



TERMS OF REFERENCE

Reference No.	PN/FJI/048/21
Location	Home-based assignment (remote support)
Application deadline	N/A
Type of Contract	Individual Contractor (IC)
Post Level	International Consultant
Consultancy Title	Consultant - PFM Project Evaluation
Languages required:	English
Duration of Initial Contract:	30 days between July to Dec 2021 (6 months)

BACKGROUND

Some of the key features and weaknesses of the PIC economies' have been accentuated by the COVID-19 pandemic and multiplicity of natural disasters. This includes their relatively narrower base, higher dependency levels on tourism and export of natural resources, lower levels of diversification and higher reliance on imports. Response measures to contain COVID-19, such as border closures, mobility restrictions and varying levels of lockdown, have caused supply chain and import disruptions, job losses, business bankruptcies and adversely affected overall economic growth and livelihoods. Moreover, the macro-economic situation is deemed bleak as wider deficits, higher levels of borrowing, and contractions in nominal GDP are projected. This prediction is reinforced by the expected increase in natural disaster in the foreseeable future, in link with climate change.

The institutions and systems responsible for responding and managing those multiple crises have been put under an incredible amount of pressure. PEFA¹ assessments in the region generally identify transparency and oversight processes as a specific weakness of public finance management frameworks in the Pacific. UNDP annual self-assessment survey by oversight institutions show they have been particularly impacted by budget cuts and undermined by the governance challenges linked to the COVID-19 pandemic repercussions. UNDP's detailed analysis shows hearing on audit findings, audit follow up, use of SDG indicators, citizen engagement and budget scrutiny procedures are areas where most PICs struggle.

Although there are small pockets of very active political actors in most PICs, by and large, politics is captured by elites, and private sector, civil society and the broader public engages in limited and ad hoc manners. The lack of transparency and space for public debate on major issues continues to fuel frustrations and threatens a cohesive response to environmental and socio-economic challenges. Visionary leadership, which could open a space for such sensitive dialogue, is usually crushed by vested interested and existing power networks struggling as a result to push for transformative change. The emerging narrative on the blue economy is therefore confronted with major regional, national and sub-national hurdles in moving forward.

¹ <https://www.pefa.org>

Within this context the project made some radical choices, pre and post COVID-19 pandemic which need to be assessed, evaluated and reflected upon. The timing is important as it will feed both into the design of a new phase of project as well as the UNDP governance portfolio in general. It is however tricky as a number of new initiatives were launched recently and it is expected that few results will be available or measurable at the time of the evaluation. Another challenge is that the project is interlinked with at least 4 other projects with their respective theories of change and methodologies. This has resulted in multiple (and very different) strategies being adopted by the project based on the target stakeholder and partners (internal and external) The objective of this evaluation is hence threefold:

- Engage the team in a reflection and learning process so we can harness the collective intelligence of the various members, generalize as much as possible individual experiences and start re-injecting these learnings;
- Capture the multiplicity of approaches and their respective merits and challenge, and review the design, adaptive process (notably with regards to major natural disaster and pandemic events but also to new elements and learning during the implementation of the project), implementation and ability to monitor and capture results and change at different level and produce an analysis on the above and the project's achievements;
- Capture the theory of change and actual change path for the project's activities, including of the newly designed activities, and ensure that we capture intended, unintended, direct and indirect impacts of the project and design a process where monitoring and evaluation can be integrated properly into the activities taking place between June 2021 and June 2022 (as a proxy for independent evaluation).

The project is particularly interested in two specific questions:

- At the level of processes and direct results, understanding the process of strengthening of public finance oversight institutions which have impacted the project's activities and how the project has contributed to sustainable change and progress of institutions and how this might impact the ability of Pacific states to implement public finance standards as required by donor for direct budget contribution;
- At the level of larger transformational change, understanding the contribution of the project to public finance making a difference to Pacific populations and stakeholders, notably with regard to achieving the sustainable development goals.

The overall rationale of the project to be evaluated as originally conceived is captured below:

Public Finance Management is throughout the Pacific a topic of importance for international and local partners equally. Numerous stakeholders, institutions and international actors have been engaged in reinforcing the frameworks, tools and actors linked to public monies management. Civil society actors, Parliament and Supreme Audit Institutions form oversight function in public financial management across the Pacific Islands region have been identify as an area requiring strengthening. A specific focus of UNDP in this regard is the parliament's role in budget scrutiny; effective external audit of government budget execution by the supreme audit institutions, inclusion of citizens and civil society in budget processes, thorough and transparent parliamentary oversight of the external audit, and follow-up with government on recommendations.

