



INCEPTION REPORT MARAWI RESPONSE PROJECT EXTERNAL PERFORMANCE EVALUATION

USAID/Philippines Collaborating, Learning, and Adapting for Improved Development

MAY 2022

DISCLAIMER: The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

ABSTRACT

The Marawi Response Project (MRP) responded to the aftermath of the Marawi Siege that happened in March-October 2017. The siege, initiated by ISIS-inspired armed groups, displaced 369,196 people, and worsened the socio-economic conditions of the communities. It also destroyed properties, lifelines, and businesses. MRP is USAID's development assistance response that addresses the longterm rehabilitation need of the affected communities and the local governments in and around Marawi.

The focus of the evaluation covers three (3) key questions to measure MRP's performance: Relevance, Effectiveness, and Sustainability. The evaluation will generate answers using a convergent mixed-methods design through a document review, qualitative FGDs and KIIs, and quantitative data through the end-line and MSME surveys using tablets with a pre-installed instrument. In addition, the evaluation findings will cover self-reliance, polarization, and public participation by IDPs and HCMs.

The evaluation team will gather data from individuals, communities, and organizations in the twentytwo municipalities and two (2) cities within Lanao Del Sur and Lanao Del Norte. The respondents come from various business locations, livelihoods, and professions in the affected communities.

The external evaluation team is comprised of a pool of short-term technical experts and the MEL Team led by the CLAimDev Chief of Party. The USAID/Philippines and Panagora Home Office also oversee the conduct of the entire evaluation.

INCEPTION REPORT

Marawi Response Project External Evaluation

May/2022

Contract No. 72049220D00004 Task Order 72049222F00002

CONTENTS

ABSTRACT	I
ACRONYMS	ı
EXECUTIVE SUMMARY	ı
EVALUATION PURPOSE AND EVALUATION QUESTIONS	ı
EVALUATION PURPOSE EVALUATION QUESTIONS	
BACKGROUND	3
DESCRIPTION OF THE PROBLEM AND CONTEXT PROJECT DESCRIPTION DESCRIPTION OF THE INTERVENTION AND THEORY OF CHANGE MRP'S RESULTS FRAMEWORK PERFORMANCE INFORMATION	3 4 5 6 7
EVALUATION METHODOLOGY	8
SCOPE OF THE EVALUATION EVALUATION APPROACHES PROJECT CYCLE PERSPECTIVE KEY CONSIDERATIONS GEOGRAPHICAL SCOPE AND LOCATION UNITS OF ANALYSIS SAMPLING METHODS DATA COLLECTION METHODS DATA COLLECTION TOOLS DATA COLLECTION PROCEDURES DATA ANALYSIS ETHICAL CONSIDERATIONS LIMITATIONS AND CONSTRAINTS LEARNING AND DISSEMINATION PLAN EVALUATION WORKPLAN	8 9 10 11 11 14 15 16 18 19 19 20 20
ANNEXES	22
ANNEX I STATEMENT OF WORK ANNEX 2 CONSOLIDATED MEETING HIGHLIGHTS	22 22 22 22

ANNEX 3	22
MRP EVALUATION DESIGN MATRIX	22
ANNEX 4	22
SUMMARY OF MRP EVALUATION METHODOLOGY	22
ANNEX 5	22
MRP ENDLINE SURVEY QUESTIONNAIRE	22
ANNEX 6	22
PRE-TESTING DESIGN FOR ENDLINE SURVEY	22
ANNEX 7	23
FGD GUIDE QUESTIONS FOR MSME	23
ANNEX 8	23
FGD GUIDE FOR FARMERS, WOMEN, AND YOUTH GROUPS	23
ANNEX 9	23
training design for endline survey	23
ANNEX 10	23
KII GUIDE FOR THE FINANCIAL INSTITUTIONS, CHAMBERS, AND FINANCIERS	23
ANNEX II	23
INFORMED CONSENT FORM	23
ANNEX 12	23
MRP EVALUATION WORKPLAN (BASED ON TASK ORDER AND MILESTONE)	23

ACRONYMS

BARMM Bangsamoro Autonomous Region of Muslim Mindanao

CAME Complexity-Aware Monitoring and Evaluation

CDCS Country Development Cooperation Strategy

CLAimDev Collaboration, Learning, and Adaptation for Improved Development

COP Chief of Party

DNH Do No Harm

Ecosystem Work for Essential Benefits ECOWEB

FGD Focus Group Discussion

HCM Host Community Members

IKG In-Kind Grant

IDP Internally Displaced Person

ΚII Key informant Interview

LGU Local Government Unit

MARADECA Maranao People Development Center

MRP Marawi Response Project

MSC Most Significant Change

Micro, Small, and Medium Enterprises MSME

NGO Non-Government Organization

PDP Philippines Development Plan

PSA Philippines Statistics Authority

PWD Persons with Disability

SOW Statement of Work

Short Term Technical Assistance evaluation team

USAID United States Agency for International Development

VEO Violent Extremist Organizations

EXECUTIVE SUMMARY

The Marawi Response Project (MRP) is part of USAID's development assistance that supports the reintegration of IDPs by addressing the early recovery needs of displaced individuals and, more importantly, by addressing the long-term rehabilitation need of affected communities and the local governments in and around Marawi.

The five-month Marawi Siege (March-October 2017), initiated by ISIS-inspired armed groups, displaced 369,196 individuals who found refuge in emergency shelters or with relatives or friends in surrounding areas. The siege worsened the socio-economic conditions of communities with the destruction of properties, lifelines, and businesses.

The evaluation aims to gauge MRP's performance in accomplishing its target outcomes by generating evidence-based learning from MRP's experiences in the Philippines, especially in complex environments. The evaluation focuses on the essential lessons learned from MRP's experience operating in complex, dynamic, and frequently high-threat environments.

The target audiences of the evaluation are diverse groups and individuals: USAID/Philippines, USAID/Regional Development Mission for Asia, USAID/Washington, Plan International (MRP's implementing Partner), local communities, local government units (LGUs), Marawi stakeholders, local community solidarity groups of Internally Displaced Persons (IDPs) and host communities, non-governmental organizations, and donor agencies (both local and international), and Philippine national government agencies.

The evaluation will focus on three (3) key evaluation questions to measure MRP's performance.

Relevance: Were MRP's development interventions relevant to the needs of the IDPs and Host Communities and adaptive to the complex and changing external environment in Mindanao, especially in the project areas?

Effectiveness: Did MRP accomplish the project's expected outcomes of improving self-reliance and strengthening social cohesion among IDPs and HCMs?

Sustainability: Did MRP establish mechanisms to promote sustainable improved economic conditions and strengthen social cohesion between IDPs and HCMs?

