal communication between states and their citizens to create minimal levels of trust and legitimacy. Social accountability processes bring citizens and governments to work together in the joint development and execution of solutions to governance and development problems in specific contexts. When properly implemented, these processes -and the solutions they produce- can build new capacities for multi-stakeholder co-production in an inclusive manner and generate quick wins that contribute to strengthen peace-building efforts.

Host governments such as the Government of Jordan (GoJ), with the support of international development partners, have responded to the emergency of the Syrian crisis by taking actions aimed at ensuring refugee populations receive access to adequate basic services, both inside and outside of refugee camps. However, the sheer scale of the Syrian refugee situation has stretched resources thin, overburdened existing infrastructure, and overwhelmed the capacity of public institutions in Jordan to effectively respond to this crisis. As a result, many Syrian refugees and local host communities are experiencing limited and inconsistent access to key basic services, including health and education. The combination of these factors has deteriorated the well-being of Syrian refugees and triggered social tensions with host communities. Building on its experience supporting Civil Society Organizations (CSOs) and Community Based Organizations (CBOs) through collaborative social accountability – including in contexts impacted by fragility, conflict and violence- the GPSA has prioritized the need to develop tailored approaches in its support to civil society in such contexts. This objective is consistent with two of the GPSA’s core strategic pillars, namely, (i) building the capacity of key change agents to solve governance problems collaboratively through social accountability, and (ii) advancing knowledge and learning on social accountability for better development and governance results.

Drawing on lessons learned from ongoing Bank activities in Jordan, CSOs provide an untapped resource to strengthen social cohesion through supporting Municipalities and co-creating solutions at the local level. This activity will bring the Global Partnership for Social Accountability (GPSA) and the Nordic Trust Fund (NTF) to work with the Municipal Services and Social Resilience Project (MSSRP – P161982) to strengthen capacities of local CSOs and CBOs, and municipalities to collaborate through social accountability in piloting solutions that improve social cohesion in municipal services. This activity will support MSSRP to develop a work-plan to be implemented by local CSOs in collaboration with pilot municipalities to create collaborative social accountability mechanisms that can inform and strengthen the work of the MSSRP. The lessons learned can be incorporated in the MSSRP Project Operations Manual upon discussion with and consent of the MSSRP Project Management Unit, to be implemented and operationalized under the MSSRP municipal grant cycle. This activity aims to increase local Jordanian

capacities to monitor inclusive service delivery and engage collaboratively with public sector institutions while incorporating the Human Rights-Based Approach (HRBA).

## **Rationale**

Responding to the request of the Government of Jordan (GOJ) to address the impact of the large popular influx on Jordanian host communities, the World Bank launched the Municipal Services and Social Resilience Project (MSSRP). For the MSSRP to effectively improve the wellbeing of Syrian refugees and host populations, the evidence points to the need to focus on: (1) supporting the efficient use of allocated funds and leveraging their impact by ensuring access to all vulnerable groups without any type of discrimination; and (2) establishing collaborative mechanisms between all key stakeholders and beneficiaries to promote inclusion and social cohesion, and gather and analyze potential grievances. The capacity gaps in the social accountability field are large, particularly when it comes to leveraging the approach through collaborative, problem-driven engagement with governments.

The proposed Activity builds on the GPSA's four years of experience supporting CSOs and governments working together to address complex governance and development challenges. This approach will contribute to improving inclusive governance, citizen participation and civil society monitoring and oversight in fragile environments by providing support for tailored, innovative and collaborative engagement between civil society and governments through social accountability processes that integrate non-discriminatory standards of inclusion. The MSSRP requires that participating municipalities engage different segments of the community in the prioritization of activities and sub-projects, and works on capacitating the participating municipalities in becoming enablers of local development and agents for maintaining social cohesion. This is why MSSRP would encourage municipalities to implement sub-projects that include partnerships between municipalities and CSOs. Moreover, the proposed activity would complement efforts under MSSRP aiming at increasing the knowledge base among project stakeholders and communities about the role of CSOs in supporting community monitoring of municipal service delivery, which would be a real added value to MSSRP learning and effectiveness. This is especially important considering the global evidence that community monitoring is positively correlated with both horizontal and vertical social cohesion, two important focus areas of MSSRP.

