

## Terms of Reference (ToR) for National Consultant

# “END OF PROJECT EVALUATION OF THE DECENTRALIZATION AND LOCAL GOVERNANCE PROJECT”



2<sup>nd</sup> November 2022

Ministry of Home and Cultural Affairs, Royal Government of Bhutan, and HELVETAS Swiss Intercooperation

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## 1. Introduction/Background

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The Decentralization and Local Governance Project (DLGP) Phase I started in October 2018 in close partnership with the Department of Local Governance (DLG) under the Ministry of Home and Cultural Affairs (MoHCA) and partner local government in four dzongkhags (districts) and eight gewogs (counties). The project covers 4 Haa, Tsirang, Trongsa and Tashigang Dzongkhag and 8 Gewogs (2 Gewogs from each pilot Dzonkhag). The project strengthens decentralization and local governance through harmonizing legislation and policies, improving coordination between local government and local government administration and promoting civic engagement. The expected impact is that citizens experience better quality of life as local government institutions gain capacities and implement citizen responsive, inclusive and accountable local governance. For this, the project works at different levels – macro (policy), meso (local government) and micro (community).

Overall, the project seeks to address current and future challenges by leveraging on experiences gained in the past years of partnership. Engagement at the macro level is defined by the support and accompaniment in policy development and umbrella strategic plans and guidelines. These are complemented at the meso level through improved systems for better collaboration and coordination across Gewogs and between the Gewog Administrations and Dzongkhag Administrations to ensure consistency, coherence and sustainability. Finally, at the micro level engagement is defined by the investments made in demonstrating, documenting and advocating for more citizen centric, participatory, inclusive and accountable governance with emphasis on new dimensions of local governance that are becoming realities in Bhutan. Considering the complex and multi-tiered issues of governance, the project aims to focus on three levels of results at the outcome levels: i) Local Governance and Decentralization Policies and strategies are conducive for local development and citizen engagement ii) inter-governmental coordination at the Dzongkhag level is effective and supports the implementation of local governance reforms in key priority areas and iii) citizens, with specific attention to women and youth, engage actively in planning, implementation, monitoring and reporting in local development.

The project implementation is in the final year and due to complete by December 2022. The end evaluation will establish and document the impact and effectiveness of the project interventions and help improve future programming for related projects. The project evaluation will help development partners (HELVETAS), implementing partners (DLG and LGs), and beneficiaries understand the project's contribution in empowering citizens and engaging in local decision-making processes; capacitate LGs and improve their performance; and promote enabling policies and systems to implement citizen-responsive, inclusive, and accountable local governance.

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## 2. Purpose and Objectives

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The main purpose of the evaluation is to establish the extent to which the project has achieved its objectives; assess the performance of the project, its relevance, effectiveness, and sustainability of the project.

The overall objective of the final evaluation are as follows:

1. To assess the results of the project interventions as per the agreed project document and its impact
2. To assess the effectiveness of implementation strategies
3. To identify lessons learned during the project interventions and make recommendations for improvement of similar future projects.

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### 3. Evaluation Scope

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The evaluation will mainly focus on assessing the relevance, effectiveness, efficiency, results, impact, coordination and sustainability of the DLGP. The following are guiding questions within the framework of the evaluation criteria (to be reviewed/elaborated in the evaluation report)

The evaluation will focus on following areas: result achievements; implementation strategies; partnership; lesson learning and providing feedback and recommendations.

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### 4. Broad Evaluation Question

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Based on the above-mentioned purpose and objectives of the evaluation, the study shall cover but not be limited to the following evaluation questions:

Relevance: Is the intervention doing the right things?

- Establish whether or not the design and approach are relevant in addressing the identified needs, issues and challenges.
- To what extent is the project contributing to the strategic policies and programmes of DLG, Helvetas and partners?

Effectiveness: Is the interventions achieving its objectives?

- To what extent did the project contribute towards the overall goal and objectives of strengthening local governance?
- To what extent are the stated results (outcomes and outputs) were achieved as per project document?
- How effective are the approaches and structures in delivering the desired outputs?
- How can they be improved?
- Do the partner organizations work together effectively? Is the partnership structure effective in achieving the desired outputs?

