



TERMS OF REFERENCE FOR MID-TERM EVALUATION

International Consultant to conduct a mid-term evaluation for the “Strengthening Integral Local Development by Building the Capacities of the Municipal Authorities in Timor-Leste” Project.

POST TITLE:	Mid-Term Evaluator (International)
AGENCY/PROJECT NAME:	UNDP/Strengthening Integral Local Development by Building the Capacities of the Municipal Authorities in Timor-Leste.
PERIOD OF ASSIGNMENT / SERVICES:	25 working days between 01 May 2022 and 11 August 2022
COUNTRY OF ASSIGNMENT:	Timor-Leste
STARTING DATE:	01 May 2022
LOCATION:	Dili, Timor-Leste
DUTY STATION:	UNDP Timor-Leste

1. Background and context

Timor-Leste is a village-based society where the majority (69%) of the population currently lives in rural areas with limited access to governance processes and service delivery. Some of the most pressing issues affecting rural communities are poverty, social exclusion, unemployment, access to and availability of basic services, and lack of capacity. Those who belong to the most vulnerable social groups, such as people with disabilities, women (particularly domestic violence survivors and single mothers), youth, children, the elderly, and people with mental illness, have the most serious challenges in accessing basic services.

The Constitution of the Republic of Timor-Leste has progressive provisions regarding decentralization. It stipulates that “on matters of territorial organization, the State shall respect the principle of decentralization of public administration. The law shall determine and establish the characteristics of the different territorial levels and the administrative competencies of the respective organs.” It further goes not to say: “Local government is constituted by corporate bodies vested with representative organs, with the objective of organizing the participation by citizens in solving the problems of their own community and promoting local development without prejudice to the participation by the State.”

Initial steps towards decentralization took place in 2009 with the definition of the municipalities and identification of the capitals of the municipalities along with the establishment of the deconcentrated offices of the ministries in the municipalities. The year 2016 is significant in terms of putting in place several decentralization laws. Of them, Decree Law 03/2016 is the most important as it defines the competencies of the municipalities, among others.

In 2021 November, the President of the Republic promulgated two important laws on decentralization: Law on Local Power and Administrative Decentralization, and Municipal Election Law. The Law on Local Power devolves competencies in 18 sectors/thematic areas to the municipalities, including health, education, land registry, agriculture, culture, and civil protection. The Law defines City Council, President, and Vice-President as the representative bodies of the municipalities and outlines their respective competencies. The Municipal Election Law provides that all citizens over 17 years old who are registered in their respective municipalities are eligible to vote in the municipal election.



These terms of reference (TOR) set out the expectations for a mid-term evaluation (MTE) of the project titled “Strengthening Integral Local Development by Building the Capacities of the Municipal Authorities in Timor-Leste” implemented by UNDP. The overall objective of the project is to contribute to Timor-Leste's sustainable development. More specifically, it aims to support the deconcentration and decentralization process, bringing governance, public administration, and services closer to people, for both women and men, giving special attention to the needs and priorities of people living in vulnerable situations. The Project has three major components: a. strengthened capacity of the National Parliament in Timor-Leste, b. improved capacity of municipal public servants to deliver services at local level, c. improved capacity of local institutions to collect, analyse and use reliable and timely socio-environmental disaggregated data (development of a Municipal Portal).

The project contributes to outcome five of the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2021-2025 and UNDP Country Programme Document (CPD). The outcome is about empowering the excluded people of Timor-Leste to claim their rights, including freedom from violence, through accessible, accountable and gender-responsive governance systems. The initiative complements UNDP's governance efforts, particularly in the areas of parliament, elections, and rural poor and vulnerable populations' access to justice.

Co-funded by the European Union and UNDP, the total project duration is three years starting from March 20, 2020. Total budget of the Project is 3.98M USD. The project is being implemented under direct implementation (DIM) modality of UNDP in partnership with the National Parliament and the Ministry of State Administration (MSA). It covers 12 out of the 13 municipalities of the country¹. The Project Board (PB) provides strategic guidance and oversight to the project and is co-chaired by the Minister for State Administration and UNDP Resident Representative. The Board has representation from the National Parliament, National Authorization Agency, and the EU. The project is managed by a team of national and international staff, and the project staff are based in 12 municipalities.

2. Evaluation purpose, scope, and objectives

The MTE will assess progress towards the achievement of the project objectives and outputs and assess early signs of project success or failure with the goal of identifying the necessary changes, if any, to be made to set the project on-track to achieve its intended results. The evaluation will also assess how the project is contributing to the UNDAF/CPD outcome.

