RECRUITMENT OF NATIONAL CONSULTANTS

Mid-term Evaluation of Outcome 4
“Improved Performance of Regional & Local Level Structures in Delivering Services in a Transparent and Accountable Manner”
Under the CPAP 2008-2012
(IC/2011/07)

The Local Governance Programme (LoGoPro) was designed as an overarching project that maps out the current state of local governance in Sri Lanka and seeks to identify the priority needs and address them in a holistic way by looking into the Devolved as well as Deconcentrated service delivery arms of the Government. LoGoPro aims to serve as an umbrella- bringing together many of the former or existing projects that touch, either directly or indirectly, on local governance and supplementing them with complimentary interventions at the thematic and geographic level. LoGoPro’s outputs and activities are anticipated to develop the capacities of devolved authorities and decentralised government institutions to deliver goods and services.

The LoGoPro is looking to contract two independent consultants to work as an Evaluation Team:
- Lead Evaluation Specialist (one position); and
- Evaluation Specialist (one position)

To this effect, the United Nations Development Programme in Sri Lanka invites qualified and eligible local/national consultants to submit applications on an urgent basis. The profiles of both the Lead Evaluation Specialist and the Evaluation Specialist are given in the detailed Terms of Reference (TOR) attached herewith below which also contains all information related to the position, functions & key results expected, competencies, qualifications along with other application requirements.

The detailed Terms of Reference (TOR) will contain all information related to the position, functions & key results expected, competencies, qualifications along with other application requirements and can be downloaded free of charge from www.undp.lk (working with us > procurement).

All applications must be clearly marked with “(IC/2011/07)” on the top left corner of the application. The deadline for submission of applications is 2.00pm 23rd February 2012. Email applications will not be entertained.

Head of Procurement
United Nations Development Programme
202-204, Baudhaloka Mawatha
Colombo 07
Sri Lanka.

UNDP reserves the right to accept or reject any application. The procurement process will be governed by the rules and regulations of the United Nations Development Programme (UNDP).
TERMS OF REFERENCE

Job Title: Lead Evaluation Specialist & Evaluation Specialist
Reports to: Senior Governance Advisor, Governance Cluster/UNDP
Duty Station: Colombo
Application Deadline: 2.00pm 23rd February 2012
Type of Contract: Individual Contract
Language required: English
Expected Duration of Assignment: 2 months

A. BACKGROUND

The Local Governance Project (LoGoPro) was initiated with the expressed aim of enhancing local service delivery for the attainment of the MDGs and to strengthen local democratic dialogue and support processes that enable citizens to hold their local government institutions accountable. The project includes interventions that target the devolved, decentralized and community structures at the local level. It was launched in September 2008, nationally implemented (NIM) under the stewardship of the Ministry of Public Administration & Home Affairs & the Ministry of Local government and Provincial Councils.

UNDP is a longstanding partner of the government in the field of local governance. UNDP supported extensive interventions in the tsunami affected districts through its Capacity Development for Recovery Project (CADREP) and STRONG PLACES project. These two initiatives and the lessons learned have been incorporated into the design of LoGoPro. LoGoPro has greater emphasis on the development of systems and procedures that support existing planning, delivering and monitoring mechanisms.

LoGoPro initially focused on 7 pillars which are targeted the Southern, Uva and Eastern Provinces. LoGoPro expanded to Northern Province as the eighth Pillar of the programme with the resettlement in 2010. Pillars 3, 4, 5, 6, 7 and 8 are nationally implemented under the Ministry of Public Administration & Home Affairs and Pillars 1 & 2 are nationally implement by the Ministry of Local Government and Provincial Councils. The eight Pillars of the programme are as follows: (1) Policy development and public consultation by the Devolved Structures (elected local government & provincial councils); (2) Participatory Planning and Local Government Fund; (3) Roll out of the Citizens’ Charter; (4) Development of systems and automated processes for expedited service delivery at District & Divisional Secretariats; (5) Coordinated MDG localised plans and monitoring mechanisms; (6) Establishment of District Information Centres; (7) Community engagement in development process and accountability of local service providers; (8) Enabling capacities for a participatory, locally driven and sustainable recovery process in the Northern Province.

