

Annex 1 - Terms of Reference for Evaluation of CAMEALEON PR: 8400496

DATES OF PROGRAMME ACTION: DECEMBER 2017 UNTIL START OF EVALUATION (COVERING THE WHOLE OF PHASE 1 FOR CAMEALEON AND PART OF PHASE 2, WHICH IS DUE TO END IN MARCH 2022)
EVALUATION/REVIEW MANAGER: NRC LEBANON RESEARCH & EVALUATION ADVISOR
BASED: LEBANON COUNTRY OFFICE

1. Background information

1. Background on the context

The Cash Monitoring, Evaluation, Accountability and Learning Organizational Network (CAMEALEON) was set up in December 2017 to provide independent MEAL support to a new multi-purpose cash assistance programme for severely vulnerable Syrian refugees in Lebanon delivered by the World Food Programme (WFP).

The concept of establishing a third-party monitoring (TPM) entity in Lebanon, providing independent MEAL services in support of a large-scale UN cash provider, was spear-headed by donors seeking to maximize the Value for Money, accountability and sustainability of support to severely vulnerable Syrian refugees. It was also driven by an ambition to reinforce transparency of single agency cash delivery, as well as delivering on Grand Bargain commitments aimed at reforming the humanitarian sector. This includes the commitment to strengthen M & E as part of the scale-up of cash assistance and making the 'participation revolution' of more meaningfully involving aid recipients in shaping humanitarian responses a reality.

CAMEALEON's brand of Third-Party Monitoring is different from traditional TPM in that it focuses on providing an additional layer of MEAL services, to complement the M & E delivered by the cash implementer, and has a dual role of contributing to wider sectoral learning in Lebanon and internationally. To date, CAMEALEON has produced more than 20 reports and submitted more than 50 operational recommendations.

2. NRC's activities and presence

NRC established its programme in Lebanon in 2006 in response to the July war. The country office is in Beirut (covering Beirut and Mount Lebanon), with field offices in South (Tyre), North (Tripoli and Akkar) and Bekaa (Zahle). NRC implements programmes in four core competencies: Shelter, WASH, Information, Counselling & Legal Assistance (ICLA) and Education and has an emergency response unit. Since 2017, NRC Lebanon has also been granted holder for a portfolio of high-profile consortia programmes.

NRC Lebanon is currently grant holder of a number of our consortium programmes; including the Cash Monitoring, Evaluation, Accountability and Learning Organizational Network (CAMEALEON), H2ALL and Natafa3al. The emergence of NRC Lebanon's role as a major consortia actor came about during 2017/2018, when NRC secured major donor contracts to be the grant holder for three consortia with five different member agencies. Acknowledging NRC's responsibilities for, and management of the consortia in which it is grant holder, a dedicated Consortia department, unique within NRC, was established in NRC Lebanon. This consists of a Consortium Management Unit (CMU) for each consortium.

3. CAMEALEON's intervention specific to the evaluation

CAMEALEON is an NGO-led network conducting independent research and analysis in support of the World Food Programme's Multi-Purpose Cash (MPC) assistance programme for Syrian refugees living in extreme poverty in Lebanon. Established in December 2017, CAMEALEON is a consortium of the Norwegian Refugee Council (NRC, grant holder), Oxfam and Solidarités International (SI) and complements WFP existing monitoring and evaluation activities. CAMEALEON is funded by the same donors funding the WFP MPC programme.

Lebanon was the first country to operationalize the 'C' component of ECHO's ABC¹ model guidance for large-scale cash programmes through the creation of CAMEALEON. CAMEALEON current overall objective is: "Syrian refugee households have improved ability to meet their basic needs" and the specific objective is that "WFP's multi-purpose cash programme in Lebanon is strengthened." CAMEALEON aims to contribute to a strengthened evidence-base and continual improvement of WFP's MPC programming in Lebanon through the generation of independent research and analysis, recommendations, learning, knowledge-sharing and influencing activities.