In this regard, the MTE will do the following:

- a. Review all relevant sources of information including the project document (ProDoc), its results framework and theory of change (ToC), project reports including annual project reports, annual work plans and budget, and any other materials useful for the evaluation.
- b. Develop the evaluation design, propose the evaluation approach and methodology, prepare an inception report,
- c. Collect and analyze qualitative and quantitative data,
- d. Analyze the level of achievement by examining the results chain, processes, contextual factors, using appropriate criteria such as relevance, coherence, effectiveness, efficiency, impact, and sustainability of the Project,
- e. Review technical and managerial aspects of the Project,
- f. Review the Project interventions that have contributed directly or indirectly to government's effort of COVID-19 prevention
- g. Analyze how the Project is addressing gender and disability concerns in its interventions,

¹ Atauro municipality was created recently, and it is not covered by the Project.



- h. Identify factors that have facilitated and/or impeded the achievement of objectives and suggest in recommendations and lessons learned that will help UNDP reorienting and re-prioritizing project activities and managerial arrangements as needed for the remainder of the project,
- i. Prepare draft and final reports with findings, conclusions, and recommendations
- j. Communicate evaluation findings through reports, presentations, and briefings.

Result of the MTE will be submitted to the UNDP and UNDP will prepare management response based on the recommendations of the MTE which will be a basis for the implementation of the Project during the remainder period of the project.

3. Evaluation criteria and key guiding questions

Relevance/coherence

- To what extent is the project in line with Strategic Development Plan of Timor-Leste, country Programme outputs and outcomes, the UNDP Strategic Plan, and the sustainable development goals (SDGs)?
- To what extent does the project contribute to the theory of change for the relevant country Programme outcome?
- To what extent does the project contribute to gender equality, the empowerment of women and the human rights-based approach?
- To what extent has the project been appropriately responsive to political, administrative, governance, and institutional context in the country?

Effectiveness

- To what extent did the project contribute to the country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan, and national development priorities?
- To what extent have the project outputs been achieved?
- In which areas does the project have the greatest achievements? Why and what have been the supporting factors?
- What, if any, alternative strategies would have been more effective in achieving the project objectives?
- Are the project objectives and outputs clear, practical, and feasible within its frame?
- To what extent have different stakeholders been involved in project implementation?
- To what extent are project management and implementation participatory?

Efficiency

- To what extent was the management structure outlined in the project document efficient to generate the expected results?
- To what extent have the project implementation been efficient and cost-effective?
- To what extent have resources been used efficiently?
- To what extent has there been an economical use of financial and human resources?
- To what extent have project funds and activities been delivered in a timely manner?

Sustainability

- To what extent will targeted men and women benefit from the project interventions in the *long term*?
- To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
- To what extent do the Project actions pose an environmental threat to the sustainability of project outputs, possibly affecting project



- To what extent do stakeholders (men, women, vulnerable groups) support the project's long-term objectives?
- What could be done to strengthen exit strategies and sustainability in order to support female and male project beneficiaries as well as marginalized groups? *Gender, diversity, and other cross-cutting issues.*
- Is the project mainstreaming gender and disability issues in its interventions?
- How is it encouraging gender equality in local administration?
- Is the project helping to institutionalize the gender and disability consideration in local authorities?
- Does project support in drafting or amending of the country's legal or policy framework critically assess or consider the perspectives and needs of women and girls?
- Is the project providing enough space to women, youth, and people with disabilities to raise their concerns and issues?

4. Methodology

Evaluation should employ a combination of qualitative and quantitative evaluation methods and instruments. The evaluator is expected to follow a participatory and consultative approach that ensures close engagement with the evaluation manager, implementing partners and male and female direct beneficiaries. Suggested methodological tools and approaches may include:

Document review. This would include a review of all relevant documentation, including:

- ProDoc and Contribution agreement and its annexes.
- Theory of change and results framework.
- Annual workplans
- Annual progress reports
- Project Board meetings decisions
- Financial reports.

Interviews and meetings with Members of the Parliament, officials of the MSA and local government officials, representatives of the EU, project beneficiaries, UNDP, and Project staff

- **Semi-structured interviews**, based on evaluation questions around relevance, coherence, effectiveness, efficiency, and sustainability.
- **Key informant interviews** and **focus group discussions** with men and women, beneficiaries, and stakeholders.

