

Annex G – Terms of References

1. Background

Denmark has a long history with Mozambique. Denmark has been a prominent donor to the Mozambican development process since independence in 1975, and Mozambique has for many years been a priority country for Danish development cooperation.

In the early years post-independence, as Mozambique experienced a protracted civil war which lasted over 15 years, the support focused on humanitarian assistance. After the signature of the Rome Peace Agreement in 1992, marking the end of the civil war between the warring parties FRELIMO and RENAMO, Denmark has been an active and engaged partner to the democratisation and state-building process in Mozambique. Multiple funding modalities, a wide range of technical assistance, as well as support to multilateral organisations and a considerable amount of support through Danish NGOs in the country has been included in the Danish support envelope.

Since the end of the civil war, Mozambique has enjoyed 21 years of peace and despite relapses into armed skirmishes in the last couple of years; Mozambique has been praised internationally as one of the most successful examples of countries transitioning from conflict to a path of long-term development¹.

By the end of the civil war in 1992, Mozambique ranked as one of the poorest countries in the world, but more than 20 years of high economic growth rates have resulted in reduction of economic poverty from 69.4% of the population in 1996 to 54.7% in 2009², and recent discoveries of large reserves of coal and gas hold promise for a significant increase in revenues in approximately 10 years. If these revenues are invested properly, they can support the further development of Mozambique.

Although growth rates have been high over the last 15 years, growth rates have slowed down over the last years and the geographical distribution of poverty remains unchanged, with the central and northern parts of Mozambique performing significantly poorer than the south of the country.

The ruling party FRELIMO has been in power since independence, and although the main opposition party, RENAMO holds 89 out of 250 seats in Parliament and attempts at reconciling old woes, a tense relationship between two parties has prevailed since the cessation of hostilities in 1992. The period since 2013 has been marked by a resumption of armed skirmishes between the security forces and armed RENAMO supporters as well as an increasing

Tender for Evaluation of the Danish engagement in Mozambique 1992-2016 Page 43 of 70 number of macro-fiscal crises stemming from falling export commodity prices, lower than expected FDI, depreciation of the Metical and the discovery of undisclosed loans with government guarantees of more than 2 billion USD.

A worsening security scenario coupled with widespread corruption, a centralised state structure and still incomplete public service delivery in many areas of the country currently threaten the country's stability.

1. <http://mz.one.un.org/eng/About-Mozambique/History-of-Mozambique>
2. <http://mdgs.un.org/unsd/mdg/Data.aspx>

Danish aid to Mozambique

40 years of cooperation between Mozambique and its development partners have been premised on the twin goals of assisting the country to transition from conflict to peace and supporting the development of Mozambique into a stable and democratic society with improvements in living conditions for its people. Denmark has actively contributed to this agenda through its portfolio of support.

Since 1975, Denmark has provided over 8 billion DKK in development assistance to Mozambique. Humanitarian assistance dominated the aid envelope during the initial period post-independence, reflecting the context of war and acute humanitarian needs as a consequence of this. Most development assistance was concentrated around the coastal towns and the capital, as access constraints and security remained challenges for the delivery of assistance. In 1982, Denmark opened an embassy in Mozambique.

Following the end of the civil war in the early 1990ies, Denmark began engaging in larger and more long-term development programme and provided sector-based support. In 1995, Denmark approved its first country strategy for Mozambique which focused on providing a degree of coherence and organic linkages in a programme consisting of many, disparate and often small interventions. Reconstruction was a prominent part of the aid portfolio in this period.

From the early 2000s, Danish support focused on strengthening state administration, as well as extending public service delivery in priority sectors and including civil society and private sector actors in the cooperation portfolio. Denmark supported the implementation of the Paris principles and was engaged in joint programming and budget support.

Denmark has been an active partner in the establishment of a joint framework for development cooperation, political dialogue, and negotiation of performance targets and monitoring of results between the Mozambican government and donors, the so-called G19 partnership. However, this cooperation framework has in recent years experienced waning commitment motivated by a lack of demonstrated progress in addressing income poverty, a weakening of the dialogue between GoM and its donors and stronger commercial interests on the part of many donor countries.

Since the late 1990ies, Denmark has provided support a large range of sectors, including agriculture, education, health, energy, and infrastructure as well as strengthening democratic governance through support to civil society, decentralisation, justice sector reform and public financial management. Moreover, Denmark has supported growth and employment programmes and general and sector budget support.

