GOVERNMENT OF SIERRA LEONE

TERMS OF REFERENCE

<table>
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<tbody>
<tr>
<td>Location</td>
<td>Freetown and Target Local Councils</td>
</tr>
<tr>
<td>Type of Contract</td>
<td>Individual Contract</td>
</tr>
<tr>
<td>Duration</td>
<td>28 days</td>
</tr>
<tr>
<td>Start Date</td>
<td>May 2nd 2014</td>
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<tr>
<td>Responsible Programme</td>
<td>LGED-JP</td>
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</table>

1.0 Background and context

1.1. In 2004 the Government of Sierra Leone re-introduced political decentralization with a view to opening up political space as well as improving inclusiveness as a way of addressing some of the root causes of the 1991-2002 conflict. Local Council elections were held in May 2004, with 19 local councils established thereafter. With the enactment of the Local Government Act 2004, the Act provides the legal framework that guides the decentralization process. Because there was no decentralization policy to draw upon in the formulation and enactment of legislation, this posed a number of challenges including clarification of roles between key actors in the decentralization process - Local Councils and Paramount Chiefs, Ministries, Line Departments and Agencies, the allocation of revenue and expenditure assignments, securing broad agreement to the devolution process, securing an inclusive and participatory engagement by local communities.

1.2. The Local Governance and Economic Development Joint Programme (LGED-JP) has been designed by UNDP/UNCDF and the Government of Sierra Leone to support the decentralization of governance and the building of the local government system. It responds to the Government of Sierra Leone PRSP II, Agenda for Change (now Agenda for Prosperity) under the 2nd and 4th priority areas: addressing pro-poor growth, and promoting the decentralization policy and devolution of functions to local governments. It also fits within the UN response to PRSP II, the Joint Vision for Sierra Leone, under Programme 16 on Local Governance and Decentralization.

1.3. The overarching goal of the LGED-JP is poverty reduction and the achievement of the Millennium Development Goals. The purpose of the LGED-JP is the promotion of local economic development, i.e. clarity on functional assignments and implementation of the national policy on decentralisation; local economic development functions institutionalised in local councils; and improved local economic development. The intermediate outcome is an expanded and more effective and efficient role of local governments in the promotion of local economic development.

1.4. The LGED-JP operates within the framework of the Local Government Act (LGA) and the Decentralization Policy. The Programme pursues four outputs:

- **Output 1:** The strategic leadership of the decentralization process strengthened. The focus here will be to support the implementation of the national policy on decentralisation, through negotiations with all stakeholders to
establish a national implementation strategy for the policy, and an action plan to
guide its operationalisation.

- **Output 2**: Local government effectively performing key functions related to
  local economic development in target locations. The focus here will be on relevant
capacity development to improve the local economy.

- **Output 3**: Local government actively promoting pro-poor local economic
development. The focus here is to facilitate investment in viable public-private
partnerships and pro-poor economic development in line with the overall district
development planning and budgeting framework. A key focus is to make critical
investments that collectively can unlock the potentials of important productive
sectors and value chains.

- **Output 4**: The joint programme effectively supporting programme
  management, monitoring and evaluation, and ensuring sustainability of the
  results.

2.0 **Evaluation Purpose**

2.1. The present consultancy fits in output 4. As provided for by the Prodoc, the programme
will be evaluated in 2014, unless there is agreement to move into a second phase. In that
case, the mid-term evaluation suffices, and a programme formulation will take place. This
evaluation was supposed to be preceded by a mid-term review in 2013 to help keep the
programme on track and feed into formulation of phase II. However, 2012 being an electoral
year with limited availability of government counterparts, the programme could only achieve
tangible results as from 2013 onward with the completion of the first round of LED
investments.

3.0 **Evaluation scope and objectives**

3.1. The objective of the Evaluation is to assess (i) the relevance, (ii) the effectiveness, (iii) the efficiency,
(iv) the sustainability and the impact of the programme. The evaluation will also identify potential project
design problems and, identify and document lessons learned from programme implementation and make
recommendations to be considered in designing the second phase for replication. The specific objectives of
the evaluation are thus:

- **Relevance**: (i) the extent to which the programme and its outputs were and are consistent with
  national development policies and priorities (PRSP II and PRSP III, National Decentralization
  Policy etc) and local policies and priorities, (ii) the responsiveness of the programme to UNDP and
  UNCDF corporate plans (including the UNDP and the UNCDF Strategic Plans -2014-2017) and
  human development priorities of empowerment and gender equality and the extent to which the
  programme has been able to respond to changing and emerging development priorities at national
  and local levels.

