

Individual Consultancy: To Develop National Monitoring and Evaluation Guidelines for National Strategic Development Plan (NSDP) in Cambodia



UNICEF Cambodia

1. Background

The Royal Government of Cambodia (RGC) adopted the Rectangular Strategy-Phase IV (RS IV), a political platform of the 6th legislature of the national assembly. The Supreme National Economic Council (SNEC) who led the development of the RS IV with technical support from UNICEF, developed a strategic result framework of the RS IV to articulate the linkages of policy interventions from RS IV to National Strategic Development Plan (NSDP) 2019-2023, Sector Strategic Development Plan (SSDP) and ultimately annual budgeting process. As envisaged in the concluding chapters of the RS IV, monitoring and evaluation of the implementation of the RS IV will be embedded into existing mechanisms of annual budgeting process by contributing to strengthening implementation of programme budget and/or performance informed budgeting.

To implement the policy interventions identified in the RS IV, the Ministry of Planning led the development of the National Strategic Development Plan 2019-2023 by consolidating inputs and indicators from all Line Ministries/Line Agencies (LMs/LAs). To implement the political strategic direction of the RS IV and key policy interventions in the NSDP, the Ministry of Planning instructed line ministries and agencies to develop their SSDP. The quality of sector SSDP and monitoring and evaluation framework varies depending on the capacity of relevant ministries and agencies. Certain challenges remain in relation to cross sectoral issues that require inter-ministerial coordination mechanisms and/or inter-sectoral plans and their implementation, coordination, and monitoring and evaluation.

To monitor and evaluate the key economic and finance policy interventions in the RS IV, the National Committee for Financial and Economic Policy¹, led by the Ministry of Economy and Finance, prepared and adopted the concept paper on result framework of the RS IV including the list of key performance indicators² to be monitored by the committee during the implementation of the RS IV. Some indicators were selected from the NSDP 2019-2023. While there is clarity with regards to monitoring of the RS IV, the National Committee for Economic and Financial Policy (NCEFP) would undertake the

¹ The national committee is led by Deputy Prime Minister and also Minister of Economy and Finance. RS IV suggested that the committee will work on monitoring the implementation of RS IV particularly on economic and finance policy front.

² The indicators are for measurement of the four rectangles of RS IV, dimensions and angles under each rectangle, from strategic objective down to operational objective responsible by relevant ministry/agency.

evaluation of the RS IV and MOP would have M&E role for implementation of NSDP, and LMs/LAs would take responsibility for M&E of Sector SDP implementation. The role and responsibility of MOP and LMs/LAs should clearly identify in a guideline on Monitoring and Evaluation of NSDP implementation.

Recognizing the importance of strengthening the national M&E system and prior to the new term of the Royal Government of Cambodia, the Ministry of Planning (MOP), with technical support from UNICEF, led the assessment/diagnostics of M&E System for implementation of the NSDP 2014-2018 in 2015 and as a result, MOP developed Orientation Guidelines for Monitoring and Evaluation for NSDP Implementation System (MENI). Prior to the development of MENI, MOP already established the National M&E Working Group (WG) for the Implementation of the NSDP, an inter-ministerial mechanism to coordinate the monitoring and evaluation of the NSDP implementation³. The M&E system assessment suggested the following key concluding observations and recommendations⁴ to strengthen M&E system in Cambodia:

- 1- Sectoral statistical information should be enhanced and improved to connect to the performance reporting as the current M&E system cannot provide information on how the existing data generation and data collection system at sectoral level is connected to the actions and performance of public programs and projects at programmatic and operational level. The M&E system will put in place processes consistent with M&E methodologies and tools to connect the contribution from the outputs (service delivery of goods and services) at agency level with the higher-level results (immediate outcomes and final outcomes).*
- 2- Increase awareness of the utility of the M&E performance information and analysis among policy makers and decision makers through user-friendly tools and champion of change at line ministries/agencies and to inform budget decision making processes.*
- 3- Development of M&E policy (orientation and guidelines) to support high level institutional mechanism to specify guiding principles, a position statement, objectives, assumptions, functions in addition to roles and responsibilities of all major actors of the RGC system.*