Outcome to be evaluated

UNDP’s corporate policy is to evaluate its development cooperation on a regular basis in order to assess whether and how UNDP-funded interventions contribute to the achievement of agreed outcomes, i.e. changes in the development situation and ultimately in people’s lives. Under the results-based management (RBM) framework - UNDP’s core management philosophy - there has been a shift from traditional project monitoring and evaluation (M&E) to results-oriented M&E, in particular outcome monitoring and evaluation that cover a set of related projects, programmes and partnership strategies intended to achieve a higher level outcome. An outcome evaluation assesses how and why an outcome is or is not being achieved in a given country context and the role UNDP has played in relation to this. It is also intended to clarify underlying factors that affect the development situation, identify unintended consequences (positive and negative), generate lessons learned and recommend actions to improve performance in future programming and partnership development.
In the Country Programme Action Plan (CPAP) of UNDP Sri Lanka (2008-2012), there are seven development outcomes to which UNDP is expected to contribute to during its programme cycle. The achievement of Outcome 4: “Improved performance of regional & local level structures in delivering services in a transparent and accountable manner” is primarily contributed to by the Local Governance Programme (LoGoPro).

UNDP’s LoGoPro is a programme funded by the core resources, DGTTF, BCPR and the Norwegian Government and is nationally implemented by the Ministry of Public Administration & Home Affairs and the Ministry of Local Government and Provincial Councils. LoGoPro, it is designed to contribute to achieving the outputs summarized below operates in the North, East, South & Uva provinces.

Local Governance Programme Outputs

The Programme has two major 2 Outputs
   a) Improved capacity of devolved authorities and decentralised government administration to deliver public goods and services. (CPAP output 11)
   b) Improved capacity of CSOs/CBOs to:
      I. act as accountable and transparent alternative service providers complementing government functions. (CPAP output 12(a))
      II. to represent public needs and monitor service delivery. (CPAP output 12(b))

LoGoPro has two outputs as mentioned above which relate to output 11 and 12 of the CPAP.

Overall Outcome:
Improved performance of regional & local level structures in delivering services in a transparent and accountable manner

Outcome Indicators:
   1. Percentage of Districts where a revised citizen’s charter is published to establish the obligations of service providers and the rights of users
   2. Number of local government bodies consulting with community representatives in the formulation of local development plans and policies in the East

Output:
Improved capacity of devolved authorities and decentralised government administration to deliver public goods and services. (CPAP output 11)

Output indicators
   a) Number of local service delivery institutions that publish costed plans (or budgets) and actual expenditures.
   b) Percentage of local institutions where staff undertook gender sensitivity training in the last 12 months.
   c) Number of devolved institutions with real increases in revenues.
   d) Level of satisfaction of men and women regarding local service delivery (and other levels of disaggregation).
   e) Number of districts where the Citizens charter has been practised.
   f) Number of public hearings held by elected bodies at devolved levels.
Output
Improved capacity of CSOs/CBOs to:
- act as accountable and transparent alternative service providers complementing government functions. (CPAP output 12(a))
- represent public needs and monitor service delivery. (CPAP output 12(b))

Output Indicators:

a) Number of CSOs/CBOs that publish audited financial and activity reports.
b) Number of CSO/CBO reports on local level service delivery.
c) Percentage of men and women (in community service delivery perception surveys) who believe there are CSOs/CBOs locally that represent their needs.

B. SCOPE AND OBJECTIVES

Scope:
The evaluation will cover the North, East, South and Uva provinces and focus on the Local Governance Programme. The evaluation will take into account the impact of the existing political and socio-economic context upon these programmes, and the implementation modality (i.e. National Implementation).