- **Effectiveness**: the extent to which the programme intended results (outputs or outcomes)
  have been achieved or progress made toward achieving them outputs or outcomes has
  been achieved. The evaluation will assess the results achieved against the 4 project outputs and
  contribution to the intermediate goals including effectiveness of development assistance initiatives.
  The evaluation will consider the following three main steps (measuring the changes in the 4
  outputs, assessing the extent to which these changes result from the programme interventions and
  value (positive/negative) of the changes

- **Efficiency**: (i) how economically the programme resources have been used to achieve the results,
  (ii) the quality and timeliness of inputs including the Management arrangements, staffing, the
  reporting and monitoring system and the extent to which these have been effectively supporting
  activities directed towards achieving the outputs and (iii) how the partnership strategies has
  contributed to achieving the results.

- **Impact**: To assess the end results in terms of (i) goods, services, social and economic supports
  and opportunities delivered to the communities and contributing to poverty reduction, (ii) capacity
of LCs for PEM/FM for socio-economic development including engaging with private sector in Public–Private Partnership (PPP), (iii) capacity of MLGRD and Ministry of Finance and Economic Development (Local Government Finance Department (LGFD) in coordinating, supervising the decentralization process and providing necessary support to LCs and (iv) the capacity of LCs to emerge as a strategic partner in policy Dialogue through an effective Local Council Association.

- Cross-cutting issues: Gender and social inclusion: the extend to which initiatives have considered mainstreaming a gender perspective in the design, implementation and outcome of the Programme. Evaluation will look into the efforts of the LGED-JP Team to coordinate with the Gender Equitable Local Development (GELD) programme to provide a comprehensive capacity support in gender equality and women empowerment in Local Economic Development (LED).

- Sustainability: the likelihood of the project results to continue and expands beyond the lifespan of the project. The evaluation will assess the institutional arrangements at national and local levels including local councils’ strategies, the public-private partnership, the involvement of the private sector and the communities as a way of ensuring ownership and the continuation of the results.

- Lessons learned and recommendations: to collate and analyze lessons learned and best practices which will be taken into consideration for the second phase of the programme and to make recommendations of the programme including ways of mainstreaming LED in the fiscal decentralization framework

4.0 Evaluation Questions

In order to define the appropriate information expected from the evaluation, the following (but not limited) questions must be answered by the evaluation team:

- To what extent the programme outputs have been achieved? Or what progress have been made toward achieving them and what is the likelihood for this achievement?
- What factors have influenced the progress (positively/negatively) progress toward achieving the programme outputs?
- To what extend the above mentioned achievement are attributable to the Programme intervention?
- What have been the contribution of the programme partnership strategy in achievement the outputs?
- Specific questions:
  - Gender and social inclusion - Degree to which initiatives have considered mainstreaming a gender perspective in the design, implementation and outcome of the Programme. Evaluation will look into the efforts of the LGED-JP Team to coordinate with the Gender Equitable Local Development programme to provide a comprehensive capacity support in gender equality and women empowerment in Local Economic Development (LED).
  - Stakeholder Participation and benefits accrued - Assess the level of public involvement in the project and comment as to whether the scope of public involvement has been appropriate given the broader goals and objectives of the project;

5.0 Methodology

While it is the responsibility of the evaluator team to propose the appropriate methodology, UNDP and UNCDF are very much interested in considering the following for accurate data collection and analysis to generate relevant information:

5.1. The Evaluation Team will undertake the desk review and analysis of the key primary and secondary documentation (list in annex 1).

5.2. The Team will undertake individual interviews and group consultations with the key stakeholders, including the members of the National Steering Committee. They will include: a) MLGRD; b) MoFED (Development Secretary, LGFD) c) UNDP Country Office Senior Management, UNCDF Regional Office (Dakar and Addis Ababa) ), LGED-JP technical and operational staff; d), Ministry of Social Welfare, Gender and Children Affairs;
5.3. Field visits. The mission will conduct field visit to at least two Local Councils, which will be representative enough of the program. The LCs to be visited are to be selected by the Evaluation team. The following criteria should be considered: a) Size of the LC (territory and population); b) Experience and challenges in LED;

5.4. Structured and semi-structured interviews will be organized with key stakeholders to collect information;

5.5. The consultants will comply to the UNDP Evaluation Policy and UNEG norms and standards for evaluation of the UN System, the UNEG ethical guidelines for evaluators and the Code of Conduct for Evaluators in the UN system.¹

6.0 Deliverables

6.1. Inception Report – Prior to going into the full fledged data collection exercise the Evaluation Team will prepare and submit for discussion to the Reference Group an Inception Report. The IR will provide details on the evaluators’ understanding of what are being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods, proposed sources of data and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product.

