

Annex A: Terms of Reference for Evaluation of the Ghana-Denmark Partnership (2007-2017) Results, sustainability and transformation

1. Background

Denmark has provided development assistance to Ghana since its independence in 1957. The Embassy of Denmark was opened in 1961 but closed in 1983 as a consequence of the continuous political and economic decline in the Country. During the early years the support was focused on projects funded by the Danish government through loans and grants tied to industrial purposes; water; electricity supply; cold stores and agricultural equipment. By the end of the 80s, however, the assistance was mainly social support through NGOs.

Based on the Danish Strategic Action Plan of 1988, Ghana was among the first 12 Danish programme cooperation countries identified in 1989, and in 1991 the Embassy of Denmark was reopened in Accra. The Danish assistance (including NGO-support and technical assistance) grew substantially from a modest contribution of DKK 6.9 million during 1990 reaching a high in 2002 of DKK 404 million, but reduced to approximately DKK 230 million in

2015. The main areas of cooperation in the period from 2007-2017 have been budget support, governance, decentralisation, human rights, health, tax/customs and finally private sector development. In the period other activities such as business-to-business programs, research collaboration and the Danish-Ghanaian Culture and Development programme have been managed centrally from Copenhagen.

Ghana's political, social and economic development since independence has been turbulent, but since the end of the 80s, steady improvements have been observed and Danish development assistance has been a relatively stable part of the international development assistance to Ghana in this period. In 2010, after new rebased GDP figures Ghana joined the ranks of Lower Middle Income Countries

The Denmark – Ghana Partnership Policy 2014-18 states that 'given Ghana's own resources and economic development, its status as Lower Middle Income Country, its new partnerships with the BRICS countries and other emerging economies, the country is no longer depending on development aid to the same extent as previously, and it wants to pursue inter alia trade, commercial investments and credits'. Denmark aims at upscaling political and commercial cooperation while at the same time downscaling development assistance to the country in the period after 2014. On that basis and given the present reduction in the Danish aid budget, the coming years will constitute a period of transition in the Danish-Ghanaian partnership and the last Danida funded sector programme will come to an end by 2020.

An evaluation of the substantial Danish-Ghanaian development cooperation in its totality was carried out in 2007, covering the period 1990-2006. The evaluation focused on Danish bilateral assistance to Ghana, including support to non-governmental organisations (NGO's) and to the private and business sectors. The main emphasis of the evaluation was on lessons learned from 1998 onwards. Additionally the Danish development cooperation with Ghana has been partly evaluated through inclusion in a number of sector-wide or thematic evaluations over the years (cf. Annex D). Denmark is participating in an EU-led joint evaluation of Budget Support to Ghana expected to result in a final report by mid-2017. Health and decentralisation are among the focus areas for the budget support evaluation. Governance, and to some extent private sector development, seem to be the areas of the country programme where least evaluative work has been undertaken.

2. Objective

The current Denmark-Ghana Partnership Policy 2014-2018 envisages a transition of the partnership from primarily development cooperation to political cooperation and commercial cooperation. The objective of the evaluation will be to assess the results achieved and their sustainability in light of the fact that the development cooperation between Ghana and Denmark will be reduced and gradually taken over by such a new strategic partnership. The evaluation will evaluate the current state of the Ghana-Denmark partnership on the basis of past achievements and future opportunities.

The evaluation will assess Denmark's contribution to addressing the national development challenges, how the partnership is perceived now and where it leaves us for the future, different, cooperation.

The overall purpose of the evaluation is therefore two-fold:

1. To document and assess the results of the Danish-Ghanaian development partnership and its contribution to the overall development in Ghana with emphasis on the period from

2007 (the earlier period being covered by the first country evaluation). Focus will primarily be on the overall development results within the relevant areas, the Danish contribution to these results and their sustainability. The evaluation will focus on a selected number of areas, which have been most prominent in the partnership.

2. To assess the strengths and opportunities of the Danish-Ghanaian partnership as it stands today, in its historic context, as a basis for the transition and further development of the partnership. It is envisaged that a Ghanaian perspective, represented through the perceptions of the partnership of various governmental and non-government actors on different levels will be an important element in this assessment.

3. Scope of work

The evaluation should consider all development activities and its contribution to the overall development in Ghana with focus on the period from 2007- (mid) 2017 (the earlier period being covered by the first country evaluation). The vast majority of support was provided through a number of sector and cross cutting programmes as outlined in Annex B. Most areas in the country programme have been evaluated in the period thus leaving room for the evaluation to look more specifically at Support to Private Sector Development (SPSD) and Governance and Human Rights.