With the decision to focus Danish development assistance and reduce the official ODA to 0.7% of GDP, Denmark has decided to phase out its development cooperation with Mozambique by 2019, ending over 40 years of development cooperation with Mozambique.

2. Purpose

In order to document results of the Danish engagement and to provide accountability to the Danish as well as the Mozambican people, Denmark is commissioning an independent evaluation of the Danish support provided to Mozambique. The evaluation will serve as a basis for dissemination of results to the public and other interested parties, thus documenting the results and experiences gained from Danish-Mozambican development cooperation and hopefully serving as an inspiration for engagements elsewhere.

The evaluation will be accompanied by a communication product (book, anthology or similar product) which will tell the story of the Danish-Mozambican cooperation from a non-evaluative perspective.

3. Focus and objectives

Denmark has been a trusted and active long-term partner for Mozambique, and the overall purpose of the development cooperation throughout the period has been to support Mozambique in its effort to build a nation based on a stable and sustainable development of the country.³

From the late 1990s, Denmark contributed to, and later spearheaded, the harmonisation and alignment agenda, as defined in the Paris Declaration, being at the forefront in donor coordination and increasingly working through Mozambican structures and systems in the delivery of Danish development aid to Mozambique. Adhering to the Paris principles, development partners and the Mozambican government set up a comprehensive consultation system in Mozambique which among others included mutual monitoring of partnership results on an annual basis. This modus operandi has come under pressure in recent years because of the added complexity described above.

Throughout the period, a key feature of Danish support has been the insistence of engaging in a mutual partnership with the Mozambicans, thereby enabling a flexible and relevant approach to the development cooperation. The partnership approach applied by Denmark has been praised by development partners in government and civil society as unique and useful for achieving results.

Mozambique has historically been the recipient of large amounts of international aid, and given the size of the Danish contribution and engagement vis-à-vis the Mozambican government and other development partners, it is not expected that the evaluation can attribute direct results at higher levels of outcome to the specific Danish cooperation. However, the evaluation seeks to shed light on the added value of the Danish partnership approach to development cooperation in Mozambique, with a specific focus on how Denmark has supported the transition from conflict to peace and relative stability and development.

The three overall objectives of the evaluation are therefore to:

- 1. Results:** Document the changes and results achieved through Danish-Mozambican cooperation from 1992-2016, with a specific focus on data collection from the period 2006-2016 (1992-2006 covered in previous evaluation and will be used as a key source of documentation).
- 2. Value Added:** Assess the specific value added of the Danish approach to partnership, including the choice of modalities, engagements the ability of Denmark as a donor to adapt to changing contexts ranging from post-conflict to a more stable situation in Mozambique.
- 3. Lessons learned:** To provide potential lessons learned based on the findings from the partnership and how to support the transition from fragility to development based on the Mozambican experiences.

The focus of the evaluation – and thus the allocation of the major part of the resources for the evaluation – will be on question 2, focusing on the effectiveness of the Danish contribution to the transition and development process and the larger development cooperation effort as well as the Danish approach applied in this process.

3. Denmark's partnership with Mozambique 2016-2020 Country Policy Paper: Synopsis 2015.

Results: The evaluation will provide a record of the development results achieved by the Danish Mozambican partnership and assess its contribution to the overall development objectives of Mozambique. As Danish assistance has been carried out in cooperation with both Mozambique a range of other development partners, the assessment of development results will aim to provide contribution links. The assessment of results should be provided in an overall portfolio analysis and should cover the entire period of cooperation. The portfolio analysis should be completed in the inception phase of the evaluation.

Value added: To assess the value added of the Danish approach, the evaluation will unpack the concept of partnership as implemented in the Danish support to Mozambique, as well as analyse the specific approach applied by Denmark in supporting the changing context marking the transition from supporting a post-conflict scenario to development. This involves analysing how trust is built at all levels of society as a precondition for democracy and economic growth, and includes building trust in institutions, both formal and informal institutions. Focus will be on if and how Denmark has contributed to an enabling environment for these developments.

Lessons learned: Emanating from the analysis of the Danish approach to development cooperation in Mozambique, the evaluation will extract general lessons to be learned of use for the Mozambican partners as well as development partners in Mozambique and elsewhere.

Furthermore, with the current focus of Danish development assistance to fragile states, lessons for future Danish engagements in support of transition processes will also be included in the evaluation findings.

4. Scope of work and key evaluation questions

The team will assess the entire period from 1992 to 2016, but the main data collection and analysis will be focused on the period 2006-2016. For the 1992-2006 period, the main source of information will be a comprehensive evaluation conducted in 2007-08 of the Danish cooperation with Mozambique.

