



MINISTRY OF LOCAL GOVERNMENT

## Enhancing Local Government Capacity for Development Project

### Request for Proposals for Project Mid Term Evaluation

Period: 1<sup>st</sup> February 2018 – 31<sup>st</sup> October 2019



This project is funded  
by the European Union



## I. BACKGROUND

The Commonwealth Local Government Forum (CLGF), in partnership with the Local Government Association of Zambia (LGAZ) and the Ministry of Local Government (MLG) are implementing the **Enhancing Local Government Capacity for Development** Project, in Zambia, with funding from the European Union (EU) and the United Kingdom Department for International Development (DFID). The project aims to enhance local governance for effective and efficient inclusive service delivery and development in 10 local authorities in Lusaka, Copperbelt and Northern provinces. Specifically, the project is targeting the following local authorities: Luanshya, Masaiti, and Ndola (Copperbelt Province); Chongwe, Kafue, Rufunsa (Lusaka Province) and Kasama, Luwingu, Mporokoso, and Mpulungu (Northern Province).

### 1.1 Summary of the Action

The project impact, outcomes, outputs, and activities are outlined below:

<p><b>Project Title:</b> Enhancing Local Government Capacity for Development in Zambia  <b>Budget:</b> €2120 000 (€1908,000 EU funding, € 212 000 DFID funding)  <b>Timeframe:</b> 1 February 2018 to 31 January 2021</p>		
<p><b>Project Impact:</b> Enhanced local governance for effective, efficient and inclusive service delivery</p>		
Outcomes	Outputs	Activities
<p><b>Outcome 1</b> Improved leadership, institutional and operational capacities of local authorities for enhanced local governance.</p>	<p><b>Output 1.1</b> Local authority capacities assessments conducted.</p>	<p>A.1.1.1. Undertake local capacity assessments  A.1.1.2 Develop and roll out capacity development tracking tool</p>
	<p><b>Output 1.2</b> Individual capacities for local leadership and management developed.</p>	<p>A.1.2.1. Design and deliver capacity development programme for local authority leaders  A.1.2.2 Deliver orientation training on local government and decentralisation</p>
	<p><b>Output 1.3</b> Capacity at the organisational level developed.</p>	<p>A.1.3.1 Support the review and development of policies, systems, and procedures to improve financial management, development planning, performance monitoring, and stakeholder engagement  A.1.3.2 Install and train local authorities on appropriate technology on to enhance organisational capacity</p>
	<p><b>Output 1.4</b> Peer learning between Zambian and European local authorities facilitated.</p>	<p>A.1.4.1 Select 2 Zambian local authorities to participate in the peer learning programme  A.1.4.2 Identify European peer local authorities  A.1.4.3 Facilitate benchmarking and peer learning visits between Zambian local authorities and their European partners  A.1.4.4 Implement peer learning programme</p>
<p><b>Outcome 2</b> Enhanced capacity of local authorities to plan and implement</p>	<p><b>Output 2.1</b> Integrated development plans (IDPs) developed and implemented.</p>	<p>A.2.1.1 Select IDP targeted councils  A.2.1.2 Institutionalise IDP at national and local levels  A.2.1.3 Establish the developmental situation and develop local vision, objectives and strategic options for local authorities  A.2.1.4 Develop and integrate concrete projects</p>

inclusive service delivery and promote local economic development.		A.2.1.5 Seek council approval for IDPs A.2.1.6 Develop and implement a Performance Management System for IDP
	<b>Output 2.2</b> LED strategies developed and implemented	A.2.2.1 Undertake LED training of trainers A.2.2.2 Conduct LED orientation and establish institutional arrangements for LED in selected local authorities A.2.2.3 Establish the local socio-economic situation A.2.2.4 Develop LED strategies A.2.2.5 Support council and stakeholder partnership LED projects
	<b>Output 2.3</b> Community Development and Social Welfare Sector Devolution Plan implemented.	A.2.3.1 Deliver orientation and institutionalise the Community Development and Social Welfare functions within the council A.2.3.2 Build the capacity of local authority officials on the delivery of the Community Development and Social Welfare functions A.2.3.3 Strengthen community-based structures at the community level A.2.3.4 Support local authority planning processes in line with the integrated Social Protection framework A.2.3.5 Support council/community development and social welfare partnership initiatives
<b>Outcome 3</b> Increased capacity for LGAZ to represent and support the local government sector in the decentralisation process in Zambia	<b>Output 3.1</b> LGAZ stakeholder engagement and advocacy strategy developed and implemented	A.3.1.1 Develop stakeholder engagement and advocacy strategy on decentralisation A.3.1.2 Establish coalitions with like-minded civil society A.3.1.3 Undertake structured engagements with the central government
	<b>Output 3.2</b> Knowledge management initiatives implemented for LGAZ members.	A.3.2.1 Produce and disseminate knowledge products A.3.2.2 Share lessons learnt from the project at annual conferences of LGAZ A.3.2.3 Undertake a peer learning visit to a neighbouring country
	<b>Output 3.3</b> General public awareness-raising initiatives implemented.	A.3.3.1 Undertake Civic education on decentralisation A.3.3.2 Hold four orientation programmes for selected media personnel A.3.3.3 Develop and broadcast a TV and radio programme to profile local government