The need for early engagement in rebuilding states and social contracts is a strong rationale for social accountability, which depends on investment in capacity development of citizens, civil society and state institutions to engage constructively and inclusively, especially in addressing service delivery problems at the local level. The field is only starting to experiment with these approaches and experiences remains dispersed. The proposed Activity would generate timely, operationally useful and fragility-sensitive knowledge on citizen monitoring and oversight applicable to fragile contexts. The Activity will pilot the integration of the principles of equal participation and inclusion in the design and implementation of collaborative social accountability in Jordanian targeted communities.

Drawing on lessons learned from ongoing Bank activities in Jordan, CSOs provide an untapped resource to strengthen social cohesion through supporting Municipalities and co-creating solutions at the local level. This activity will bring the Global Partnership for Social Accountability (GPSA) and the Nordic Trust Fund (NTF) to work with the Municipal Services and Social Resilience Project (MSSRP – P161982) to strengthen capacities of local CSOs and municipalities to collaborate through social accountability in piloting solutions that improve social cohesion in municipal services. This activity will support MSSRP to develop a work-plan to be implemented by local CSOs in collaboration with pilot municipalities to create collaborative social accountability mechanisms that can inform and strengthen the work of the

MSSRP. The lessons learned can be incorporated in the MSSRP Operations Manual upon discussion with and consent of the MSSRP Project Management Unit, to be implemented and operationalized under the MSSRP municipal grant cycle.

### **Project Development Objective (PDO)**

The objective of this activity is to work with local stakeholders in developing inclusive and collaborative approaches to local governance processes in selected Municipalities of Jordan. This activity aims to identify and increase capacities of pilot Jordanian municipalities and civil society organizations (CSOs) in jointly monitoring inclusive service delivery and to inform collaborative public-sector policies while integrating standards of equal participation and inclusion.

The specific objectives of the project are:

To carry-out a stock-taking exercise and identify needs for capacity development on collaborative social accountability by drawing on existing municipality-civil society engagement spaces created for inclusive public services monitoring

To produce learning and knowledge aimed at (i) improving the understanding of collaborative social accountability processes adapted to local contexts; and (ii) informing the World Bank's support to collaborative social accountability for monitoring World Bank operations and public sector reforms in Jordanian municipalities.

To increase local governance actors' capacities to monitor inclusive service delivery and engage collaboratively with public sector institutions while incorporating the Human Rights-Based Approach (HRBA)

### **Scope of Work**

The geographic scope of the project will span over 25 municipalities to benefit from the Capacity building series. A pilot Activity will target Zarqa, Dhleil and Sabha and Dafyaneh as 3 municipalities to benefit from tailored support to develop their proposals for the Innovation Fund.

### **Key performance indicators**

Support MSSRP to develop capacities of participating municipalities and local CSOs in on collaborative social accountability mechanisms and specifically Community scorecards and public consultations.

Codevelop with municipalities and local CSOs a step-by-step approach and guidelines for integrating a human rights-based approach and collaborative social accountability in service delivery monitoring.

Support the three targeted municipalities to embrace human rights-based approach and collaborative social accountability aspects in developing their proposals for the Innovation fund.

Incorporate the lessons learned in the MSSRP Project Operations Manual upon discussion with and consent of the MSSRP Project Management Unit and produce a final document on lessons learnt out of the local pilot with targeted municipalities.

### **Activities and outputs:**

#### **Activity 1: Project inception**

The consultant firm will coordinate with the GPSA, MSSRP and NTF teams to prepare a detailed workplan for the forthcoming activities and prepare an inception report.

Output

*Inception report, including workplan.*

**Activity 2: Preparatory activities**

In this phase, the consultant firm will undertake preparatory activities to: (a) identify critical CSOs/CBOs in the targeted three municipalities; (b) Work with the GPSA/MSSRP consultant to prepare the content of a capacity-building workshop on collaborative social accountability (with focus on community scorecards and public consultations) for the 25 participating municipalities to the MSSRP; and (c) Identify gaps to tackle and positive aspects to develop in the proposals to the Innovation Fund of the three targeted municipalities. During this preparatory phase, the consultant firm will engage with all key stakeholders and partners to ensure their collaboration in the implementation of this Activity.

Outputs:

*Lists of key CSOs/CBOs – participants and contributors to the Activity*  
*First workshop on collaborative Social Accountability.*  
*Training materials for municipalities*

**Activity 3: Piloting specific social accountability measures in three target municipalities in partnership with local CBO/CSOs**

The consultant firm will work closely with the PMU of MSSRP, the Activity social accountability advisor and the Activity partners (GPSA, NTF) to identify and develop sub-activities such as a) specific activities in-line with MSSRP Municipal Grant sub-project to support collaborative social accountability; b) training and preparing implementation plan with local CBOs; and c) facilitating and monitoring pilot activities in three target municipalities implemented in collaboration with local NGOs/CBOs.