The evaluation does not aim to provide an exhaustive assessment of all development results achieved across all sectors and partnerships throughout the period, but aims to provide an account of the **overall approach** and **strategic choices** made by Denmark in its cooperation with Mozambique. Examples of sector interventions, geographical concentration and selected partnerships will be analysed to illustrate the approach and strategic choices applied by Denmark.

The sectors and specific engagements to be analysed in the evaluation will be chosen in collaboration between the evaluation team and EVAL based on a condensed portfolio analysis provided by the evaluation team in the inception phase. The following sectors and themes would be considered: health, education and governance, including support to public sector reform, justice sector reform, decentralisation, accountability and corruption.

The evaluation will specifically look at the Danish support to Tete province, as the geographical focus and concentration of interventions constitute a strategic choice for Denmark. The evaluation will assess results, strengths and weaknesses of this concentration of aid and establish potential synergies and lessons learned for future interventions elsewhere.

Moreover, the role of Denmark in donor coordination and policy dialogue vis-à-vis other development partners and the Mozambican government will be a particular focus for the evaluation.

The key evaluation questions are organised around the three areas of inquiry of the evaluation:

Results:

Q1: What longer-term changes has Danish support to Mozambique contributed to during the period of evaluation (1992-2016)?

Q2: What concrete development results across the Danish programme portfolio were achieved in the period 2006-2016?

Value added:

Q3: How has Danish aid responded to the needs of Mozambique as a country transitioning from fragility to development? What have been the main features of Danish aid in supporting this transition process?

Q4: How has Denmark engaged with Mozambique in responding to the changing needs of Mozambique transitioning from fragility to development? Has the response been relevant and effective in addressing the needs of Mozambican society?

Q5: How effective has the Danish support been in contributing to state-building, as evidenced at the overall level and at the level of service provision?

Lessons learned:

Q6: What lessons can be learned of a more general nature from Denmark's engagement in Mozambique – for Mozambique and for other international partners present in Mozambique, aiming to contribute to the development of Mozambique?

Q7: What lessons can be learned from Mozambique's experience with transitioning from a post-conflict society to a stable developing country?

The evaluation will assess all partnership aspects, including support provided through nongovernmental organisations (NGOs) both Danish and Mozambican, as well as support provided through multilateral channels. The evaluation will address the cooperation at a strategic level and draw on concrete examples from engagements throughout the period. To this end, the Danish engagement in Tete province will be evaluated, as Tete provides a case example of sustained support throughout the partnership.

5. Approach and methodology

The evaluation will be carried out in accordance with the Danida Evaluation Policy on Development Cooperation, and Danida Evaluation Guidelines, including lay-out guidelines. The evaluation will apply the OECD/DAC standard criteria for evaluations, especially with regards to the assessment of the Danish contribution to development results.

Given the size of Danish support vis-à-vis other development partners and the Government of Mozambique, direct attribution is not being sought in the evaluation. However, the evaluation will

apply a contribution analysis, establishing links between the Danish engagement and results detected on the ground. The underlying theories of change for the specific interventions and the engagement as such should be developed and tested by the evaluation.

While the evaluation will address all three areas; results, value added and lessons learned, the main focus of the evaluation will be on the specific value added of the Danish contribution, i.e. heading 2. The focus will be on assessing the strategic choices and not the details of individual projects or programmes.

The evaluation should be designed so as to collect and document assessment of the Danish support from both a Mozambican and Danish perspective. Attention should therefore be given to include partners at all levels of support in the data collection process; central, provincial and district authorities, as well as civil society partners and other development partners.

The evaluation will be carried out in close cooperation between Denmark and Mozambique, with the Evaluation Department in the Danish MFA and the relevant departments of the Ministry of Economy and Finance (MEF) and the Ministry of Foreign Affairs and Cooperation (MNEC) in Mozambique. 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.

The evaluation will be divided into the following phases:

1. Inception phase during which a portfolio analysis will be undertaken, and an inception report drafted and considered by the evaluation reference group (the ERG, see below).
2. A main study (implementation) phase, during which the evaluation team will carry out field work and data collection in Mozambique. 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 Maputo and selected provinces. Brief notes on the field work will be prepared and shared with relevant authorities and the Danish Embassy in Maputo as well as GOM. Notes will also be prepared to highlight selected case stories of Danish-Mozambican cooperation: i.e. examples of actions and engagements that illustrate the dynamics of the assistance provided over time, particular results or indeed particular challenges. A total of six case stories will be developed during the implementation phase and will be used to inform the Danish and Mozambique public about the results.
3. A reporting phase, during which the evaluation team will draft the main report and discuss the conclusions and recommendations with the evaluation reference group (ERG).
4. A dissemination phase that will include a workshop on Danish-Mozambican cooperation to be held in Copenhagen. The evaluation team will be responsible for workshop 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 MFA, including amongst others the relevant departments and representations in the MFA;

- Interviews with key stakeholders external to the MFA; multilateral partners, NGOs and researchers
- Focus group discussions where relevant;
- An inception mission to Mozambique as well as a full country mission

The evaluation should include analyses and evaluations conducted as background material.

