

Final Evaluation of the Programme Capacity Building in the Western Balkans and the Republic of Moldova (04/2018 to 03/2021) – BACID II

Terms of Reference (ToR)

Terms of Reference: Final Evaluation

1 Context and Background

On behalf of the Austrian Development Agency (ADA) the Österreichische Städtebund (ÖStB) together with the KDZ-Zentrum für Verwaltungsforschung (KDZ) carries out the **OEZA-Project 8325-00/2018 Capacity Building in the Western Balkans and the Republic of Moldova**. For the project completion an external final evaluation is required. **This evaluation will apply the ADA Guidelines for Programme and Project Evaluations.**¹

Project/Programme Title: Capacity Building in the Countries of the Western Balkan and the Republic of Moldova ("BACID II Programme")

Timeframe: April 1, 2018 – March 31, 2021

Project Budget: 1.060.000 Euro

Countries: Western Balkans (Albania, Bosnia and Herzegovina, Kosovo, Montenegro, North Macedonia, Serbia) and Moldova

Project/Programme Number: OEZA-Contract: 8325-00/2018

Name of ADA Implementing Partner: Österreichischer Städtebund (ÖStB)

The BACID II programme is the second phase of the BACID programme that was implemented in the period December 2014 until January 2018 by the Österreichischen Städtebund (ÖStB) together with the KDZ-Zentrum für Verwaltungsforschung (KDZ) and supported by the Austrian Development Cooperation.

The BACID II programme aims at having impact on overall socio-economic development of Albania, Bosnia and Herzegovina, Kosovo, Montenegro, North-Macedonia, Serbia and Moldova through effective delivery of public services supported by regional cooperation. Following the EU perspective of the region, the programme supports the implementation of the South-East Europe (SEE) 2020 Strategy and its dimension *Governance for Growth* through capacity building of national and local public administration as well as partnership with other sectors for implementation of the European principles of good governance including gender and other cross-cutting issues.

The programme's target groups are public servants and officials (approx. 600), civil society organisations (CSOs), science and businesses (at least 25), 9 local government associations (LGAs) and 2 regional networks as local project partners: the Regional School for Public Administration (ReSPA) and the Network of Associations of Local Authorities of South-East Europe (NALAS). Around 1500 people in total will directly be involved. On the other side, all public institutions and local governments in the region, their decision-makers and employees,

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https://www.entwicklung.at/fileadmin/user_upload/Dokumente/Evaluierung/Evaluierungs_Leitfaeden/Guidelines_for_Programme_and_Project_Evaluations_ADA_2020.pdf

have been beneficiaries of the programme through dissemination of results through local partners.

- ❑ The programme supported already initiated efforts of different local, national and international stakeholders for the modernisation of public administration in the Region.²
- ❑ The programme activities have been carried out in Austria, the countries of the Western Balkan (Albania, Bosnia and Herzegovina, Kosovo, Montenegro, North-Macedonia, Serbia) and in Moldova.
- ❑ The period of the programme implementation is 3 years, from April 01, 2018 to March 31, 2021.
- ❑ The programme budget is 1.060.000 Euro, out of which 957.500 Euro is funded by ADA and 102.500 Euro by the ÖStB.
- ❑ The programme is implemented by the ÖStB and KDZ together with ReSPA and NALAS as project partners in the Region.

To meet the overall objective the programme shall provide the following outcomes. Actors in the Region have gained practical know-how in good governance and community services by implementing 25-30 know-how transfer actions from Austria to target countries [Programme Pillar 1 – BACID Fund]. Public administrations in the Region have improved the implementation of good governance principles through quality management by both the establishment of a Quality Management Center in the Region and by using the Common Assessment Framework (CAF) as quality management tool for public administration. In addition, 3 fora of public administration and different sectors from the Region has led to improved exchange and cooperation of public administration with all sectors of societies [Programme Pillar 2 – Danube Governance Hub]. Finally, local governments have been positioned as viable partners in European Integration through NALAS' support in better service provision through Decentralisation Observatory and Fiscal Decentralisation benchmark, better access to EU-funds and participation in regional initiatives and EU local government networks [Programme Pillar 3 – LOGON 2020+].

The updated **Logframe Matrix of the programme** is enclosed in the **Annex 1** of the ToR, while all information about the programme is available at www.bacid.eu [www.bacid.eu].