Outputs:

*Report describing collaborative social accountability measures identified and recommendations on how to put them in place*  
*List of CSOs/CBOs active in the Three municipalities geographic scope*  
*Action plan on collaborative social accountability measures to be implemented locally*

**Activity 4: Capacity building series for municipalities and local CBOs/CSOs**

The consultant firm will organize a series of trainings with the municipalities participating in the MSSRP and local CBO/CSO which have directly supported social accountability mechanisms or have worked closely on local governance and service delivery monitoring.

With the support of MSSRP key partners, the consultant firm will coordinate and implement a workshop aimed at: (a) identifying existing spaces for collaboration to promote social inclusion through collaborative social accountability and Human Rights Based Approach; (b) training participating municipalities and their CSO/CBO on collaborative social accountability and specifically on Community scorecards and public consultations; (c) assessing collaborative social accountability capacities and gaps at the local level in the targeted municipalities, including capacities of civil society, public sector and

international cooperation and support the development of proposals for the Innovation Fund of the three targeted municipalities.

**Outputs:**

- Training workshops on collaborative social accountability (Community scorecards and Public consultations)*
- Report on lessons learnt out of the local pilots (including information from interviews and workshop)*
- Three municipalities’ proposals to the Innovation Fund integrating HRBA and collaborative social accountability aspects.*

**Activity 5: National conference on collaborative social accountability and social inclusion**

Informed by the findings and work conducted with the three targeted municipalities and their CSOs and CBOs partners as well as the key informant interviews from the MSSRP staff and participating municipalities, the consultant firm will organize and conduct a national conference in Amman in partnership with MSSRP. Key stakeholders having participated in local meetings/workshops as well as other actors from CSOs, Government bodies, the private sector and the World Bank representatives will be invited. The conference will aim at (a) presenting and discussing the general findings from the pilot, (b) discussing potential joint models for collaborative social accountability in Municipal governance (c) supporting learning on other international experiences of social accountability at municipal level and gather momentum and enthusiasm on the value of collaborative social accountability in Jordan.

**Outputs:**

- A national conference*
- A report on the national conference*

**Activity 6: Contribution to Knowledge and Learning**

The consultant firm will contribute to knowledge and learning activities. Specifically, the consultant firm will document its interventions to feed into MSSRP future interventions and participate in international knowledge exchange such as the GPSA Forum.

**Outputs**

- Dissemination of lessons learnt out of the local pilot*
- Contribute to learning exchanges (for example, in the form of online dialogues) with other countries supporting collaborative social accountability in fragile contexts (and particularly with the country supporting similar pilots under the GPSA-SPF Project.)*
- Contribute to learning exchanges with the World Bank country office to share learning that could contribute to citizens monitoring of in-country projects*
- Participation to the GPSA Forum.*

**Indicative Deliverables and Timeline**

Items	October	November
Prepare detailed work plan and inception report		
Carry out preparatory activities (workshops on collaborative social accountability/ prep for		

local multi-stakeholder meetings and workshops)		
Identification of collaborative social accountability gaps and presentation of recommendations of tools in three targeted municipalities		
National conference and production of the final document on lessons learnt		
Final Project report		

### Assignment duration

The timeframe of this assignment spans from October 1<sup>st</sup> to December 15<sup>th</sup>, 2018.

### Minimum team composition and qualification requirements

The vendor must include minimum of the following key experts:

Experts	Qualification	Skills	Time Allocated to Assignment
Lead Coordinator and Local Governance Expert	Must have a Bachelors' degree in development studies, economics, social sciences or related field with minimum of 5 years of experience	Project planning and management, leadership and reporting. Proven experience in community mobilization and stakeholder engagement.	of his/her time
Local coordinator (s)	Must have a Bachelors' degree in development studies, economics, social sciences or related field with minimum of 3 years of experience	Proven experience in project planning, designing training workshops, local governance programs; good understanding of governance issues in Jordan; and has knowledge of social accountability tools.	of her/his time
Finance and Administrative Assistant	Must have Bachelor's degree in Accounting or related field.	Proven experience in Booking keeping,	of his/her time

		budgeting, financial monitoring and reporting	
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### Implementation/Reporting Arrangements

Project activities will be implemented under the GPSA, NTF and coordinated with relevant CMU and MSSRP staff. The vendor will coordinate directly with the GPSA consultant and the MSSRP TTL and report to the GPSA Secretariat and the MSSRP TTL.