6. Outputs and timetable

The following outputs are required in the evaluation process:

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1. Inception report (10-15 pages)
2. Portfolio overview (20 pages)
3. Debriefing note from field work
4. Preliminary findings paper (maximum of 10 pages)
5. Draft report(s)
6. Dissemination and validation workshop with key stakeholders (internal and external – in Mozambique and Denmark)
7. Final report

The final report shall not exceed 40 pages, excluding executive summary and annexes.

The inception report, findings paper and draft reports will be discussed in the Evaluation Reference Group consisting of key stakeholders from Denmark and Mozambique before approval by the evaluation management.

All reports (draft inception report, final inception report, portfolio overview, findings paper, draft reports (2 versions) and final reports should be presented in Portuguese and English.

Proposed timetable:

MPM: Embassy in Maputo, GoM: Involved Mozambican Ministries, ET: Evaluation Team, ERG: Evaluation Reference Group, EVAL: Evaluation Department, MFA

Task	Date 2016/2017	Involved/Responsible
Signing of contract	1 December	ET, MPM, EVAL/ EVAL
Start-up meetings Copenhagen	3 January 2017	ET, ERG, MPM, EVAL/ EVAL
Inception mission Mozambique including debriefing and discussion in ERG in Maputo	January	ET, ERG, MPM, GoM/ ET
Submission of inception report	Late-January	ET/ ET
Meeting in ERG to discuss inception report	Early February	ET, ERG, EVAL/ EVAL
Country mission	February	ET, MPM, GoM/ ET
Submission of findings paper	Early March	ET/ ET
Meeting in ERG to discuss findings paper	Early March	ET, ERG, EVAL/ EVAL
Findings validation workshop with external stakeholders	Early March	ET, EVAL/ ET
Submission of first draft report	Late-March	ET/ ET
Meeting in ERG to discuss draft report	Early April	ET, ERG, EVAL/ EVAL
Submission of final draft report	Late April	ET/ ET
Dissemination event Copenhagen/Maputo	May- June	ET, ERG, EVAL/ EVAL

7. Organisation of the evaluation

Management of the Evaluation will follow the Danida Evaluation Guidelines (2012) and the OECD-DAC quality standards for evaluations (2010).

There are three sets of roles in the evaluation process: a) the Evaluation Management b) the Evaluation Team (Consultant) and c) the Evaluation Reference Group.

a) Role of the Evaluation Management

The Evaluation will be supervised and managed by the Evaluation Department (EVAL) in the Danish Ministry of Foreign Affairs. The tasks of the Evaluation Management are to:

- Participate in the selection of the Evaluation Team based on received tenders. The MFA 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, work plan, progress reports and the evaluation report. Approve final reports.
- Organise and chair meetings of the Evaluation Reference Group.
- Support the Evaluation team in facilitating evaluation workshops, including a validation workshop with external stakeholders and a dissemination event upon publication of the Evaluation.
- Organise presentation of evaluation results and follow-up on the Evaluation to internal Danida Programme Committee and the Minister for Foreign Affairs (responsible department or embassy develop the management response).
- Advise relevant stakeholders on matters related to the Evaluation (reference is made to the Codes of Conduct, which form part of the Danida Evaluation Guidelines, and which can be found at <http://www.evaluation.um.dk>).

b) Role of the Evaluation Team (the Consultant)

The DAC evaluation principle of independence of the Evaluation Team will be applied. The Evaluation Team will carry out the Evaluation based on a contract between MFA and the incumbent company/institution. The Evaluation Team will:

- Prepare and carry out the Evaluation according to the ToR, the approved Inception Report and the Danida Policy of Evaluation of Development Cooperation.
- 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 of the team. The Team Leader will participate in all field work and is responsible for the final evaluation product. The Team Leader will participate in the Evaluation Reference Groups' meetings and other meetings as required. It is envisaged that the ERG meets four times during the evaluation process.

c) Role of the Evaluation Reference Group

An Evaluation Reference Group (ERG) will be established and chaired by EVAL jointly with GOM. The mandate of the ERG is to provide advisory support and inputs to the Evaluation, e.g. through comments to draft reports.