2 Purpose and Objectives

The purpose of this evaluation of the BACID programme is to contribute to the accountability towards the donor and programme stakeholders, while at the same time lessons learnt will be elaborated and recommendations for possible further actions in the field be given.

The evaluation has the following main objectives:

1. to assess the continued relevance of the programme and identify possible gaps in the theory of change,
2. to provide evidence that will contribute to decision making on possible further engagement in this area.

It is envisaged that the key users of the evaluation's findings and recommendations are: ÖStB, KDZ, ReSPA, NALAS as well as the Austrian Development Agency. They will use it for further

² The term "Region" is used for the countries of the countries of the Western Balkan and Moldova.

planning of development cooperation in the whole Danube Region and in the fields covered by the programme, i.e. modernization of public administrations at both national and local level and European integration.

Scope

The evaluation shall cover the period from April 1 2018 until 31 March 2021. All three pillars of the programme as well as all implementation countries are included in the scope of the evaluation:

- ☐ Implementation of a grant scheme for small know-how transfer actions (BACID Fund) through 3 calls
- ☐ Support to the modernization of public administration through the establishment of a Regional QM Center, the use of CAF in 6 pilot organizations, the establishment of QM units and cooperation with local governments, CSOs, science and business at 3 Danube governance fora
- ☐ Support to local governments in the EU integration processes through tools and publications, support to NALAS Task Forces and lobbying at EU level.

The evaluation will take place as home-based engagement. Due to the COVID-19 pandemic no fieldtrips are foreseen, and necessary meetings and data collection will be done by phone or online.

The crosscutting issues gender, social inclusion and environment need to be taken into consideration when developing the evaluation design and approach and when answering the evaluation questions and this reflected in findings, conclusions and recommendations.

3 Evaluation Questions

Relevance

1. To what extent are the objectives of the programme still valid for the Western Balkans (Albania, Bosnia and Herzegovina, Kosovo, Montenegro, North-Macedonia, Serbia) and the Republic of Moldova, NALAS and ReSPA as project partners in the Region and public servants as the main beneficiaries?
2. Is the regional approach of added value for partner countries and organizations?
3. To what extent has the log-frame/theory been relevant and consistent and where, if at all, should it be revised and adapted?

Effectiveness

4. To what extent contributed the programme to capacity development of public administration (at national, regional and local level) for European Integration processes and the improvement of services to citizens?
5. What were the results on institutional level (local, regional and national)?
6. What were the major factors influencing the achievement or non-achievement of the results (outputs and outcomes), including intended/unintended and out of sphere of control? To what extent was the response adequate and what could be improved?

7. To what extent have all programme stakeholders collaborated as foreseen in the project document, i.e. through membership in regional networks and how has this affected effectiveness?
8. Has the work plan been implemented within the allocated time and budget? If not, what issues occurred and why?

Impact

9. How many women, men and people in total have already benefited from the programme (immediate impact)? What exactly has already changed in the lives of women, men (immediate impact)?
10. Which institutions have already benefitted from the project/programme and to which extend? What has changed for whom (immediate impact)?
11. What unintended (positive or negative) impact can be observed?

Sustainability

12. Which elements of the programme design supported sustainability? What were the major factors which influenced the achievement or non-achievement of sustainability?
13. What are the key learnings in terms of achieving sustainability and how can the prospects for sustainability be strengthened?

4 Approach and Methods

This evaluation is expected to employ mixed methods, including analysis of documents, structured interviews, semi-structured interviews by phone or online, focus group discussions online, online-survey (if applicable), others.

Among others, the interviews shall be conducted with representatives of NALAS and ReSPA as the project partners in the Region and since they are also representing individual ministries and local governments from all target countries. Direct beneficiaries shall be involved in both focus group discussions and interviews. Additionally, an online survey with other relevant stakeholders identified by the Evaluator, shall be performed.

All data collected needs to be disaggregated by sex and country.

The Guidelines for Project and Programme Evaluations developed by the Austrian Development Agency need to be considered throughout the entire evaluation process:

https://www.entwicklung.at/fileadmin/user_upload/Dokumente/Evaluierung/Evaluierungs_Leitfaeden/Guidelines_for_Programme_and_Project_Evaluations_ADA_2020.pdf

5 Workplan

A total of 20 working days is currently estimated for this assignment. With the exception of the submission date, **the schedule is tentative** and will be finally agreed with the contractor in the contracting phase.