6.2. Draft Evaluation report – The Evaluation Team will prepare and submit a draft Report to the Reference Group. The Draft Report will follow the bellow outline:

- Executive summary (2 pages)
- Introduction (1 page)
- The methodology used (1-2 pages)
- Development context under which the programme was implemented (1-2 pages)
- UNDP’s programme strategy and interventions (3-4 pages)
- Assessments according to the criteria and questions defined (10-15 pages)
- Conclusions and recommendations (2-3 pages)
- Annexes: terms of reference, persons consulted, documents reviewed

The Evaluation team will collect and consider feedback from the Reference Group (see 10.1. bellow) to prepare the Final report

6.3. Final report – After incorporating the feedback from the Reference Group on the draft Report, the Evaluation team will prepare and submit the Final report to UNDP/UNCDF. The report will form a basis for learning and reflection on future UNDP programming in Sierra Leone. The report will also serve the accountability of UNDP Sierra Leone on the programme, and will be made available on the internet.

7.0 Team Composition, Duties and Responsibilities

The LGED-JP covers Decentralization, Local Governance, Local Economic Development thematic areas. These areas require specific expertise while the overall exercise would be supervised by a senior expert with sound experience in development programme evaluation. The objectivity of the exercise will be ensured through the external lens of an International expert while a national expert will ensure the contextualization of the exercise. Hence, the Evaluation Team will consist of two consultants: One (1) International Consultant (team Leader), and one (1) National Consultant, Decentralization and Local Economic Development Specialist

7.1. The Team leader (International Expert):

- Lead the planning of the mission’s activities, discussions at the national level and liaise with the Implementing agency and partner agencies with the support of LGED-JP and UNDP Country office (scoping meeting)
- Ensure timely preparation of the mission’s Aide-Memoire and the full Supervision Report plus all supporting documents as required in a format acceptable to UNDP.
- Facilitate the assigning of tasks of contributing to the various parts of the report between the mission members, and lead the discussions during a wrap-up meeting.
- Submit first draft to UNDP (DCD/Progr.) for feed-back
- Update the draft report according to the feed-back
- Present the second draft report at a wrap up meeting to UNDP, MLGRD, LGFD staff The output of this consultation should be a draft Evaluation follow-up matrix.
- Update the second draft Report
- Present the third draft report to the Joint Project Board/National Steering Committee
- Update the third draft report
- Submit the final report to UNDP/UNCDF through the UNDP DCD/Programmes.

7.2 Mission Member: Decentralization and LED Expert (national)

Under the supervision of the Team Leader,

- The national consultants will be in charge of assessing implementation results/progress as agreed upon during the Inception WS.
- He/She will be individually responsible on contributing for the review of the status of compliance in the programme management systems, institutional arrangements for coordination and policy direction, programme planning, and monitoring, financial reporting and management systems, and procurement procedures.
- He/She will contribute to presentation of the evaluation findings and recommendations
- He/She will contribute to the drafting and finalization of the evaluation report.

8.0 Qualification and Experience

8.1. Submissions will be accepted from Individual Consultants only. The successful consultants will start his/her assignment on May 2nd 2014 following the completion of the selection process.

- **Evaluation Team Leader** - 28 person days (International expert).
- **Master’s degree** in Political Science, Public policy or any other relevant field.
- At least 15 years of experience with strong comparative experience in field of decentralization and local economic development; fiscal decentralization; decentralized infrastructure and service delivery; local government capacity building for decentralized public expenditure management and operationalization of decentralized systems of planning and budgeting, policy, legal and regulatory reform related to decentralization including rural development;
- At least 8 years of experience in leading evaluations of decentralization and local development programme, including experience using a range of qualitative evaluation methodologies to assess programme results at the institutional, sector and policy level.
- Appreciation of performance measures desirable.

8.2 Decentralization and LED Expert – 25 persons days (national consultant):

- Master’s degree in Political Science, Public policy, Public Administration, Law or any other relevant field.
- At least 5 years of experience with strong comparative experience in field of decentralization and local governance; fiscal decentralization; Local Governance associations, decentralized infrastructure and service delivery; local government capacity
building for decentralized public expenditure management and operationalization of decentralized systems of planning and budgeting, policy, legal and regulatory reform related to decentralization including rural development;

- **At least 5 years of experience in** Decentralization, Local Governance, LED, decentralized financing (or fiscal transfers) to improve service delivery - Small-scale infrastructure, natural resource management and Public-Private-Partnership.
- Experience in promoting fiduciary management at local government focusing on the appropriateness and quality of procurement processes with experience in community contracting highly desirable.
- Experience in providing technical assistance in project proposal, project appraisal and project cycle strategy (from social preparation to operations and maintenance) in the implementation of service delivery.
- Proven experience in gender mainstreaming in the implementation of projects of local government institutions.
- Appreciation of performance measurement desirable
- Experience in UNDP/UNCDF Evaluation preferred.