Since all project activities are Bank-Executed (BE), they will be subject to the Bank’s Administrative Manual AMS15.01 Selection and Use of Consultants and AMS 15.10 Corporate Procurement and is administered by GSDPR. In addition, project activities will follow the Bank’s 2009 Guidance Note on Bank Multi-Stakeholder Engagement, including taking the appropriate measures during project design and implementation to avoid risk of political interference when working with non-governmental stakeholders.

**Table 3. Disbursements Schedule**

Deliverable/ Component	Disbursement Total (\$)
<b>October 2018</b>	<b>60.000</b>
Inception report & workplan	
Training on Collaborative Social Accountability for PMU and targeted municipalities	
Mapping of CSO/CBO at the level of participating municipalities	
Local multi-stakeholder meetings and Initial recommendations on Social accountability tools to be developed	
Collaborative social accountability measures identified and recommendations on their implementation	
Training series on collaborative social accountability with 25 municipalities	
<b>November 2018</b>	<b>40.000</b>
Continuation of Training series on collaborative social accountability with 25 municipalities	
Support to finalization of proposals to Innovation Fund by three targeted municipalities	

National conference	
Final Project Report and internal financial/administrative review	
<b>Total</b>	<b>100.000</b>

**Mainstreaming Social Accountability for Improved Transparency and Participation in Mongolia - MASAM  
Project Second Phase  
Terms of Reference for Project Implementing Partners  
November 2020**

**I. Background**

The Mainstreaming Social Accountability for Improved Transparency and Participation in Mongolia Project (hereafter called MASAM Second Phase) aims to provide capacity building and technical assistance to mainstream social accountability towards more effective use of public funds in key sectors contributing to improved public service delivery and investments across the 21 Mongolia's provinces (aimags) and the city of Ulaanbaatar.

The Project, to be implemented with a financial contribution from the Swiss Agency for Cooperation and Development (SDC) and a grant from the Global Partnership for Social Accountability (GPSA) builds on the results and lessons learned from the MASAM Project (2016-2020), the past GPSA-supported Transparency and Accountability in the Mongolian Education (TAME) Project in Mongolia, as well as lessons systematized from over 40 projects supported globally by the GPSA in the past eight years.

**II. Project Objectives and Structure**

The MASAM Second Phase proposes a more integrated approach aimed at interlinking public policy-making processes with monitoring of expenditure allocations and service delivery results at the local level. Accordingly, this phase will aim to strengthen both civil society and public sector agencies' capacities to generate information/data and to monitor the policy-making and implementation processes, with an emphasis on the links between: (i) policy planning and implementation, including frontline health service delivery and (ii) budget planning and execution including public investments in key sectors, particularly in the health and education sectors.

As a whole, the envisioned activities and outputs under the MASAM Second Phase are expected to: (i) contribute to increasing the percentage of citizens accessing information and providing feedback using Information and Communication Technology (ICT) platforms towards improving health service delivery and quality of investments as a result of project-supported citizen mechanisms and the leverage of ICT solutions; and (ii) help ensure that problems and issues tracked by Civil Service Organization (CSOs) at the central and sub-national level, and/or other relevant spheres or action identified are followed up through project-supported citizen feedback mechanisms to inform government actions.

The Project will be implemented through four interlinked components including:

1. Leveraging Information and Communication Technology in strengthening and developing collaborative social accountability;
2. Capacity building for participatory monitoring of budget allocations and service delivery;

3. Improving coordination and institutional capacity at the policy level; and
4. Enhancing adaptive Knowledge & Learning.