Efficiency: How well are the resources used?

- Are the available technical and financial resources used efficiently to fulfil the project plans?
- Are the funds being spent in accordance with project plans and using the right procedures?
- Is there an effective process, built into the management structure for self-monitoring and assessment, reporting and reflection?

Coherence: How well does the interventions fit?

- To what extent does project contribute directly or indirectly towards attainment of the objectives of enhancing decentralization and citizen participation in local governance?
- To what extent the project collaborated with partners and work together for better synergies?

Impact: What differences are the interventions making?

- Are the project interventions beneficial to the target beneficiaries and partners?
- To what extent interventions have contributed to the intended and unintended results in the project?

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Sustainability: Will the benefit last?

- Is the approach used likely to ensure a continued benefit after the end of the project?
- Are all key stakeholders sufficiently and effectively involved? Are their expectations met and are they satisfied with their level of participation?
- Are alternative or additional measures needed and, if so, what is required to ensure continued sustainability and positive impact?
- Was the strategy adopted and project intervention identified appropriate for the achievements of results?
- What are some of proposed area of improvement and recommendations?

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## 5. Methodology/Approaches

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The evaluation must provide evidence-based information that is credible, reliable and useful. Although a mixed method of quantitative and qualitative methods is recommended, the actual method shall be determined by the evaluation design matrix to be prepared by the evaluation team.

The evaluation team must propose clear methodology based on evaluation matrix to achieve the purpose and objectives of evaluation.

The proposal will be evaluated based on technical weightage 70% and financial 30%. The overall estimated cost of the evaluation is Nu. 550,000 (Five Hundred Fifty Thousand only)

### a. Management Team

Department of Local Governance, under Ministry of Home and Cultural Affairs and HELVETAS shall form the management team. The management team shall coordinate the overall evaluation activities. The evaluation team shall report any matter concerning evaluation activities to the management team.

### b. Evaluator

A national consulting firm shall be hired to evaluate the Project.

The consulting firm must present the following qualifications:

- Professional background related to evaluation of projects and programs;
- Proven experience in evaluation of Projects;
- Experience in results-based monitoring and evaluation methodologies;
- Ability to deliver quality reports within the given time;
- Fluency in English is required;
- Excellent writing skills;
- Subject expertise shall be an advantage.

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## 6. Proposal Content

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The Proposal shall include but not limited to following;

1. Draft outline of Evaluation Report
2. Proposed Methodology of the evaluation.
3. Financial Proposal on lumpsum basis for period of 20 days.

## 4. Workplan

## 7. Deliverables and Schedule

The total duration of the evaluation starting from the date of signing of the contract to submission of final evaluation report will be for 20 days spread over the period of 30 days.

The schedule for deliverables will be as follows;

Deliverable	Content	Submission/Presentation To:	Timeframe (Tentative)	Completion Date
(Preparation and Presentation)	1. Proposed Methodology of the evaluation; and 2. Workplan	DLG and HELVETAS		
Field visits, interviews, desk reviews and analysis				
De-briefing of the initial draft evaluation report	Initial findings of the study	DLG and HELVETAS		
Submission and Presentation of the draft evaluation report	Full report with annexes	DLG, Helvetas and other key stakeholders		
Final draft evaluation report	Full report with annexes  ** Along with the final evaluation report, submit all record of discussion and rationale, administered questionnaires, raw and cleaned data, pictures and other documentations related to study			

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\*\*Timeline will be agreed between DLG, Helvetas and Consultancy Firm

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## Reference Documents

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1. Project Documents (can be obtained from Helvetas and DLG)
2. Publications
  - a. Local Governance Assessment Study 2015 (available online)
  - b. Assessment study on Dzongkhag Tshogdu and Gewog Tshogde (available online)
  - c. Protocol for Local Government Proceedings 2020 (Available online)
  - d. Report on LG Protocol- For effective functioning of LG sessions (can be obtain from DLG and Helvetas)
  - e. Documentation of Good Practices- Local Governments (can be obtain from DLG and Helvetas)
3. Annual Report for Decentralization and Local Governance Project (obtain from Helvetas)
4. Other administrative data and information from DLG, HELVETAS and partner Dzongkhags and Gewogs

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