### 9.0. Indicative Evaluation Plan

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<tr>
<th>Time Table</th>
<th>Activities</th>
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<tbody>
<tr>
<td>Day 1 - 2</td>
<td>Mission team will assemble at the UNDP office for briefing and the start of assignment. Review of relevant documentation. The Evaluation team and the evaluation focal point will review the tentative Evaluation work plan and make any adjustments, when necessary. Afterwards there will be a brief meeting with the Coordinator/focal person. Location (UNDP-sub-office).</td>
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<tr>
<td>Day 3</td>
<td>Mission members will be briefed by the LGED-JP Staff on project progress and provide necessary documentations;</td>
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<td>Day 4 - 6</td>
<td>Interview with Implementing partner and other ministries (arrangements to be facilitated by LGED-JP).</td>
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<td>Day 7 - 17</td>
<td>Field Visits</td>
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<td>Day 18-19</td>
<td>Preparation of the draft summary of key findings and recommendation by the mission team to the UNDP/DCD/Programmes and update based on feedback.</td>
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<tr>
<td>Day 20-21</td>
<td>Wrap up meeting. Presentation of the second draft summary of key findings This would include the development on an Evaluation Follow-up Matrix consulted with the team.</td>
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<td>Day 22-25</td>
<td>Consolidation of meeting outputs and preparation for the Third draft Report</td>
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<td>Day 26</td>
<td>Presentation of the Third draft to the Joint Project Board and National Steering Committee.</td>
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<td>Day 27-28</td>
<td>Consolidation of feed-backs, Preparation and submission of the final Report</td>
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10.0. Implementation Arrangement:
10.1 The Result-based Management (RBM) Specialist of UNDP Sierra Leone country office will be the evaluation manager. The Deputy Country Director Programme will provide overall quality assurance and oversight of the evaluation. The evaluators will report to the evaluation manager, who is supervised by the Deputy Country Director Programme.

10.2. A reference group consisting of the UNDP Sierra Leone Country office Deputy Country Director Programme, LGED Programme Manager and a representative of UNCDF, the Ministry of Local Government and Rural Development and Ministry of Finance and Economic Development (see annex II) is established to enhance the quality of the evaluation. The group assists the evaluation manager in reviewing the terms-of-reference, the inception report and the draft report.

Although the final report must be cleared and accepted by UNDP before being made public, the UNDP Evaluation Policy is clear that the evaluation function should be structurally independent from operational management and decision-making functions in the organization. UNDP management will not impose restrictions on the scope, content, comments and recommendations of evaluation reports. In the case of unresolved difference of opinions between any of the parties, UNDP may request the evaluation team to set out the differences in an annex to the final report.

11.0. Reference Documents (see annex 1)

12.0 Remuneration

12.1 Payment for this consultancy will be a daily lump sum based on the UNDP international consultancy fee rate and payable upon submission and acceptance by the UNDP of the final evaluation report. This will be inclusive of the DSA, travel and other costs payable to the contractor on his travel from home country to and from Sierra Leone.

13.0 Payment Schedule

- 1st payment - 30% payment upon signing of the contract
- 2nd payment - 50% payment after the second draft report is provided and accepted.
- 3rd payment - 20% payment after the Final report has been submitted by the team leader and is accepted by the project.

14.0 Evaluation and Selection

The procurement modality will be least cost where the lowest financial proposal with the highest technical score will garner the highest point. The technical proposal is evaluated on the basis of its responsiveness to the Terms of Reference (TOR) as per the evaluation criteria below. Minimum Qualification: Any CV’s getting below 50% in each of the criterion will not be eligible for short-listing.