The following activities are expected to be implemented as part of the four components above:

- Organization of hackathons and competitions for the design of citizen’s interfaces for improved public outreach and citizens’ feedback in the health sector and public investment projects (including methodological notes for the Ministry of Health and the Ministry of Finance).
- Creating capacity in CSOs and citizens to conduct participatory monitoring of budget allocations and service delivery outcomes using ICT-based participatory platforms as well as social accountability tools such as budget literacy and analysis and the relevant data collection, data use and re-use.
- Capacity building to CSOs and citizens in the use of the social accountability tools at the aimag/soum/district level to help raise citizens’ awareness.
- Technical assistance, based on international experience and best practice, to help build the capacity of Mongolia CSOs to enable coordination and collaboration with selected stakeholders in problem-solving and cross-sector programming, including the development of guidelines, dashboards, and automatic update mechanisms.
- Knowledge sharing for monitoring, evaluation and learning mechanisms, including adaptive management and learning process to regularly adjust project implementation based on experience and contextual circumstances as well as to generate knowledge and learning for targeted external dissemination amongst key stakeholders.

Within the context above, the World Bank team responsible for the project intends to partner with three (3) Mongolia-based Civil Society Organizations (CSOs)/Firms with sound expertise and experience in social accountability (SA) and citizen engagement, or health service delivery and monitoring, or public investment and budget monitoring, respectively, for the implementation of the key activities under the project. The CSO/Firms will be expected to carry out a number of interlinked activities in the assigned 7 aimags in the western, or eastern, or central/northern region and selected 3 districts of Ulaanbaatar city, respectively, with the detailed scope of work indicated below.

### **III. Scope of Work**

The selected CSO/Firm will be expected to undertake the following tasks:

#### **1. Project management and implementation support at the local level**

##### **a. Preparatory Phase:**

- i. Upon acquainting with the detailed project Concept Note and other relevant materials and discussions, prepare an inception note and a detailed implementation plan.

- ii. Identify potential local CSOs to engage in the different phases of the project implementation in the designated 7 aimags in the [western]/[eastern]/[central/northern] region and selected 3 district of Ulaanbaatar city. The identification/selection criteria will be developed jointly with the WB team taking into consideration different aspects, among others, such as thematic expertise, outreach and communication capacity, local presence and prior experience in the locality, integrity records, effectiveness and sustainability in their work.
- iii. Develop a database of local government partners and focal points to collaborate during the course of the project implementation. For this, once again, the implementing partner is expected to review and take into consideration the governance/implementation arrangements employed for the MASAM I and TAME projects and to ensure proper considerations to sustainability of the project interventions.
- iv. Facilitate reinvigorating the engagement with the local CSO partners of the MASAM I and the TAME projects and initiating initial dialogue in the newly targeted beneficiary aimags/districts, towards formation of working groups as needed to support the different project activities.
- v. Conduct a brief baseline study, building on, when appropriate, the results and lessons of the MASAM I/TAME projects. In all cases, conduct focus group discussions and thematic studies in support of preparing and conducting the baseline surveys (questionnaires as well as other suitable means are to be used for collecting the quantitative and qualitative data information needed for the implementation of the MASAM Second Phase).
- vi. Conduct inception/kick-off workshop(s) in the designated project locations with participation of the identified CSOs for the purposes of planning and starting the implementation of the various activities envisioned under the project.
- vii. Support partnership building and ensure participation of national and local thematic organizations during hackathon events to be organized under the project (including problem identification workshops).
- viii. Prepare detailed framework of operating arrangements for local CSOs to partner at the grassroots level in the designed project locations (this may entail identifying and documenting subcontracting arrangements that would require preparation of technical and financial proposal templates, reporting guidelines, etc.).

**b. Implementation Phase:**

- i. Establish partnerships with local CSOs in the designated project locations in the implementation of the envisioned project activities. Tasks to be handled by the local CSOs will range from support in capacity building activities as well as deployment of SA tools in engagement and monitoring that would require mobilization of local actors/citizens.
- ii. Preparation of an operating manual for the local CSO partners to be followed closely during the implementation of the selected SA tools.
- iii. Prior to the implementation of the selected SA tools, carry out the following processes together with the local CSO partners:
  - Identify existing challenges from both CSOs/citizens and government counterparts to engage in the proposed activities (participatory diagnostic to assess readiness to engage).
  - Based on the challenges defined, identify activities to help build trust among different stakeholders towards establishing common goals, spotting opportunities for collaboration, inculcating a sense of ownership, and generally working together in action.
  - Discuss formation of ad-hoc working group to support designing of a strategic plan for engaging citizens/CSOs in the implementation of selected SA tools for monitoring the use of public funds,

- particularly public investments, as well as health service delivery through the use of the participatory web-platforms that will be developed under the project.
- iv. Provide hands-on direct implementation support to the local CSOs in the use of the various SA tools in conducting the tasks detailed under part 2 below.
  - v. Document all aspects the local project implementation progress in the designated project locations of 7 aimags and 3 districts of UB including maintaining all project records and supporting documents.
  - vi. Prepare periodic reports using templates provided by the WB team to contribute substantial inputs to the project's M&E and results tracking/monitoring activities.

