

## **Individual Consultancy: Development of Social Service Implementation Manual for Urban Setting (SSIMU)**

### **1. Background**

Cambodia's Ministry of Interior in 2018 launched "Social Service Implementation Manual (SSIM)" at commune/Sangkat (CS) level in an effort to support them to better plan, budget, implement, and monitor social services activities. The manual provides a complete guidance on how a CS manages social services activities, including (i) data collection, analysis, and prioritization of issues; (ii) planning and budgeting for social services activities; (iii) implementation, monitoring and evaluation; (iv) reporting; and (v) supporting mechanisms. In partnership with UNICEF Cambodia, the Ministry of Interior (MOI) has selected 7<sup>1</sup> Capital and provinces to implement the Manual since the launch. As part of the implementation, relevant officials from Capital/provincial, Khan/district, and commune/Sangkat administrations from these 7 Capital/provinces were trained on how to implement the Manual, and UNICEF Cambodia provides on-going technical support. From both the contents of the Manual and experience of the implementation, it proves that not all contents are applicable for urban setting, particularly the data collection and mapping due to unique characteristics of the urban areas.

Urbanization is one of Cambodia's emerging trends, and it is rapid. The country's urban populations have been steadily increasing over the past decades in line with the global and regional trends. At the same time, rural population have decreased proportionately. Cambodia's General Population Census in 2008 indicated that 19.5% of the country's population (of total 13.3 million) were urban dwellers; and now according to the General Population Census in 2019, some 37% Cambodians (of 15.2 million) live in urban area. Population in the capital city of Phnom Penh alone is projected to reach between 2.75 and 2.39 million by 2030<sup>2</sup>. Although Phnom Penh Capital has the biggest urban population, other secondary cities such as Battambang, Siem Reap, Preah Sihanouk, and Poipet follow the pattern<sup>3</sup>.

Such steady and rapid urbanization brings with it increasing challenges, particularly for the most vulnerable groups such as children in urban slums or in difficult circumstances. A UNICEF study<sup>4</sup> conducted in Phnom Penh Capital found a dire situation in which vulnerable children and adolescents live. Fueled by poverty as an underlying cause, children and adolescents from the poorest families receive minimal parental care and are predominantly deprived of basic social services such as education, health care, protection, and sanitation. This creates increasing and multiplying risks and vulnerabilities for children. Example, more than 70% of children aged 3 to 5 in Phnom Penh's urban slums do not have access to pre-school classes; 81% and 44% of adolescents have consumed alcohol and drugs, respectively, over the past year; 60% of parents use corporal punishment, and 59% of children with disability are not enrolled in school.

The Covid 19 pandemic sees the urban areas most hard hit and where approximately 90% reported cases occurring in urban areas. Such a situation calls for sub-national administrations to carefully plan, budget, and

<sup>1</sup> Phnom Penh, Kandal, Preah Sihanouk, Battambang, Siem Reap, Rattanakiri, and Kratie.

<sup>2</sup> ADB, 2014: Urbanization Studies. cited in TeP Makathy's presentation in City for All Conference in 2016.

<sup>3</sup> With population >100,000.

<sup>4</sup> Phnom Penh Capital Administration and UNICEF Cambodia, 2018: Child Protection and Education Need Assessment of Children and Adolescents in Phnom Penh Urban Poor Communities

monitor the implementation of social services activities, particularly in urban setting given its complex demographic, social and economic structures.

Social services gain increasing tractions over the recent years but remain insufficient. In retrospect, following the first CS election in 2002, officials at this level have received extensive capacity development support. CS fund was established whereby CSs have discretion over the management of the funds based on law on election of CS councilors (2001) and law on management of CS administration (2001). The CS budget (fund), divided into administration and development components, is legal instrument for which CS manages both budget revenue and expenditure. Evidently, however, the expenditures on infrastructure projects have overwhelmingly outweighed those of other services over the course of these two decades. But efforts have been made to encourage increased expenditure for social services. Those efforts are observed in the areas of capacity development and issuance of policies and guidelines that support analysis, planning, budgeting, implementation, monitoring, and reporting of social services projects.

National Committee for Sub-National Democratic Development<sup>5</sup> (NCDD) issued manual on promoting social services with equity and guideline on social service data collection and entry by sub-national administrations in 2012<sup>6</sup>. In 2014, Ministry of Interior issued guidebook for CS officials in conducting social service mapping at village level. Influenced by the result of IP3's local governance survey report conducted by NCDD in 2011, UNICEF in collaboration with Ministry of Interior, conducted another survey in 2014-2015 to understand power dynamic and roles and influences of citizen engagement in the planning and budgeting process. The report showed positive significant alignment of CS planning and budgeting in addressing citizen needs particularly on social services.

The SSIM synchronizes and simplifies all previous guidelines and manuals relating to social services including social service expenditure guideline issued by General Department of National Treasury of Ministry of Economy and Finance (MEF) into one document for easy to use by CS.

The SSIM is, however, more applicable in rural setting but not in urban setting. Therefore, UNICEF and MoI seek to recruit a consultant to review and adjust the SSIM for urban context.

