

Annex A. Terms of reference

MINISTRY OF FOREIGN AFFAIRS OF DENMARK



Section A: Assignment Specific Conditions

Background

The SSC Initiative

The Strategic Sector Cooperation (SSC)¹ Initiative (“Myndighedssamarbejdet”) was launched by the Government of Denmark in January 2015 following extensive consultations with particularly the Danish sector authorities and Danish Trade Associations. It is a multi-stakeholder, multi-purpose and multi-concept initiative, which promotes Danish solutions abroad by mobilizing the competencies of Danish public authorities directly in long-term strategic cooperation with counterpart authorities in developing and growth economies. Through this cooperation, the Danish authorities support national partners addressing their own legislative, regulative and policy challenges and needs through promotion of Danish societal solutions that have been developed i.e. through partnerships between the public and private sector. At the country level, individual SSC-projects under the Initiative are often implemented under a Memorandum of Understanding which also covers other strategic sector elements, such as policy dialogue, other technical assistance projects, trade, research and scholarships.

The SSC Initiative has three mutually supportive objectives²:

- 1) To contribute to inclusive, sustainable growth and development in partner countries by supporting conducive framework conditions for the fulfilment of the Sustainable Development Goals (SDGs);
- 2) To strengthen and expand relations between Denmark and partner countries;
- 3) To engage the Danish private sector in delivering solutions to the SDG challenges in partner countries. Private sector engagement is motivated through improved framework conditions, local network, knowledge and exposure to resource efficient, high-quality solutions.

The SSC initiative is implemented within the framework of the Danish Strategy for Development Aid and Humanitarian Assistance, “The World 2030” (2017), as well as the Danish Government’s Strategy for Economic Diplomacy (2018). Both strategies give priority to Strategic Sector Cooperation as an initiative that promotes sustainable growth and development by improving framework conditions in development- and growth economies while simultaneously creating a platform for an increased commercial presence of Danish business.

Since 2016 when the SDGs were incorporated into the Act on International Development Cooperation³, the SDGs have provided the overall frame for the SSC Initiative.

¹ Danida SSC site www.um.dk/en/danida-en/Sustainable%20Growth/strategic-sector-cooperation-new

² Quoted from the leaflet “Strategic Sector Cooperation – more Denmark in the World for the Benefit of the World and for Denmark”, MFA Danida March 2018 p. 3. See also SSC Guidelines p.5.

³ The Act is available at www.um.dk/en/danida-en/about-danida/legal

Organisational set-up

The SSC Initiative is appropriated directly⁴ under the Danish Finance Act § 06.38.02.13 (“Vækstrådgivere”) and § 06.38.0214 (“Strategisk sektorsamarbejde”).

Within MFA, the responsible unit is the Department for Growth and Employment (VBE) and more specifically the Secretariat for SSC (MYNSEK). The Secretariat has the overall budgetary responsibility for the Initiative as such as well as for individual projects and is responsible for quality assurance and the project approval process. The Secretariat screens all project proposals for development policy relevance and compliance with the Guidelines for Strategic Sector Cooperation⁵ prior to approval and is responsible for planning the recruitment of a sector counsellor for each project. The Secretariat is also responsible for the overall monitoring of the Initiative, including annual strategic dialogue meetings with the involved Danish authorities.

Individual SSC-projects are managed by the Danish sector authorities and are planned and implemented jointly with in-country counterparts under the joint leadership of an in-house project manager appointed by the Danish sector authority and the partner authority. In addition, the sector counsellors at Danish embassies play an important role as a hub for the coordination and facilitation of the overall sector partnerships, and also work to create new market and investment opportunities for businesses in collaboration with the Trade Council. All projects are governed individually by a steering committee established jointly with the counterpart authority.

Since the inception of the SSC Initiative, countries and sectors have been pre-selected by the Ministry of Foreign Affairs through a process of consultation with Danish authorities, and mapping of ideas and expressed interest from Danish embassies, authorities and business and trade organisations and vetting these with partner authorities. This has happened in three rounds with slightly different approaches – in 2015, 2017 and 2018.