The evaluation will be carried out in close cooperation between Denmark and Ghana with the Evaluation Department in the Danish MFA and Ghana's National Development Planning Commission (NDPC). The evaluation will be managed jointly. It follows naturally that the evaluation will seek the views of the direct beneficiaries of Danish assistance with a view to informing the evaluation of relevance, impact and sustainability of the support provided.

Denmark's Embassy in Accra will provide assistance to the ET (Evaluation Team) with regards to documentation and knowledge-sharing.

4. Evaluation questions

The more specific evaluation questions, which are envisaged to be addressed as part of the evaluation, are:

Results:

Q1: What key longer-term changes did the Danish-Ghanaian partnership contribute to across the entire Danish-Ghanaian partnership with emphasis on the period from 2007-2016?

Q2: What concrete development results did the Danish-Ghanaian partnership 2007-2017 contribute to?

Sustainability

Q3: Are the key longer-term changes likely to be sustained?

Q4: Are the specific development results achieved, in the areas studied, being sustained? Q5: What measures can be taken to enhance sustainability of the longer-term changes and

results achieved?

Transition of the partnership

Q6: How has the Danish-Ghanaian development cooperation supported the transformation of the Danish-Ghanaian partnership?

Q7: What actions could still be taken to promote the transformation?

Q8: What are the lessons learnt that are relevant for future cooperation programmes elsewhere?

Transformation of Ghana from low-income to middle-income country

Q9: What was Denmark's contribution, working with other development partners, in assisting Ghana to achieve its goal of becoming a medium income country?

5. Process and products

The evaluation will be divided into the following phases:

1. Inception phase during which an analysis based on the existing documentation will be undertaken and an inception report drafted and considered by the evaluation reference group. The inception phase will include desk work as well as field work in Copenhagen and in Accra. An inception workshop with important stakeholders will be organised by the evaluation team in Accra.
2. A main study (implementation) phase, during which the evaluation team will carry out field work and data collection in Ghana. The data collection work and analysis is envisaged to be more intense within the areas of cooperation not previously covered by evaluations. Interviews will be arranged with government representatives, development partners, private sector and civil society organisations, etc. Data collection and interviews will take place both in Accra and in selected regions. During field work, case stories of Danish-Ghanaian cooperation will be collected, e.g. examples of actions and engagements that illustrate the change of the cooperation over time, particular results or challenges. Not less than six case stories will be documented during the implementation phase and will be used to inform the Danish and Ghanaian public about the partnership.

3. A reporting phase, during which the evaluation team will draft preliminary findings with conclusions and recommendations to the ERG for discussion before the draft main report is presented to the ERG. This includes an ERG meeting in Accra or in Copenhagen.

4. A dissemination phase that will include a public meeting on Danish-Ghanaian partnership to be held in Accra and a similar event in Copenhagen. The evaluation team will be responsible for organising the events and for the inputs that may subsequently form the basis for targeted communication about the outcomes and lessons learned from cooperation.

The following elements are envisaged to be part of the evaluation methodology:

- A review of relevant documentation from bilateral engagements, multilateral engagements, policy dialogue and NGO support;
- Interviews with key stakeholders in the Danish MFA, including amongst others the relevant departments and representations in the MFA;
- Interviews with key stakeholders external to the Danish MFA; multilateral partners, NGOs and researchers
- Focus group discussions where relevant;
- Not less than three visits to Ghana and Copenhagen: During inception phase, during implementation and during the dissemination phase.

The evaluation report should include analyses and topical studies conducted as background material.

6. Outputs and timetable

The following outputs are expected in the course of the evaluation:

- An inception report, including portfolio analysis. This will include explanation of the sectors, thematic areas and regions that have been selected for further study, an evaluation matrix indicating the evaluation questions, criteria and data sources, as well as the detailed outlines of the methodology for field work, the work plan and reports.
- Briefing notes from the field work in Ghana, including case study outlines.
- A preliminary findings paper
- Draft and final drafts results reports
- Notes for dissemination workshop
- Final report, not exceeding 40 pages excluding executive summary and annexes

The inception report, the findings papers and the draft evaluation report will be discussed in evaluation reference groups in Accra and Copenhagen before approval by the evaluation management.