The evaluation will employ a convergent mixed-methods design. Focus group discussions (FGDs) and key informant interviews (Klls) will be the foundation of primary qualitative data. The end-line and MSME surveys provide the foundation for quantitative data. Data from document reviews will supplement the primary data collected.

The field enumerators will conduct the end-line and MSME surveys using tablets with pre-installed survey instruments. The evaluation team will code and thematically analyze data from FGDs, KIIs, and document reviews using qualitative content analysis conventions.

The evaluation team will analyze findings from the mixed-methods data gathering approaches to formulate insights relevant to the evaluation questions related to relevance, effectiveness, and sustainability. In addition, the evaluation will underscore learnings from experiences covering self-reliance, polarization, and public participation by IDPs and HCMs. The evaluation limitations include concerns on sampling, measurement, and non-conclusive issues.

The evaluation will gather data from individuals, communities, and organizations in the twenty-one municipalities and two cities located within Lanao Del Sur and Lanao Del Norte, from a mix of business, livelihood, and employment opportunities pursued in the affected communities.

The units of analysis of the evaluation will be the individuals disaggregated into gender, age, beneficiary type (IDP and HCM) and geography, organization/social group (women/youth/farmers), and business owners (MSME). The evaluation team has purposively selected respondents and their geographic locations given the evaluation's limited time, logistics, and security considerations. This includes MRP partners - government and non-government, especially those implementing the microgrant component.

The evaluation team will employ the most appropriate sampling methodologies in reaching the various respondents for this evaluation, given the limitations and constraints in time, resources, and security. Conducting two separate surveys, endline (following through the sample from the baseline survey amongst IDPs and HCMs) and MSME (business owners and traders in the most affected areas (MAA) in Marawi City), will measure the quantitative results of the interventions. Conducting FGDs and KIIs will validate the qualitative results of the same interventions.

The evaluation duration will run for six months, beginning in April 2022, followed by the production of the learning materials and organization of the learning events after USAID accepts the final evaluation report. The evaluation team will disseminate the evaluation results at the learning events that CLAimDev organizes for USAID and other stakeholders.

EVALUATION PURPOSE AND EVALUATION QUESTIONS

EVALUATION PURPOSE

The evaluation will study MRP's performance in accomplishing its outcomes and intermediate results covering the period of September 2018 to March 2022. It also aims to generate evidence-based learning from the study that will contribute to improving USAID's development outcomes by:

- (I) Measuring MRP's performance in terms of relevance, effectiveness, and sustainability in achieving its target outputs and outcomes; and
- (2) Learning from MRP's experiences to provide valuable recommendations for USAID/Philippines and other key stakeholders in managing development projects in similar environments.

The evaluation focuses on the important lessons from MRP's experience operating in complex, dynamic, and frequently high-threat environments. These lessons will be valuable in guiding USAID/Philippines in evolving appropriate approaches for the design, management, monitoring, and evaluation activities implemented in contexts like those present in Mindanao during MRP's implementation period. In collaboration with USAID/Philippines, CLAimDev will disseminate the evaluation results through a learning and dissemination event that a diverse target audience will attend.

The target audiences of the evaluation are diverse groups and individuals such as the USAID/ Philippines, USAID/Regional Development Mission for Asia, USAID/Washington, Plan International, local communities, local government units (LGUs), Marawi stakeholders, local community solidarity groups of Internally Displaced Persons (IDPs) and host communities, non-governmental organizations, and donor agencies (local and international), and national government agencies.

EVALUATION QUESTIONS

The evaluation will answer the key questions on relevance, effectiveness, and sustainability. Table I illustrates the key evaluation and descriptive questions that the evaluation team will answer based on the following criteria.¹

- I. Were MRP's development interventions relevant and adaptive to Mindanao's complex and changing external environment, especially in the project areas?
- 2. Did MRP accomplish the project's expected outcomes of improving self-reliance, such as increasing business and livelihood opportunities, strengthening social cohesion, and increasing participation such as in civic and economic activities among IDPs and HCMs?
- 3. Did MRP establish mechanisms to promote sustainable improved economic conditions and

¹ The evaluation team conducted a series of meetings with USAID, Plan International, and the Panagora Group to clarify points in the SOW and seek guidance on the evaluation context and processes. See Annex 2.

TABLE I. EVALUATION FOCUS CRITERIA		
KEY EVALUATION QUESTIONS	DESCRIPTIVE QUESTIONS (FOCUS CRITERIA)	
Relevance: Were MRP's development interventions relevant and adaptive to Mindanao's complex and changing external environment, especially in the project areas?	 Sensitivity and Responsiveness to Gender and Social Inclusion Issues. In what ways have MRP's development interventions been relevant and adaptive to the distinct needs of the vulnerable groups according to female/male and other social groups [e.g., Internally Displaced Persons (IDPs)/Host Community Members (HCMs), urban/rural, etc.]? Being sensitive and responsive to the context. In what ways have MRP's objectives and design [Theory of Change (ToC), Results Framework (RF)] responded to the needs of the IDPs and host communities and in finding longer-term durable solutions to their displacement? Adapting over time. In what ways were interventions being sensitive and adaptive to the complex and changing economic, environmental, social, political economy, and capacity conditions in the project's environment? Responding to policies and priorities. How aligned and coherent is MRP's intervention with existing government priorities in responding to the Marawi Crisis and the USAID's policy guidance in assisting Internally Displaced Persons, especially in transitioning them to safer communities and restoring livelihood and income opportunities? 	
Effectiveness Did MRP accomplish the project's expected outcomes of improving self-reliance, such as increasing business and livelihood opportunities, strengthening social cohesion, and increasing participation such as in civic and economic activities among IDPs and HCMs?	 Sensitivity and Responsiveness to Gender and Social Inclusion Issues. In what ways do MRP's actual outcomes demonstrate reduced gaps between gender groups and other social groups as identified in the baseline study? Did all the target IDPs and HCMs, including the most disadvantaged and vulnerable –women, children, and youth, benefit equally from the interventions? Achieving the target outputs and outcomes. In what ways have MRP achieved its intended outputs and outcomes in improving the economic self-reliance and social cohesion of IDPs and host communities? Efficiency aspect Significant Emerging Impact. Has MRP caused a significant change in the 	

not) in responding to their situation?

integrating the IDPs and host communities?

lives of the intended beneficiaries and their communities, such as improving economic self-reliance and strengthening social cohesion? Has MRP's intervention transformed and created more enduring positive changes in the IDP's perceptions and community norms/processes (whether intended or

Contribution to High-level effects. In what ways has MRP caused higherlevel effects, particularly in finding long-term and durable solutions in

TABLE I. EVALUATION FOCUS CRITERIA		
KEY EVALUATION QUESTIONS	DESCRIPTIVE QUESTIONS (FOCUS CRITERIA)	
Did MRP establish mechanisms to promote sustainable improved economic conditions and strengthen the social cohesion between IDPs and HCMs?	 Sensitivity and Responsiveness to Gender and Social Inclusion Issues. In what ways did MRP establish sustainability mechanisms that promote sustainable and equitable economic improvement and equal social participation among females and males and various social groups? Continuity/Scalability of positive effects. In what ways has MRP established approaches to continue, scale-up, or replicate project outcomes on the IDPs/HCMs? 	
	 <u>Building an enabling environment for sustainability of the project benefits.</u> What mechanisms have evolved out of MRP interventions in creating the enabling environment to sustain and further improve economic conditions for beneficiaries and social cohesion between IDPs and HCMs? <u>Risks and potential trade-offs.</u> To what extent do the various opportunities 	
	and risk factors enhance or threaten the sustainability of project benefits over time?	