### 1.2 National Context

The project seeks to contribute to the successful delivery of the Decentralisation Policy (2013) and the National Development Plan (2017) <http://extwprlegs1.fao.org/docs/pdf/zam170109.pdf>. The Government of Zambia (GoZ) relaunched the Decentralisation Policy (DP) (2002) and Decentralisation Implementation Plan (DIP) in 2013. The DP's main objective is to promote effective and efficient service delivery and citizen participation in local governance and development. The

decentralisation process expanded the mandates of local authorities and requires them to plan and deliver services and development in a participatory and inclusive manner. Furthermore, the successful implementation of the DP is critical in the achievement of the Zambia 7<sup>th</sup> National Development Plan because the DP is one of the key strategies the GoZ has adopted to create an enabling policy framework. Local authorities require capacities to effectively and efficiently deliver on their expanded mandates as well as strategically engage citizens (men and women) in local governance and development.

The project is also expecting to contribute to the successful implementation of the **Sustainable Development Goals (SDGs) as follows: a) SDG5**, which promotes gender equality, b) **SDG 8**, which seeks to promote inclusive and sustainable economic growth full and productive employment and decent work, c) **SDG 16**, which seeks promote peaceful and inclusive societies for sustainable development, and d) **SDG17**, which aims to strengthen the means of SDGs implementation including revitalising global partnerships for sustainable development.

### 1.3 Stakeholders of the Action

Project stakeholders, including target groups and final beneficiaries, are outlined in the table below. Stakeholder needs and constraints at the project inception are highlighted.

Target groups	Final beneficiaries	Needs and constrains
Elected and appointed officials in 10 selected local authorities		<ul style="list-style-type: none"> <li>Limited local leadership and management capacity</li> <li>Limited Integrated development planning and implementation capacity</li> <li>Primary health care functions about to be devolved to local authorities, and there is a need for capacity development</li> <li>Local governments have limited knowledge and awareness of the decentralisation process</li> <li>Local governments perceived negatively by stakeholders</li> </ul>
	The rest of the local governments in Zambia	<ul style="list-style-type: none"> <li>Same as above</li> </ul>
MLG Officials		<ul style="list-style-type: none"> <li>MLG needs to support local authorities in the decentralisation process</li> </ul>
	MoH	<ul style="list-style-type: none"> <li>Needs to support the devolution of the health function to local authorities</li> </ul>
Chalimbana Local Government Training Institute		<ul style="list-style-type: none"> <li>CLGTI needs additional capacity to fulfil its mandate</li> </ul>
	Citizens of Zambia	<ul style="list-style-type: none"> <li>Limited stakeholder and citizen participation in local governance</li> </ul>
LGAZ		<ul style="list-style-type: none"> <li>No structured stakeholder engagement and advocacy process in place</li> <li>Limited knowledge and local government support on decentralisation at the moment</li> <li>The local government perceived negatively</li> </ul>

### 1.4 Other available information

- Project Proposal
- Project Inception Report
- Year I Annual Narrative and Financial Report

- Year 2 Half Yearly Narrative and Financial Report
- Project Steering Committee Report
- Project Technical Committee Reports

## 2 DESCRIPTION OF THE EVALUATION ASSIGNMENT

The evaluation is a Mid - Term Evaluation which seeks to assess the projects' relevance, efficiency, effectiveness and sustainability. The evaluation is expected to achieve the following:

- (a) inform CLGF and its partners, EU Delegation to Zambia and critical stakeholders of the progress made toward achieving the outputs, outcomes and impact of the project,
- (b) inform the remaining period of programming particularly, ensuring that the project achieves the planned outcomes, and
- (c) generate/ highlight lessons learnt and good practice for further dissemination and replication at the national and regional levels.

