



**TERMS OF REFERENCE FOR THE FINAL EVALUATION OF THE
“REFORM, MODERNIZATION AND DECENTRALIZATION OF PUBLIC ADMINISTRATION”
PROJECT IN GUINEA-BISSAU
INDIVIDUAL CONSULTANT**

1. INTRODUCTION

Chronic political and institutional instability has marked Guinea-Bissau in the last decades. The social situation remains precarious, with one of the lowest scores on the human development index in Africa (177th out of 187 in 2014, with a human development indicator of 0.396). Overall, Governance has been deteriorating since 2011, as measured by the Mo Ibrahim Index of African Governance, with an overall decline by -3.2 points. However, between 2014 and 2015 the country improved, scoring respectively 33.2 and 35.7 points out of 100. The rating of the country in World Bank Transparency Index has been also deteriorating since 2011 (2.5 to 2.0) and is one of the lowest rates, but the rate remained unchanged in the last 2 years. The Mo Ibrahim index reports that Guinea-Bissau has shown poor performance in areas like rule of law, personal safety, participating and human rights, welfare and sustainable economic opportunities.

Political instability has impeded the country to create conditions to implement public policies to foster development and improve the livelihoods of its population. Consequently, the State has not been able to provide the basic services such as health, education, basic sanitation and security throughout the national territory, particularly in the remote regions of the capital, where the presence of public administration is extremely weak.

The weaknesses of public administration in Guinea-Bissau are widespread and range from lack of financial resources, limited capacity of human resources, inexistent or lack of implementation of organizational and management norms and systems, etc.

The persistent political instability has led to institutional instability and great volatility of public service agents, at all levels, given that whenever there is change in government, it is followed by a complete reshuffle of ministries personnel due to prevailing nepotism associated with political affiliation. With regard to the gender balance within the public agents, women are not part of the decision-making bodies, despite the high number of women in the State apparatus.

In recognition that a functional and efficient public administration is an important element for peace and stability has included reform and modernization of public administration as a key component of its Strategic and Operational Plan 2015-2020, known as “*Terra Ranka*”.

UNDP has been supporting the government in its efforts to reform the public administration and this has been done through the project of “Reform, Modernization and Decentralization of Public Administration” (REMODEC) that includes three components: i) reform of public service; ii) modernization of service; iii) decentralization of service.

Over the years of its implementation, the project has supported the revision and improvement of the legal framework, public servants census and creation of data base, training, elaboration of an Action Plan for public sector reform and modernization, improvement of human resources management system, modernization of working tools and decentralization of services. However, many challenges remain in the implementation of the project, such as: the steering committee created by law to be chaired by the Prime Minister, has never worked. Also the Technical Committee as well as the Public Administration Conference, have never functioned. A Unit (UCIRA) was created for monitoring and evaluation of the project but has not yet begun to function.

2. PURPOSE OF THE EVALUATION

After about 9 years of implementation the REMODEC project will be closed in the middle of this year as it has reached its life cycle and as per UNDP project management policies and procedures, a project end evaluation is required. Moreover, considering the changes in the country context- Coup d'état in 2012, Elections in 2014 and the current prevailing political crisis, as well as the changes in the UN/UNDP programming cycle approach, notably the approval of the new UNDAF 2016-2020, the approval of the CPD 2016-2020 it is deemed necessary to review the project implementation in order to identify important challenges and constraints it faced, opportunities that it generated, lessons learned and assess the results achievement. Therefore, the purpose of this evaluation is to inform the senior management on the best programming approach and strategy to support the reform, modernization and decentralization of public administration in Guinea-Bissau for the coming years, to enable the achievement of sustainable results and impact, building from the lessons learned from the current intervention.