To support the implementation and achievement of the objective of the Public Financial Management Reform Programme stage 3 (PFMRP3) on strengthening policy-budget linkage, the RGC adopted Budget System Reform Strategy (BSRS) 2018-2025 to move budget system toward performance informed budgeting by 2025. Developing an M&E system became one key element of this reform process. The objective for 2025 is to have a comprehensive and specific program monitoring and evaluation framework which includes three key components: 1- improve performance reporting for all program and sub-program levels under a well-functioning M&E system; 2- evaluation of programme design and effectiveness; and 3-comprehensive program evaluation based on necessity and post-execution evaluation on selective basis. The strategy has not elaborated the M&E functions⁵ to be implemented by MEF, MOP, and LMs/LAs in context of a well-functioning M&E system.

Both Ministry of Economy and Finance (MEF) and MOP recognize that a solid M&E system is a precondition for an effective results-based management and performance informed budgeting; therefore, enhancement of the M&E system in all ministries and Sub-National Administrations (SNA) is very

³ Per explanation from MOP, the WG scope cover NSDP and sector strategic plan and also sub-national level. However, there was a need to clarify the contribution and attribution of the sub-national administration into achievement of NSDP and sector plan.

⁴ Not all key suggestions are included here. For details, please refer to summary assessment of the M&E system for NSDP implementation.

⁵ The BSRS also recognized the needs to enhance investment in upgrading sets of skills in relation to public financial management which also include budget analysis, project management, and M&E for modernization and enhancement of budget system.

critical, and should be prioritized and invested in. Per recommendation of the M&E system assessment, there is a need to develop national M&E Policy Document (orientation and guidelines). During an inter-ministerial dialogue between MOP and MEF in 2018 on development of national M&E policy document, a national strategy for strengthening national M&E system was suggested instead of policy document and should be developed after the adoption of BSRS, which should inform the M&E system design.

In order to support the national M&E system development, there is a need for an overall mapping of the M&E guidelines, tools and instructions issued by different central ministries in relation to planning and budgeting and execution at national and sub-national levels of administration. The result of the mapping exercise shall be used to inform the development of the national M&E guidelines for NSDP which will specify clear expectation and purposes, guiding principles, a position statement, objectives, assumptions, functions, elements of M&E system (strategic and operational components), roles and responsibilities of all major actors of the RGC system, and linkages between monitoring and evaluation components with decision making processes within the planning and budgeting cycle.

Building on the MENI, UNICEF in collaboration with Ministry of Planning, will recruit an international consultant, as part time consultant, to carry out M&E system mapping and to develop the national technical M&E guidelines for setting up/strengthening monitoring and evaluation systems for NSDP implementation. In addition, this consultancy is to assist MoP in consultation with MEF to develop a roadmap, by revisiting the previous roadmap developed by MOP (instructed in MENI), toward building National M&E System that will align with BSRS goals, objectives and timeline for implementation of the policies laid out in the NSDP and RS IV.

2. Purpose

The main purpose of this consultancy is to support Ministry of Planning to develop National M&E Guideline for NSDP Implementation. This technical support will contribute to the development of a well-functioning national M&E system in Cambodia.

Specific Objectives

The consultancy has three main objectives:

1. Conduct literature review of the previous M&E system assessment and mapping of existing M&E guidelines and system;
2. Develop national technical guidelines for Monitoring and Evaluation (where monitoring and evaluation are clearly and independently addressed) for NSDP and also develop M&E system assessment tool;
3. Develop an action plan for development of a well-functioning national M&E system.

3. Work Assignments

This consultancy targets national level administration, namely Line Ministries/Line Agencies (LMs/LAs) (central and provincial departments) that provided inputs into NSDP with consideration of transferred functions to sub-national administrations, particularly health, education, and social affairs functions. Following the transfer of functions, there is a need to clarify the lines of reporting and accountability for implementation and reporting on sectoral indicators and national indicators stated in the NSDP. For example, there are data systems and indicators that provincial health department need in order to report to the Ministry of Health (MoH) for the purposes of producing reports on the health sector plan and other national indicators.

The scope of this assignment does not cover M&E of the sub-national administration which shall be covered by a different guideline⁶. The national M&E guidelines for NSDP shall elaborate the linkages with the Orientation Guidelines for Monitoring and Evaluation for NSDP Implementation System (MENI) which is already in place. The guidelines should also elaborate on the linkages with the performance informed budgeting guidelines and will address the needs and requirements of BSRs.