It is envisaged that an ERG with representation from both Danish and Mozambican government and civil society will be established. The members of the ERG should include: Representative from GOM, from the Embassy in Maputo, representatives from relevant departments in the Ministry of Foreign Affairs at HQ level and external stakeholders (experts, NGO representatives – Danish and Mozambican, others).

During the inception phase, the ERG will be established, and the Danish Embassy in Maputo will liaise with relevant government partners to appoint members to the Reference Group.

The tasks of the ERG are to:

- Comment on the draft inception report, the draft country report and draft Evaluation Report with a view to ensure that the Evaluation is based on factual knowledge about the engagements and how they have been implemented.
- Support the implementation, dissemination and follow up on the agreed evaluation 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.

The reference group will work with direct meetings, e-mail communication and videoconferencing.

8. Composition and qualification of the Evaluation Team

The Evaluation Team (ET) should consist of international and national consultants with experience in evaluation of development assistance as well as with substantial experience and knowledge about Mozambique. The evaluation team is expected to consist of three members (one Team Leader and two Experts). All team members must be able to work in Portuguese.

The organisation of the team's work is the responsibility of the consultant and should be specified and explained clearly in the proposal. It is expected that the Team Leader is closely involved in the elaboration of the tender. The Team Leader is responsible for the reporting to and communication with the Evaluation Management. The Team Leader will participate in meetings with the Evaluation Management as well as with the Evaluation Reference Group as requested by the Evaluation Management. The Team Leader will participate in all fieldwork and is in charge of the final report writing. The Team Leader's involvement throughout the evaluation process is required.

The Evaluation Team should cover the following competencies:

Qualifications of the Team Leader:

General experience:

- Relevant higher academic degree
- A profile with emphasis on evaluation, with 15 years or more of relevant international experience from development cooperation and evaluation
- Experience as team leader for a least two evaluations of a comparable level of complexity

Adequacy for the assignment:

- Experience from country programme evaluations or/and comprehensive evaluations of broader cooperation with developing countries, including field experience
- Extensive experience from evaluation-related work in one or more of the relevant thematic areas of the evaluation
- Other analytical work in relation to one or more of the relevant thematic areas

Country experience and language:

- Broad international experience, including experience from the region and Mozambique
- Proficiency in spoken and written English
- Proficiency in spoken and written Portuguese

Qualifications of core team members – qualifications must complement each other:

General experience:

- Higher academic degree in a field relevant to the assignment.
- A profile with emphasis on development issues, with 10 years of relevant professional experience from international development cooperation
- Experience as team member for evaluations of a comparable level.

Adequacy for the Assignment:

- Experience from design or implementation of sectors or thematic areas relevant to the
- Evaluation
- Experience from country programme evaluations
Other analytical work in relation to one or more of the relevant thematic areas.

Country experience and language:

- International experience, including from Mozambique
- Proficiency in spoken and written English and Portuguese

Qualifications of possible subject-matter specialist(s):

CVs will not be assessed on an individual basis, but be included as part of the assessment of the composition and adequacy of the entire evaluation team

General experience:

- Higher academic degree in a field relevant to the assignment
- A profile with major emphasis on development issues, with 10 years or more of relevant professional experience.

Adequacy for the Assignment:

- Experience from programme design, implementation or evaluation of one or more of the relevant thematic areas of the Evaluation.
- Other analytical work in relation to one or more of the relevant thematic areas.

Country experience and language:

- Working experience from Mozambique
- Proficiency in spoken and written English and Portuguese

The team composition will be evaluated according to relevance and complementarity of the qualifications of the entire proposed team.

9. Eligibility

The 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 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 (cf. Danida Evaluation Guidelines).

10. Financial Proposal

The budget should include expenses for a preparatory mission to Mozambique during the inception phase and field work estimated to approximately 2-3 weeks.

11. Requirements of home office support

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

- General home office administration and professional back-u. The back-up activities shall be specified in the proposal
- 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 these reports. The Evaluation Management may request documentation for the QA undertaken in the process.

The Tenders shall comprise a detailed description of the proposed QA, in order to document that the Tenderer has fully internalized how to implement the QA 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 the QA. The members of the QA team should not be directly involved in the evaluation and their CV should be included in the Tender. All QA activities should be properly documented and reported to the Evaluation Management.