3. EVALUATION SCOPE AND OBJECTIVES

The project has been active for more than **9 years** and has invested significant amount of resources. The context in which the project was designed has changed, both at country level, but also at corporate level. At country level, the project passed through a coup d'état that affected the gains obtained so far and recently a new strategic plan was designed in replacement of the Poverty Reduction Strategy that was the project reference. At corporate level, UNDP, a new UNDAF 2016-2020 (United Nations Development Framework), as well as a new UNDP CPD 2016-2020 (Country Programme Document) that provides the references for UNDP interventions in the country.

In that regard, objective of the evaluation is assess the results achieved by the project since its launch, as well as its relevance, efficiency, sustainability and impact. The evaluation will also identify the main challenges and constraints faced by the project, as well as on how they were addressed, and inform on the lessons that can be drawn from the project implementation. Furthermore, the evaluation will provide recommendations for UNDP future interventions in support to the reform and modernization of public service, taking into account the new programming framework, namely the CPD 2016-2020.

In order to attain this objective, the evaluation will cover the 3 project outputs and will take into consideration the feedback from all beneficiary institutions, selected beneficiaries public service reform, modernization, and decentralization, development partners working in the sector (including UN agencies, fund and programs), as well as Civil Society Organizations. In addition,

the evaluation will also seek information from the core personnel involved in the project implementation activities and UNDP senior management. The evaluation will be conducted at both central and local level, particularly in the regions covered by the project, namely Cacheu, Gabu, Oio, Buba and Bolama Bijagos.

The evaluation is expected to assess to what extent the project applied the human rights based approach and addressed gender issues in its design and implementation. The evaluation will also assess the project approach to capacity development, knowledge management, south-south and triangular cooperation, and the results achieved in that regard.

Therefore, the evaluation should be able to:

- Provide guidance on the current status of the programme intervention in order to inform future decisions regarding the strategic direction of possible future programme and a possible future programme; Assess whether the current focus areas that the programme is engaged in are the most relevant for justice sector reform in Guinea-Bissau;
- Assess whether the UNDP programme is well positioned to effectively and efficiently support the vision and priorities of Guinea-Bissau in the reform, modernization and decentralization of public service;
- Evaluate the extent to which the biometric census of civil servants contributed to the improvement of human resources management;
- Evaluate the extent to which the installed data center contributes to the improvement of human resources management;
- Assess the extent to which the programme has addressed the issues of gender inclusion, women's equality and empowerment, and the extent to which gender perspectives have been mainstreamed into the design and implementation of the programme;
- Assess the degree to which UNDP has contributed to strengthening the application of these principals in the public service sector in Guinea-Bissau;
- Provide clear recommendations for the next UNDP Country Programme in the public service reform area;
- Identify risk factors may hinder progress and propose risk mitigation/management strategies to ensure success and effective implementation

4. EVALUATION QUESTIONS

The evaluation will be guided by the following questions:

Relevance:

- 1) The extent to which UNDP's work in public service reform consistent with and responding to emerging national and local policies, priorities and needs of the intended beneficiaries?
- 2) The extent to which this work responds to UNDP's corporate plans, the CPAP 2008-2012/15 for Guinea-Bissau and to human development priorities of empowerment and gender equality issues?

Effectiveness:

- 1) How effective have UNDP's strategies and activities been towards achieving the programme's intended results?

2) What observed changes in the public service sector can be attributed to UNDP's activities and outputs in reform, modernization and decentralization of public service?

Efficiency:

1) Have resources (funds, expertise, time, staffing) available to the programme been utilized in the most appropriate and economic way possible towards the achievement of results?

2) How partnerships influenced the efficiency of the programme in delivering against its portfolio?

3) To what degree UNDP has incorporated and fostered South-South cooperation, knowledge management, and volunteerism and UN coordination in the implementation of this programme? How beneficial have they been?

Sustainability:

1) To what extent will the benefits of UNDP's work in this area continue?

2) Is the level of national ownership and the measures that serve to enhance national capacity enough to guarantee the sustainability of results?

3) Is there a resource mobilization strategy in place for the programme to ensure the continuation of benefits? Are national partners contributing financial and other resources towards the continuity of the results of this programme? Are there public/private partnership in place?