### 2.1 Specific objectives

The specific objectives of the evaluation are to:

- (a) Assess the performance of the project to determine the extent to which planned activities, inputs and expected outputs have been achieved, and in cases where there is variance between what was planned and achieved, seek to establish reasons for the variance,
- (b) Assess progress towards achieving project outcomes and impact of capacity-building efforts against capacity development assessment reports/ baselines and plans,
- (c) Assess preliminary indicators of potential impact and sustainability of results including how these have impacted on the target population,
- (d) Assess the effectiveness of project management strategies and modalities, and
- (e) Collate lessons learnt, challenges faced and good practice to date to inform the remaining phase of project implementation (1 February 2020 to 31 January 2021)

### 2.2 Proposed Evaluation Questions

The following are the proposed evaluation questions:

#### (a) **Relevance**

- To what extent are the objectives of the project still valid?
- Are the activities and outputs of the project consistent with the outcomes and the attainment of its intended impact?

#### (b) **Efficiency**

- Is the project being managed within budget and the planned timeframes?
- To what extent are the project management arrangements adequate to achieve the desired outcomes?
- How effective the project monitoring system /framework in monitoring and supporting project implementation?

#### (c) **Effectiveness**

- To what extent are the project outcomes likely to be achieved and outputs likely to be delivered?
- What factors contributed to/ hindered the delivery of expected outputs and achievement of outcomes? What is the difference being made to project beneficiaries?

#### (d) **Sustainability**

- To what extent are the benefits of the project likely to be sustained after project completion?
- What are the innovations and main lessons emerging from the project?

- What are the recommendations for the implementation of the remaining phase of the project (1 February 2020 to 31 January 2021)

**(e) Impact**

- To what extent is the project contributing, in the long run, to enhanced local governance for effective and efficient, inclusive service delivery.

**(f) Mainstreaming of cross-cutting developmental issues**

- To what extent is the project mainstreaming gender, environment, climate change, and other development issues as outlined in the project proposal?
- How is the project addressing the SDGs principles of leaving no one behind, partnership and the rights-based approach to development?

*2.4 Expected outputs*

The evaluation process will be carried out in three phases as follows: (a) Inception, (b) Desk and Field, and (d) Synthesis. The evaluator is expected to implement the activities and deliver the outputs outlined in the table below.

Phases of the evaluation	Key activities	Outputs
<b><u>Inception Phase</u></b>	<ul style="list-style-type: none"> <li>• Initial document/data collection</li> <li>• Background analysis</li> <li>• Inception interviews</li> <li>• Stakeholder analysis</li> <li>• Reconstruction (or as necessary, construction) of the Intervention Logic, and description of the Theory of Change</li> <li>• Methodological design of the evaluation and evaluation matrix</li> </ul>	<ul style="list-style-type: none"> <li>• Inception report</li> </ul>
<b><u>Desk and field</u></b>	<ul style="list-style-type: none"> <li>• In-depth document analysis</li> <li>• Interviews with stakeholders</li> <li>• Identification of information gaps and of hypotheses to be tested in the field phase</li> <li>• Methodological design of the Field Phase</li> <li>• Gathering of primary evidence with the use of tools such as interviews, focus groups, among others</li> <li>• Data collection and analysis</li> </ul>	<ul style="list-style-type: none"> <li>• Intermediary Note</li> </ul>
<b><u>Synthesis phase</u></b>	<ul style="list-style-type: none"> <li>• Final analysis of findings</li> <li>• Formulation of the overall assessment, conclusions, and recommendations</li> <li>• Reporting</li> </ul>	<ul style="list-style-type: none"> <li>• Draft Final Report</li> <li>• Executive Summary</li> <li>• Final Report</li> </ul>

*2.5 Management and Steering of the evaluation*

The Evaluation will be managed by the Project Executive Team comprising the CLGF Regional Programme Manager, The LGAZ Secretary-General and The Project Manager.