Objectives:
The overall objective of this outcome evaluation is to assess the results, achievements and constraints of Outcome 4, particularly in relation to UNDP contribution to the outcome through the implementation of the Local Governance Programme up to 2011. The assessment shall be undertaken through (i) outcome analysis - what and how much progress has been made towards the achievement of the outcome, including contributing factors and constraints; (ii) output analysis - the relevance of and progress made in terms of the LoGoPro outputs; and (iii) output-outcome link - what contribution UNDP has made/is making to the progress towards the achievement of the outcome.

While taking stock of the past, the evaluation is required to, where relevant, conduct forward-looking analyses in relation to the outcome and as such is meant to be undertaken as a utilization-focused evaluation. This means that the findings and recommendations of the evaluation should also include recommendations to improve and inform the formulation of the next cycle of the Local Governance Programme.

Specifically, the evaluation is expected to address the following questions:

Outcome analysis

- Relevance and appropriateness of the outcome and LoGoPro to national goals and UNDP’s approach.
- What is the current situation and possible trend in the near future in terms of the context within which LoGoPro operates? How does and will it affect the relevance of outcome 4?
- Whether sufficient progress has been achieved vis-à-vis the outcome as measured by the outcome indicators?
- Whether the outcome indicators chosen are sufficient to measure the outcome?
- To what degree UNDP assistance has made impact on developing the capacity of local government institutions to address the needs of the citizens, particularly those of the conflict-affected citizens in the North and East of Sri Lanka?
- Will the impact be sustainable?
- What are the main factors (positive and negative) that affect the achievement of the outcome?
- Whether UNDP assistance is effective in achieving the outcome in the eyes of different stakeholders.
- The relationship between UNDP and the Implementing partner and its impact on the progress made towards the outcome.
- To what extent are synergies in programming such as partnerships, including within UNDP and among various UN agency programmes, contributed to this outcome?
- How have cross cutting issues such as human rights, institutional strengthening and added value to national development been addressed?

Output analysis

- Has sufficient progress been made in relation to the outputs of LoGoPro?
- What are the factors (positive and negative) that affect the accomplishment of the outputs?
- To what extent UNDP has instituted systems and clear procedures to provide coordinated support in terms of delivering timely, appropriate, and cost effective inputs (financial and human resources) vis-à-vis results gained (efficiency in terms of achieving outputs) and what are the recommended changes?
- Whether there are possible obstacles to effective implementation of the LoGoPro activities in the future?
- To what extent has gender been adequately addressed?

Output-outcome link

- Whether the LoGoPro’s outputs or other interventions can be credibly linked to the achievement of outcome 4?
- What are the key contributions that UNDP under the LoGoPro has made and is making to the outcome?
- Will current planned interventions (in partnership with other actors and stakeholders) enable UNDP to achieve the outcome within the set timeframe and with the available resources; and whether there has been an effective use of resources mobilized in building up to the overall results?
- Whether UNDP’s partnership strategy has been appropriate and effective in the achievement of the outcome. Has UNDP been able to bring together various partners across social, ethnic and sectoral lines to address local governance issues in a holistic manner?
- Assess UNDP’s ability to develop local capacity in a sustainable manner. Has UNDP been able to respond to changing circumstances and requirements in capacity development?
- What is the prospect of sustainability of UNDP interventions in relation to the outcome? Can it be ensured that the outcome will be reached and maintained after the completion of UNDP interventions?
- Have the outputs led to unintended outcomes (positive or negative)?

C. EXPECTED OUTPUT

Work for this evaluation will occur in three phases, and the Evaluation Team will be expected to perform the following tasks:

Phase 1: Document Review, Preparation for Field Work, Refinement of Evaluation Design
Phase 2: Field Work
Phase 3: Report Preparation and Finalization
**Phase 1:**
Work in phase 1 will be carried out at the consultants’ home base(s) or Colombo and is expected to require 3 working days. Specific tasks will include:
- Review relevant documents and database sites (UNDAF, Result Oriented Annual Report, Country Programme Document, Country Programme Action Plan, programme documents, project documents, annual work plans, donor reports, project and programme progress reports, etc)
- Review output information
- Develop an inception report that includes the evaluation design, methodology (including the assumptions to be validated during field work, methods for data collection and analysis, and required resources), and evaluation work plan outlining tasks and responsibilities of each team member as well as identifying the number and geographic spread of institutions, communities and locations to be visited.
- Consult with the Project Implementing partners and managers (Secretaries, Ministry of Public Administration & Home Affairs and Ministry of Local government and Provincial Councils), Chief Secretary Eastern Provincial Council, the Assistant Country Director, Senior Governance Advisor, UNDP on the Inception Report and plan field-visits (logistics, etc).