All interviews with men and women should be undertaken in full confidence and anonymity. The evaluation report should not assign specific comments to individuals.

Field visits and on-site validation of key tangible outputs and interventions.

The final methodological approach including interview schedule, field visits and data to be used in the evaluation should be clearly outlined in the inception report and fully discussed and agreed between UNDP and the evaluators.

5. Evaluation Products (Deliverables)

The specific deliverables expected from this assignment are below. The Consultant shall coordinate with all stakeholders to ensure that the submitted deliverables meet their expectations. Upon submission of each deliverable and approval by UNDP, the payments will be disbursed according to the following schedule:

#	Deliverable	Deadline	Payment installments	Review and approval
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1	Inception Report, including but not limited to, methodology and approach, questionnaire, workplan, structure of the report. Should be approved before starting the field activities.	15-May	20	UNDP Timor-Leste
2	Draft Report, including but not limited to, evaluation findings, conclusion, and recommendations	15-Jul	40	
3	Final Report after incorporating the comments from UNDP	11-Aug	40	
4	Evaluation debriefings and presentations	To be decided after the receiving the above deliverables		

6. Implementation Arrangements

The incumbent will work closely with the Chief Technical Advisor and the National Project Manager regarding information sharing and logistical management, including meetings, and will report to UNDP Programme Analysis, who will work as evaluation manager. The project will provide working space in the project office. The consultant will work with a national consultant hired by UNDP and work as the team leader.

7. Required competencies

Following are the required qualifications and competencies of international consultant.

Required qualifications

Education

- Master's degree in public administration, political science, economics, or any other related field

Experiences

- At least 10 years of experience in conducting independent evaluations
- Prior experience of working in the Southeast Asia and Pacific Region
- Experience leading multi-disciplinary, multi-national teams to deliver quality products
- Demonstrated understanding of issues related to local governance and decentralization
- Proven expertise in data collection, analysis and report writing.

Technical knowledge and experience

- Technical knowledge and experience in cross-cutting areas gender equality, disability issues, rights-based approach, and capacity development.
- Technical knowledge in UNDP thematic areas such local governance/decentralization and capacity building.

Language skills required

- Excellent English communication and reporting skills written, spoken, and listening – professional fluency or native standard required.
- Knowledge of Portuguese and Tetum will be an additional advantage.



8. Evaluation ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG's "Ethical Guidelines for Evaluation". The consultant must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure the 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.

9. CRITERIA OF SELECTION

Individual consultant will be evaluated based on the following methodology:

The award of the contract shall be made to the individual consultant whose offer has been evaluated and determined as:

- 1) Responsive/compliant/acceptable, and
- 2) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.

* Technical Criteria weight 70%

* Financial Criteria weight 30%

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

Technical Evaluation (70%)

Qualification, Experience and Technical Proposal (70 marks):

- 1) General Qualification (15 marks).
- 2) Experience relevant to the assignment (35 marks).
- 3) Technical Proposal: Brief methodology and workplan on how the consultant will approach and complete the work (20 marks).

Financial Evaluation (30%):

10. SUBMISSION OF OFFER

Individual consultants interested in the assignment must submit the following items in **one** single PDF file:

- a) **Letter of Confirmation of Interest and Availability** using the template provided by UNDP ([the template to be downloaded from the procurement notice link](#)).
- b) **Resume or P11** indicating all past experiences with similar projects, the contact details (email and telephone number) and at least two (2) professional references (to be downloaded from the procurement notice link).
- c) **Financial Proposal:** that indicates the all-inclusive fixed total contract price supported by a breakdown of costs, as per template provided ([the template to be downloaded from the procurement notice link](#)).
- d) **Technical Proposal:**
 - a. Brief description of why the individual considers him/herself suitable for the assignment.



- b. A methodology to approach and complete the assignment and work plan.

Incomplete or late applications will be disqualified automatically.

A. APPROVAL

This TOR is approved by:

Signature _____

Name and Designation _____

Date of signing _____

Annexes (*click the hyperlinks to access the documents*):

- **Annex 1 – [Financial Proposal Template](#)** (to be completed at a later stage upon request by UNDP).
- **Annex 2 – [UNDP Evaluation Guidance](#).**
- **Annex 3 – [2020 Ethical Guidelines for Evaluation](#), and**
- **Annex 4 – [2020 Ethical Guidelines for Evaluation – Pledge](#)** (to be signed and returned to UNDP by the candidate if selected).