## **2. Purpose**

The purpose of this consultancy is to formulate the Social Services Implementation Manual for Urban Setting (SSIMU) to suit urban context.

## **3. Work Assignments**

1. Review existing Social Service Implementation Manual (SSIM) and relevant documents, some of which listed below, to determine the scope, suitability and applicability of SSIM for urban setting.
2. Conduct initial consultations with key stakeholders such as relevant officials from Ministry of Interior, UNICEF Cambodia, officials from among these sub-national administrations<sup>7</sup> of whom, some are from Capital/provincial administrations, some from districts/Khans and some from commune/sangkat councils in order to learn the experience of implementing existing SSIM.
3. Propose key adjustments or draft key contents of SSIMU and discuss them with MOI and UNICEF teams. The draft key contents, at this stage, shall focus on proposed indicators relevant for children in urban setting and sources for data collection, innovative or digitalized data collection process and analysis, and timelines that synchronize with sub-national planning and budgeting processes, innovative reporting – all of which that are applicable to urban setting.
4. Formulate a draft of SSIMU following document reviews and initial consultations with MOI and UNICEF.
5. Conduct a formal consultation of the draft SSIMU with MOI, UNICEF, and selected urban sub-national administration officials (Capital, provinces, kongs/Khans, and sangkats).

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<sup>5</sup> This has evolved from national committee for support of Commune/Sangkats Administration which was established to provide technical guidance and capacity building to the elected CS council.

<sup>6</sup> The two guidelines were influenced by different factors including severe flood in 2011 and CDHS report 2010 where poor communities suffered more from flood impact and performed poorly in most indicators in CDHS report.

<sup>7</sup> Phnom Penh Capital, Kandal, Preah Sihanouk, Siem Reap, Battambang, Kratie, and Rattanakiri.

6. Advance the SSIMU draft with incorporation of feedback from consultation as stated above.
7. Carry out pre-test on the implementation of draft SSIMU in at least 3 sangkats in urban setting.
8. Finalize the SSIMU for urban setting taking into consideration of all feedback and inputs from consultations, pre-testing, and other sources deemed appropriate.
9. Produce training materials on the implementation of SSIMU in consultation with supervisor and UNICEF team and present them together with finalized SSIMU to MOI and UNICEF.
10. Conduct TOT training on SSIMU for national team and selected officials from urban Capital and Provincial Administrations.
11. All documents produced by the consultant shall be in Khmer, except few which might be needed in English.

**\*Key reference documents**

- MoI Prakas #3840 dated 22 September 2020 on roles and functioning of CCWC (2020)
- MoI Social Service Implementation Manual (SSIM) for all commune/Sangkat (2018)
- UNICEF report (2015) on Study on Commune/Sangkat Planning and Budgeting for Social Services: “Understanding Expenditure Trend and Factors that promote and hamper Social Service Delivery”
- Social Service Mapping Guideline 2014
- Manual Promoting Social Services with Equity 2012 (chapter 4)
- Guideline on Planning for 3 years Rolling Investment Plan 2016 for Commune/Sangkat
- Capacity Development for Disability Inclusive Local Governance in Cambodia
- Commune Project Implementation Manual (PIM)
- Commune/Sangkat Social Service Expenditure Guideline (drafted 2016)
- Guideline on The Implementation of CCWC’s Functions in Social Development related to Maternal Health, Community Pre-School, Hygiene/Sanitation, Gender Equity and Child Protection at C/S Level 2010
- ISAF
- Strategic Communication Plan for 8 Key Results
- Guideline on Data Collection and Entry on Social Service at Sub National Administration 2012
- Guidelines on Monitoring and Evaluation of Administration and Financing of Development Programme of Commune and Sangkat 2009
- Guidelines on the Organization and Establishment of the Committee for Women and Children for All Commune/Sangkat 2007
- The Functioning of Commune Committee for Women and Children (August 2008)
- Manual on Roles, Duties, and Working Process of Women’s and Children’s Consultative Committees at Capital and Provincial Councils 2011
- Manual on roles, duties, and working process of women’s and children consultative committee at Municipality, Khan and District 2011.
- Other reports related to urban setting or poor communities.

**4. Qualifications or Specialized Knowledge/Experience Required**

Qualifications and Experience

- a. University degree in social sciences, economics, public policy, urban planning, urban development, international development, and other related fields.
- b. At least 3 years or more professional experience in strategic planning, governance, programme or project management, policy advocacy. Experience in similar assignment, urban development/studies is an asset.
- c. Demonstrated experience in working on national policies and social policies related to children and women. Knowledge of sub-national planning and budgeting processes.
- d. Experience in working on child rights is an asset.
- e. Excellent communication skills with experience in facilitating training or workshops.
- f. Demonstrated experience in equity focus, with gender sensitivity.
- g. Demonstrated ability to work in a multicultural environment, with high command of English is an asset.

Knowledge and Skills

- a. Strong technical expertise in research, data management, or management of development programme in social sector (data collection and analysis, planning, budgeting, M&E, especially related to child rights).
- b. Excellent coordination and facilitation skills.
- c. Knowledge of the functioning of sub-national structures.
- d. Good knowledge of ICT or digitalized data management is an added asset.

