

**Term of Reference for Individual Consultant to Provide Services for  
Evaluation of the National Program for Sub-National Democratic Development,  
Phase 1 (NP1)**

**1. Introduction:**

The 10-Year National Program for Sub-National Democratic Development Phase 1 for the implementation from 2010 to 2019 has been designed, approved and put in place by the Royal Government Cambodia on June 22, 2010. The NP1 was a roadmap for implementation of the Organic Law on Capital, Provincial, Municipal, District and Khan Administration, the Organic Law on Commune/Sangkat Administration, and the Decentralization and Deconcentration Reform Policy which aiming at creating a culture of local democracy with the participation of the people, promoting the quality of public services and local economic development to meet the real needs of people, improving the quality of life and to reduce poverty effectively.

In order to ensure the achievement of this overall aims, the NP1 set specific objective is to restructure and management system of the Capital, Province, Municipality, District, Khan and Commune/Sangkat Administration in accordance with principles of democratic participation that ensures transparent and accountable in promoting local economic development and the public service delivery to meet the needs of the people in each locality.

The NP1 provided guidance on the design and implementation of decentralization and deconcentration reform processes, focusing on five key program areas:

- ***Program Area 1 – Sub-National Administration (SNA) Organization Development*** – ensures that the fundamental organizational structure is in place that facilitates the making of decisions, the allocation of authority within the SNA and between different tiers and institutionalizes mechanisms which ensure democratic practices are legitimized and citizens’ rights are protected.
- ***Program Area 2 – Human Resource Management Systems*** – allows for the transformation of management of civil servants and other personnel at the sub-national level. Achieving the results defined in this program area changes the incentives for civil service performance from one which focuses on completing tasks to one of serving citizens. Management of personnel from

this perspective is essential for the improvement of service delivery accountability within the jurisdiction of each SNA.

- ***Program Area 3 – Transfer of Functions*** – is core to the D&D reform focused on the transfer of functions, resources, authority, and responsibilities to the SNAs in order to move the decision-making process of public service delivery closer to the people for improving quality of public services.
- ***Program Area 4 – Budget, Financial and Asset Management Systems*** – Focused on fiscal decentralization, establishment of financial management system, planning system and the necessary operational procedures for management and utilization of financial resources of SNAs within the framework of autonomy defined by laws and regulations effectively, transparency and accountability.
- ***Program Area 5 – Support Institutions for D&D*** – Focused on strengthening D&D reform supported institutions to lead, coordinate and manage this reform process to ensure that SNAs have the appropriate authority and capacity to manage public service delivery and local economic development within its jurisdiction effectively, transparency, accountability, inclusiveness and social equity.

The implementation of NP1 was divided into 3 stages:

- **Stage 1:** The first three-year implementation plan "IP3-I", implemented from 2011 to 2014, focused on the preparation of necessary legal documents, restructuring the management system and working procedures of the Capital, Province, Municipality, District and Khan Administration, capacity building for SNA's staff to operate the new structure, systems and procedures, as well as preparation the transfer of functions and resources to the SNAs.
- **Stage 2:** A 3-year implementation plan, Phase 2 "IP3 II" implemented from 2015 to 2017, focused on strengthening the performance of SNAs through the structure, systems, procedures and mechanisms established in the IP3-I and promote the transfer of functions and resources to SNAs to enhance ownership and responsibilities of SNAs for public service delivery and local economic development within their jurisdiction.

- **Stage 3:** A three-year implementation plan, Phase 3 " IP3 III" implemented from 2018 to 2020, focused on further promotion and enhance the accountability and autonomy of SNAs in the provision of public services and local development based on lessons and experiences of implementation in the IP3-II, as well as evaluate the programs to ensure that the implementation of this reform responds to the new D&D policies and strategies of the Royal Government.

Although the NP1 has set a specific time frame for the implementation from 2010 to 2029, based on the actual situation, the implementation of the NP1 has been slower than scheduled. It started the designing and implementation of the IP3-I from 2011 not from 2010. The delay in designing and starting the implementation of the IP3-I required an extension of the NP1 for another year, until 2020. Therefore, the implementation of the NP1 was completed by the end of 2020.

