TERMS OF REFERENCE

A. **Job title:** Consultant for the evaluation of the project “Strengthening mechanisms for public finance at the local level in Montenegro”  
B. **Type of position:** International, short-term  
C. **Post Reference:** MNE 13-027  
D. **Duty Station:** Home based and throughout Montenegro  
E. **Duration of appointment:** 20 consultancy days (mid-August until mid-October 2013)  
F. **Contract type:** Individual Contract (IC)  
G. **Deadline for application:** July 29, 2013

I. **Background:**

Reform and strengthening of the local governance system in Montenegro is progressing. The Government of Montenegro has developed and adopted several strategic policy documents for further development of the local governance system. Those documents set up the basis for the amendments to the overall legal system for functioning of municipalities; hence, the new legal framework was adopted (changes in the Law on Local Self-Government, the Law on Local Self-Government Financing, adoption of the Strategy for Regional Development and the Law on Regional Development, adoption of the AURUM - Strategy for Public Administration Reform). In the previous period, significant step was made in the fiscal decentralization in Montenegro with the adoption and implementation of the Law on Local Self-Government Financing. Fiscal decentralization is not only a question of transferring resources to the different levels of local government. It is also about the extent to which local governments are empowered and about how much authority and control they exercise over the use and management of devolved financial resources. Budget preparation and planning is one of the most critical phases of the budget cycle in which local governments are supposed to project their activities for the next fiscal year. Execution of the budget can be considered a simple continuation of the budget planning process, and therefore, the manner in which this phase is carried out largely depends on the quality of work invested in the planning phase.

In cooperation with key national stakeholders (Ministry of Finance, Ministry of Interior and Union of Municipalities of Montenegro) and all municipalities in Montenegro, and by the financial support of the Kingdom of Netherlands, UNDP Montenegro is implementing Project “Strengthening mechanisms for public finance at the local level in Montenegro”. The project was initiated with the overall objective to facilitate socio-economic development at the local level through strengthening accountable, transparent and results oriented public finance mechanisms. The project is demand driven, prepared and agreed in close cooperation and partnership with the key national and local stakeholders; the Government of Montenegro endorsed and signed the project document in December 10, 2010. Implementation of the project “Strengthening mechanisms for public finance at the local level in Montenegro” began as of February 2011 and will end in October 2013. The overall project implementation is divided into three phases, specifically: Inception, Implementation and Completion phase.

The project is designed with a specific purpose to support development of capacities of the municipal stakeholders and stakeholders at the central level to introduce transparent, accountable, results oriented budgeting reflecting capital investments, local and national strategic priorities. In addition, the project’s focus was put on raising awareness and strengthening municipal capacities in the area of issuing of municipal bonds and on strengthening fiscal equalization mechanisms in Montenegro.
An independent evaluation will take place in the Completion Phase. This evaluation will be based on the original Project document and the Inception Report (including its annexes). It will analyse the progress of the project towards its results and purpose, and identify areas for further development assistance.

II. Duties and Responsibilities:

Objectives of the assignment:

The evaluation of the project “Strengthening mechanisms for public finance at the local level in Montenegro” will specifically aim at the following:

- Based on the analysis of the documents produced by the project (reports, analysis, papers, etc.) and interviews with major stakeholders including project partners assess project results achieved against planned objectives, targets and indicators and including the aspects of effectiveness and efficiency of the intervention and sustainability of project benefits beyond the lifetime of the project;

- Provide reflections on the state of play now and capacities of the main actors as compared to the beginning of the project implementation (using initial scoping exercise/report as the baseline) and related to that recommendations/guidance for future programming in the Integrated Local development area;

- Identify and consolidate good practices, lessons learned and make recommendations on processes, management, partnerships and other aspects of project implementation that would benefit future engagement of UNDP in this area.

Job content:

The evaluation will be undertaken in close consultation with the UNDP Local Governance Project Team throughout the process to ensure the principles of national ownership, transparency and mutual accountabilities are followed. The evaluation will comprise of the following key stages/ processes:

Desk review: The consultant will review all available documents related to the project, such as projects documents, project progress reports, project evaluation reports, relevant national and international surveys, knowledge products, as well as policy and legal documents.