4) Is there an exit strategy for the project and how feasibly is it?

Impact:

1) What benefits to beneficiaries can be directly attributed to UNDP's work in public service reform?

2) What has the impact of UNDP's engagement in the area of public service reform been on human development and people's well-being? What are the direct or indirect, intended or unintended changes that can be attributed to UNDP's assistance?

3) Does the programme strategy apply a rights-based approach to programming?

4) To what degree has UNDP advocated for equality and inclusive development, and contributed to empowering and addressing the needs of disadvantaged groups and vulnerable populations in Guinea-Bissau?

5. METHODOLOGY

The consultant will propose a methodology and approach to the evaluation, which will be further discussed with UNDP so that a feasible methodology is adopted. Nevertheless, as basic methodology, the consultant is expected to conduct individual interviews with key stakeholders and collective interviews with end beneficiaries of public service reform at community level in order to collect information to inform the evaluation.

The consultant will gather as much as possible data produced by public sector database system to complement data generated by the project through monitoring activities.

The consultant will also review key documents, including project reports, assessments/diagnosis of the sector conducted prior to and during the project implementation period, reports produced by other stakeholders intervening in the sector, studies and other knowledge products generated by the project and other relevant and available documents that may help to answer the key questions of the evaluation and meet its objectives.

7. DELIVERABLES

The consultant will be expected to generate the following deliverables:

1. Evaluation Inception Report: Prior to embarking on the data collection exercise, the consultant will be required to prepare an inception report which details the understanding of what is being evaluated and why, and how he/she proposes to answer the evaluation questions. The inception report will provide a more detailed methodological approach, identification of data availability, sources and collection method as well as the evaluation plan that includes the schedule of activities to be performed and the respective results.

2. Draft Evaluation Report: The consultant will be required to submit a draft evaluation report for review to UNDP to ensure that it meets the required quality criteria.

3. Final Evaluation Report: The final evaluation report will include all comments/inputs provided to the draft report to ensure that all concerns that may have been raised are addressed. A report template structure of the evaluation report to meet the minimum standard requirements will be provided.

4. Evaluation Brief: The consultant will be required to present the initial findings and recommendations of the report to UNDP, government counterparts, donors, and other justice sector development partners, as appropriate.

In order to accomplish these deliverables, the consultant is expected to perform the following activities:

1. Review documents and consult with UNDP senior management and REMODEC project team members to better understand the project, including its design process, implementation aspects and expected results;
2. Review the project results and resources framework, progress and financial reports, monitoring reports and contribution agreements signed with partners;
3. Prepare and conduct interviews with key stakeholders and project beneficiaries and central and regional level;
4. Conduct a comprehensive analysis of the rule of law and justice project activities and results reported vis a vis evidence data collected in the field in order to assess its relevance, efficiency, efficacy, sustainability and impact;
5. Conduct a project SWOT (strengths-weaknesses-opportunities-threat) analysis on the basis of findings from the documents review and collected information;
6. Assess partners views on UNDP Guinea Bissau current and future role in supporting the public service sector, including views on where UNDP has comparative advantages;

7. Asses the project approach to communication and knowledge management and make suggestions on how to strengthen these aspects;
8. Organize a session to present the final evaluation report for validation by the key stakeholders, including donors, the government and civil society organizations.

Expected Outputs:

During a 2 months period, the consultant is expected to deliver the following **Outputs**:

1. A reviewed methodology, work plan and data/information collection tool agreed with the evaluation focal point and the REMODEC in UNDP- **March 6, 2017**
2. Partners, stakeholders and beneficiaries views on project implementation aspects and assessment of its results are collected and documented- **March 20, 2017**
3. An analysis of project Strengths, Weaknesses, Opportunities and Threats is conducted- **March 27, 2017**
4. A comprehensive project assessment, including challenges and constraints encountered in its implementation, opportunities for future programing, lessons learned, as well as recommendations for future UNDP interventions in the rule of law and justice sectors is available and validated by the key stakeholders and partners. **April 3, 2017**