For all pre-selected countries and sectors, the Danish sector authority submits a project proposal for a six to twelve-month inception phase. The outcome of the inception phase is a joint full-scale SSC project with a duration of approximately three years developed jointly and signed by the Danish and partner authority. If both the Danish sector authority and the partner country wish to continue the cooperation, the Danish sector authority may submit a concept note to the Secretariat ultimately leading to approval of a full Phase 2 project, again with a duration of approximately three years.

The maximum budget of Danish development funds made available for the inception phase of a project is DKK 1.25 million. The average budget of Phase 1 project is DKK 5 million while a Phase 2 project is set to be granted DKK 8 million in average directly from Danish development funds. The partner authority carries own costs in terms of allocation of human resources and other costs. Other activities must find additional funding – for example for larger investments.

With peer-to-peer technical cooperation as the main tool of the SSC Initiative, the project grants are awarded primarily for technical assistance (45%) and associated costs including workshops, pilot activities, and study tours. 10% of the personnel costs are borne by the Danish authority as recipient of the grant. There is a 30% budget cap on the use of external consultants.

⁴ Since the recipients of the grants are Danish sector authorities the appropriations are handled as internal government transfers. Contrary to all/most other Danida-funded initiatives there is no overall SSC programme document and thus no Theory of Change and results framework for the Initiative (only for individual projects). Furthermore, no formal governance arrangements have been set up particularly for the Initiative.

⁵ The Guidelines, as revised in 2017, are available here www.amg.um.dk/en/tools/strategic-sector-cooperation

A scholarship programme and a research cooperation facility complement the SSC. Both are managed by the Danida Fellowship Centre (www.dfcentre.dk). Currently, a review is being undertaken of the research facility linked to the SCC. The report will be available at the time of the evaluation.

Expansion since 2015

From 2015-17, DKK 72 million were allocated annually to fund the sector counsellors and the Strategic Sector Cooperation. The initial 20 SSC projects were launched in 2015. Most of these have already entered or will be entering phase 2 in 2019.

By 2018, an annual budget of DKK 68 million supported nine Danish public sector institutions and 25 sector counsellors stationed at Danish embassies, who were engaged in Strategic Sector Cooperation with counterparts in 14 countries to implement 29 SSC projects.

In 2019, the SSC will expand further to an annual budget of DKK 145 million supporting a total of 14 Danish public sector institutions and 35 sector counsellors stationed at Danish embassies, all engaged in Strategic Sector Cooperation with counterparts in 18 countries in five regions to plan and implement a total of 39 SSC projects. Please see map and list of countries and sectors in Annex 1.⁶

The 2017 Review

In the first half of 2017, a little more than two years after the Initiative was launched, an external consultant carried out a review of the Initiative. The review included (1) a brief assessment of the Danish stakeholders and (2) a more substantial review of the stakeholders in five countries (Bangladesh, China, Mexico, Colombia and South Africa). These stakeholders represent projects managed by six different Danish public sector institutions (the Danish Working Environment Authority, the Danish Medicines Agency, the Danish Veterinary and Food Administration, the Danish Energy Agency, the Environmental Protection Agency, and the Danish Maritime Authority).

The review found that the overall relevance of the SSC had been justified by partner authorities in the countries visited and that Danish authorities had been capable of accommodating national partners' request for a flexible and demands driven approach. Danish inputs had been designed according to needs and challenges in national systems rather than trying to transfer a Danish solution or model. The review noted that the overall objective to support national partners addressing their own legislative, regulative and policy challenges and needs based on Danish experiences was working well but that it was still too early to see concrete results of the SSC projects and work of the sector counsellors. The review also found that there was some discrepancy among notably the Danish stakeholders in their understanding of the overall objective, result areas, and success criteria.

The consultant offered a number of recommendations for improving the SSC Initiative. Many of these were reflected in a revised set of guidelines for the Strategic Sector Cooperation issued in November 2017 after extensive consultations between MFA and the Danish authorities. The revised guidelines were simplified and mostly follow those of Moderniseringsstyrelsen under the Ministry of Finance.

The institutional set-up and model of administration of the SCC Initiative and the procedural requirements, however, remain unaltered despite the considerable expansion in number of projects, sectors, countries and stakeholders that has taken place since the SCC Initiative was first launched.