In the current phase of the programme, CAMEALEON's donors are FCDO, the EU Madad Trust Fund, the Norwegian Ministry of Foreign Affairs (NMFA) and the German Federal Foreign Office (GFFO). In the first phase of the programme, ECHO was funding CAMEALEON rather than Madad and ECHO remains actively engaged with CAMEALEON through their continued position on the WFP MPC Steering Committee which oversees the strategic direction of the programme and governs CAMEALEON's work

The WFP programme assists severely-vulnerable Syrian refugee families with monthly transfers of multi-purpose cash (MPC) assistance to help them meet their food and basic needs. In September 2021, WFP assisted 64,000 families (68% in Bekaa, 25% in North Lebanon, 5% in the South and 3% in Mount Lebanon) with a monthly transfer of LBP 800,000 per household and LBP 300,000 per family member. According to VASYR 2020 data, the average size of the Syrian refugee households living in extreme poverty is 5. Of these households, 82% are male-headed and 18% are female-headed. The WFP MPC programme is delivered through the Lebanon One Unified Inter-Organisational System for E-cards (LOUISE), a harmonized platform to deliver cash and voucher assistance (CVA) to vulnerable beneficiaries in Lebanon.

MPC recipients are selected using a proxy-means test algorithm that estimates the socio-economic vulnerability of the registered Syrian refugee families. Every month, WFP loads assistance on the bank cards that beneficiary families use to withdraw cash from the ATM of

¹ ECHO large scale cash note, 2017:

https://ec.europa.eu/echo/sites/default/files/guidance_note_cash_23_11_2017.pdf

Banque Libano-Francaise (BLF), the financial service provider to the LOUISE platform, and the ATMs of a restricted number of other banks.

2. Purpose of the evaluation and intended use

1. Overarching purpose

The purpose of the independent evaluation is to assess the programmatic impact of CAMEALEON. In particular, the evaluation will look at the extent to which CAMEALEON's research, analysis and recommendations have contributed to strengthening the WFP MPC programme, informed the wider cash response in Lebanon and made a contribution to humanitarian cash thinking and practice globally, including independent MEAL provision large scale cash programmes. CAMEALEON's intended contribution to MPC programming in Lebanon is captured in a Theory of Change, developed in 2018/2019, focusing on Lebanon's operational model for the delivery of multi-purpose cash assistance for Syrian refugees living in extreme poverty.

CAMEALEON conducts activities in accordance with a workplan approved by the MPC donors and WFP. In the current phase of the project, CAMEALEON is implementing activities under three project pillars: 1. MPC impact and conceptualizing a safety nets approach 2. safe and accountable programming and 3. learning, knowledge-sharing and influencing. Activities include research, monitoring and analysis, participatory engagement of MPC recipients, organizing and contributing to learning events and knowledge-sharing initiatives related to cash in Lebanon and internationally. Some activities are delivered in collaboration with partners, whilst others are delivered in-house by the secretariat team. CAMEALEON also generates regular operational recommendations for the MPC steering committee.

The evaluation is intended to build on key findings of an independent learning review of CAMEALEON conducted by IRMA in 2019/2020, focusing on the successes and hindrances related to the CAMEALEON model. The review found that CAMEALEON had been:

- Highly effective in terms of producing the anticipated deliverables, due to a combination of soft and hard skill sets, although the depth of the deliverables would probably have been greater if data access had been easier and quicker;
- The donor's formal requirement for TPM is the underlying enabling factor, facilitated also by the strength and reputation of CAMEALEON consortium's own members;
- Data access constraints led to delays in some research as it required 'alternative routes' to the desired destination, possibly limiting its potential effectiveness;
- Relevant to the evolving needs of affected population and national capacities
- Adequately accountable to its own stakeholders as it has delivered transparently on its commitments, but its impact on WFP's accountability to the affected population is yet to be measured.
- CAMEALEON's impact is already being felt in terms of pressure on large organizations such as the UN to be accountable for the assistance that it delivers. CAMEALEON's model is influencing the development of TPM for CVA globally.