## **2. Capacity building in participatory monitoring of budget allocations and service delivery outcomes**

### **a. Content Development**

- i. Designate a group of master trainers (with at least 2 members per implementing partner) who are expected to design, develop and pilot the capacity building activities and the training program to be carried out under the project.
- ii. Review the existing national and international literature on SA tools (traditional and ICT-based) for improved transparency and accountability in the use of public funds and health service delivery. Incorporate good practices and lessons learnt that can be adapted from the former capacity building programs in Mongolia and in other regions/countries in the content of the training program and activities to be conducted under the project.
- iii. Jointly draft the training program outline and content (1 introductory/general module plus 3-4 special focus thematic modules in the areas of technical expertise of the three implementing partners, respectively) to be informed by the results of the review performed, the recommendations made by government and non-government counterparts, lessons learned/methodologies developed under the MASAM I and TAME projects. The outline must present a modular structure that will address the thematic areas to be covered during the training activities expected at the different stages of the project. While the implementing partners are expected to work jointly on the task of developing the training program, each is expected to take a leading role for the specific module in their expert areas, respectively.
- iv. Undertake, in coordination with the WB team, a brief consultation with different counterparts on the first draft of the training program outline, as a way to ensure that the concrete areas of interest of the target audiences are addressed in the modular content of the capacity building materials/program.
- v. Based on the outline developed, prepare learning materials for all modules of the program. The expected materials will include the main technical/training papers, PowerPoint presentations, and case studies, ensuring all the time that the content to be delivered is tailored to the national and local context and needs. Each module will be complemented with recommended background reading materials as well as practical exercises that will allow the participants to put in practice the capacity developed for the effective monitoring of public funds and health service delivery.
- vi. Assure that each of the modules and papers take reflection of good practices, examples, cases, and systematized lessons learned related to the transparency and accountability in the use of public funds including public investment in the priority sectors as well as in the health service delivery. Special consideration should be given to international experiences that can be translated and presented through international experts/ practitioners to help enrich and maximize the capacity building interventions.

- vii. Include as part of the learning materials, guidelines and template for the development of an action plan that can be used by local CSOs/other actors to put the knowledge acquired into practice. The template should include at the minimum the actions/strategies to be implemented, actors involved, timeline and the impact expected for improving transparency, accountability in the use of public funds including public investment in the key sectors as well as in the health service delivery.

**b. Capacity Building**

- i. Design interactive and participatory training events on SA tools with a special focus on budget/public investment monitoring and health service delivery through the use of ICT-based platforms for accessing information and engaging/providing feedback to the government. This task will include: i) the distribution/dissemination of the training materials produced under the guidance of the WB team and ii) running consultations with key partners ahead of the planned events.
- ii. Conduct around 15 training events with participation/representatives of at least 20 national and local CSOs in total, covering the designated project locations of 7 aimags and selected 3 districts of UB based on the demand of the project stakeholders. Each training event should target at least 7-10 representatives from each aimag or district. Further, this task will include:
  - a. Liaise with the WB team in order to support the organization of the training events, including logistical arrangements regarding the venue, refreshments/lunches and reproduction of materials etc.
  - b. Select, invite and ensure the participation of local CSOs, other group associations and when possible citizens in the training events. The lists of proposed participants need to be consulted and validated by the WB team and other project counterparts to ensure diversity and inclusion in the training events.
  - c. Designate a “focal point” to engage with the participants, government counterparts as well as experts invited to present in the training events.
  - d. Train the trainers among the local CSOs representatives, at least 2-3 people per area, who can master the content and be able to deliver such training to broader stakeholders for sustainability of the local initiative.
  - e. Facilitate the training events/technical sessions and designate a member to act as note-taker to help capture the main salient of the presentations and discussions during the training sections.
  - f. Prepare reports summarizing the results and discussions of the training events to be conducted including a brief on the experience presented, knowledge shared during the events, as well as discussions held during the proposed working group sessions. The report must include ideas/actions and next steps to inform and support advancing the implementation of the SA tools and CE mechanisms. An example of similar reports prepared in the past will be shared by the WB team for reference and to guide the work of the CSOs/Firms.
  - g. Prepare communication/press-release materials (at least two per training) including short videos and other materials that will help document the training events, experiences and results.
  - h. Ensure effective and periodic engagement of participating local CSOs/citizens *after* the training events; and deploy outreach/communication tools such emails/meetings, FB posts etc. for this purpose.
- iii. Conduct information and experience sharing sessions among the three implementing partners with the focus on their respective areas of expertise to promote cross learning and ensure the same level of local engagement given all three NGOs/Firms are expected to carry out all relevant capacity building and monitoring activities of the project in their designated project locations.