BACKGROUND

DESCRIPTION OF THE PROBLEM AND CONTEXT

The Marawi Siege in 2017 was a prolonged conflict that resulted in the displacement of an estimated 369,196 individuals² who found refuge in emergency shelters or who lived with relatives or friends in surrounding communities. The siege by the combined forces of both national and international ISIS-inspired armed groups worsened the socio-economic conditions of communities, with the destruction of property, livelihoods, and businesses. The Lanao provinces have long been armed conflict areas between multiple groups and clans. When the project started, these provinces were among the poorest provinces in the country.³

The challenges faced by IDPs and host communities are numerous and varied, ranging from increasing social vulnerabilities, continuing economic weaknesses, and cultural conflicts and susceptibilities. These challenges are exacerbated when IDPs and their host communities lack confidence in the local government's ability to address the crisis. When local governments and national government agencies do not address these crises sufficiently, tensions between IDPs and their host community members (HCM) may evolve into internal conflicts that violent extremist organizations (VEO) can take advantage of to further destabilize the area. Given the historical conflicts and the continuous presence of armed groups (especially VEOs) in Mindanao, the fears and tensions among IDPs and their host communities increased during and after the Marawi siege.

² Based on estimated IDPs from 2018. Bangon Marawi Comprehensive Rehabilitation and Recovery Program. Manila, and Philippines: Humanitarian Bulletin, Issue No. 10, November 2018, Official United Nations Office for the Coordination of Humanitarian Affairs. The figure for the remaining IDPs is an estimate.

³ Philippine Statistics Authority (PSA) 2018.

Various reports show numerous complex challenges these IDPs and their host communities face in the emergency shelters and host families and communities⁴. These challenges are:

- High vulnerability to and risk of illnesses and malnutrition because of inadequate shelter, food, and health services.
- Increased number of out-of-school youth and children.
- Low income and high unemployment because of lost jobs and livelihoods.
- Social conflicts/tensions between host communities and IDPs.
- Lack of resources and support systems from families, neighbors, and communities.
- Limited access to livelihood opportunities and capital.

Dependence on humanitarian assistance and host community resources.

The 2019 MRP baseline study revealed significant differences in perceptions of self-reliance, polarization, and public representation between IDPs and host communities. The study also revealed significant perception differences between genders and geographical classifications (rural/urban). To summarize, the baseline study highlighted the following key findings:

- Women have lower perceived self-reliance than men.
- IDPs have lower perceived self-reliance than HCMs.
- Urban residents express lower levels of trust than rural residents.
- Urban residents score public representation lower than do rural residents.
- IDPs score public representation lower than do than HCMs.

Ending displacement is a solution to the IDP's situation. While waiting for this, USAID's Marawi Response Project aimed to assist the IDPs and the host communities in finding ways to normalize their situations and take initial steps to prepare them to improve their lives and sustain these when they return to their homes.

PROJECT DESCRIPTION

The response of the USAID/PH Mission to the Marawi crisis began as part of USAID's medium-term strategic goal to support the reintegration or return of Internally Displaced Persons (IDPs) through 2020, particularly those IDPs for whom the likelihood of returning to Marawi seems challenging. This plan had three objectives: a) address the early recovery needs of individuals displaced by the Marawi conflict, b) transition IDPs to social and economic stability; and c) establish the conditions for local governments and communities in and around Marawi to address their long-term rehabilitation needs.

MRP became a part of the second phase, contributing to the transition of IDPs to social and economic stability and establishing the enabling environment to address the long-term rehabilitation needs. After that, MRP became USAID's primary Marawi response effort, integrating and building upon the initial work of USAID/PH in responding.

The table below shows the summary information of the Marawi Response Project.

⁴ Based on estimated IDPs from 2018. Bangon Marawi Comprehensive Rehabilitation and Recovery Program. Manila, and Philippines: Humanitarian Bulletin, Issue No. 10, November 2018, Official United Nations Office for the Coordination of Humanitarian Affairs. The figure for the remaining IDPs is an estimate.

TABLE 2. SUMMARY INFORMATION	
ACTIVITY NAME	Marawi Response Project (MRP)
IMPLEMENTING PARTNER	PLAN International
COOPERATIVE AGREEMENT NUMBER	72049218CA00007
TOTAL ESTIMATED COST (TEC)	US\$25,000,000
PERIOD OF PERFORMANCE	September 2018–September 2021 (extended to March 2022)
ACTIVE GEOGRAPHIC REGIONS	Lanao del Sur, Marawi City, Lanao del Norte, and Iligan City
COUNTRY DEVELOPMENT COOPERATION STRATEGY	CDCS 2016-2019 CDCS 2020-2024
DEVELOPMENT OBJECTIVE	DO2: Improved peace and stability in conflict-affected areas of the Philippines, particularly Mindanao

As of September 2021, the MRP covers the provinces of Lanao del Norte and Lanao del Sur, the cities of Iligan and Marawi, the twenty municipalities of Lanao del Sur and the four municipalities of Lanao del Norte (Table 3).

The municipalities of Lumbatan and Molando are additional sites reflected in the Y2 and Y3 annual reports, respectively. Tubaran is part of the original sites but not reflected in the list of project sites in Annual Reports from Year 1-3.

TABLE 3. MRP PROJECT AREAS		
PROVINCE	CITY/MUNICIPALITY	
Lanao del Norte (4)	Iligan City, Baloi, Pantao Ragat, Pantar	
Lanao del Sur (20)	Balindong, Buadiposo Buntong, Bubong, Butig, Ditsaan Ramain, Kapai, Lumba Bayabao, Lumbaca Unayan, Lumbatan, Lumbayanague, Madalum, Marantao, Marawi City, Masiu, Molando, Poona Bayabao, Piagapo, Saguiaran, Tamparan, Tugaya,	

DESCRIPTION OF THE INTERVENTION AND THEORY OF CHANGE

MRP aims to solidify a "social contract" between the constituents and the local government and increase IDPs' and host communities' "social cohesion." Considering the historical context of armed conflicts in the area, MRP uses a conflict-sensitive approach in its implementation without weakening the activity's ability to assist, empower and unite the IDPs and host communities to work together in identifying their problems and implementing solutions that will move them to the next desirable

The Theory of Change/Development Hypothesis states:

"If IDPs, returnees, and host populations actively participate in and contribute to the social and economic development of their communities in a manner that reduces inter and intra community tensions and fosters resilience, then they will be more self-reliant and able to advance solutions to their displacement."