There are three main products expected from this consultancy:

- (i) **Produce a literature review and mapping report.** To achieve this, the consultant shall review a few best practices in other parts of the world particularly those in middle income countries such as but not limited to South Africa, Mexico, and Colombia; conduct literature reviews of existing reports on M&E system assessment in Cambodia, (and; map existing M&E guidelines/instructions issued by MOP and MEF using a predefined model constituting a functioning national M&E system). The review shall also document lesson learnt from the existing M&E system in selected line ministries in the context of programme budgeting being implemented by line ministries and elaborate linkages with NSDP. It is recommended to review and draw good practices from other countries with a strong and functioning M&E system, such as South Africa, Mexico and Colombia, as well as good emerging practices in the East Asia region such as the Philippines.

The review shall cover; but not limited to the following key documents:

- Rectangular Strategy-Phase IV and its relevant result framework and key performance indicators;
- National Strategic Development Plan 2019-2023;
- Orientation Guidelines for Monitoring and Evaluation for NSDP Implementation System (MENI);
- NSDP M&E system assessment;
- Public Financial Management Reform Programme Phase 3 extended;
- Budget System Reform Strategy 2018-2025 and Action Plan 2018-2025;
- Performance Informed Budgeting guideline;
- Review international best practices/ systems as above mentioned.

Following the review, the consultant shall elaborate the following:

- a) Ideal model for fully functional national M&E system in Cambodia;
- b) Update the Cambodia M&E system assessment based on changes that have taken place since the initial assessment was done;
- c) Identify entry points for a strong M&E system with the above key documents and highlight existing gaps;
- d) Propose synergies and specific actions to develop a fully functional M&E system for NSDP that supports, aligns and responds to budget system reform strategy particularly introduction of performance informed budgeting starting from 2022 led by Ministry of Economy and Finance;
- e) Introduce building blocks toward development of a fully functional national M&E system.

(ii) Develop national M&E technical Guideline for NSDP and M&E system assessment tool as part of the guideline

Building on the above, develop national technical M&E guideline NSDP that has two main sections: one exclusively for monitoring, and one exclusively for evaluation:

- *General purposes and expectation (use) of M&E system for different levels: strategic (RS IV and NSDP) and operational (PB) levels;*

⁶ There are three tiers of sub-national administration: Capital/provincial administration, District, Municipality, and Khan Administration, and Commune/Sangkat Administration. There are guidelines for development plan, and investment plans

- *General principles, norms and standards of an M&E system;*
- *Linkages and differences between monitoring and evaluation;*
- *Scope and elements of monitoring and their functions and actors responsible for each component or element/ level;*
- *Scope and elements of evaluation and their functions and actors responsible for each component or element/ level;*
- *Role and responsibilities of the relevant ministries and agencies in monitoring;*
- *Role and responsibilities of the relevant ministries and agencies in evaluation;*

Part 1: Monitoring

- *Definition of Monitoring;*
- *Result framework and performance indicators (M&E pre-condition setting);*
- *Performance measurement framework;*
- *Monitoring plan and budget;*
- *Reporting templates/performance report etc. for different strategic levels (NSDP) vs. operational level (PB);*
- *Use of M&E outputs: When and How monitoring results/ outputs are used to inform planning and budgeting cycles and decision making.*

Part 2: Evaluation

- *Definition of Evaluation;*
- *Purpose, objectives and scope of an evaluation and how it differs from monitoring;*
- *Types of Evaluation, including when and for what each evaluation type can/should be used;*
- *Division/clarification of evaluation needs among actors (finance and economic committee/MEF, MOP/ NSDP and line ministries PB evaluations);*
- *Criteria for selecting projects and programmes for evaluation (defining thresholds and criteria);*
- *Designing an Evaluation Process and plan/ SOP;*
- *Methods, and Approaches of an Evaluation, Evaluation Report and Utilization, including how to develop an action plan to follow up on evaluation recommendations and how to use evaluations in the planning and budgeting cycle.*

When the guideline is ready, the consultant, together with MOP, shall conduct consultation at least two rounds with LMs/LAs on the draft guideline.