Strengthening of public Finance Management and Governance in the Pacific Project (hereafter PFM) aims to strengthen oversight over public financial management in the Pacific region, though improving the budgetary scrutiny, public financial oversight and accountability capacities of parliaments, supreme audit institutions and civil society within the region, aligning with international public financial oversight

and accountability standards, and fostering citizen engagement and oversight. Strengthening of Public Finance Management project is funded by the European Union (EU) and Implemented by the United Nations Development Programme (UNDP).

Expected Results

- The objective of this action is to contribute towards stronger and inclusive parliament, SAI and civil society engagement as enablers for effective national budget process and improved EFA scores in PICs
- To achieve this objective, the action will work on improving budgetary scrutiny, public financial oversight and accountability capacities of parliaments, supreme audit institutions and civil society within the Pacific region, aligning with international public financial oversight and accountability standards, and fostering citizen engagement and oversight.
- The above aligns with the UNDP Sub Regional Programme Document (SRPD) for the Pacific Island Countries and Territories (2018-2022), and specifically to enhance Effective governance for service delivery, Outcome 5 of the SRPD, “By 2022, people and communities in the Pacific will contribute to and benefit from inclusive, informed and transparent decision-making processes, accountable and responsive institutions, and improved access to justice.”
- Within outcome 5, the action will particularly contribute to delivering Output 5.2. Increased transparency and accountability in governance institutions and formal and informal decision-making processes. Indicative indicator 5.2.1: “Number of countries in which Parliaments are more effective in their oversight functions” aligns closely with the project objectives, given that parliamentary budget work is in large measure an oversight function (both audit, and budget scrutiny)
- The action will also contribute to the sub regional programme “Output 5.1. Increased voice and more inclusive participation by women, youth and marginalized groups in national and subnational decision-making bodies that are more representative” and Output 5.3.
- “More women and men benefit from strengthened governance systems for equitable service delivery”, through its citizen engagement components and its crosscutting focus on gender equality and mainstreaming of gender budget analysis within the rapid budget review methodology.
- In a wider sense, the action will contribute towards achieving Target 16.6 of SDG 16, and higher compliance with the UNCAC chapter on corruption prevention (see UNCAC, Article 9, Paragraph 2).

The project has two outputs:

Project Output 1

Improved public finance oversight and accountability roles of parliaments and engagement of civil society organizations, including the following activity results:

- a) Sustainably strengthened legislative and civil society capacity for budget scrutiny**
- b) Budgetary oversight capacity of parliaments and civil society in the region improved**

Project output 2

Improved external audit and role of supreme audit institutions, including the following activity results:

a) Improved external audit and role of supreme audit institutions

b) SAIs have contributed to budgetary oversight capacity of parliaments and civil society in the region

The essentials of the project to be evaluated are as follows:

Evaluation purpose, scope and objectives. Purpose

The purpose of the final evaluation is to assess achievements to date, document lessons learned, and provide recommendations to UNDP and its partners to develop next phase of PFM PROJECT in Pacific.

Objective

The TE will be conducted according to the guidance, rules and procedures established by UNDP. The final evaluation will focus on measuring development results generated by the PFM project, based on the scope and criteria included in this term of reference. The unit of analysis or object of study for this evaluation is the PFM project, understood to be the set of components, outcomes, outputs, activities and inputs which are described in the PFM Project document and M&E Framework.

The purpose of the evaluation is to:

- Assess to what extent PFM project has contributed to address the needs and problems identified during programme design and the inception phase;
- Assess how effectively PFM project has achieved its stated development objective and purpose;
- Measure how efficiently the PFM project outcomes and outputs have progressed in attaining the development objective and purpose of the project;
- Assess both negative and positive factors that have facilitated or hampered progress in achieving the project outcomes, including external factors/environment, weakness in design, management and resource allocation;
- Assess the extent to which the application of the rights-based approach and gender mainstreaming are integrated within planning and implementation of the PFM project;
- Identify and document substantive lessons learned, good practices and also opportunities for scaling up the future PFM project in the Pacific;
- Provide forward looking programmatic recommendations for the PFM project.

The evaluation will focus on five key evaluation criteria: relevance, efficiency, effectiveness, potential impact, and sustainability. The evaluation should provide credible, useful, evidence-based information which enables timely incorporation of its findings, recommendations and lessons into decision making processes of UNDP and key stakeholders as well as assess the potential of the next phase of the project.