The results framework of MRP points to a durable solution: local integration of IDPs as high-level impact. The manageable impact statement is "self-reliance of IDPs and host community members improved." Figure I illustrates the MRP results framework, and Table 4 summarizes the framework.

MRP'S RESULTS FRAMEWORK

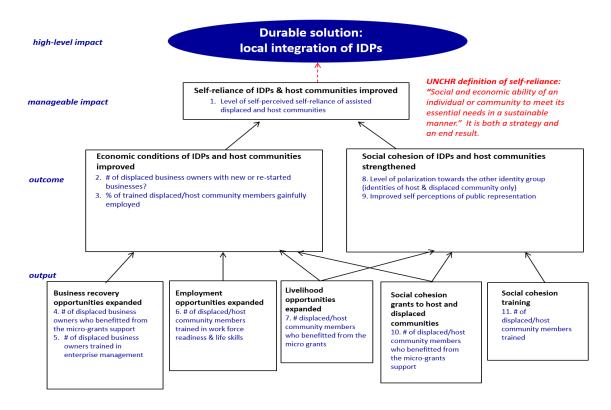


Figure 1: Illustration of MRP's Results Framework

The table below shows the results framework illustrating MRP's level of impact, results, outputs, and indicators.

TABLE 4. MRP RESULTS FRAMEWORK		
RESULTS LOGIC	RESULTS STATEMENTS	
HIGH-LEVEL IMPACT:	Durable solution: local integration of IDPs	
MANAGEABLE IMPACT:	Self-reliance of IDPs and host community members improved.	
INTERMEDIATE RESULTS AND OUTPUTS:	IR 1: Economic conditions of IDPs and host communities improved. Output 1.1: Business recovery opportunities expanded. Output 1.2: Employment opportunities expanded. Output 1.3: Livelihood opportunities expanded	
	IR 2: Social cohesion of IDPs and host communities strengthened. Output 2.1: Social cohesion grants to host and displaced communities. Output 2.2: Social Cohesion training	

TABLE 4. MRP RESULTS FRAMEWORK		
RESULTS LOGIC	RESULTS STATEMENTS	
PERFORMANCE INDICATORS:	 Indicator I: Level of self-perceived self-reliance of assisted displaced and host community members. Indicator 2: Number of displaced business owners with new or re-started businesses Indicator 3: Percent of trained internally displaced persons/host community members gainfully employed. Indicator 4: Number of displaced business owners who benefitted from business recovery micro-grants. Indicator 5: Number of displaced business owners trained in enterprise management. Indicator 6: Number of displaced persons/host community members trained in workforce readiness and life skills. Indicator 7: Number of displaced/host community members who benefitted from the micro- grants. Indicator 8: Level of polarization towards the other identity group Indicator 9: Level of self-perception of public representation Indicator 10: Number of displaced/host community members who benefitted from the social cohesion grants. Indicator 11: Number of displaced/host community members trained. 	

PERFORMANCE INFORMATION

Table 5 lists some of MRP's accomplishments through March 2022, based on the evaluation team's initial document review.

TABLE 5. PROJECT ACCOMPLISHMENTS AS OF MARCH 2022				
I	2,797 displaced business owners who have benefitted from business recovery micro-grants			
2	845 displaced business owners trained in enterprise management			
3	99% have completed USG-assisted workforce development programs			
4	4,488 IDPs and HCMs have benefitted from livelihood micro-grants			
5	52,140 IDPs and HCMs provided assistance			
6	5,401 IDPs trained on civic engagement and other social cohesion-related subjects.			

MRP has also implemented several adaptations to respond to significant changing events that affected the project implementation. Among these significant events are the 2019 transition to the Bangsamoro Autonomous Region of Muslim Mindanao (BARMM), the 2022 local and national elections, and the Covid19 pandemic in 2020. Local violent events such as "rido" or clan conflicts have also occurred during the project life. The evaluation team will include in its study how MRP adapted implementation of the program in these changing contexts.

EVALUATION METHODOLOGY

This section discusses in detail the evaluation design. Annex 3 summarizes the design in a matrix form (MRP Evaluation Design Matrix).

SCOPE OF THE EVALUATION

The evaluation will gather information from the different aspects of the project that are relevant to answering the key evaluation questions. The following are the project elements that the evaluation team will review to better understand the internal and external factors affecting the project performance.

General Environment. The general environment includes various external factors that influence MRP's implementation and results. These environmental factors include significant political, economic, socio-demographic, technological, legal, and physical/environmental changes. The evaluation team has initially identified these occurrences, such as the 2019 BARMM transition, 2019 & 2022 local/national elections, and the Covid-19 pandemic. The evaluation also will consider other contextual issues such as the arrival of government and international donor development assistance in the areas and updated data from the Philippine Statistics Authority (PSA)'s poverty-related statistics from 2018 to the present. The evaluation team will assess how these factors have contributed to MRP's performance.

Specific Environment. The specific environment refers to the beneficiaries, families, communities, organizations, leaders, business sector groups, local government units, government organizations, NGOs, and other important actors, directly and indirectly, involved in implementing MRP.

Overall, Purpose. The general and specific purposes of the activity include the theory of change/development hypotheses, results framework, indicators, and all other information related to institutional mandates that guide the activity implementation.

Actual Outputs/Outcomes. Outcomes refer to information about MRP's intended and unintended results. This evaluation will thus consider and integrate the three outcome indicators that the MRP baseline study highlighted, namely: level of self-reliance, level of polarization between host and displaced communities, and level of participation (i.e., the voice or level of representation of IDPs in their new locality). The level of analysis will be both at the individual (i.e., IDPs and host community members) and group (e.g., MSME and community levels)

Inputs and Operations. The information gathered from these two elements deals with internal project management and relates to efficiency. Although the evaluation will not focus on this, the team will consider information related to this, especially on how MRP managed the project implementation, especially in changing and complex situations. The succeeding sections explain this further in the project cycle approach. Although efficiency is not a focus criterion, the evaluation will note efficiency aspects related to operational processes when relevant to answering the evaluation questions.