<table>
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<tr>
<th>Criteria</th>
<th>Points</th>
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<tr>
<td>Consultants Experience</td>
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<tr>
<td>1. Applicable Experience. Record of previous and actual engagement and/or work experience including quality of performance in similar projects. Knowledge in results-based M &amp; E preferred.</td>
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<tr>
<td>2. Relevant Projects for similar international organization. Applicable experience that contributes to the overall understanding and experience of the assignment with projects funded by other government agencies and/or international organization particularly in public sector reform, decentralization and small grants facility.</td>
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<tr>
<td>3. Previous relevant UNDP Projects. Knowledge of UNDP cluster portfolio, particularly governance and decentralization is preferred. Experience in UN System is desirable.</td>
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2 With consideration to the costs of travel.
4. **Qualifications and relevant training or specialization:** Qualification of personnel to be assigned to the project compared to the complexity of the undertaking. This includes the education and applicable length of experience related to the project to be undertaken.

15.0 **Application Procedure**

15.1 Interested qualified individual consultants that meet the above requirements are invited to submit the following:

- Cover letter/EOI that indicate how the consultants meet the selection criteria and state the specific posts applied.
- Curriculum Vitae that includes list of previous work, contractual responsibility and successful completion of consultancy services related including name, contact numbers and email address of focal persons for each contract.
- Technical Proposal providing details of the methodology envisaged for the assignment
- Financial proposal stating: Lump sum cost that includes a) fees or daily rate and minor miscellaneous expenses and b) travel costs and insurance

15.2 E-mail application to Sevenais.sterling@undp.org with cc to Charles.mback@undp.org or drop mail at UNDP Country Office, 55 Wilkinson Road, Freetown, Sierra Leone

15.3 This Opportunity is open to male and female candidates. Applications from qualified female candidates are encouraged.
ANNEX 1: Reference Documents (available online. The programme unit can also support to provide)

1. UNDP and UNCDF Corporate Documents
   - UNDP Guidance for Outcome Evaluation
   - UNDP Strategic Plan (2010-2013)
   - UNDP Strategic Plan (2014-2017)
   - UN Joint Vision Sierra Leone (2008-2012)
   - UN Transitional Joint Vision Sierra Leone (2013-2014)
   - UNDAF Sierra Leone 2015-2018
   - UNCDF LDF Business Plan 2011-2013
   - UNCDF LDF Business Plan 2014-2017
   - UNCDF LDF Brochure
   - UNCDF LDF Key priorities 2013

2. LGED-JP Documents
   - Pro Doc Programme 16, UNDP UNCDF, 2012
   - LGED Sierra Leone Prodoc, 1st April 2011
   - KDERP Evaluation report, 2010
   - Report of the National Conference on LED, July 2012
   - Report of the LED Peer review and methodology Workshop, Makeni, 2012
   - LED Mapping report for Kenema City Council, Kenema District Council, Moyamba District Council, Tonkolili District Council, December 2012
   - LED Strategy for Kenema City Council, Kenema District Council, Moyamba District Council, Tonkolili District Council, December 2013
   - Back to Office Reports (RTA, Neil Webster, 2013 and 2014)
   - Letters of Agreement for LED grants between UNDP and Kenema City Council, Kenema District Council, Moyamba District Council, Tonkolili District Council
   - Financial Reports from Kenema City Council, Kenema District Council, Moyamba District Council, Tonkolili District Council
   - Press releases from Kenema City Council, Kenema District Council, Moyamba District Council, Tonkolili District Council

3. GoSL Policy Documents:
   - Chiefdom and tribal Administration Policy (2011)
   - The Local Government Act 2004
## Annex II: Members of Reference Group

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<tr>
<th></th>
<th>Name</th>
<th>Designation</th>
<th>Institution</th>
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<tr>
<td>1</td>
<td>Mohamed Abchir</td>
<td>Deputy Country Director</td>
<td>UNDP</td>
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<tr>
<td>2</td>
<td>Charles Nach</td>
<td>Programme Manager-LGED-JP</td>
<td>UNDP/UNCDF</td>
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<tr>
<td>3</td>
<td>Aiah J. P. Lebbie</td>
<td>Director, Local Government</td>
<td>MLGRD</td>
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<tr>
<td>4</td>
<td>Alhassan Kanu</td>
<td>Director, Decentralization Secretariat</td>
<td>MLGRD</td>
</tr>
<tr>
<td>5</td>
<td>Alison Sutherland</td>
<td>Commonwealth Local Govt Adviser</td>
<td>MLGRD</td>
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<tr>
<td>6</td>
<td>John Sumailah</td>
<td>Development Secretary</td>
<td>MoFED</td>
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<tr>
<td>7</td>
<td>Adams Tommy</td>
<td>Senior Economist</td>
<td>LGFD/MOFED</td>
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<tr>
<td>8</td>
<td>Munirr Fofana</td>
<td>President</td>
<td>LOCASL</td>
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<tr>
<td>9</td>
<td>Sahr Miogue</td>
<td>Executive Secretary</td>
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