The National Committee for Sub-National Democratic Development (NCDD) is an institution responsible for leading, coordination, managing, monitoring and evaluation of the implementation of the NP1. Within the framework of monitoring and evaluation of the NP1, the overall logic framework for the NP1 and the logical framework for each program area were identified, as well as specific indicators were also clearly defined. In addition, the NP1 also identified regular monitoring mechanisms and evaluation mechanisms at the end of each stage, mid-program evaluation, and end-program evaluation.

During the implementation of the NP1, the NCDD has leaded, coordinated and organized regular monitoring, preparing annual progress reports, evaluation of each IP3 and mid program evaluation organized at the end of 2017. However, after the completion of the NP1 by the end of 2020, the NCDD has not yet conducted an in-depth evaluation of the NP1 due to the Covid - 19 crisis, which occurred in early 2020.

So far, after end of the Covid-19 crisis and with the support of the United Nations Development Program (UNDP) project "Strengthening Transparency and Accountability in Local Governance through Civic Engagement", funded by the Government of Japan, NCDD will conduct an in-depth evaluation on the implementation of NP1.

## **2. Purpose**

This evaluation is an end-program evaluation of NP1, therefore the purpose of this

evaluation is as follows:

- Determine the achievement and level of success of the implementation of NP1 compared with the expected output defined in each program area of NP1.
- Determine the impact of the implementation of NP1 compared with the goals and objectives of NP1.
- Collect evidence to compile lessons and experiences on the implementation of NP1 for improvement of policy, laws and implementation of the next National Programs.
- The results of NP1 evaluation will be used as a baseline for the evaluation of the National Program for Sub-National Democratic Development Phase II (NP2).

### **3. Scope**

The NP1 evaluation will focus on the collection of information related to the achievements of the NP1 from 2010 to 2020 and the impact of NP1 to the lives of the people.

### **4. Mechanism**

In order to ensure the accuracy and impartiality, the NP1 evaluation be carried out by an independent individual consultant who to be selected and contracted out by the NCDD Secretariat in according with the principles and procedures of the procurement in force. The consultant may use its assistant who has skills and experience related to evaluation, interviewing, data collection, data entry and analysis to assist him/her in performing the necessary work related to NP1 evaluation, but the assistance fee shall be covered by the consultant and the consultant is responsible and directly accountable to the NCDD Secretariat.

NCDD Secretariat will coordinate and support the selected consultant in communication and organizing of meetings with relevant institutions at both the national and sub-national levels in the whole process of NP1 evaluation.

The consultant that will be selected for the NP1 evaluation shall have the following qualifications and work experience:

- Planning and M&E or Legal & Governance or Institutional Development Expert.
- Master Degree in Law or Public Policy or Public Administration or Economics or International Relations or Human Resource Management and Development

- At least 10 years of working experience related to monitoring and evaluation, policy, laws and regulations formulation, institutional management, program and project management and related to local governance reform.

## 5. Methodology

The methodology and tool to be used for the NP1 evaluation include:

- Study on policy, laws, regulations, reports and other documents related to the implementation of PN1 (desk review).
- Collecting important information and data related to the implementation of the NP1, including the collection of existing data from databased system and collection of information through meetings and discussions with relevant stakeholders at the national and sub-national level. The relevant informant groups include the following:

### **The Informant Group at National level:**

- ✓ At least 7 NCDD member ministries shall be selected for NP1 evaluation and D&D Working Groups of the selected ministries will be met, discussed and interviewed with NP1 Evaluation Team.
- ✓ Representatives of relevant Development Partners and NGOs shall be selected, discussed and interviewed with PN1 Evaluation Team .

### **The Informant at Sub-national level:**

- ✓ Six provincial and capital administrations will be selected for evaluation. The selection of these provincial and capital administrations should be focus on the representation of urban areas, rural areas, diverse areas and unique areas. The group of informants who will meet to discuss and interview with NP1 Evaluation Consultant may include:
  - Provincial/capital councilors
  - Board of governors
  - Officials of divisions and offices of the provincial and capital administration
  - Officials of the relevant technical line departments
  - Advisory committee for women's and children's affairs.
- ✓ A total of 12 municipal, district and Khan administrations to be selected for NP1 evaluation. This include: 1 municipality and 1 district shall be

selected from each of the 6 targeted capital and provinces. The group of informants will meet to discuss and interview with the NP1 Evaluation Consultant should be:

- Councilors
- Board of governors
- Officials of concerned offices and units.
- Advisory committee for women's and children's affairs
- ✓ A total of 24 communes/sangkats to be elected: 2 commune/Sangkats from each targeted municipality, district and Khan will be selected. The group of informants who will meet to discuss and interview with the NP1 Evaluation Consultant should be
  - Commune/Sangkat Council
  - Commune/Sangkat Clerks,
  - Commune/Sangkat Committee for Women and Children Affairs,
  - Commune / Sangkat Planning and Budget Working Group
  - Representative group of local community-based organization.
- The total number of informants to be interviewed at both the national and sub-national levels must be at least 1,500, of which at least 35% are women.
- Development of questionnaires for gathering information from various informant groups. The development of the questionnaire should focus on the collection of information related to the key indicators identified in the overall logical framework of the NP1 and within the logical framework of each program area of the NP1. The questionnaires shall be prepared separately for each group of informants and shall be divided into two types of questionnaires:
  - ✓ Questionnaires to be used for gathering information on personal individual perceptions on the impact and changes resulting from the implementation of the NP1 (approximately 10-15 questions)
  - ✓ Questionnaire to be used for group discussion focus on the progress, challenges and experiences in implementing the NP1 (approximately 10-15 questions )

- Data entry and analysis in both statistical analysis and prescriptive/qualitative analysis based on unbiased principles and clear criteria with proved evidence.
- Discussions and consultations on the findings and results of the analysis through the organization of meetings or workshop with stakeholders at both the national and sub-national levels with participant at least 50 stakeholders.

## 6. Process

The evaluation of NP1 shall be designed and implemented through the following steps:

**Step 1:** Inception phase : After signing contract with NCDD Secretariat, the Consultant shall prepare and submit a inception report. The inception report shall focus the following key points:

- Understanding/Perceptions of the Consultant on the purpose of the NP1 evaluation.
- Describe necessary methods and tools should used in NP1 evaluation process
- Propose the target ministries at the national level and capital, provincial, municipal, district and commune/sangkat administration to be selected for NP1 evaluation, as well as to identify groups of informants who will meet to discuss and interview in NP1 evaluation process.
- Draft list of questions which will be used for gathering information from relevant informat groups at both the national and sub-national levels.
- Describe draft detailed action plan and timeframe for the NP1 evaluation process.

The Consultant shall prepare an inception report and submit it to the NCDD Secretariat within 10 days after signing contract with the NCDD Secretariat. NCDD Secretariat shall review and approve the inception report. If necessary, the NCDD Secretariat call for meeting with working group to review, discuss and comment on the inception report.

**Step 2:** Collection of data, analysis of data and preparation of draft reports on findings. After getting approval of the NCDD Secretariat on inception report, the consultant shall carry out the following tasks:

- Gathering relevant information and data through research on reports and related documents and meetings, discussions and interviews with selected informant groups at both the national and sub-national levels.
- Entering and analyzing data and information collected

- Preparation of the draft preliminary report on the results of the NP1 evaluation.
- Organizing consultative workshop on the draft report on the results of the NP1 evaluation with the participation of not less than 50 persons from concerned ministries, sub-national institutions and other stakeholders. NCDDS will support in organizing of this consultation workshop.

**Step 3:** Finalization of the report on the results of the NP1 evaluation. In this step, based on the comments and inputs from the consultation workshop, the Consultant shall revise draft preliminary report to become a final report on the results of the NP1 evaluation and submit it to the NCDD Secretariat for review and approval. The final report on the results of NP1 evaluation shall be in Khmer and English in the format specified in the Annex on this TOR.

### 7. Important tasks to be accomplished by the Consultant (Deliverable)

In the whole process of the NP1 evaluation, the Consultant must ensure the following important tasks shall be achieved:

No	Key Task	# working day	Deliverables
1	Preparing of an Inception Report	05 days	Inception report (English and Khmer)
2	Development of Questionnaires	10 days	Questionnaires (English and Khmer)
3	Collection of Data	75 days	
4	Data entry, analysis and preparing of preliminary report on finding	20 days	Draft preliminary report on results of NP1 evaluation (English and Khmer)
5	Organizing of consultation workshop	5 days	PowerPoint Presentation and summary report of the workshop English and Khmer)
6	Preparation of final report based on inputs of consultative workshop	5 days	A final report on the results of NP1 evaluation English and Khmer).
	total	120 days	

## **8. Time frame**

The NP1 evaluation is scheduled to start in January 2024 and end at the end of June 2024.