EVALUATION APPROACHES

The evaluation team will adopt a comprehensive approach in undertaking the evaluation. It will cover the implementation and outputs of the project up to March 2022. They will employ the project cycle approach and conduct the research in a participatory, transparent, inclusive, and consultative manner together with concerned stakeholders. Necessarily, the evaluation will consider multiple levels of analysis, including the community (Barangay), municipal, city, provincial, and national levels, as appropriate for answering the evaluation questions.

PROJECT CYCLE PERSPECTIVE

This evaluation will use the project cycle method. This method is all-inclusive because it looks at the project's processes, products, performance, and design. In some cases, project design affects the implementation performance. When the team uses the project cycle method, they will look at the following:

- I. **Project Design**. The project design review will focus on the relevance of the design considering the prevailing situation at the time of formulation; its alignment with local, national, and international policies; and the appropriateness of the interventions.
- 2. **Project Operation and Implementation**. Various factors influence the effectiveness, results, and outcomes of projects. Invariably, operational bottlenecks come up and cause delays. Therefore, the evaluation team will review the following aspects of the project:
 - a. Management systems and practices at project office and field levels. Weaknesses in project management capacities in implementing agencies pose risks in project quality, cost, and schedule. Lengthy review and approval procedures, unclear and highly discretionary assessment and approval criteria, delays in the review and approvals of project activities, highly centralized decision-making, and weak monitoring and control pose quality, timeliness, and cost problems, among others. The evaluation team is aware that the project has instituted various systems to improve focus, efficiency, and effectiveness in project operations.
 - b. Issues related to the procurement of goods and services for the project.
 - c. Operational planning and project governance
 - d. Project resource allocation, disposition, availability, and timeliness
 - e. Monitoring and reporting issues that may delay appropriate and immediate response by management on operational issues. The evaluation team will pay special attention to tracking the progress of crucial output performance indicators that directly influence the achievement of results and outcomes.
- 3. **Sustainability and Exit Plan** The evaluation team will review the project's sustainability and exit strategy plan (if available) to determine its appropriateness and adequacy in sustaining the gains and institutionalization of products, systems, and practices. There are pre-conditions to a successful exit and sustainability strategy.
 - a. First, the project must provide the resources required (for example, staff, budget, equipment, and technology) to enable continued operations.
 - b. Second, there should be sufficient capacity in terms of staff competencies and sustained

- commitment to continue implementing the systems and practices.
- c. Third, the project should institutionalize the preconditions for sustainability, such as integrating the project's policies and processes into formal policies and regulatory regimes. An effective project strategy anchors this approach into its work to ensure a smooth transition from assisted implementation to self-managed and institutionalization. Apart from undertaking the activities cited in the TOR, the evaluation team will assist in exploring, identifying, and recommending measures to enhance the sustainability of gains.
- 4. Knowledge Management The evaluation team will review the systems and procedures and their implementation to determine their capacity to generate information and new knowledge. The review will cover how MRP collects, organizes, processes, shares, and disseminates information with stakeholders. MRP has numerous partners and has produced valuable lessons and products which may find useful in its partners' operations. The study will review its knowledge management processes.

KEY CONSIDERATIONS

Given the complex situation in the project area, the following principles and considerations will guide the evaluation team in conducting the evaluation.

- 1. Performance-Focus. The evaluation team will assess MRP'S effectiveness in accomplishing the goals, objectives, and outcome indicators (level of self-reliance, polarization between IDPs and HCMS, and participation.
- 2. Transitional Nature of MRP. MRP assistance to beneficiaries is transitional and aligned with the next state of beneficiaries rather than aiming for their end state. The assistance focuses on finding long-term or durable solutions and preparing them for their desired permanent settlements. It is important to note that Bangon Marawi Task Force is undertaking massive rehabilitation, recovery, and reconstruction efforts in Marawi.
- 3. Complexity-Awareness. The project area environment is complex, and the Covid-19 pandemic and other events such as the recent national elections and conflicts among tribal groups or clans exacerbate this complexity. The evaluation team will use USAID's Complexity-Aware Monitoring and Evaluation Approaches (CAME), particularly the Most Significant Change (MSC) and Network Analysis tools. We have embedded this awareness in all the evaluation tools.
- 4. Gender Equality and Social Inclusivity. The evaluation will consider the gender equality and social inclusion dimensions of MRP. Further, the evaluation will cover social equity such as the rural/urban, IDPs/HCM, youth, PWD, and elderly dimensions. A gender specialist will advise the evaluation team on integrating these concerns into the evaluation tools and processes.
- 5. Conflict Sensitivity and Do No Harm (DNH) Approach. The evaluation team will be conflictsensitive given the historical conflict situation in the project area. Some violent incidents occasionally occur, particularly among warring clans/tribes. The evaluation team, including the enumerators, will observe DNH and use it as a lens to identify conflict-triggering effects of the evaluation processes.
- 6. Transparency. The evaluation team will ensure transparency and create safe spaces to reduce tension and encourage open dialogue and sensitivity in sharing information.
- 7. **Safety.** Because the project area is prone to conflict, the evaluation team will prioritize security. In choosing sample barangays and municipalities, safety will be a major consideration. The team will continue to receive USAID's security and public health updates in Mindanao, regularly distributed to all implementing partners, and adheres to the safety instructions in ADS Chapter 303 (Operational Security – General Information and Additional Help for Chapter 303).

The evaluation team will observe the above principles and considerations in the evaluation design, data collection and analysis, and when communicating the evaluation results.

GEOGRAPHICAL SCOPE AND LOCATION

MRP's interventions have reached the IDPs and host communities located in twenty-two (22) municipalities and two (2) cities in the Lanao del Sur and Lanao del Norte provinces. Given the constraints of time and resources, the external evaluation will focus on carefully selected areas to collect data that is representative of the entire MRP intervention areas.

The criteria for selecting the evaluation sample areas are the following:

- 1. Presence of both IDPs and host communities receiving assistance from MRP
- 2. The extent of project assistance provided by MRP (in terms of resources, efforts, etc.)
- 3. Presence of mixed types of beneficiaries such as trained individuals, entrepreneurs, employed persons, etc.
- 4. Existence of organized community solidarity groups.
- 5. Presence of baseline survey respondents

The evaluation team will also consider security risks, road accessibility, and communication connectivity in selecting sample areas.

UNITS OF ANALYSIS

The units of analysis of the evaluation will be individuals, organizations or groups, and geographical locations. The evaluation team will disaggregate the data, as shown in Table 6.

TABLE 6: UNITS OF ANALYSIS				
UNITS	DISAGGREGATION			
Individuals	 Gender (Male/Female) Beneficiary type (IDP/HCM) Age (Youth/Adult) Geography (rural, urban) Project design (Intervention/Control) For entrepreneurs – micro, small, and medium levels 			
Group	 Community solidarity groups Sectoral Organizations (youth, women, etc.) Economic-related organizations (livelihood clusters, cooperatives, etc.) 			