Finalization of evaluation methodology and work plan: In consultation with the UNDP Local Governance Project Team, the consultant will finalize the appropriate methodology to address the three key objectives of this evaluation. The methodology will entail a participatory process for data collection, generating an evidence base to substantiate all findings while ensuring that the data collection methods and data analysis is of high quality; and that stakeholders are involved in data collection processes and debriefed on regular basis to address any unforeseen challenges requiring support or clarification.

Field visit: The consultant will conduct field visit supported by UNDP to collect data using a mix of qualitative and quantitative approaches. The consultant, in consultation with UNDP, will formulate questionnaires and identify key stakeholders to be interviewed during the evaluation so that their engagement and involvement in the evaluation process can be arranged in a timely manner. Key stakeholders include representatives from the national level
Preparation of the draft evaluation report and finalization of the report: The consultant will prepare the draft evaluation report, submit it to the Local Governance Project Manager, which will gather comments from the Project Board members. Upon receiving the comments, the consultant will finalize the report.

Debriefing session: The consultant will debrief the Project Board members about the findings including key observations and recommendations based on verifiable facts and figures.

The consultant is required to follow the following guidelines and standards developed by UNDP Evaluation Office: UNDP Guidelines for Outcome Evaluators, UNEG Ethical standards for evaluation, UNEG Norms and Standards for Evaluation, UNDP Evaluation Report standards.

These resources are available on http://erc.undp.org. The consultant will be provided with these guidelines prior to starting the assignment with UNDP.

The expected results:
Under the supervision of the UNDP Local Governance Project Team, the international consultant is expected to deliver the following results:

- The final evaluation report, taking into account feedback given by partners, stakeholders and submit it to the Local Governance Project Manager (the final evaluation report should include executive summary, evaluation methodology, analysis and findings, good practices & lessons learnt and recommendations).

Timing and reporting:
International consultant is expected to work in Montenegro and home based during the assignment duration (Mid-August until Mid-October 2013). The international consultant will be responsible for written regular reporting to the UNDP Local Governance Project Manager.

Time duration and travel:
The international consultant will be engaged under the Individual Contract, for total of 20 consultancy days, in the period from Mid-August until Mid-October 2013. The consultant is expected to work from home in duration of approximately 12 working days, and undertake two field visits in Montenegro (Podgorica and elsewhere) in duration of approximately 8 working days. International and local travel costs and living allowance costs should be included in the lump sum figure.

Proposed evaluation schedule includes the following:

Desk Review – 4 days;
Evaluation design, methodology and detailed work plan – 2 days;
Field visits, interviews, consultations – 7 days;
Preparation of draft evaluation report for debriefing – 4 days;
Finalization of evaluation report – 2 days;

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Debriefing at the meeting of the Project Board – 1 day.

III. Competencies:

- Demonstrates integrity by modeling the UN’s values and ethical standards;
- Promotes the vision, mission and strategic goals of UN/UNDP;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability;
- Ability to lead strategic planning, results-based management and reporting;
- 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 good oral and written communication skills;
- Demonstrates ability to manage complexities and work under pressure, as well as conflict resolution skills.

IV. Qualifications and expertise:

- University degree in Social Sciences, preferably in law, finances, economics/financial management, public administration, local development, whereas advanced university degree would be an asset;
- At least 10 years of relevant professional experience in the area of local governance capacity development and fiscal decentralization;
- Proven expertise and experience in the UNDP project evaluation;
- Modern approach to delivery of policy/technical advice, and experience of working with central and local self-governments senior officials in a process of public finances reform;
- Excellent knowledge of written and spoken English, whereas knowledge of the local language would be an asset;
- Excellent communication and presentation skills, demonstrated ability to facilitate/conduct trainings, workshops, etc;
- Excellent IT skills, including word-processing, presentation software, etc.