### **3. Implementation and rollout of SA tools for monitoring of budget allocations e.g. in public investments and health service delivery**

As the capacity building activities are carried out and the knowledge and skills of the local CSOs and other targeted stakeholders of the project are built — or are in the process of being built— the CSOs/Firms are expected to facilitate the deployment of the selected tools and methodology for engaging citizens in monitoring activities in collaboration and coordination with government counterparts at the national and local level. The following activities are expected to be led/carried-out by the CSOs/Firms:

#### **a. Awareness Raising Activities:**

- i. Organize community budget literacy sessions at the aimag/soum/district level to help raise citizens' awareness on the existing monitoring mechanisms that allow citizens to engage in the planning and implementation of public investment projects (particularly, in the health and education sector) as well as in the health service delivery. Officials of relevant Government agencies, and CSOs that specialize in the legal and administrative frameworks will be invited to explain the relevant laws and regulations equipping citizens with the knowledge, skills and confidence to use the information released and engage in the budget process (aimag/soum and district level).
- ii. Participate and ensure the collaboration and participation of national and local CSOs in problem identification workshops and other events related to the project's hackathon.
- iii. Design and implement awareness activities to support CSOs' and citizens' use of the ICT-based participatory developed platform (Component 1).
- iv. Facilitate the development of sectoral "local citizen's budgets" at the aimag level on budget allocated for public investment. Citizens' budget as used in this context refers to a coordinated compilation of the inputs, views and priorities from the perspectives of citizens with regard to annual as well as future budget allocations.

#### **b. Monitoring Activities:**

- i. Conduct participatory budget monitoring exercises with the support of local CSOs/citizens, in close coordination with Government officials and under the guidance of the WB team, to monitor i) planning and implementation of public investment projects (e.g. in the health and education sectors) and ii) whether primary health service providers meet certain conditions before funds are released (social audits). The monitoring activities are encouraged to use information released through the online public investment and health service platforms for citizens to be developed under the project. Further, whenever needed budget information needed for the monitoring activities can also be accessed from the Glass Account Portal. This activity will entail the following tasks:
  - a. Develop the methodology for data collection to facilitate the monitoring including: i) defining the data to be collected and getting familiar with the data areleased through the public investment and health service platforms; ii) developing the survey plan; iii) selecting the relevant interview techniques.

- b. Develop/adapt the sample questionnaires/survey tools to be used for data collection and organize focus group discussions with representation from the CSOs, media, academia as well as citizens in a sample group of aimags and districts of the UB to run simulation exercises of accessing information, analyzing it and providing comments, suggestions and feedback.
- c. Deploy the data collection tool designed, perform data entry, handle data and data analysis, and prepare short reports with the main findings.
- d. Support the preparation and communication of feedback/report to the government to authorities and dissemination plan of the results/findings of monitoring activities to the respective and appropriate government agencies towards initiating the required changes in the existing budget processes and health service delivery arrangements.
- e. Lead initiation and maintenance of a regular dialogue with local authorities including Citizens Representative Khurals, Governor’s offices and Health agencies, to inform the findings of the local monitoring activities and advocate for the evidence-based policy and performance review and planning decisions.