To support MOP in the process of monitoring and measuring the implementation of the M&E guideline, the consultant shall develop a simple M&E system assessment tool that will be used by MOP to assess and measure the status of line ministry/agencies in implementation of the M&E guideline and development of their M&E system for implementation of NSDP. The tool shall include assessment criteria and scoring, and standard template for development of roadmap or action plan to improve the M&E system. This tool will be part of national M&E guideline of which line ministries/agencies could also use it for their own self-assessment.

(iii) Develop an action plan toward developing a fully functional national M&E system

Building on the literature review, mapping exercise, and roadmap developed by MOP, prepare the following:

- A draft action plan for development of a fully functional national M&E system;
- Collect feedback and comments and consolidate into final draft action plan.

Some specific tasks leading to development of national technical M&E guideline for NSDP and an action plan for development of a fully functional M&E system include:

- Two rounds of consultation on the literature review and mapping report.
- Three rounds of consultation on the draft national M&E guideline;
- Two rounds of consultation for development of an action plan for strengthening a fully functional national M&E system.

4. Qualifications or Specialized Knowledge/Experience Required

Qualifications and Experience

- Advanced University degree (Master’s degree or equivalent, or PhD) in economics, public policy, public administrations, business administration and other relevant fields;
- Minimum of 10 years professional experiences in conducting M&E system assessment, designing and formulation of national M&E policy and guideline and conducting evaluation, and capacity building;
- Practical experience in developing and M&E system in the public sector is desirable
- Knowledge of Cambodia planning, budgeting and M&E system is asset.

Knowledge and Skills

- Possess technical knowledge of planning and M&E;
- Excellent interpersonal, facilitation and communication skills;
- IT literacy (Use of MS Word, Excel, PowerPoint).

Competencies

- Possess good team working spirit;
- Good leadership skills;
- Technical knowledge and skills in M&E;
- Good communication skills;
- Experiences in working in middle income countries (encouraging).

Languages

Fluency in English;

5. Location

Given the current context of COVID-19, the international consultant is not required to be present in Cambodia. He/she is expected to conduct virtual meeting and consultation with relevant central ministries (Ministry of Planning and Ministry of Economy and Finance) and key selected line ministries. For translation of key documents including slide presentation, and report, it is the responsibility of the local consultant and should be part of the financial proposal.

6. Duration

This consultancy is expected to last for 5 months starting from December 2021 and ending in April 2022. The specific date of each deliverable will be defined in the contract.

7. Deliverables

No.	Deliverable	Reporting Requirements for each deliverable	Number of Working Days	Date for submission
-----	-------------	---	------------------------	---------------------

1	Inception Report with a detail work plan and methodology and provide one presentation.	Word file in English, not more than 30 pages long, excluding annexes.	5	December 2021
2	Literature review and mapping report of M&E system in Cambodia and international best practices/ systems and provide two rounds of presentation on the result.	Word file in English, not more than 20 page long, accompanied by Power point presentation in English and Khmer.	10	December 2021- January 2022
3	Draft M&E guideline for NSDP, M&E assessment tool, prepare and provide two rounds of presentation, and collect comments from relevant stakeholders.	Word file in English, less than 100 pages, excluding annexes, and Ms. Power Point presentation in English and Khmer	25	January- February 2022
4	Finalize draft M&E guideline, test the guideline in one selected ministry together with MOP and provide one presentation.	Word file in English, less than 100 pages, excluding annexes, and Ms. Power Point presentation in English and Khmer.	5	February-March 2022
5	Develop action plan for development of a fully functioning national M&E system and provide two rounds of presentation and collect comments from relevant stakeholders.	Word file in English and tool in excel, less than 30 pages, excluding annexes, and Ms. Power Point presentation in English and Khmer.	10	March 2022
6	Finalize action plan for development of a fully functioning national M&E system and provide one round of presentation.	Word file in English and tool in excel, approximately 30 pages, excluding annexes and Ms. Power Point presentation in English and Khmer	5	April 2022
	Total		60	5 months

8. Reporting Requirements

All reports shall be submitted in English in Ms. Word, Ms. Excel and PDF version. Only final report and action plan shall be submitted in Khmer in Ms. Word, Ms. Excel and PDF version. All slide presentations shall be submitted in English and Khmer in Ms Power Point and PDF version.