The proposed timetable is as follows

<i>Task</i>	<i>date/period</i>	<i>Responsible & Involved</i>
Initiation of assignment and start-up meeting I Copenhagen	November 2017	EVAL/NDPC

Draft inception report (and meeting in the ERG)	Dec/Jan	ET
Field study	February 2018	ET
Preliminary findings forwarded and discussed in the ERG	Mid-March	ET
1 st draft evaluation report and meeting in ERG	May 1	ET
Final evaluation report	June 1	ET
Dissemination of the reports and cases	July/August	EVAL/NDPC

7. Evaluation principles, management & governance

The evaluation will be carried out in accordance with the Danida evaluation policy on development cooperation (October 2015), the Danida evaluation guidelines (2012) and the OECD-DAC standard criteria for evaluations including quality standards (2010).

The basic DAC-evaluation principles of independence of those responsible for the design and implementation of the development intervention, and of utilisation of evaluators external to the development partner and implementing organisations will be applied.

Responsibility for the content and presentation of the findings and recommendations of the evaluation rests with the evaluation team. The views and opinions expressed in the report will not necessarily correspond to the views of the Danish Government, the Government of Ghana, or the implementing organisations. The report of the evaluation will be available to all relevant stakeholders, published on the internet, and submitted to the Danish Minister for Foreign Affairs and to the National Development Planning Commission.

Three sets of roles are contained in the evaluation process: the Evaluation Management, the Evaluation Team (Consultant), and the Evaluation Reference Group (ERG):

7.1 Role of the Evaluation Management

The evaluation will be supervised and managed jointly by the National Development Planning Commission (NDPC) and the Evaluation Department in the Danish Ministry of Foreign Affairs (EVAL). The Evaluation Management will:

- Participate in the selection of Evaluation Team based on received tenders. The MoFA
- contract office chairs the tender committee, assisted by an independent tender consultant.
- Coordinate with all relevant evaluation stakeholders.

- Ensure that quality control is carried out throughout the evaluation process. In so doing, EVAL may make use of external peer reviewers.
- Provide feedback to the Evaluation Team. Comment on draft versions of the inception report, the work plan, annual field visit reports and the summative evaluation report. Approve final reports.
- Organise and chair meetings of the Evaluation Reference Group.
- Facilitate and participate in evaluation workshops, including possibly an open dissemination workshop towards the end of the evaluation.
- Organise presentation of evaluation results and follow-up on the evaluation for the internal Danida Programme Committee and the Minister for Foreign Affairs (the responsible department or Embassy drafts the management response).
- Advise relevant stakeholders on matters related to the evaluation¹

7.2 Role of the Evaluation Team (the Consultant)

The DAC evaluation principles of independence of the Evaluation Team will be applied. The

Evaluation Team will carry out the evaluation based on a contract between MoFA and the incumbent company/institution. The Evaluation Team will:

- Prepare and carry out the evaluation according to the ToR, the approved Inception Report, the DAC Evaluation Quality Standards and the Danida Evaluation Guidelines.
- Be responsible to the Evaluation Management for the findings, conclusions and recommendations of the evaluation.
Ensure that quality assurance is carried out and documented throughout the evaluation process according to the Consultant's own Quality Assurance Plan as described in the proposal.
- Report to the Evaluation Management regularly about progress of the evaluation.
- Organise and coordinate meetings and field visits, and other key events, including debriefing session and/or validation workshops in the field visit countries.

The Team Leader is responsible for the team's reporting, proper quality assurance and for the organisation of the work. The Team Leader will participate in the ERG meetings and other meetings as required and upon request. It is envisaged that the Team Leader will participate in approximately four meetings in Copenhagen during the whole process.

7.3 Role of the Evaluation Reference Group:

An Evaluation Reference Group (ERG) will be established and co-chaired by the NCDP and EVAL. Other members of the ERG will include the Embassy of Denmark in Accra and possible other stakeholders. The mandate of the ERG is to provide advisory support and inputs to the evaluation, e.g. through comments to draft reports. The reference group will work with direct meetings, e-mail communication and video-conferencing.