SAMPLING METHODS

The evaluation team considered appropriate sampling methodologies in identifying the various respondents for this evaluation, given the limitations and constraints of time, resources, accessibility, and other risk factors in the locality.

Table 7 summarizes the number of participants according to the types of data collection methods.

TABLE 7. SUMMARY OF DATA COLLECTION METHODS				
ТҮРЕ	METHODS	RESPONDENTS	FREQUENCY OF CONDUCT	NUMBER OF PARTICIPAN TS
QUANTITATI	ENDLINE SURVEY	Before-after		
VE		Intervention	I	198
		With-without		
		Intervention	I	255
		Comparison	I	231
QUALITATIVE	FGD	CSGs	11	88
		Implementing partners	3	24
	KII	IDP/HCM leaders	4	4
		CSG president	I	I
		Sectoral representatives (women, youth, farmers)	8	8
		Livelihood cluster & youth group representatives	4	4
		BRG recipients	3	3
		Training completers	4	4
		Representatives of dissolved CSGs	2	2
		Implementer partners (Plan, Maradeca, Ecoweb)	6	6
		LGUs/BLGUs	4	4
		Private sector	ı	I
	DOCUMENT REVIEW	n/a	n/a	n/a

Endline Survey Sampling Method. The endline survey designed to be conducted among the respondents of the baseline assessment, which consisted of the intervention group (n=358) and comparison group (n=44) selected through quota and snowball sampling. Before the actual survey, the team verified the baseline samples through the enumerators and implementing partners. Challenges were experienced during the verification process that resulted to non-verification of some respondents. Among challenges included were unavailability of valid contact information and non-identification of the respondents among the communities where they are supposed to be residing. A total of 257 baseline respondents were verified for both the intervention group (n=233) and the comparison group (n=24). Of this number, 198 individuals participated in the endline survey.

Considering the reduction in sample size based on the original design, the team expanded the endline survey to include cross-sectional samples. A total of 306 samples were identified to added based on the highest standard deviation of selected project outcome measure during the baseline (SD=0.89), type I error rate (α =0.05) and absolute precision (d=0.10). Using a 2:1 ratio, the intervention group was composed of n=204, and the comparison group n=102. The sample size also includes 10% allowance for possible attrition. Power analysis simulation indicated that this sample size will able to detect at the minimum moderate effect size (0.25) at α =0.05 and 1- β =0.95 using common group comparison tests involving two groups.

The actual survey exceeded the identified sample size. A total of 486 respondents were interviewed for both the intervention (n=255) and comparison the comparison group (n=231). The intervention group respondents were from identified MRP areas in Iligan City, Baloi, Saguiaran and Masiu. The comparison group respondents were from Non-MRP barangays in Iligan City, Baloi, Marawi City and Masiu. Refer to Attachment for the process of identifying the locations and the distribution of samples for the expanded endline survey.

TABLE 8. GEOGRAPHICAL SCOPE OF ENDLINE SURVEY				
Endline Survey Municipality /City Groups		Number of Participants	Total	
	Iligan City	51		
	Baloi	20		
Intervention group (Before-after)	Marawi City	5	198	
(Saguiaran	92		
	Masiu	30		
	Iligan City	34	255	
Intervention Group	Baloi	50		
(With-without)	Saguiaran	120		
	Masui	50		
	Iligan City	15		
Comparison Group	Baloi	76	231	
(With-without)	Marawi City	80		
	Masui	60		
	684			

The expansion of the endline survey to include a cross-sectional sample composed of intervention group and comparison group became an impetus for the previously designed MSME survey not to be conducted.

FGD and KII Sampling Methods. FGD and KII Sampling Method

A total of 15 FGDs were conducted involving CSGs. The CSGs were purposively selected from the MRP CSG Grants Database on the following criteria:

- a. Satisfied to the purpose and information requirements based Consolidated Observations from Storyboard
- b. Located in a "Go location" based on the assessment with local enumerators and concurrence of partners
- c. Located in areas not covered in the survey
- d. Classified as intact
- e. Received IRI or IR2 interventions
- f. Represented essential sectors such as youth, women and farmers

On the other hand, 37 KIIs were conducted involving MRP beneficiaries. The participants were purposively selected based on the following considerations:

- a. Satisfied the purpose and information requirements based Consolidated Observations from Storyboard
- b. Located in the municipality where the FGDs were conducted
- c. Represented essential sectors such as youth, women and farmers
- a. Has valid contact information

The involvement of implementing partners and other stakeholders in the FGDs and KIIs were based on the following criteria:

- a. Involved with the design or implementation of MRP
- b. Considered stakeholder of MRP interventions being a relevant government agency, partner LGU, private organization, or academic institution

The following table shows the summary of FGDs and KIIs involving the MRP beneficiaries, implementing partners and other stakeholders:

Type of respondent	Frequency
FGDs	
Community solidarity groups	П
Implementing partners	3
KIIs	
IDP/HCM leaders	4
CSG president	
Sectoral representatives (women, youth, farmers)	8
Livelihood cluster & youth group representatives	4
BRG recipients	3
Training completers	4
Representatives of dissolved CSGs	2
Implementer partners (Plan, Maradeca, Ecoweb)	6
LGUs/BLGUs	4
Private sector	I

DATA COLLECTION METHODS

The evaluation employed a convergent mixed-methods approach gathering data. This method facilitated simultaneous generation of both quantitative and qualitative information. The endline survey is the primary quantitative method utilized. The endline survey generated beneficiary level data on socio-economic indicators as well changes on project outcomes variables namely, self-perceived self-reliance, self-perceived level of polarization, and self-perceived level of public representation among IDPs and HCMs.

The qualitative methods involved document review, FGD, and KII. These methods were done to generate data on the project elements outlined in the scope of evaluation and the aspects covered in the project cycle method. Moreover, the FGD and KII were utilized in gathering primary data on the effectiveness, relevance and sustainability of MRP gains from project beneficiaries and stakeholders.

The evaluation team will converge and triangulate data from these multiple methods to develop insights regarding MRP performance based on the evaluation criteria. The table below depicts the data collection methods and each method's objective in the evaluation.