**Phase 2:**
Work in phase 2 is expected to require 10 working days. Specific tasks will include:
- Conduct key informant interviews with the programme staff and programme stakeholders
- Carry out field visits in accordance with the work-plan
- Identify and collect any additional documentation required to assess the outcome in accordance with evaluation objectives outlined above
- Conduct any additional or follow-up key informant interviews as required
- Analyze data from field visits and key informant interviews and synthesize with findings from secondary data review
- Prepare and present a briefing to UNDP Senior Management, Project Directors, Project Management Unit, Governance Cluster and other interested parties on initial findings.

**Phase 3:**
Work in phase 3 will be carried out at the consultants’ home base(s) and is expected to require 5-10 working days (10 days for the Lead Evaluation Specialist and 5 days for the Evaluation Specialist). Specific tasks will include:
- Prepare and submit draft evaluation report to the Senior Governance Advisor UNDP
- Based on feedback received from UNDP Sri Lanka, prepare and submit final evaluation report

**Key Outputs of Evaluation**
Key outputs by phase of work will include:

**Phase 1:**
- Inception Report including the evaluation design, methodology, and evaluation work plan.

**Phase 2:**
- Detailed list of additional documents or other information requirements
- Consolidated data set from field visits and key informant interviews
- Presentation of initial findings

**Phase 3:**
- Draft evaluation report
- Final evaluation report
The evaluation report should at a minimum include the following contents:

- Executive summary
- Introduction
- Description of the evaluation methodology
- An analysis of the situation with regard to the outcome, outputs, output-outcome link, and partnership strategy
- Analysis of salient opportunities to provide guidance for future programming in relation to the outcome
- Key findings, including lessons learned and best practices
- Conclusions and Recommendations
- Annexes: ToR, work plan, charts, field visit reports, lists of officials/beneficiaries consulted, documents reviewed, etc.

*Additional deliverables may be incorporated and mapped against the evaluation timeline in concert with the evaluation team and UNDP Sri Lanka at the beginning of the consultancy.

**Methodology**

General guidance on outcome evaluation methodology can be found in the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results, the UNDP Guidelines for Outcome Evaluators, and UNDP Outcome-Level Evaluation: A Companion Guide to the Handbook on Monitoring and Evaluating for Development Results (Draft). UNDP’s Evaluation Policy provides information about the role and use of outcome evaluation within the M&E architecture of the organization.

Other reference material includes the project document, quarterly and annual reports, mission reports, partner reports, donor reports, monitoring reports, and the M&E framework.

Based on the guidance provided in the above mentioned documents and in consultation with UNDP Sri Lanka, the evaluators should come up with an appropriate methodology for this evaluation.

**D. TIMEFRAME**

The outcome evaluation will commence in March 2012, and will be for the duration of 23 working days for the Lead Evaluation Specialist and 18 working days for the Evaluation Specialist. The final implementation plan for the evaluation will be determined in concert with UNDP Sri Lanka at the beginning of the consultancy, but it is expected that the final Evaluation Report should be delivered by end-April 2012.