9. Payment Schedule linked to deliverables

- 20% of total consultant fee upon satisfactory completion of deliverable 1 and 2
- 40% of total consultant fee upon satisfactory completion of deliverable 3 and 4
- 20% of total consultant fee upon satisfactory completion of deliverable 5
- 20% of total consultant fee upon satisfactory completion of deliverable 6

** The fees shall be calculated based on the days estimated to complete the assignment in the Terms of Reference and shall be considered the maximum compensation as part of a lump sum contract and agreed on a work plan for submission of deliverables. No additional fees shall be paid to complete the assignment. Payment will be made upon delivery of all final products and full and satisfactory completion of the assignment.*

10. Administrative Issues

The assignment is expected to be carried out by international consultant. The international consultant is required to find a local partner to support the process in delivering all of the deliverables. The cost of local consultant shall be included as part of the financial proposal and UNICEF will be not be responsible for any additional payment related to local expert. As this consultancy require series of consultation, the consultant may make prior request to both UNICEF and MOP focal person to support local consultant for arrangement of virtual meetings with relevant stakeholders during the conduct of the assignment under the scope of this ToR. The support from MOP and UNICEF is limited to providing relevant available documents as listed in the ToR, contact information and administrative communication with relevant ministries/agencies. The consultant and local partners are responsible for arranging virtual meetings based on contact provided. For documents involving line ministries/agencies, the consultant shall make appropriate request preferably in advance for relevant documents from line ministries/agencies once they are put in contact with them. MOP and UNICEF may assist to a certain extent when there are challenges in accessing relevant documents.

11. Contract supervisor

The consultant shall work under overall supervision of Chief of Social Policy of UNICEF and direct supervision of Social Policy Specialist. Social policy specialist will communicate on day to day basis under the scope of this assignment in coordination with General Department of Planning of Ministry of Planning.

12. Nature of ‘Penalty Clause’ to be Stipulated in Contract

Unsatisfactory performance: In case of unsatisfactory performance the contract will be terminated by notification letter sent five (5) business days prior to the termination date in the case of contracts for a total period of less than two (2) months, and ten (10) business days prior to the termination date in the case of contracts for a longer period

Performance indicators: Consultants’ performance will be evaluated against the following criteria: timeliness, quality, and relevance/feasibility of recommendations for UNICEF Cambodia.

13. Submission of applications

Interested candidates are kindly requested to apply and upload the following documents to: <http://www.unicef.org/about/employ/>

- Letter of Interest (cover letter)
- CV or Resume
- At least 2 Performance evaluation reports or references of similar consultancy assignments
- Technical proposal: The technical proposal shall elaborate the key elements of the TOR, approaches to deliver the work assignments, working arrangement between international consultant and local partner, and shall not exceed 30 pages, excluding annexes of supporting documents.
- Financial proposal: All-inclusive lump-sum cost for this assignment as per work assignment.

14. Assessment Criteria

A two stages procedure shall be utilized in evaluating proposals, with evaluation of the technical proposal being completed prior to any price proposal being compared.

Applications shall therefore contain the following required documentation:

- a. Technical Proposal, including a cover letter, updated CV, and copies of 2 relevant M&E guidelines developed earlier by the consultant.
- b. Financial Proposal: Lump-sum offer with the cost breakdown: International consultant's fee, and local consultant's fee and other related costs.

No financial information should be contained in the technical proposal.

For evaluation and selection method, the Cumulative Analysis Method (weight combined score method) shall be used for this recruitment:

a) Technical Qualification (max. 100 points) weight 70 %;

- Education in relevant field (20 points);*
- Knowledge of M&E of public sector programmes and policies. (20 points);*
- Experience in M&E of public sector programmes and policies. (30 points);*
- Quality of past work in similar assignments (30 points);*

b) Financial Proposal (max. 100 points) weight 30 %.

The maximum number of points shall be allotted to the lowest Financial Proposal that is opened /evaluated and compared among those technical qualified candidates who have attained a minimum 70 points score in the technical evaluation. Other Financial Proposals will receive points in inverse proportion to the lowest price.

The Contract shall be awarded to candidate obtaining the highest combined technical and financial scores, subject to the satisfactory result of the verification interview.]