



**TERMS OF REFERENCE FOR THE FINAL EVALUATION OF THE
“CAPACITY DEVELOPMENT FOR POLICY FORMULATION” 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 (178th out of 188 in 2016, with a human development indicator of 0.424).

Political instability and weak capacity of the public institutions 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. Although some progress was recorded in relation to child mortality and school enrollment, the country did not achieved most of the MDGs.

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, often associated with political affiliation. The deficit of technical capacity of the Government of Guinea-Bissau has been pointed out on several occasions, both in the identification of national priorities and in the context of capacity assessments of public institutions.

The weaknesses of public administration in Guinea-Bissau are widespread and range from lack of financial resources, limited capacity of human resources, and limited implementation of organizational and management norms and systems, etc. To contribute to address this overall governance issue, it is necessary to strengthen the capacity of public institutions through training in formulation, implementation and monitoring and evaluation of equitable and results-based public policies. This is the more important if the country is to achieve sustainable development and the SDGs

Strengthening the technical capacity of the Government for policy reforms formulation and implementation, including overall policy and aid coordination has been included in Guinea-Bissau Strategic and Operational Plan 2015-2020, known as “Terra Ranka” under the first priority of the document – Peace and Governance, which is articulated around five fields of action, being one the “reform and modernization of the administration” and another the “macroeconomic management and the reform of public finance management. Streamlining the business environment and boosting the private sector axis to create an environment that acts as an incentive for the private sector is also another priority goal.

Through the project DEVCA, since 2013 UNDP has been supporting the Ministry of Economy and Finance in its efforts to strengthen its capacity on “Aid Coordination and Policy Formulation Capacity Development” that expected five outcomes: (i) a significant improvement of national capabilities in strategic planning, particularly in the formulation, operationalization and M&E of public policy; (ii) increase of technical and organizational capacity for quantitative and qualitative monitoring of the poverty statistics, the MDG/SDGs and the HDI, (iii) the full implementation of a result based national budget management, (iv) increased role of the private sector in creating jobs and wealth, and finally (v) the existence of operational mechanisms for mobilization and effective coordination of aid.

Over the years of its implementation, the project has provided technical and financial assistance to develop tools and instruments to beneficiary technical structures and training of a critical mass of public servants to capacitate an effective management of national development. A learning approach was developed and followed to ensure the transfer of knowledge and know-how. The project also contributed to the creation of a favorable and stimulating environment for greater public sector productivity. However, many challenges still remain in the implementation of the project and not all planned products could be achieved (for example the fully operationalization of the Aid management System), with the political instability, weak capacity and quality of human resources and the recurrent changes in government officials being the most critical ones.

2. PURPOSE OF THE EVALUATION

After about 4 years of implementation, the DEVCA project will be closed by the end of this year and as per UNDP project management policies and procedures, a project end evaluation is required. At the same time UNDP office has started a reflection on how to reorganize and revamp the current support in this strategic area, especially in light of the changes in the country context-Coup d'état in 2012, Elections in 2014, the Round Table and the current prevailing political crisis; the changes in the UN/UNDP programming cycle approach, notably the approval of the new UNDAF 2016-2020, and the approval of the CPD 2016-2020; and more broadly by the changes brought about by the approval of the Sustainable Development Agenda and the SDGs.

A throughout review of the project implementation in order to identify challenges and constraints, opportunities and lessons learned and assess the results achievement to inform the next programme is therefore necessary. Therefore, the purpose of this evaluation is also to provide the senior management recommendations on the best programming approach and strategy to continue the capacity support of public institutions and especially of the Ministry of Economy and Finance, in formulation, planning, implementation, and monitoring and evaluation of public policies in the context of the SDGs.

3. EVALUATION SCOPE AND OBJECTIVES

The project has been active for more than 4 years and has invested significant amount of resources. The context in which the project was designed has changed, both at country level, and corporate level, although most of the challenges remains.

The objective of the evaluation is assessing 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. It is expected that the evaluation will provide recommendations for future UNDP interventions to support and strengthen the capacity of public institutions for strategic policy and reforms formulation, planning, implementation, monitoring and evaluation that integrate the Agenda 2030 and Agenda 2063 as well as other commitments like the SIDS ACCELERATED MODALITIES OF ACTION [S.A.M.O.A.] Pathway and the New Deal for Fragile States.

In order to attain this objective, the evaluation will cover the 5 project outputs mentioned above and will take into consideration the feedback from all beneficiary institutions and 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 also assess the project approach to capacity development, knowledge management, south-south and triangular cooperation, and the results achieved in that regard.