**Proposed Evaluation Schedule**

<table>
<thead>
<tr>
<th>Activity</th>
<th>Timeframe</th>
<th>Place</th>
<th>Responsible Party</th>
</tr>
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<tbody>
<tr>
<td>Initial meeting and discussion among the consultants</td>
<td>5 March (1/2 day)</td>
<td>Colombo</td>
<td>All team members</td>
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<tr>
<td>Desk review</td>
<td>6 – 7 March (1 day)</td>
<td>Colombo</td>
<td>All team members</td>
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<tr>
<td>Workshop with the UNDP Governance Cluster and project team</td>
<td>8 March (1/2 day)</td>
<td>Colombo</td>
<td>All team members</td>
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<tr>
<td>Activity</td>
<td>Timeframe</td>
<td>Place</td>
<td>Responsible Party</td>
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<tr>
<td>Drafting and finalizing the Inception report, outlining evaluation,</td>
<td>9 March (1 day)</td>
<td>Colombo</td>
<td>Primary responsibility lies with the Lead Evaluation Specialist, but the Evaluation Specialist should provide his/her input and support to the production of the final inception report</td>
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<tr>
<td>design, methodology, and detailed work plan</td>
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<tr>
<td>Submission of the Final Inception Report</td>
<td>By 12 March</td>
<td>Colombo</td>
<td>Lead Evaluation Specialist</td>
</tr>
<tr>
<td>UNDP’s and LoGoPro staff t feedback on the inception report</td>
<td>16 March</td>
<td>Colombo</td>
<td>UNDP and LoGoPro staff</td>
</tr>
<tr>
<td>Field work</td>
<td>19- 26 March (7 days)</td>
<td>Colombo and Selected locations throughout North, East and Uva provinces of Sri Lanka</td>
<td>All team members</td>
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<tr>
<td>Presentation of preliminary findings and draft recommendations to</td>
<td>28 – 30 March (3 Days)</td>
<td>Colombo</td>
<td>All team members</td>
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<td>senior management and reference group</td>
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<tr>
<td>UNDP and LoGoPro staff feedback on the presentation to be incorporated into the final report</td>
<td>2 April</td>
<td>Colombo</td>
<td>UNDP and Project staff</td>
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<tr>
<td>Finalization and submission of first draft of full evaluation report</td>
<td>By 9 April (Lead Evaluation Specialist- 7 days and Evaluation Specialist- 3 days)</td>
<td>Home-based</td>
<td>Lead Evaluation Specialist</td>
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<tr>
<td>UNDP’s feedback on the first draft of full evaluation report</td>
<td>By 19 April</td>
<td>Colombo</td>
<td>UNDP/Senior Governance Advisor</td>
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<tr>
<td>Finalization of second draft, following feedback from UNDP</td>
<td>By 26 April (Lead Evaluation Specialist- 3 days and Evaluation)</td>
<td>Home-based</td>
<td>Lead Evaluation Specialist</td>
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Responsibilities and Qualifications of the Lead Evaluation Specialist

a) Responsibilities
The Lead Evaluation Specialist will have overall responsibility for the quality and timely submission of the final evaluation report to UNDP. Specifically, the Lead Evaluation Specialist will perform the following tasks:

- Lead and manage the evaluation;
- Design the detailed evaluation scope and methodology and approach;
- Ensure efficient division of tasks within the evaluation team;
- Conduct the outcome evaluation in accordance with the proposed objective and scope of the evaluation;
- Oversee the administration and analysis of the results of the data collection exercise;
- Prepare and present a briefing to UNDP Senior Management and other interested parties on initial findings;
- Draft and communicate the evaluation report;
- Finalize the evaluation report in English and submit it to UNDP.

b) Qualifications
- Higher education (a degree) in public administration, political science or relevant field;
- Minimum 10 years of professional expertise in evaluation and impact assessment of local governance or public administration projects and programmes;
- Familiarity with UNDP’s corporate structure and development work, the civil society sector and working with state public authorities in the field of local governance;
- Good understanding of how development assistance works in Sri Lanka;
- Extensive knowledge of result-based management evaluation, as well as participatory monitoring and evaluation methodologies and approaches;
- Extensive knowledge of Sri Lanka, particular knowledge of government and public administration systems and other relevant areas;
- Demonstrated analytical, communication and report writing skills;
- Excellent interviewing skills, including at high levels;
- Interpersonal communications skills to work with target group representatives;
- Sound knowledge and understanding of gender;
- Strong task management and team leading competencies; and
- Fluency in written and spoken English. Knowledge of Sinhala and/or Tamil essential.