8. EXPERTISE REQUIRED

The evaluation will be conducted by a qualified consultant (~~for a team of consultants~~) with proven experience of projects and programs evaluations in the reform, modernization and decentralization of public service sector, particularly those implemented by UNDP. The consultant must meet the below detailed skills, knowledge and expertise:

Academic Qualifications:

- Master's degree in law, political science, development studies or a bachelor's degree ;
- Certification in evaluation is desirable;

Experience and knowledge

- Proven 10 years' experience in managing or/and evaluating development programs/projects, especially with UNDP;
- Knowledge and demonstrable experience in the field of reform of public service; including with UNDP is an asset;
- Technical knowledge and experience in UNDP thematic areas, specifically in public service reform, and cross-cutting issues such as gender, capacity development; and rights-based approaches to programming is an asset;
- Proven knowledge of Guinea-Bissau general country context and public service sector is strongly desirable;
- Excellent writing, research, analysis and presentation skills
- Experience in the use of computers and office software packages as well as web based management systems

Key Competences

Functional:

- Strong analytical, negotiation and communication skills, including ability to produce high quality practical advisory reports and knowledge products,
- Professional and/or academic experience in one or more of the areas of the Development or knowledge management field.

Project and Resource Management:

- Ability to produce high quality outputs in a timely manner while understanding and anticipating the evolving client needs.
- Ability to focus on impact and results for the client, promoting and demonstrating an ethic of client service.
- Ability to work independently, produce high quality outputs.

Communications and Advocacy:

- Strong ability to write clearly and convincingly, adapting style and content to different audiences and speak clearly and convincingly.
- Strong presentation skills in meetings with the ability to adapt for different audiences.
- Strong analytical, research and writing skills with demonstrated ability to think strategically.
- Strong capacity to communicate clearly and quickly.
- Strong inter-personal, negotiation and liaison skills.

Language Requirements

- Proficient spoken and written French or English;
- Proficiency in Portuguese, at least spoken, constitutes a strong advantage;

9. MANAGEMENT AND IMPLEMENTATION ARRANGEMENTS

- The consultant will report to the Programme Analyst, Reform, Modernization and Decentralization of Public Service on a weekly basis as work against deliverables progress. He/she will be accountable to UNDP on the timeliness and quality of the deliverables.
- The consultant will be required to conduct interviews with UNDP staff, government counterparts, implementing partners, donor representatives, public service actors, and other parties relevant to this evaluation, as identified by UNDP.
- The consultant is expected to work closely and collaboratively with UNDP staff and the Ministries staff for the duration of this assignment.
- UNDP will secure government (and other counterpart) cooperation for this assignment, including visas and travel authorization.
- UNDP will assist in the facilitation of introduction letters and/or requests for meetings upon request with stakeholders and beneficiaries.
- The consultant will be entitled to apply for reimbursement of costs associated with necessary work-related in-country travel in accordance with UNDP's travel policy.
- The consultant is responsible for providing his/her own computer and mobile phones for use during this assignment.

UNDP will also provide the following support as appropriate:

- Substantive inputs to and quality control of deliverables
- Administrative and logistical support with travel and transport arrangements, visas, and processes necessary for successful completion of the assignment
- UNDP will arrange the consultants' in-country work related travel
- UNDP will provide office/work space to the consultants while in Guinea-Bissau.
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10. DUTY STATION

a) This consultancy will be in the capital Bissau with mission travel to some of the locations as deemed appropriate for the purpose of this evaluation: Cacheu, Gabu, Oio, Buba and Bolama Bijagos.

b) The consultant may be required to travel to other locations in Guinea-Bissau for the purposes of this evaluation. This will be determined by the Programme Analyst, REMODEC.

11. TIMEFRAME

The consultant is expected to perform the following tasks:

a) The contract will come in to effect on **1 March 2017 and end on 7 April 2017**, including.

b) The consultant will work for a period of **28 working days**.