The tasks of the ERG are to:

¹ See the Codes of Conduct, which form part of the Danida Evaluation Guidelines, and which can be found at <http://evaluation.um.dk>

- Comment on the field mission preparation notes, draft inception report, draft annual field visit reports and draft evaluation report with a view to ensure that the evaluation
- is based on factual knowledge about the engagement and how it has been
- implemented.
- Support the implementation of the evaluation and promote the dissemination of the evaluation conclusions and recommendations.
- Other key stakeholders may be consulted at strategic points in time of the evaluation either through mail correspondence or through participation in stakeholder
- meetings/workshops.

8. Composition and qualifications of the evaluation team

A team whose members must be experienced in undertaking country programme evaluations and thematic evaluations, as well as possessing extensive knowledge of Ghana will carry out the evaluation

The team is expected to consist of three members: a team leader and two experts. The Tenderer may decide to include personnel for additional functions, e.g. subject matter specialists, although these persons will not be assessed on an individual basis but as part of the overall team composition and backup. The team members are expected to complement each other. All team members must be fluent in English and at least one must be able to read

Danish. It is expected that the team leader will participate in the field work and be in charge of the report writing.

The Tenderers should clearly state which of the proposed team members cover the different thematic areas. The team must include experience with all methodologies and tools suggested in the tender. CV's for the following positions will be assessed as part of the tender proposal:

- Team Leader;
- Two core team members (experts);
- A Quality Assurance Manager

The organisation of the team's work is the responsibility of the consultant and should be specified and explained clearly in the tender. It is expected that the team leader is closely involved in the elaboration of the tender. The team leader is responsible for the team's reporting to and communication with EVAL, and for the organisation of the work of the team. The team leader will participate in meetings with EVAL as well as in ERG meetings as requested by EVAL. The CVs will be assessed on an individual basis. A personnel assignment chart (Schedule 4.2) must be included in the technical proposal with the exact input of person days proposed. The organisation of the team's work and the distribution of work days between team members will be assessed as part of the assessment of the technical proposal under the criteria "work plan" and "organisation", respectively.

Criteria for assessing qualifications and experience of the team members are specified in Annex C and will be part of the assessment of the technical proposal under the criterion "qualifications and competence of the team". With regard to the assessment of the CV of the Quality Assurance Manager, reference is made to section 11 below.

9. Eligibility

The OECD-DAC evaluation principles of independence of the evaluation team will be applied. In situations where conflict of interest occurs, candidates may be excluded from participation, if their participation may question the independence and impartiality of the evaluation. Any firm or individual consultant that has participated in the preparation or implementation of the evaluated Danida programmes will be excluded from participation in the tender.

Tenderers are obliged to carefully consider issues of eligibility for individual consultants and inform the Client of any potential issues relating to a possible conflict of interest.²

10. Financial proposal

The total budget for the consultancy services is a maximum of DKK 1.4 million (excluding VAT). This includes all fees and project related expenses required for the implementation of the contract, including field trips.

The Tenderer's financial proposal shall include all costs for fees and project related reimbursable expenses. It is the responsibility of the Tenderer to ensure that the products and outputs specified above and all other tasks specified in these terms of reference are performed within the framework of the Tenderer's financial proposal and the specified ceiling amounts, cf. Appendix 3.

The cost of QA should be included in the Tenderer's overhead.

EVAL will cover the expenditures incurred in preparing the final evaluation report for publication and any additional dissemination activities as and if agreed upon.

NB: One year of full time work is equivalent to 220 working days (as fees shall not be paid during annual vacations, holidays etc.).

11. Requirements of home office support

The Evaluation Team's home office shall provide the following, to be covered by the Consultants fees:

- General home office administration and professional back-up. The back-up activities shall be specified.
- Quality assurance (QA) of the consultancy services in accordance with the quality management and quality assurance system described in the Tender. Special emphasis should be given to quality assurance of draft reports prior to the submission of such reports. EVAL may request documentation for the QA undertaken in the process.

The Tender shall comprise a detailed description of the proposed QA, in order to document that the Tenderer has fully internalized how to implement it and in order to enable a subsequent verification that the QA has actually been carried out as agreed.

The Tenderer should select a QA team to be responsible for Head Office QA. The member(s) of the QA team should not be directly involved in the evaluation. Their CVs should be included in the Tender, but will not be part of the assessment of the technical proposal.

² See: Danida Evaluation Guidelines (2012), annex 1.

The QA Manager could be either an external expert or a company staff member. As indicated above, the QA Manager's CV should be included in the tender and will be assessed as part of the assessment of the technical proposal under the criterion "reporting, QA and BIM".

All QA activities should be properly documented and reported to EVAL.