Objective

⁶ A full list of all SSC projects as well as one-page annual reports are available here (www.um.dk/en/danida-en/Sustainable%20Growth/strategic-sector-cooperation-new/list-of-strategic-sector-cooperation-projects)

The Evaluation Department (EVAL) under the Danish Ministry of Foreign Affairs has decided to commission an evaluation of the Strategic Sector Cooperation (SSC) Initiative in all its dimensions.

The main objective of the evaluation will be to assess whether, how, and why the Initiative has succeeded in delivering concrete results in accordance with its three overall objectives mentioned earlier.

The objective of the evaluation will also include an assessment of the current governance and management arrangements in the light of the diversity and continued expansion of the Initiative.

The evaluation will have a focus on learning, building on the gained experiences since the launching of the programme in 2015. It will be a part of the evaluation to recommend relevant adjustments and course corrections.

Scope of work

The Consultant must carry out an independent evaluation in accordance with the OECD/DACs Quality Standards for Evaluation (2010) and the Danida Evaluation Guidelines (January 2018). The evaluation must be based on a clearly outlined methodology.

The scope of the evaluation will include both country-level assessments, sector-level assessments, and a governance/management assessment. The evaluation team will visit four case countries (Brazil, India, Indonesia and Kenya). 13 projects (out of the total number of 39 projects) are ongoing in the four countries, and the projects cover a wide range of Danish public authorities. The visits in the case countries will be supplemented with meetings and interviews in Denmark with all Danish authorities, document reviews and additional interviews with relevant Danish public authorities and SCs involved in the SSC in order to get more perspectives on the Initiative.

These various analyses may overlap to some extent. All will feed into an overall evaluation of the Initiative.

The Evaluation Team shall prepare an Inception Report, which shall comprise an elaborated methodology of the evaluation, including the design, approach, data collection strategy and methods, analytical framework and reporting outline. This will be a further elaboration of the approach and methodology already presented in the tender proposal.

The Inception Report will also include the proposed portfolio and sector analyses to be included in the evaluation and a detailed Work Programme, including suggested meetings in Denmark and in-country meetings.

The Evaluation team will meet and interview SSC counterparts and other stakeholders in the four case countries. Interviews should also be undertaken with selected representatives from other development partners and civil society organisations and trade organisations.

Based on the list of suggested meetings, the embassy will suggest a visiting programme for each country coordinated with the concerned Danish authorities. The embassies/sector advisors will assist with logistical arrangements as agreed for each country. No major workshops and related expenses are foreseen during country missions.

Prior to the country missions, the review team must review all relevant programme documentation, including the programme document, reports, annual work plans produced under the programme, as well as relevant documents produced as outputs of the programme. Also, other context-related documents must be assessed prior to the missions. A preliminary list of background documents is provided below. A final list of documents will be supplied by VBE before 1 October 2019 and made available to the Consultant in electronic format.

The evaluation will carefully review and compare experiences across countries and sectors as well as, where feasible, across Phase 1 and Phase 2 projects. The elaboration of findings, conclusions and recommendations will be based on systematic triangulation of information with due consideration to differences draft Inception Report, draft initial findings paper, including the field visit reports and the draft final report in local contexts and capacity.

These will be submitted for discussion and comments by the Evaluation Reference Group. The Inception Report will have to be approved by EVAL before the evaluation analysis is commenced.

Relevant documentation of the evaluation process and data including reports from field visits, raw data collected, progress reports, minutes of meetings, QA reports, presentation and similar shall be properly organised and included as part of the reporting (data files to be submitted with the evaluation report).

Evaluation questions

The main evaluation questions are:

EQ1: What are the overall achievements of the SSC during its first four years focusing on the three overall objectives of the Initiative?⁷ This evaluation question will include an assessment of to what extent SSC is producing results (outputs, outcomes) contributing to meet its objectives and whether achieved results of the SSC Initiative are likely to contribute to change of relevant framework conditions towards sustainable development.