One of the key recommendations of the IRMA review was to *"plan for an impact evaluation at the end of Phase 2. This evaluation should focus on programme impact in Lebanon, on accountability, and on the replicability of CAMEALEON's model elsewhere."*

The need to generate evidence on the impact of CAMEALEON is also noted in the 2020 State of the World Cash report: *“WFP has accepted most of the programmatic recommendations coming out of CAMEALEON’s research streams to date. An evaluation of CAMEALEON’s impact on the quality of the MPC programme, wider cash response and benefits for refugees is planned during the second phase of the programme (2020-2022). Building this evidence is important for understanding whether the benefits, or ‘added value’ of the 3PM [third party monitoring] approach justify the costs. Globally there is evidence that CAMEALEON’s model is influencing the development of 3PM for CVA in other contexts such as Turkey and Mozambique.” (p.68)*

https://www.calpnetwork.org/wp-content/uploads/2020/07/SOWC2020_Full-report.pdf

2. How will the evaluation be used?

The findings and recommendations from this evaluation are intended to be used for the following purposes.

- To inform donor reporting, specifically impact and outcome level results for CAMEALEON’s logical framework for 2020-2022;
- To inform CAMEALEON’s future role in the WFP MPC programme and wider cash response in Lebanon.
- To inform the thinking of CAMEALEON member agency staff on the potential replicability of CAMEALEON outside of Lebanon;
- To inform wider external thinking on the added value of independent MEAL provision for large scale cash programmes.

This is particularly timely given the anticipated upcoming launch of ECHO’s revised global guidelines on large scale cash programmes, which includes the continued promotion of the ‘ABC’ model, and ECHO’s interest in gathering lessons learned about operationalization of the model.

3. Who will it be used by?

The evaluation is intended to be used by:

- The CAMEALEON Board, secretariat and global cash advisers to inform the next proposed phase of the programme;
- CAMEALEON member agency staff engaged in discussions about the potential replicability of CAMEALEON in other contexts;
- CAMEALEON donors in Lebanon to assess the added value of CAMEALEON to the WFP MPC programme, as well as its potential value in other programmes/contexts
- WFP as the implementing agency as part of discussions about Ways of Working, accountability and the value added of CAMEALEON;
- Global donor representatives engaged in thinking about cash TPM models, particularly ECHO;
- Cash practitioners, researchers and policy makers interested in cash operational models, large scale cash delivery and accountability.

There is also a strong commitment from CAMEALEON to close the feedback loop with cash recipients who contributed their perspectives to the evaluation, so a plan for communicating the findings of the evaluation to interviewees will be put in place as well.

3. Scope and lines of inquiry

1. Scope:

An independent impact evaluation is part of CAMEALEON's confirmed work plan for 2020-2022, approved by its donors and WFP. The evaluation is intended to assess the programmatic impact of the CAMEALEON programme since its inception in December 2017. This will encompass the whole of phase one of the programme (Dec 2017 – March 2020) and the majority of phase 2 of the programme, which began in April 2020 and is due to end in March 2022. The evaluation will assess whether the intended programme objectives of strengthening the effectiveness, efficiency and accountability of the WFP MPC programme and contributing to wider sectoral learning in Lebanon and internationally, including on thinking about Third Party Monitoring (TPM) models. The evaluation will have a national coverage, with particular focus on those locations where the WFP MPC caseload is concentrated, i.e., the Bekaa valley and North Lebanon, as well as capturing the perceptions of key cash actors in Lebanon and internationally.

In the current phase of the project which runs from April 2020 until March 2022, the three pillars of CAMEALEON are as follows:

1. MPC impact demonstration and conceptualizing a safety nets approach
2. Safe and accountable programming
3. Learning, knowledge-sharing and influencing

In the first phase of the project, which ran from December 2017 until March 2020, CAMEALEON's work was structured around three key pillars; outcomes monitoring, Value for Money and operational research, with research as a cross-cutting theme.

In 2018, CAMEALEON supported the WFP MPC programme steering committee in developing a results framework. This included a Theory of Change for the programme, comprised of three pillars. CAMEALEON's contribution is captured in the operational models pillar (#2).