The evaluation will cover the time span from January 2019 (the beginning of the PFM project implementation) to date. In order to meet the above objectives of the evaluation, the International Team Leader will work together with a national consultant throughout the assignment.

Methodology.

The evaluation is expected to be a learning process for the project where independence is respected and protected while allowing for the team as a whole to engage in a reflection process. The learning process will be discussed with the project manager and should be an integral part of the methodology proposed.

The evaluator will use this document as a basis and expend with the Project Manager on the following questions to ensure nothing has been missed:

- What do we want to learn?
- What existing criteria or framework exist that can guide our analysis and thinking?
- Who is the primary audience for the evaluation?
- What type/approach/role of evaluation do we expect?
- How can the evaluation contribute to internal evaluation and monitoring of the activities being implemented beyond the evaluation timeline?
- How can the evaluation feed in the process of drafting of the project's next phase?

Primary guidance on the above questions that were not covered in the introduction include:

Scope:

- Relevance of the project: including the alignment with the needs of the Pacific Islands States, Pacific population and stakeholders and the UN and UNDP approach and strategy in the region;
- Effectiveness: has the project contributed to achieving its theory of change, strengthening Pacific public finance and ensuring that public finance are maximised to achieve the SDGs;
- Efficiency: has the project delivered value for money, has opportunity for cost-sharing, synergies and fund mobilization been fully utilized, where implementing partners and M&E processes used effectively to deliver results;
- Sustainability: has the project design, implementation and reporting contributed to sustainable results and impact; will the frameworks, partnerships and models last beyond the project lifetime?
- Inclusiveness: has the project a) respected key UN principles; b) achieved inclusive design and implementation and reporting; c) gone the extra mile to ensure that most marginalized and disadvantaged parts of the population were benefitting from the activities (and notably the broader goal of sustainable development goals)
- Way forward: Have any good practices, success stories, lessons learned, or transferable examples been identified. . Based on the achievements to the date, provide forward looking programmatic recommendations for UNDP PFM next phase.

As part of the requirement, evaluation must include an assessment of the extent to which the design, implementation, and results of the project have incorporated gender equality perspective and rights-based approach. The evaluators are requested to review *UNEG's Guidance in Integrating Human Rights and Gender Equality in Evaluation* during the inception phase.

DUTIES AND RESPONSIBILITIES

Scope of Work

In line with the above description, the scope of work for this evaluation will include but not be limited to:

- The development and finalization of the inception report that will include elaboration of how each evaluation question will be answered along with proposed methods, proposed sources of data, and data collection and analysis procedures;
- Designing of tools and data collection;

- Data collection, analysis and interpretation;
- Development of the draft evaluation report;
- Lead and finalize the evaluation report;
- Lead the presentation of initial findings and de-brief;
- Lead the evaluation team in planning, execution and reporting, inception workshop, kick-off and feedback meeting, debriefings;
- Oversee the division of labor within the review team to ensure compliance with the Final Evaluation TOR; and
- Utilize best practice evaluation methodologies;

Timing:

The final project evaluation is proposed to be conducted in July 2021 as the PFM project is scheduled to end on 31 December 2021. The timing has been agreed with the project board. The timing is also meant to ensure that the evaluation results will support UNDP and its partners in developing the next phase of the project.

Utilization:

The primary users of the evaluation results will be UNDP, but the evaluation results will equally be useful to relevant ministries, development partners and donors so on. In addition, the evaluation aims at critically reviewing and identifying what has worked well in the project, what challenges have been faced, what lessons can be learned to improve future PFM programming. The evaluation will also generate knowledge for wider uses, assess the scope for scaling up the current programme, and serve as a quality assurance tool for both upward and downward accountability. UNDP will take in consideration all useful findings, conclusions and recommendations from the evaluation, prepare a systematic management response for each recommendation, and implement follow-up actions as per UNDP Evaluation Resource Center guidance/policies.

The purpose of the final evaluation is to assess achievements to date, document lessons learned, and provide recommendations to UNDP and its partners to develop next phase of PFM PROJECT in Pacific.

The evaluation will focus on five key evaluation criteria: relevance, efficiency, effectiveness, potential impact, and sustainability. The evaluation should provide credible, useful, evidence-based information which enables timely incorporation of its findings, recommendations and lessons into decision making processes of UNDP and key stakeholders as well as assess the potential of the next phase of the project.