Responsibilities and Qualifications of the Evaluation Specialist

a) Responsibilities

The Evaluation Specialist will be responsible for performing the following tasks under the guidance of the Lead Evaluation Specialist:

- Review documents and provide substantive support to defining evaluation scope, methodology and work plan;
- Conduct the outcome evaluation in accordance with the proposed objective and scope of the evaluation;
• Carry out field work and data collection while ensuring the quality of data from local governance perspectives;
• Communicate fieldwork findings and recommendations to the Lead Evaluation Specialist and provide technical support to the analysis of the findings;
• Provide knowledge of current theories and practices in the area of public administration and local government;
• Assist the Lead Evaluation Specialist in preparing a briefing on initial findings;
• Draft related parts of the evaluation report as agreed on the division of labour with the Lead Evaluation Specialist; and
• Assist the Lead Evaluation Specialist in finalizing the evaluation report through incorporating suggestions received.

b) Qualifications
• Higher education (a degree) in Public Administration, political science or relevant field;
• Proven substantive expertise in Public Administration contexts, in addition to demonstrable evaluation and/or project or programme management experience;
• Experience in local governance projects an asset;
• Strong experience in conducting evaluations including in participatory data-collection and dialogue facilitation.
• Strong capacity for data collection and analysis;
• Consistently ensures timeliness and quality of work
• Excellent coordination and team working skills
• Proven experience in result based management systems
• Demonstrated analytical, communication and report writing skills; and
• Good knowledge of written and oral English. Sinhala and/or Tamil essential.

No member of the team will have been involved in the formulation or the implementation of the Local Governance Programme for all phases.

The role of UNDP:

UNDP will:

a) Provide the consultant with all the necessary support (not under the consultant’s control) to ensure that the consultant(s) undertake the study with reasonable efficiency
b) Appoint a focal point in the programme section and within LoGoPro to support the consultant(s) during the evaluation process.
c) Collect background documentation and inform partners and selected projects counterparts.
d) Meet all travel related costs to project sites as part of the programme evaluation cost.
e) Support with identifying key stakeholders to be interviewed as part of the evaluation.

The programme staff members and projects teams will be responsible for liaising with partners, logistical backstopping and providing relevant documentation and feedback to the evaluation team.
F. How to Apply
Interested and qualified Sri Lankan nationals provide the following support documents to prove qualifications, experience and competency to undertake these positions.
- CV and supporting documents as proof of qualifications including at least 3 similar work related references
- Contact numbers of two non-related referees.
- Detailed financial proposal in Sri Lankan Rupees (LKR) with a clear indication of all inclusive fee per day (to include consultancy fee/honorarium/stationery/admin costs etc)

Please duly fill the below financial model and upload separately to the e-recruitment model

<table>
<thead>
<tr>
<th>Lead Evaluation Specialist Fee per day</th>
<th>LKR;---------------------------------------------------------- (in words;</th>
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<tr>
<th>Evaluation Specialist Fee per day</th>
<th>LKR;---------------------------------------------------------- (in words;</th>
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Note: Payments are based upon output, i.e. upon delivery of the services specified in the TOR. The applicant must factor in all possible costs in the daily fee. The UNDP will only pay Daily Subsistence Allowance (DSA) for any travel outside of the duty station upon prior recommendation and approval by the Senior Governance Advisor. No other costs other than what has been quoted as fee per day will be reimbursed.

G. Deadline for Submission
The top left corner of the application envelope must include “Mid-term Evaluation of Outcome 4 “Improved Performance of Regional & Local Level Structures in Delivering Services in a Transparent and Accountable Manner” - Under the CPAP 2008-2012 (IC/2011/07)

Deadline is 2.00pm 23rd February 2012 and all sealed applications must be handed over to the following:
Head of Procurement
United Nations Development Programme
202-2-4 Baudhhaloka Mawatha
Colombo 07
Sri Lanka.