EQ2: In what ways have the SSC objectives been interpreted, prioritized and used in practice – in particular regarding the notion of ‘conducive framework conditions for fulfilment of the SDGs’ and ‘engaging the Danish private sector in delivering solutions to the SDG challenges in partner countries’? This evaluation question should also consider to what extent is the SSC Initiative likely to be successful across different country and embassy settings?

EQ3: How is the SSC contributing to strengthening bilateral relations between various partners in Denmark and between partners in the partner country and Denmark, including Danish commercial interests and synergies with Trade Council?

EQ4: To what extent has the SSC produced unintended outcomes (positive and negative), including internal learning of the Danish authorities?

EQ5: To what extent is the SSC Initiative likely to promote synergies with other Danida programmes partnerships, including Danida scholarships and research managed by Danida Fellowship Centre?

EQ6: Is the current management and coordination framework for the Strategic Sector Cooperation Initiative and its underlying projects appropriate for the objectives, scope, and breath of the Initiative? This would include an assessment of whether the SSC Initiative has an appropriate organisational set-up in light of the recent scale-up, and whether the SSC Initiative provides adequate administrative guidance, flexibility and means for implementation.

Outputs

The outputs of the evaluation will include:

- An inception report with a detailed evaluation design;

⁷ It should be noted that the objectives have been changed since the start of the programme in 2015. The potential implications of change in the formulation of the stated objectives may be taken into account in the evaluation analysis.

- An initial findings paper⁸ (not exceeding 20 pages) with short field visit reports (not exceeding 10 pages) from the four case countries annexed (not for publication);
- A draft final report;
- A final report not exceeding 50 pages plus annexes, including an executive summary.

Reporting requirements

The evaluation will be initiated October 2019 and a draft final report will be presented by the end of March 2020. The final report will be available April 2020. The consultants are expected to be fully available for working on the assignment in this period.

The evaluation will be conducted with the tentative schedule shown in the table below:

Task	Date/period
Initiation of evaluation (Signing of contract)	1 October 2019
Kick-off seminar in Copenhagen (during the annual SSC seminar)	Week 2 of October
Draft inception report submitted	Week 3 of November
Discussion of inception report (1 st meeting in ERG)	Week 4 of November
Visits to four case countries	January 2020
Submission of Preliminary findings paper with annexed field visit reports	Week 3 of February 2020
Discussion of findings and field visit reports (2 nd meeting in ERG)	Week 4 of February 2020
Draft report submitted	Week 3 of March 2020
Discussion of draft report (3 rd meeting in ERG)	Week 4 of March 2020
Submission of final report	Week 3 of April 2020

The evaluation is under the responsibility of the Evaluation Department in the MFA.

The evaluation outputs will all be submitted to the responsible contact person in EVAL and must comply with the EVAL guidelines for report writing and layout, which can be found at (<http://um.dk/en/danida-en/results/eval/>) (under relevant documents).

⁸ This could be in the form of a PPT presentation.

The findings and emerging recommendations of the country-level missions will be presented to the country partners for discussion at a debriefing that will take place on the last day of the evaluation team teams visit in each country.

Organisation

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

Role of the Evaluation Management

The evaluation will be supervised and managed by the Evaluation Department (EVAL) in the Danish Ministry of Foreign Affairs (MFA).

The Evaluation Management will:

- Participate in the selection of Evaluation Team based on received tenders and 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 evaluation.

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 with the MoFA and 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. Therefore, the Team leader must perform the following:

- Be overall responsible for the entire duration of the evaluation;
- Be overall responsible for the organisation of the work;
- Be overall responsible for the design and supervision of the country case studies;
- Be overall responsible within the team for the report writing;
- Participate in at least two of the field visits;
- Participate in the ERG meetings as well as a start-up meeting in Copenhagen 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); and
- Be responsible for communication with EVAL.

Role of the Evaluation Reference Group

An Evaluation Reference Group (ERG) will be established and chaired by EVAL. Other members of the ERG will include VBE, TC and Danish partners. 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:

- Comment on draft inception report, draft annual field visit reports, draft initial findings report 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 Danish key stakeholders will be consulted at strategic points in time of the evaluation either through mail correspondence or through participation in stakeholder meetings/workshops.

Eligibility

The OECD/DAC evaluation principles of independence of the evaluation team will be applied. The candidates will provide a declaration of prior involvements. 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 may 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.