The evaluation will cover the time span from January 2019 (the beginning of the PFM project implementation) to date. In order to meet the above objectives of the evaluation, the International Team Leader will work together with a national consultant throughout the assignment.

Evaluator Ethics

The evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'.²The consultant must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other

² UNEG, 'Ethical Guidelines for Evaluation', June 2008. Available at <http://www.uneval.org/search/index.jsp?q=ethical+guidelines>.

relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners

Evaluation consultant will be held to the highest ethical standards and are required to sign a Code of Conduct (Annex 6) upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the 2008 UNEG Ethical Guidelines for Evaluations.

Expected Outputs and Deliverables

Phase	Outputs	Timeline	Percentage
Inception Phase	<p>This phase is meant to ensure that the evaluation team is fully prepared before undertaking data collection. It includes:</p> <ul style="list-style-type: none"> - Desk review of existing documents, including project document, TAPP, strategies developed by the project, self-assessment and baseline reports, reports and documents developed by the project and write-ups on the project initiatives - Consultation with key external stakeholders and consultants - Drafting of the inception report, including evaluation methodology, timeline, evaluation matrix, and data collection tools - Development of data collection tools (i.e. KII checklists and short questionnaires) <p>Deliverable: Inception Report: The consultant(s) will commence the evaluation process with a desk review and preliminary analysis of the available information provided by UNDP. Based on the ToR, initial meetings with the UNDP and the desk review, the consultants should develop an inception report which will be around 5 pages in length and will elaborate evaluation methodologies, including how each evaluation question will be answered along with proposed methods, proposed sources of data, and data collection and analysis procedures. The inception report will include the evaluation matrix. UNDP and PFM will review the inception report and provide useful comments for improvement. This report will serve as an initial point of agreement and understanding between the evaluation team and UNDP/PTIB</p>	Within 1 week of signing the contract	25%

<p>Data Collection Phase (to be conducted virtually)</p>	<ul style="list-style-type: none"> - A briefing session by UNDP and the project management - A learning session with the PFM team (facilitating a meeting with the PFM team and close partners on the rational of the evaluation and how can each of them integrate and participate in the learning process and integrate the results and learning in the activities they are engaged in;) - Initial introductory meeting/workshop with the stakeholders and partners - Key informant interviews with the stakeholders - Debriefing to the UNDP CO and the stakeholders on the key findings 	<p>Within 3 weeks of signing the contract</p>	<p>75%</p>
<p>Reporting Phase</p>	<ul style="list-style-type: none"> - Aggregation of findings from desk review and stakeholders interview - Drafting of the evaluation report and evaluation brief - Review by UNDP and stakeholders for quality assurance - Incorporation of comments and revision of the report - Submission of the final report <p>Overview of final deliverable:</p> <ul style="list-style-type: none"> i. Draft Evaluation Report: The evaluation report will contain the same sections as the final report and shall follow the structure outlined in Annex 3/ Evaluation Report Template and Quality Standards (Page 49-53) of Section 4/ Evaluation Implementation of UNDP Evaluation Guideline (2019) 2 . The draft report will be reviewed by the PFM and UNDP. The draft report will ensure that each evaluation question is answered with in-depth analysis of information and back up the arguments with credible quantitative and/or qualitative evidences. ii. Presentation/Debriefing/Audit Trial: An online meeting will be organized with key stakeholders including UNDP to present findings and recommendations iii. Final Evaluation report: he final report will incorporate comments and feedbacks from the stakeholders including the feedback provided during the Presentation/Debriefing meeting. Other relevant documents (i.e. data collection 	<p>Within 5 weeks of signing the contract</p>	

	<p>iv. tools, questionnaires, datasets, if any) need to be submitted as well.</p> <p>Evaluation Brief: A concise summary of the evaluation report will include findings, conclusions and recommendations using plain language targeting wider audience. This concise summary will be not more than 4 pages.</p>		
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Institutional Arrangement

- The Consultant will report to the Public Finance Project Manager (PFM Project Manager).
- The successful individual will sign the UNDP Individual Consultant.
- The Consultant to provide their own IT (computer).

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Timeframe & Duration of Work

The envisaged time frame of the consultancy is a total of **30 days** between the July and October 2021.

Duty Station

The duty station for this assignment is home based.

COMPETENCIES

Corporate Competencies

- Demonstrates integrity by modelling the UNs values and ethical standards.
- Advocates and promotes the vision, mission, and strategic goals of UN.
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.
- Treats all people fairly without favouritism.