**Indicative Deliverables and Payment Schedule** (subject to discussion and agreement)

<b>Expected Deliverables</b>	<b>Payment Schedule</b>
<b>Project management and implementation support at the local level</b>	
1. Inception note/Implementation Plan	10% upon signature of the contract and submission of the implementation plan
2. Short reports summarizing preparatory activities conducted (list of local CSOs, government counterparts, draft operating framework/guidelines for local CSOs, agendas for kick-off meetings together with short summary of results of the discussions)	5% upon presentation of reports (by end-December 2020)
3. Baseline Survey Report	10% upon presentation of the report (by January 31, 2020)
4. Partnerships established with local CSO partners in the selected project locations and operations manual to guide for local CSOs finalized to be enforced during the implementation of the project activities	10% upon formal arrangements are in place for the local partner CSOs and upon presentation of the manual (by January 15)
5. Report documenting local activities implemented including results and inputs on M&E (recurring deliverable with period reporting)	5% upon presentation of the first report (June 30 2020)
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6. Learning/training materials in 4 modules of the program fully developed and endorsed by the WB team and counterparts.	20% upon submission and presentation of the final training materials and the training plan.
7. Short plan and accompanying notes with the design and timeline for the interactive and participatory training events on social accountability tools prepared	
8. 15 training events with the participation of at least 20 national and local CSOs in the designated project locations of 7 aimags in the western/eastern/central-northern region and selected 3 UB districts delivered together with a short note summarizing the results of the events.	20% upon submission of reports on the capacity building and public awareness activities organized.  Administrative and logistics costs (including venue rental, refreshments, transportation and others will be reimbursed upon presentation of invoices)
9. At least 15 budget literacy sessions at the aimag/soum/district level organized in collaboration with local CSOs	
10. At least 15 public awareness activities to support CSOs' and citizens' use of the ICT-based participatory developed platform designed and delivered	
11. At least 7 sectoral "local citizen's budgets" at selected aimags on budget allocated for public investment and/or health designed and distributed in 2021 and 2022	
12. At least 15 participatory budget monitoring exercises designed and conducted under the guidance of the WB team and with the support of local CSOs	20% upon submission of reports on the monitoring and communication activities organized and completed.
13. Communications materials/report (at least two per training) and dissemination plan of the results/findings of budget monitoring activities developed and presented to the relevant authorities	

### Criteria for Eligibility and Qualifications

The selected CSOs/Firms are expected to have sound technical and human resource capacity in project management as well as governance in general and each, respectively, to have specialization/expertise in social accountability/citizen engagement, health service delivery and monitoring, or public investment and budget monitoring. The contractors is also required to have a solid understanding of local contexts, policy setting, governance and empowerment challenges in Mongolia and in the designated proeject locations including 7 aimags in the western/eastern/central-northern aimags and selected three districts of UB city. Prior knowledge and/or experience in working with projects in governance/social accountability as well as in the monitoring of budget funds including public investment (particularly in the health and education sectors) and/or health service delivery will be considered an advantage.

Additionally, the selected CSOs/Firms should be able to provide evidence on the following:

- Minimum of 3-8 years of operations in Mongolia;
- direct working experience of implementing governance/social accountability initiatives partnering with local CSOs, government authorities and relevant stakeholders;
- experience with projects in monitoring of the budget/public funds include public investment;
- experience in working with local CSOs/implementing projects in at least 3 aimags and different UB districts (potential CSOs should indicated in the technical proposal the preferred project locations/regions for engagement based on their prior experience);
- proven project management as well as finance and administration experience;
- experience in developing training materials and technical capacity as well as in providing technical support and guidance through training events/workshops and other blended approaches for learning, including but not limited to coaching and mentoring;
- at least 3 full-time staff who are responsible for project administration, accountability reporting, and quality assurance; and
- project team must be able to work in Mongolian and English languages.

Organizations eligible for this service must be legal entities that fall outside public or for-profit sectors and are eligible to engage with international organizations on a contractual basis and under Mongolia's applicable legal framework. These include non-government organizations, not-for-profit media organizations, charitable organizations, faith-based organizations, professional organizations, labor unions, other workers' organizations, private foundations, and policy development or research institutes, provided that these do not have partisan associations and their local partner CSOs do not engage in activities with high inherent risk of political interference. These activities include political governance, for instance, support of efforts to help organize political parties, or to the organization, running and monitoring of elections.

#### **Management and Reporting Requirements**

The CSOs/Firms will coordinate and deliver all activities under the consultancy service contract and provide overall management and oversight support for the local activities, ensuring timely delivery and payments against invoices in accordance with the approved budget of the contract. The activities covered in this TOR will be implemented under the direct supervision of the designated World Bank Task Team Leaders (TTLs).

#### **Duration of the contract**

The contract will run for a period of 18 months with a possibility of extending it up to another 18 months based on the organization's performance and implementation needs during the project duration.

The total contract amount for each implementing partner will depend on the proposed methodology and activities, but will not exceed \$200,000 (inclusive of activities and administrative costs for the designated project location of 7 aimags and 3 districts of Ulaanbaatar city).