The evaluation will be conducted at central level.

Therefore, the evaluation should be able to:

- Provide guidance on the current status of the project intervention in order to inform future decisions regarding the strategic direction of future programme and assess the current focus areas in light of the SDGs and other changes that have recently taken place;
- Assess whether the UNDP project is well positioned to effectively and efficiently support the vision and priorities of Guinea-Bissau in strengthening the capacity of public institutions and especially of the MEF, for strategic results-based planning and policies, and SDG mainstreaming;
- Evaluate the extent to which the project contributed to increase technical and organizational capacity of MEF for strategic Planning, Monitoring and Evaluation, Aid coordination, including capacity for using, monitoring and evaluation of poverty statistics, MDG/SDGs and the HDI;
- Evaluate the extent to which the project contributes to improve the business environment.
- Evaluate the extent to which the project has contributed to the mainstream of the MDG/SDGs into the Guinea-Bissau Strategic and Operational Plan;
- Evaluate the extent to which the project has supported the donors Round Table and the creation of operational mechanisms for the mobilization and effective coordination of aid;
- Assess the effectiveness and the quality of the partnership established through this project between UNDP, the government and the African Development Bank;
- Provide clear recommendations for the next UNDP Country Programme in the area of inclusive and sustainable economic growth, poverty reduction, decent work, food security, and structural transformation of the economy;
- Identify risk factors may hinder progress and propose risk mitigation/management strategies to ensure success and effective implementation.
- Provide clear recommendations to inform decisions regarding the strategic direction of the future programme;

4. EVALUATION QUESTIONS

The evaluation will be guided by the following questions:

Relevance:

- 1) The extent to which UNDP's support to the government in capacity development for strategic planning, policy formulation and coordination is consistent with and respond to emerging national and local policies, priorities and needs of the intended beneficiaries?
- 2) The extent to which this work responds to UNDAF 2016-2020, to UNDP Country Programme Document 2016-2020 for Guinea-Bissau?

Effectiveness:

- 1) How effective have UNDP's strategies and activities been towards achieving the programme's intended results?
- 2) What observed changes in the capacity to analyze and formulate policies and aid coordination can be attributed to UNDP's activities and outputs?

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 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 commitment and interest of national partners and potential donors for a continue support of UNDP in this area of work?
- 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 this project?
- 2) What are the direct or indirect, intended or unintended changes that can be attributed to this UNDP's assistance on human development and people's well-being?
- 3) To what degree this project advocated for equality and inclusive development, and contributed to addressing the needs of disadvantaged groups and vulnerable populations into the national planning 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 the Ministry of Economy and Finances as well as other related institutions.

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 DEVCA 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;
4. Conduct a comprehensive analysis of the DEVCA 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 capacity development for policies formulation and aid coordination, 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 to key stakeholders, including donors, the government and civil society organizations.

Expected Outputs:

During a 1 month 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 DEVCA team in UNDP- **XXXX, 2017**
2. Partners, stakeholders and beneficiaries' views on project implementation aspects and assessment of its results are collected and documented- **XXXX, 2017**
3. An analysis of project Strengths, Weaknesses, Opportunities and Threats is conducted- **XXX, 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 this sector is available. **XXXX, 2017**

8. EXPERTISE REQUIRED

The evaluation will be conducted by a qualified consultant with proven experience of projects and programs evaluations in formulation of public policies, development of private sector, and aid coordination, particularly those implemented by UNDP. The consultant must meet the below detailed skills, knowledge and expertise:

Academic Qualifications:

- Bachelor's or Master's degree in economics, management, development studies and other similar areas
- 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 capacity development for policy formulation, including with UNDP is an asset;
- Technical knowledge and experience in UNDP thematic areas, specifically in strategic planning, formulation of public policies; development of private sector; aid coordination; 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 and analysis, as well in presentation skills;
- Experience in the use of computers and office software packages as well as web based management systems

- Good knowledge on RBM

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

9. MANAGEMENT AND IMPLEMENTATION ARRANGEMENTS

- The consultant will report to the DEVCA team 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.

10. DUTY STATION

- a) This consultancy will be in the capital Bissau;
- 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 DEVCA team.

11. TIMEFRAME

The consultant is expected to perform the following tasks:

- a) The contract will come in to effect on **XXX and end on XXXXX 2017**, including.
- b) The consultant will work for a period of **28 working days**.