Functional Competencies

- Operational effectiveness.
- Solid knowledge of financial and human resources management, contract, asset and procurement, information and communication technology, general administration.
- Ability to lead business processes re-engineering, implementation of new systems (business Management and Leadership).
- Builds strong relationships with clients, focuses on impact and result for the client and responds positively to feedback.
- Consistently approaches work with energy and a positive, constructive attitude.
- Demonstrates excellent oral and written communication skills.
- Demonstrates openness to change and ability to manage complexities.
- Shows mentoring as well as conflict resolution skills.

REQUIRED SKILLS AND EXPERIENCE

Educational Qualifications:

- An MSc (minimum requirement) or higher degree in Public Finance, Governance, Social Science or related fields, and adequate experience in the management, design and/or evaluation of comparable governance projects.

Experience

- In-depth understanding of Public Finance, oversight, accountability mechanisms, Parliamentary development and/or civil society engagement. A minimum of 10 years of relevant working experience is required.
- Prior experience in the evaluation of international technical assistance projects with major donor agencies, including EU funded projects, demonstrating a strong commitment to meaningful, politically informed evaluation and learning processes.
- Demonstrated ability to assess complex situations, succinctly distil critical issues, and draw forward-looking conclusions and recommendations.
- Excellent written and verbal communication skills in English. Knowledge of a Pacific language is advantageous.
- Ability to deliver quality reports within the given time.

Language requirements

- Fluency of English language is required;

Price Proposal and Schedule of Payments

Consultants must send a financial proposal based on **Lump Sum Amount**. The total amount quoted shall be all-inclusive and include all costs components required to perform the deliverables identified in the TOR, including professional fee, travel costs, living allowance (no travel is foreseen at this point) and any other applicable cost to be incurred by the IC in completing the assignment. The contract price will be fixed output-based price regardless of extension of the herein specified duration.

Payments will be done upon completion of the deliverables/outputs and as per below percentages:

- Submission of the Inception report: 25% of the total value of the contract
- Submission of final evaluation and evaluation brief: 75% of the total value of the contract

In general, UNDP shall not accept travel costs exceeding those of an economy class ticket. Should the IC wish to travel on a higher class he/she should do so using their own resources.

In the event of unforeseeable travel not anticipated in this TOR, payment of travel costs including tickets, lodging and terminal expenses should be agreed upon, between the respective business unit and the Individual Consultant, prior to travel and will be reimbursed.

Evaluation Method and Criteria

Individual consultants will be evaluated based on the following methodology:

Cumulative analysis

The award of the contract shall be made to the individual consultant whose offer has been evaluated and determined as a) responsive/compliant/acceptable; and b) having received the highest score out of set of weighted technical criteria (70%). and financial criteria (30%).

Financial score shall be computed as a ratio of the proposal being evaluated and the lowest priced proposal received by UNDP for the assignment.

Technical Criteria for Evaluation (Maximum 70 points)

Criteria 1 - Relevance of Education – Max 10 points

- Criteria 2 - Relevance of professional experience & understanding of Public Finance, oversight, accountability mechanisms, Parliamentary development and/or civil society engagement - Max 20 Points
- Criteria 3 – Specific experience in the evaluation of international technical assistance projects with major donor agencies - Max 20 points
- Criteria 4 – Excellent written and verbal communication skills in English. Knowledge of a Pacific language is advantageous. – Max 10 Points
- Criteria 5 – Experience drafting quality reports – Max 10 points

Only candidates obtaining a minimum of 49 points (70% of the total technical points) would be considered for the Financial Evaluation.

Documentation required

Interested individual consultants must submit the following documents/information to demonstrate their qualifications:

Letter of Confirmation of Interest and Availability using the template provided in Annex II.

- **Personal CV or P11**, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references.
- **Technical proposal**, including a) a brief description of why the individual considers him/herself as the most suitable for the assignment; and b) a methodology, on how they will approach and complete the assignment.
- **Financial proposal**, as per template provided in Annex II. Note: Consultants must quote prices in United States Dollars (USD).

Incomplete proposals may not be considered.

Annexes

- Annex I - Individual IC General Terms and Conditions
- Annex II – Offeror’s Letter to UNDP Confirming Interest and Availability for the Individual IC, including Financial Proposal Template

For any clarification regarding this assignment please write to Marine Destrez on marine.destrez@undp.org