

Terms of Reference (ToR) for National Consultant

**“PERCEPTION STUDY OF CITIZENS IN PARTNER GEWOGS
AND DZONGKHAGS ON QUALITY OF ENGAGEMENT IN
LOCAL GOVERNANCE”**



2nd November 2022

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

1. Introduction/Background

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 Dzongkhag). 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 study is expected to assess citizen's perception from partner gewogs and dzongkhags on quality of their engagement in local government process, quality of local government services and changes over time.

2. Purpose and Objectives

The local consultant/firm shall, fulfil the following objectives:

- To better understand the perception of citizens in partner gewogs and dzongkhags on quality of their engagement in local governance, quality of local government services, and changes overtime.
- To determine the level of satisfaction of citizens with the programs and activities supported through the project

3. Expected Outputs

3.1 Perception of citizens in partner gewogs and dzongkhags on quality of their engagement in local governance and local government services

- **A comprehensive assessment report** outlining changes in perception overtime, and factors that may have contributed to the same.

- The role of the Project, if any, in the changes in perception must be documented. Recommendations that will enable the Project and future projects to develop accurate responses where relevant must be identified.
- To ensure certain comparability in qualitative data and information, methodologies used by a Local Governance Assessment Study 2015 is to be studied and used where possible while applying appropriate modifications.

3.2 Citizens' satisfaction with programs and activities supported through the project

- **A clear diagnosis of the level of citizen satisfaction** and factors that may have contributed to the satisfaction levels.
- Gaps, lessons, good practices and recommendations that will enable the Project and future projects to develop accurate responses where relevant must be identified in the report.

4. Methodology/Approaches

The consultant/firm shall design a detailed methodology to address the above objectives and expected outputs. The methodology including survey design shall be discussed with a HELVETAS and Department of Local Governance (DLG) prior to finalization.

The Assessment Study shall draw from a range of data sources and data collection methods to triangulate data, ensure reliability of the findings and reduce bias. While the survey methodology shall be determined by the consultant/firm in consultation with the HELVETAS and DLG, a mixed method approach to data collection, including both quantitative and qualitative methods is recommended. The methodology is also expected to be gender-responsive, inclusive and participatory. Therefore, all data collected, and their analysis must be disaggregated by dzongkhag/gewog, rural/semi-urban/urban, gender, and age groups. Such representativeness shall be included in the sampling design.

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. 500,000 (Five Hundred 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/evaluator 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;

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- Ability to deliver quality reports within the given time;
 - Fluency in English is required;
 - Excellent writing skills;
 - Subject expertise shall be an advantage.

5. Reporting

i. Inception report

The consultant/firm shall prepare an inception report that shall include but not be limited to the following:

1. Draft outline of the Assessment Study in report format
2. Proposed methodology of the Assessment
3. Tentative workplan
4. CVs of Lead Consultant and others team members
5. Relevant services carried out in last 5 years
6. Financial Proposal on a per diem basis inclusive of all cost related to the assignment including field visits. The proposal of the highest ranked consultant shall be subject to negotiation.

ii. Draft report

A draft report shall include description of the methodology, detailed interpretation and analysis of data, preliminary findings and conclusions, lessons and recommendations.

For the public perception study particularly, comparisons and analysis of trends over the time and comparable analysis between the data and information of Local Governance Assessment Study 2015 and now shall be provided in the report.

iii. Final report

The final report shall incorporate feedback from HELVETAS, DLG and stakeholders and submit to the Helvetas and DLG.

6. Proposal Content

The Proposal shall include but not limited to following;

1. Draft outline of Perception Study Report
2. Proposed Methodology for Study
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;

	Phase	Activity	Timeline
1	Inception Phase	Submission of Inception Report.	
2	Preparatory Phase	Discussions with HELVETAS and DLG	
		Desk reviews	
3	Implementation Phase: Data Collection and Preliminary Findings	Survey design, data collection and data analysis in consultation with HELVETAS and DLG	
		Presentation of Initial Findings.	
4	Reporting Phase: Draft Report and Consultation	Presentation of Comprehensive Draft Report.	
5	Final Assessment Report	Submission of Final Report.	

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

Reference Documents

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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