**3 REQUIRED EXPERTISE**

**Qualifications and Competencies of the evaluator**

The evaluator is expected to possess the following qualifications and competencies:

- A minimum of a Master’s Degree in Public Administration, Local Government or Development Studies or any other relevant fields,
- At least 10 years’ experience in public administration and management and international development, particularly in local government,
- Evaluation experience at least 10 years in conducting external evaluations particularly in local government and development projects,
- Advanced knowledge in participatory appraisals and interviewing and reporting skills,
- Proven experience in projects with a focus on the strengthening of the capacity of local governance,
- Demonstrated understanding of local government and development in Zambia,
- Strong communication and analytical skills including communicating with various stakeholders ensuring that the evaluation is understood and fully utilised, and
- Commitment to delivering timely, high-quality results ensuring the evaluation report is credible to all stakeholders.

#### 4 DURATION & REPORTING

The evaluation is expected to be undertaken within 25 days as follows:

Stage of evaluation	Deliverable	Description of Expected Deliverables	Number of days	Time frame
Inception	Inception Report	Inception report must include the following: 1) Background, 2)description of the project, 3) purpose of evaluation, 4) evaluation criteria and questions, 5) evaluation design and methodology and 6) Work plan with specific timelines-up to the submission of the final report and deliverables by the evaluator,	5	25 November to - 2 December December 2019
Desk Phase & Field phase		<ul style="list-style-type: none"> <li>• Intermediary Note</li> </ul>	10 days	3-20 December 2019
Synthesis and reporting	Draft report  and Final report	<ul style="list-style-type: none"> <li>• Draft Final Report</li> <li>• Executive Summary</li> <li>• Final Report</li> </ul>	10 days	7 January 2020 to 31 January 2020

#### 5 FURTHER INFORMATION

Any request for clarification on the assignment must be sent in writing by standard electronic communication to [nyasha.simbanegavi@clgf.org.uk](mailto:nyasha.simbanegavi@clgf.org.uk)

#### 6 SUBMISSION OF PROPOSALS

Interested consultants are requested to submit a technical and financial proposal in response to this RFP as follow:

**A. Technical Proposal** comprising:

- A technical proposal outlining: i) the consultant’s understanding of the assignment, ii) proposed evaluation design and methodology, iii) evaluation work plan,
- A summary of recent experience on assignments of a similar nature which demonstrate evidence of the experience and skills required

**B. Financial Proposal**

- The daily consulting rate in € and the number of days required to complete the assignment
- Per diems, travel and subsistence fees including accommodation

**C. Curriculum Vitae**

- A CV detailing past experience on similar assignments and at least two client references

Proposals are to be submitted by email (all documents in PDF form) to [Project.evaluation@clgf.org.uk](mailto:Project.evaluation@clgf.org.uk) not later than 16:30hrs, GMT+2 on 5 November 2019. The submission should be referenced as, **“Enhancing Local Government Capacity in Zambia Project.”**

**7 TENDER EVALUATION CRITERIA**

An offer is responsive/compliant/acceptable if it scores a minimum of 70% on the criteria outlined below and fully meets the qualifications and competency requirements.

<b>Criteria</b>	<b>Maximum</b>
<b>A. A total score for Organisation and Methodology</b>	<b>50</b>
• Understanding of ToR and the aim of the services to be provided	<b>10</b>
• Overall methodological approach, quality control approach, the appropriate mix of tools and estimate of difficulties and challenges	<b>25</b>
• Technical added value, backstopping and role of the	<b>5</b>
• The organisation of tasks including timetable	<b>10</b>
<b>B. The score for the expertise of the Evaluator</b>	<b>50</b>
• Relevant Qualifications	<b>10</b>
• Experience in the evaluation including at the international level	<b>25</b>
• Experience in local government and capacity development	<b>10</b>
• Experience in local government and development in Zambia	<b>5</b>
<b>Overall total score</b>	<b>100</b>

**8 PAYMENT SCHEDULE**

All payments concerning this assignment shall be in €. Payment for the expected deliverables will be made upon the endorsement of work by the Project Executive Team.

The proposed payment schedule is as follows:  
 12.1 Inception Report - 20%



12.2 First draft of the evaluation policy - 40%

12.3 Final Evaluation report -40%

The winning bidder will receive all relevant background information of the project upon signature of the contract

**Note:**

This RFP is only an invitation for proposal, and no contractual obligation on behalf of CLGF whatsoever shall arise from the RFP process unless and until a formal contract is signed.

CLGF reserves the right to accept or reject any or all proposals received, to revise the RFP, to request clarifications or to cancel the process in part or whole.