Pillar 2: Operational model- optimised use of resource and improved reach to the most vulnerable Syrian refugees: Large-scale MPC programme can deliver more efficient use of resources and improve programme reach. The single platform model of centralising core functions, including programming, targeting, information systems, and complaints and feedback mechanisms (CFM), can contribute to economies of scale. In turn, these can result in programme efficiency, as can the presence of a governing body by harmonising ways of working. Third-party monitoring and evaluation ensures independent data sources that provide evidence to support the decision-making process. Finally, as a third-party monitoring actor, CAMEALEON collects independent data sources and conducts triangulation and data-quality checks. These provide evidence to support the decision-making process, which results into better-informed programming and ultimately effectiveness.

2. Lines of inquiry

The evaluation will aim to answer the following questions.

1. Effectiveness and efficiency

- a. How has CAMEALEON contributed to strengthening the effectiveness and efficiency of the WFP MPC programme for Syrian refugees in Lebanon?

- b. How has CAMEALEON's work contributed to better programme decision-making and cost benefits?
 - c. How has CAMEALEON contributed to programme accountability and transparency?
- 2. **Accountability to affected populations and safe programming**
 - a. How have the accountability systems and safe programming provisions of the WFP MPC programme changed in line with CAMEALEON's recommendations accepted by WFP? What aspects of the system have been impacted the most by these changes? Which ones have not and why?
 - b. How have WFP MPC recipients perceived and experienced related changes to the accountability systems and safe programming provisions?
 - c. Do WFP MPC beneficiaries feel they are able to access their assistance more safely as a result of changes to systems in line with CAMEALEON recommendations
- 3. **Learning, knowledge sharing and influencing**
 - a. To what extent has CAMEALEON's learning, knowledge-sharing and advocacy work had an influence on the wider cash response in Lebanon? What evidence gaps has CAMEALEON contributed to fill?
 - b. What has been the extent of reach of CAMEALEON's research and analysis beyond Lebanon?
 - c. Has the CAMEALEON model and CAMEALEON's work had an influence on global cash thinking?

4. Methodology

The evaluator(s) will be required to propose a study design and/or methodology. The approach proposed to undertake this evaluation should be systematic, and explore conceptual, programmatic and contextual issues. It is expected that the evaluation will employ mixed methods, utilise primary and secondary data related to the CAMEALEON programme and include a desk review. The evaluator (s) will have access to documents such as project proposals and budgets, CAMEALEON programme documentation and CAMEALEON/WFP collaboration tools such as the recommendations tracker, which captures WFP's management responses to submitted recommendations since the start of the programme. Anonymized CAMEALEON datasets from past and current research activities as well as other datasets publicly available, such as the Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) will be available, and there is an opportunity to request data directly from WFP, in accordance with CAMEALEON and WFP's agreed data request protocols as well. A primary data collection component is anticipated to include at least 10 focus group discussions (FGDs) with cash recipients. The FGDs should aim to include a variety of perspectives disaggregated by, for example, gender and literacy levels of head of household, presence of disability in the family and/or household size. At least 35 key informants should be conducted, including with WFP, member agencies, donors, partners staff members and other cash actors in Lebanon and internationally. It is estimated to interview around 35 people (donors, NGO, UN staff) through group or individual KIIs. And then, in addition to that, an estimate of 10 FGDs will be needed with cash recipients to explore their perceptions of quality in assistance and programme experience to cover CAMEALEON works in: Bekaa (Central, North, West – all across the Bekaa) and North (Akkar, T5).

5. Evaluation follow up and learning

The CAMEALEON Board, which oversees the programme, will provide a management response within one month of receiving the final report. This will be used as a basis to strengthen the design of the programme in the proposed continuation and inform the discussion about evolutions in the next phase (subject to approval of phase 3 funding). Uptake of recommendations will be followed up and tracked. A dissemination plan will be developed to ensure that key learning is shared with internal and external stakeholders, particularly the donors and WFP, as well as interviewed cash recipients. The main lessons learnt from the evaluation will be lifted out and used to draft a learning postcard with the aim to share externally and contribute to global learning on third party monitoring and large-scale cash programmes. The CAMEALEON secretariat will be responsible for this.