TABLE 11. SUMMARY OF DATA COLLECTION METHODS AND OBJECTIVES				
METHODS		OBJECTIVES		
Quantitative	Endline Survey	 To gather data on the socio-demographics of IDPs and HCMs To measure the level of self-perceived self-reliance, self-perceived level of polarization, and self-perceived level of public representation of IDPs and HCMs To determine changes in the level of self-perceived self-reliance, self-perceived level of polarization, and self-perceived level of public representation of IDPs and HCMs based on baseline data 		
Qualitative	FGD	 To document impressions regarding the effectiveness, relevance, and sustainability of MRP's outcomes and results from representatives of CSGs (IDPs/HCMs), implementing partners and other stakeholders 		
	KII	To document impressions regarding the effectiveness, relevance, and sustainability of MRP's outcomes, results, and effect from social groups (Women/Youth/Farmers), business recovery grantees, workforce development completers, government agencies, LGUs, implementing partners, academe, and other stakeholders		
	Document Review	To gather information pertinent to MRP's project design, operation and implementation, and knowledge management		

TABLE 11. SUMMARY OF DATA COLLECTION METHODS AND OBJECTIVES					
	To gather documentary evidence that can triangulate data from other methods to better evaluate MRP's effectiveness, relevance, and sustainability				

DATA COLLECTION TOOLS

End-line Survey Questionnaire. The end-line survey adopted the tool utilized during baseline assessment. The tool gathers data on two clusters of variables: (1) IDPs and HCMs' socio-economic conditions, and (2) perceptions on project impact and outcome indicators namely, level of self-perceived self-reliance (Indicator 1), self-perceived level of polarization (Indicator 8), and self-perceived level of public representation (Indicator 9). The evaluation team added questions to gather data on IDPs' perceptions about the durable solutions to their displacement. The addition was intended to capture settlement preferences of IDPs. See Annex for the MRP Endline Survey Questionnaire.

The instrument underwent a content validation process and reliability testing during the baseline assessment. The questions on IDPs and HCMs' socio-economic conditions have custom response structures. On the other hand, the questions that measure project impact and outcome indicators are designed to be Likert-type with 4-point response structure. During the endline, the tool was pilot-tested on a small sample of respondents to examine their clarity, answerability, and response latency. The endline survey questionnaire was digitized in tablets using the Kobo application.

FGD and KII Guides. The evaluation team developed FGDs and KIIs guides to gather information regarding the relevance, effectiveness, and sustainability of MRP interventions. In the aspect of effectiveness, the team integrated elements of most significant change and outcomes harvesting in framing the questions. Moreover, questions pertaining to lessons and recommendations that can be framed from the implementation of MRP were included in the guides.

The team utilized the FGD guide during the focus groups discussions with the identified CSGs and implementing partners. The KII guides were utilized in interviews with IDP/HCM leaders, Sectoral representatives (women, youth, farmers), livelihood cluster & youth group representatives, BRG recipients, training completers, representatives of dissolved CSGs, implementer partners (Plan, Maradeca, Ecoweb), LGUs/BLGUs, and private sector representatives. Considering the varied contexts of the KII participants, the team endeavored to customize the questions in the FGD and KII guides to fit the context of the interviewees. See Annex ___ for the FGD guide and Annex ___ for the KII guides.

DATA COLLECTION PROCEDURES

Endline Survey

CLAimDev recruited 18 field enumerators for the endline survey. Of this group, 2 served as coordinators. The enumerators are local residents who are familiar with the project's geographical scope and context. The underwent training on endline survey administration from May 31 to June 3, 2022. The training involved field simulation that exposed the enumerators to the actual endline survey administration. See Annex ___ for the Training Design.

The enumerators conducted respondent validation prior to the actual survey schedule. See for the Process and Script for Validating Respondents. Coordination with the implementing partners will be done prior to the actual survey. Moreover, a final onsite briefing with the enumerators was conducted by the evaluation team before they were deployed in the cities and municipalities specified in the sampling method. Before engaging respondents in the actual survey, a digitized informed consent was administered by the enumerators. When an informed consent is secured, the enumerators will proceed with the conduct of the interview.

The team's data specialist did an on-site supervision for the first 5 days of the survey implementation. Online supervision was done in the succeeding days of the surveys. The project assistant monitored the field activities of the enumerators through the field coordinators. The movement of the enumerators to and out of a survey location were documented. The enumerators synced survey data within the day as soon as they get Internet signal.

The daily transmissions were processed to generate updates on data quality and survey performance. As part of learning on how to improve succeeding survey activities, the updates were shared in the group chat which was created to monitor, coordinate and guide the enumerators. The endline survey was conducted from June 20, 2022 to July 19, 2022.

FGD and KII

The evaluation team conducted the FGDs and KIIs. CLAimDev together with implementing partners and the evaluation team coordinated the sites and logistics for the conduct of the FGDs and KIIs given security concerns in some areas where MRP works. To help ensure that the data gathering locations were secure, the team asked the implementing partners (Ecoweb and Maradeca) to validate the FGD and KII locations and schedules. Moreover, the implementing partners accorded the presence of their community development facilitators during the site visits.

Each FGD and KII was carried out by an STTA team member as the main facilitator and an enumerator as the assistant. Before the starting the sessions, the team facilitated the administration of the informed consent form to the participants.

The FGDs were designed to involve a maximum of eight participants. However, there were few sessions that exceeded the participation limit since during the actual schedule there were other CSG members who were present in the community and volunteered to participate. The FGDs were conducted 60 and 90 minutes. The KIIs were also completed within this time duration. The field level FGDs and KII were completed on July 19, 2022.

DATA ANALYSIS

Quantitative. The team will analyze data from the endline survey using descriptive and inferential statistical approaches. The team will generate means, standard deviations, frequency distribution, and percentage distribution of the survey variables. Considering the change in the sampling methodology, the team will consider fitting a random effects model for the baseline-endline data of the intervention group on the outcome/impact measures. Moreover, an analysis of covariance (ANCOVA), and effect-size analysis will be conducted for the endline data of the intervention and comparison cross-sectional samples.

The team will develop graphical displays using pertinent descriptive results. They will also perform inferential tests that would determine significant changes in the variables in the MRP results framework and matrix.

The analysis also will include network analysis to delve into the associations between the participants 'responses in the self-reliance, polarization, and public participation items. Moreover, the analyses will disaggregate data based on identified social groupings. The evaluation team will use the JASP statistical package to perform these analyses.

Qualitative Analysis. The evaluation team will use qualitative analytic approaches for the data from FGDs, KIIs, and document reviews. They will transcribe the audio or video recordings of FGDs and KIIs, tag and code the data using NVIVO software and use content analysis to understand the data. Among the main codes that the analysis will use are those related to the (a) evaluation criteria, namely, effectiveness, relevance, and sustainability, and (b) project impact/outcome, namely, socioeconomic and social cohesion. Based on the transcripts, the evaluation will develop other relevant codes.