Action	Responsible	Date
Submission of bid (electronically)	Service provider	January 25,2021, 12:00 CET
Contract signed and documents provided	Contract signed between the client (KDZ) and the contractor (service provider)	calendar week 5
Kick-Off meeting	Meeting between client and contractor	calendar week 5
Desk Study	Contractor	calendar week 6
First interviews	Contractor	first 2 weeks after Kick-Off meeting (tentative)
Submission of draft inception report	Contractor	calendar week 7
Inclusion of comments in inception report	Contractor	calendar week 8
Submission of final inception report	Contractor	3 days after receipt of the feedback
Interviews, survey etc.	Contractor	calendar week 9-11
Submission of final draft report	Contractor	calendar week 11
Presentation of final draft report	Contractor	calendar week 11
Inclusion of feedback in final draft report	Contractor	calendar week 12
Submission of final evaluation report (hard copy and electronic copy) to client	Contractor	March 31, 2021

6 Evaluation Management Arrangements

The evaluation management will be done by KDZ with both the ÖStB and ADA involved in quality assurance according to the standards set by the [ADA Guidelines for Project and Programme Evaluations](#).

[https://www.entwicklung.at/fileadmin/user_upload/Dokumente/Evaluierung/Evaluierungs_Leitfaeden/Guidelines_for_Programme_and_Project_Evaluations_ADA_2020.pdf]

7 Requirements for the Evaluator(s)

A single evaluator or an evaluation team of two persons can apply for this assignment.

Key Qualifications of the single evaluator or the evaluation team should be:

- ☐ Relevant academic degree (master level) in political/social/economic studies or similar
- ☐ A minimum of three years' experience and expertise in the field/sector of public administration
- ☐ Team leader (if a team of two – otherwise this applies to single evaluator) has led at least three evaluations in the last five years ideally in the relevant field and solid expertise in evaluation design as well as methods, including online
- ☐ Team member has participated in at least three evaluations ideally in the relevant field
- ☐ Knowledge of the Western Balkans countries and Moldova with focus on topics such as public administration reforms, decentralisation, EU integration processes
- ☐ Experience in project cycle management
- ☐ Experience in preparing and analysing a theory of change
- ☐ Experience and expertise in evaluating cross-cutting issues
- ☐ Experience in social science methods
- ☐ Excellent oral and written English skills as well as oral proficiency in local language(s)
- ☐ Sound MS Office and IT skills

The service provider must not have been involved in the design, implementation or monitoring of this programme.

8 Deliverables

The service provider will submit the following reports:

- ☐ A draft and final inception report (10 pages without annexes),
- ☐ a draft and final evaluation report (about 25-30 pages without annexes), including a draft executive summary (2-3 pages)
- ☐ and the [Results-Assessment Form](#)
[https://www.entwicklung.at/fileadmin/user_upload/Dokumente/Evaluierung/Evaluierung_Templates/Annex9_Results_AssessmentForm_Template.xlsx]

All reports need to be written in English.

The inception and evaluation report, including the executive summary, need to be structured according to the [ADA Guidelines for Programme and Project Evaluations](#) (see Annex 5 and 6 in particular). The checklists included in the Guidelines will serve as basis for the approval of the deliverables.

[https://www.entwicklung.at/fileadmin/user_upload/Dokumente/Evaluierung/Evaluierungs_Leitfaeden/Guidelines_for_Programme_and_Project_Evaluations_ADA_2020.pdf]

9 Specifications for the Submission of Offers

A **maximum payment of 15,000 Euro** (fifteen thousand) is **planned for this evaluation**. All costs must be covered within the foreseen amount.

The offer needs to include:

- ☐ a technical offer: brief description of understanding of assignment, suggested evaluation design and approach, including sampling and methods, workplan and timeline, division of tasks (if team).
- ☐ a financial offer: including experts fees and other costs
- ☐ CV(s) and references for all team members/single evaluator

The weight given to the assessment of the technical offer is 70 percent and the financial offer 30 percent.

The offer needs to be submitted electronically in English language including the required documents until **Monday, January 25, 2021 12:00 CET** to schantl@kdz.or.at.

Questions to the ToR:

Alexandra Schantl, Tel. +43 1 8923492-37, Email: schantl@kdz.or.at

10 Annexes:

- ☐ Annex 1: BACID II Logframe Matrix



KDZ
Zentrum für Verwaltungsforschung

Guglgasse 13 · A-1110 Wien
T: +43 1 892 34 92-0 · F: -20
institut@kdz.or.at · www.kdz.or.at