6. Management of the evaluation

An evaluation Steering Committee (SC) is established by NRC, with the following members:

- Steering Committee chair: NRC Lebanon Head of Programmes
- Evaluation manager: NRC Lebanon Research & Evaluation Advisor
- Steering committee members: Oxfam global cash advisor, Solidarites International Lebanon Country Director

The Steering Committee will oversee administration and overall coordination, including monitoring progress. The main functions of the Steering committee will be:

- Establish the Terms of Reference of the evaluation;
- Select evaluator(s);
- Review and comment on the inception report and approve the proposed evaluation strategy;
- Review and comment on the draft evaluation report;
- Establish a dissemination and utilization strategy.

The person responsible for ensuring that this evaluation takes place is the chairperson of the Steering Committee. The evaluation manager has been appointed to internally coordinate the process and will be the evaluation team's main focal point.

7. Deliverables and reporting deadlines

The deliverables for this evaluation include:

1. Inception report: revision and finalization of evaluation questions, outlining the methodology, timeframe, proposed sampling strategy for data collection, indicative number of KIIs.
2. Presentation of preliminary findings
3. Draft report outlining the key findings, lessons learnt and recommendations identified in the evaluation
4. Final report, which takes into account feedback from the evaluation Steering Committee and secretariat

The CAMEALEON secretariat will develop a dissemination plan for the findings, including closing the feedback loop with interviewed cash recipients.

8. Timeframe

The indicative timeframe for the evaluation is as follows:

- October 2021 – finalization of ToR and launch of evaluation consultancy tender
- November 2021 – selection of consultant (s)
- Dec 2021 – delivery of inception report (deliverable 1 listed above)
- January 2022 – completion of data collection phase and deliverable 2 listed above
- February 2022 – delivery of draft final report (deliverable 3 listed above)
- March 2022 – finalization of report (deliverable 4), incorporating Steering Committee feedback

CAMEALEON's funding for this evaluation expires in March 2022 and so needs to be completed before then.

9. Application process and requirements

Application Deadline:

Interview dates:

Bids must include the following:

- Proposal including, outline of evaluation framework and methods, including comments on the TOR, proposed time frame and work plan (bids over 3 pages will be automatically excluded).
- Proposed evaluation budget (e.g., senior and junior team members' daily rate, data collection costs, travel costs from outside Lebanon, and any other relevant costs...)
- CVs of all team members
- At least one report for relevant evaluations

Submit completed bids as per RFQ requirement listed.

10. MINIMUM QUALIFICATIONS AND PROFESSIONAL EXPERIENCE

- Minimum of a Master's Degree in relevant field of study (e.g., social sciences, public health, international affairs, and other related fields) for all personnel assigned to work on the project – excluding enumerators.
- Minimum of 5 years of documented evaluation experience for all personnel assigned to work on the project (excluding enumerators) i.e., experience in evaluation design and methodology, development of quantitative and qualitative tools, data collection, data analysis, and write-up of evaluation reports. (Eligibility)
- Experience of conducting humanitarian evaluation for one or more of the following types of institutions: NGOs, the United Nations, governments. (Eligibility)
- Experience in conducting evaluation related to the following topics and/or programme experience managing: humanitarian cash programming, consortia/alliances/networks (Eligibility)
- Experience of conducting evaluations involving vulnerable populations, ideally involving participatory approaches (Eligibility)
- Understanding of Lebanon/MENA context
- Fluency in written and spoken English, Arabic is a major asset.

- International and national candidates may apply. Also, those residing in or outside of Lebanon can apply.

11. EVALUATION CRITERIA

Criteria	Weight
Quoted Professional Service Fee	30%
Criteria 1: PROPOSAL/BID QUALITY: <ul style="list-style-type: none">• Demonstrated understanding of the scope of the ToR, via a clear proposed methodology for conducting evaluation	70%
Criteria 2: CAPACITY <ul style="list-style-type: none">• Demonstrated reliability in delivery of quality services, as illustrated by relevant previous experience and quality of writing samples	
Criteria 3: RELEVANCE: <ul style="list-style-type: none">• Appropriate CASH and consortia technical experience & academic qualifications; relevant evaluation experience; relevant Lebanon/MENA experience	
Minimum passing score for technical aspect: 49/70	