Requirements for home office support

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

- General home office administration and professional 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.

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

Budget

The total budget for the consultancy services is a maximum of DKK 3,000,000. The Consultant's financial proposal shall include all costs for fees and project related reimbursable expenses. It is the responsibility of the Consultant 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 financial proposal and the specified ceiling amounts.

The cost of quality assurance (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.

Background documents

- For the SSC Initiative overall: Appropriation documents
- For projects: Appropriation Cover Note, Suggestion for new SSC project, project document, background document, assumptions and risks.
- Annual work programmes and budgets.
- Annual reports and financial reports
- Consolidated progress reports (in accordance with results framework) and financial reports (global level)
- Overview of unallocated funds and plans for utilization.
- SSC Guidelines
- Other documents upon requests from the review team
- **Annex 1: SSC countries and sectors**

Country	Programme Country (Yes or No) Or other funding and partnerships (Yes or No)	Sectors	Phase	Danish Agencies	Number of Growth Advisers (August 2019)
Brazil	No/No	Immaterial Rights and Digitalisation	Phase 2	Patent and Trademark Office Business Authority	1
		Health	Phase 1	Medicines Agency and National Health Data	1

				Agency	
India	No/Climate Envelope	Energy	Phase 1	Energy Agency	1
		Water	Inception	Environmental Protection Agency	1 (new)
		Immaterial rights	Inception	Patent and Trademark Office	1 (new)
		Urban Development	Phase 1	Aarhus Municipality	1
Indonesia	No/P4G	Energy	Phase 2	Energy Agency	1 (new)
		Circular Economy and Waste	Phase 1	Environmental Protection Agency	1
		Circular Economy and Waste (Island initiative)	Inception	Energy Agency Environmental Protection Agency	0 (Covered by other two)
		Diary/Food	Inception	Veterinary and Food Administration	1 (new)
Kenya	Yes/No	Environment	Phase 2	Environmental Protection Agency	1
		Food	Phase 2	Veterinary and Food Administration	1
		Maritime	Inception	Maritime Administration	To be posted

The Evaluation will include:

- 4 (out of 18) countries in three (out of four) regions
- 13 (out of 39) strategic sector cooperation projects
- Projects in different phases: 5 projects in inception phase, 4 projects in 1st phase and 4 projects in 2nd phase
- 11 or 12 (out of 35) growth advisers
- 7 or 8 (out of 14) Danish agencies.

Annex 2: Changed SSC objectives in the period 2004-2019

Leaflet March 2018 (p.3):

The SSC has three mutually supportive objectives:

- 1) To contribute to inclusive, sustainable growth and development in partner countries by supporting conducive framework conditions for the fulfilment of the Sustainable Development Goals (SDGs);
- 2) To strengthen and expand relations between Denmark and partner countries;
- 3) To engage the Danish private sector in delivering solutions to the SDG challenges in partner countries. Private sector engagement is motivated through improved framework conditions, local network, knowledge and exposure to resource efficient, high-quality solutions.

2017 Guidelines (p. 4):

Strategic Sector Cooperation is a concrete initiative aimed at mobilizing the competencies of Danish public authorities directly in long-term strategic cooperation and partnerships with counterpart institutions across the world. The partnerships will promote long-term bilateral relations between public authorities in Denmark and their counterparts in partner countries. Special priority is given to sectors perceived as Danish strongholds, where both the public and private sector can offer useful models and solutions.

2015 Guidelines (from 2017 Review p. 3):

The overall objective of the partnering with Denmark for Sustainable Growth, Trade and Welfare Danish Authorities in International Cooperation (PwD) is: to offer [Danish] support to improving the policy, regulatory, capacity development, planning and investment frameworks in the partner countries through assistance to development, implementation and enforcement of these frameworks. Further the PwD Guidelines (March 2015) emphasizes that the PwD “will assist and facilitate solutions to identified priority development changes within a specific sector in a specific partner country. It will target sectors in which Denmark has public and private sector know-how, technologies and products of relevance to sector development. It is intended to exploit the comparative advantages of and promote a synergy between public and private sector capacities in delivering these solutions” (p. 7).