#### Competencies

- a. Excellent communication and facilitation skills.
- b. Ability to work across societal divides and hierarchies (working with people)
- c. Ability to work under pressure and/or tight deadlines (drive for results)

#### Languages

Native in Khmer with high command of English.

### **5. Location**

The consultant will work primarily from his or her office or home, with some meetings or interactions with his/her supervisor and UNICEF colleagues as well as relevant MOI officials to the extent permissible by Covid-19 health and administrative measures applicable at the concerned time. The consultant shall have his/her own computer and office facilities. S/he can have access to MOI and UNICEF premises when needed on the condition that is permitted by internal rules of these institutions as well as government's measures related to Covid-19. In carrying out activities of this consultancy - such as data collection, conducting consultations, pretesting the manual etc - the consultant shall strictly observe the Covid-19 health and administrative measures applicable at the time.

### **6. Duration**

This consultancy requires 46 working days between November 2021 and end of May 2022.

### **7. Deliverables**

The consultant is expected of the following deliverables according to the agreed timelines. Adjustments to deliverables and their timelines are subject to mutual agreements with supervisor.

<b>No.</b>	<b>Deliverables</b>	<b>Working Days</b>	<b>Timeframe</b>
1	Inception report with clear roadmap articulating key areas to focus, guiding questions, stakeholders to consult, methodologies, timelines, and other arrangements (10-20 pages in Khmer and English)	3	1 week after signing contract.
2	Draft contents proposed to include in SSIMU for discussion with MOI and UNICEF. The draft contents, proposed after literature review, shall cover proposed indicators for children in urban setting, sources of data, how data will be innovatively collected, analysed, and utilized in synchronizing with sub-national planning and budgeting processes and timelines. The proposed contents shall connect with the rest of the process: (implementation, M&E, reporting, and supporting mechanisms) – maximum 15 pages in Khmer and English or 20 slides in Power Point.	7	4 weeks after signing contract.
3	Draft SSIMU manual taking into consideration feedback from MOI and UNICEF and literature review. The draft should come along with presentation slides that will be used for next round consultation with MOI, UNICEF and sub-national officials. (Draft manual is 50 pages max in Khmer and presentation is 20-30 slides in Khmer and English).	10	8 weeks after signing contract.
4	Preparation and summary report of pre-testing in three sangkats. The preparation includes complete set of tools, process, communication,	10	12 weeks after signing contract

	selection of locations and officials, costing and logistics, and how data will be analysed. (Number of pages not determined)		
5	Final SSIMU manual reflecting inputs and feedback from second consultation with MOI, UNICEF, and sub-national officials, results from pre-testing. Maximum 60 pages in Khmer.	10	15 weeks after signing contract.
6	Training materials of the SSIMU for further training to urban sub-national administrations on a later stage. This training materials shall be developed in consultation with MOI and UNICEF. Then conduct TOT for MOI and selected officials from urban sub-national administrations. Training materials shall be in slides of approx. 60 slides in Khmer.	6	18 weeks after signing contract
	Total	46	4.5 months

## 8. Payment Schedule linked to deliverables

\* 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% upon satisfactory completion of deliverable 1
- 30% upon satisfactory completion of deliverable 2 and 3
- 40% upon satisfactory completion of deliverable 4 and 5
- 20% upon satisfactory completion of deliverable 6

## 9. Administrative Issues

The consultant is expected to have in-country travels within Phnom Penh, Kandal, or Preah Sihanouk province (approximately 3 days in Preah Sihanouk and 3 day trips in Phnom Penh-Kandal) but this is subject to travel restrictions imposed by the government in relation to Covid 19 situation. The consultant is advised to include travel cost in the financial proposal. The travel cost shall be calculated based on applicable daily subsistence allowance (DSA) rates, as promulgated by the International Civil Service Commission (ICSC).

## 10. Contract supervisor

This consultancy is under overall supervision of UNICEF Cambodia's Chief of Social Policy who will have direct collaboration with MOI's Director General of Administration on this consultancy. For day to day tasks, the consultant shall report to UNICEF's Programme Specialist for Urbanization (Mr. Heang Path) who will work directly with relevant official of MOI's Department of District, Municipality, Commune and Sangkat Administrative Affairs (DDC).

## 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
- Performance evaluation reports or references of similar consultancy assignments.
- Financial proposal: All-inclusive lump-sum cost including travel and accommodation cost, health insurance, for this assignment.

#### **14. Assessment Criteria**

A two-stage 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:

1. Technical Proposal, including a cover letter, updated CV, and copies of 2 relevant evaluations performed earlier by the consultant.
2. Financial Proposal: Lump-sum offer with the cost breakdown: Consultancy fee, in-country travel costs, per-diem to cover lodging, meals, health insurance. 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 selection:

- a) Technical Qualification (max. 100 points) weight 70 %
  - Relevant Education Degree(s) ..... (30 points)
  - Experience in similar assignments, research or data management, planning, governance, project/programme management .... (40 points)
  - Experience in urban sector work, social sectors, working on child rights, including at sub-national level (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.