Results Convergence. The team will weave together results from the mixed-methods data gathering approaches to formulate insights relevant to the evaluation questions related to relevance, effectiveness, and sustainability. The convergence of results will be guided by the framework espoused by Creswell (2014), as shown below:

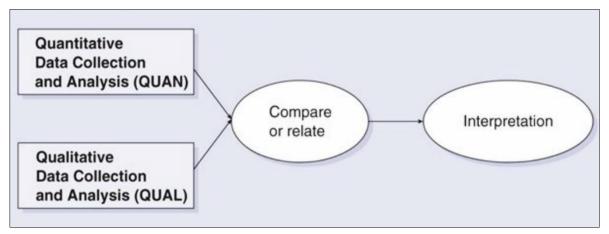


Figure 2: Results Convergence Framework

In particular, the STTA team will compare the results using the matrix below to triangulate the evaluation findings from the qualitative and quantitative methods. The matrix suggests a process of converging quantitative and qualitative evaluation data collection results. These results will be

organized in the matrix to help identify consistencies and contradictions in the results and generate more insights. Consistencies in the quantitative and qualitative results will substantiate the findings. The analysis will subject contradictions to further analysis to support understanding why the quantitative and qualitative results are inconsistent. This process of converging quantitative and qualitative results will help facilitate the generation of more robust evaluation findings and insights.

TABLE 12. QUALITATIVE AND QUANTITATIVE FINDINGS CONVERGENCE MATRIX						
Project	Method	Evaluation Criteria				
Outcomes		Relevance	Effectiveness	Sustainability	Insights	
			Qualitative			
Self-						
Reliance						
Economic	Quantitative					
Conditions	Quantitative					
Social						
Cohesion						
Insights						

ETHICAL CONSIDERATIONS

The evaluation team will ensure that ethical conventions in program evaluations are adhered to. The team will secure informed consent from all participants in FGD and KII and all survey respondents as part of the data gathering process. The evaluation team will prepare the Participant Informed Consent Forms customized for various types of respondents. Moreover, the team will observe cultural sensitivity and DNH principles in the entire spectrum of the evaluation process. See Annex II (Informed Consent Form)

The participants will receive information during the informed consent process about the: (1) purpose of the evaluation, (2) the extent of their involvement, (3) potential risks and discomforts that they might encounter, (4) their right to refuse or discontinue participation, (4) potential benefits of the evaluation, (5) confidentiality of their responses, (6) cost, compensation, and reimbursement in case they participate. Data gathering will ensue only when the participant expresses voluntary participation.

Following the survey administration process that the baseline survey used, the evaluation team also will seek consent from the respective barangay council officials.

LIMITATIONS AND CONSTRAINTS

The evaluation team notes some limitations. It has been observed the original sampling design in the baseline had larger sample size intervention group than the comparison group. It may also be difficult to determine the comparison group's exposure to MRP or similar activities. Some IDPs/HCMs may have undocumented relocations by the end-line survey, making it difficult to follow up with all baseline assessment participants. These two sampling-related factors could affect the analytical plan of comparing baseline and end-line survey data, such as self-reliance, polarization, and public representation.

The team experienced difficulty in validating and locating the baseline respondents due to changes in contact information and locations. This resulted to a relatively high attrition based on the original

sampling design. This further affected the already small sample size of the original baseline comparison group. With this, the two-group before-after design will not be feasible.

The team also observed that the baseline survey tool underwent content validation and reliability testing. However, the tool's factor structure and construct validity are not well documented. The importance of and strategies for factor structure analysis and construct validation involving tools that measure identified constructs, such as those measured by the endline survey tool (i.e., perceived self-reliance, perceived level of polarization, perceived level of public participation), has been highlighted in the literature.^{5,6} Considering that performing construct validation at this juncture of MRP's project cycle is not feasible, the team will note the possible implications of this methodological aspect in the findings of the present evaluation.

These are the initial observations that the team will consider when putting this methodology into practice. For example, the possible effects of the first and second observations on actual data characteristics (like group variances) could be considered by changing analytical methods to create parameters for unequal group variances. The third observation could be dealt with by looking at the baseline assessment data to learn how the survey designers constructed the survey tool.

LEARNING AND DISSEMINATION PLAN

The evaluation team will work closely with CLAimDev Learning and Dissemination team to organize and conduct two learning events for key stakeholders. The first event will be for the local stakeholders in the MRP implementation areas, and the other will target national stakeholders. The learning events will disseminate evaluation findings, highlight good practices and lessons learned related to key MRP thematic foci, and present ways to enhance the sustainability of MRP's results. CLAimDev will use the evaluation report to develop learning materials that may include a web-based report, infographics, and a video explainer of key evaluation concepts or results.

EVALUATION WORKPLAN

The evaluation duration will be six (6) months (see Annex 12), followed by the learning events and dissemination. The workplan consists of the following milestones:

Preparatory Phase (April 9 to May 23). This key output is this Inception Report incorporating the Evaluation Design, Work Plan, and Inception Presentation from the inception report briefing.

Data Collection (May to June). The key output is a Progress Report indicating the completed data gathering activities for the evaluation and a series of update meetings with USAID and CLAimDev.

⁵ Tsang S, Royse C, Terkawi AS. 2017. Guidelines for developing, translating, and validating a questionnaire in perioperative and pain medicine. https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5463570/pdf/SJA-11-80.pdf.

⁶ Yusoff MSB, Arifin WN, Hadie SNH. 2021. ABC of questionnaire development and validation for survey research. https://eduimed.usm.my/EIMJ20211301/EIMJ20211301_10.pdf.

The planned dates for this are a five-to-six-week period beginning at the end of May through the end of June.

Data Processing (July to mid-August 2022). The evaluation team will complete the data analysis and validate their initial findings during this period. The key output is the presentation of the initial evaluation results during the out-brief presentation with USAID.

Draft Report (mid-August to September). The key output is the submission of the draft evaluation report.

Final Report and Dissemination during the Learning. (September 2022). The evaluation team will submit the final report in September. Once the USAID approves the final report, CLAimDev will produce learning materials and organize the learning events.

ANNEXES

STATEMENT OF WORK ANNEX I



ANNEX 2 CONSOLIDATED MEETING HIGHLIGHTS



ANNEX 3 MRP EVALUATION DESIGN MATRIX



SUMMARY OF MRP EVALUATION METHODOLOGY ANNEX 4



ANNEX 5 MRP ENDLINE SURVEY QUESTIONNAIRE



ANNEX 6 PRE-TESTING DESIGN FOR ENDLINE SURVEY



ANNEX 7 FGD GUIDE QUESTIONS FOR MSME



ANNEX 8 FGD GUIDE FOR FARMERS, WOMEN, AND YOUTH GROUPS



ANNEX 9 TRAINING DESIGN FOR ENDLINE SURVEY



ANNEX 10 KII GUIDE FOR THE FINANCIAL INSTITUTIONS, CHAMBERS, AND FINANCIERS



ANNEX II INFORMED CONSENT FORM



ANNEX 12 MRP EVALUATION WORKPLAN (BASED ON TASK ORDER AND MILESTONE)



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