TERMS OF REFERENCE FOR EVALUATION
OF THE SLOVENIAN DEVELOPMENT COOPERATION
IN MONTENEGRO FOR THE PERIOD 2013 – 2016

1. Background

According to the Resolution on International Development Cooperation of the Republic of Slovenia for the period until 2015, Montenegro is among the geographical priorities of Slovenian development cooperation. The bilateral development cooperation is programme-based. Montenegro was selected for cooperation as a Western Balkan country with substantial need for development assistance. Montenegro has sufficient institutional regulation which ensures efficient use of development assistance. In addition, Slovenia and Montenegro have had historical, cultural and economic ties, a high level of political and diplomatic relations and are of comparable size. The level of other donors’ presence in Montenegro further adds to the value and recognition of Slovenian development aid.

On 7 February 2008, an Agreement was signed between the Government of the Republic of Slovenia and the Government of Montenegro on development cooperation, which entered into force in April 2009. According to the Agreement, the signatories will carry out the foreseen projects and programmes by adopting development cooperation programmes, and establish a Joint Committee. Additionally, the Agreement stipulates that the coordination of activities and monitoring of the implementation of development cooperation programmes/projects falls under the Ministries of Foreign Affairs of the Republic of Slovenia and of Montenegro.

On 14 May 2010 the first Programme of International Development Cooperation for 2010 was signed in Ljubljana. On 4 August 2011 the Programme of International Development Cooperation between the Republic of Slovenia and Montenegro for 2011 and 2012 was signed in Podgorica. The Programme of International Development Cooperation between the Government of the Republic of Slovenia and the Government of Montenegro for the period 2013–2015 was signed on 9 October 2013 in Ljubljana and an annex thereto on 26 October 2015. The Programme of International Development Cooperation between the Government of the Republic of Slovenia and the Government of Montenegro for the period 2016-2017 was signed on 12 December 2016 in Ljubljana.

In line with the aforementioned bilateral agreements, the focus of the development cooperation between Slovenia and Montenegro in the period up to 2015 was essentially on energy, ecology, environmental protection and sustainable development of Montenegro’s least developed areas, as well as on training regarding EU integration and harmonisation with the acquis. Montenegro’s priorities include development of a high quality tourist services and ecotourism, and improving the existing facilities, especially in the northern part of the country.

2. Rationale, purpose and objectives of the evaluation

The mid-term evaluation is undertaken for the Ministry of Foreign Affairs (hereinafter MFA) in order to obtain an overall assessment on the development cooperation of the Republic of Slovenia in Montenegro. Since no previous evaluations have taken place, this evaluation will provide the MFA with important, first assessment on the implementation of the Agreement between the Government of the Republic of Slovenia and the Government of Montenegro on Development Cooperation (hereinafter Agreement), as well as provide recommendations for improving future programmes and projects.

The objectives of the evaluation are:
1. To provide evidence of performance (i.e. achieving objectives of the Agreement, programme and projects, including the cross-cutting objectives);
2. To analyse the reasons for success and failure in performance;
3. To provide recommendations for the future.

3. Scope of the evaluation

The evaluation will examine the international development cooperation between Slovenia and Montenegro in the period 2013–2016, including the programme and relevant projects, and recommendations for the next period will be drafted.

4. Issues to be addressed and evaluation questions

4.1. Cross-cutting objectives and evaluation questions

An evaluation of the cross-cutting objectives is to be integrated into the evaluation criteria and questions. The programmes and projects will be evaluated in relation to cross-cutting objectives including human rights, gender equality and environmental protection.

4.2. Evaluation criteria and evaluation questions

The evaluation’s main objective is to produce an overall assessment of the development cooperation of the Republic of Slovenia in Montenegro. The evaluation should focus on the evaluation questions listed below. However the evaluation team is encouraged to address all issues that are relevant for the success of the project.

Relevance
Relevance refers to the extent to which the objectives of the Agreement and the programme are consistent with beneficiaries’ requirements, country needs, global priorities as well as partners’ and Slovenia's policies.
- Are the objectives and achievements of the Agreement and the programme consistent with Montenegro’s policies and poverty reduction strategies?
- Are the objectives of the Agreement and the programme consistent with Slovenia’s development policy?
- Are the objectives and achievements consistent with the needs of the final beneficiaries?
- To what extent has the Agreement and the programme complemented the EU instruments in the region (Instrument for Pre-accession Assistance IPA)?

Effectiveness
Effectiveness focuses on evaluating the achievements of the programme’s and projects’ immediate objectives. It describes if the results have furthered the achievement of the purpose of the programme, or are expected to do so in the future.
- To what extent has the programme achieved its purpose?
- Do the results and the programme purpose make a contribution towards reducing poverty?
- To what extent have a human-rights based approach, gender equality and environmental protection been achieved during the programme’s implementation?

Efficiency
A programme’s efficiency is defined by how well the various activities have transformed the available resources into the intended results in terms of quantity, quality and time. Comparison should be made against the planned target areas in the Agreement.
- How well have the activities transformed the available resources into the intended outputs or results, in terms of quantity, quality and time?
- Can the costs of the programme and projects be justified by the achievements?

Impact
Impact describes how the programme has succeeded in attaining its overall objective, i.e. targeted impact for its beneficiaries. The evaluation will be made against the related indicators.
- Has progress been made towards achieving the programme’s overall objectives? Which indicators show that the intended changes are starting to take place?
- Have the programme and projects impacted on the lives of the final beneficiaries through employment, access, authority, assets or empowerment and how were cross-cutting objectives achieved?

Sustainability
Sustainability can be described as the degree to which the benefits produced by the programme continue after the external support had come to an end.

- Will the benefits produced by the programme and projects be maintained after external support is ceased?
- What are the possible factors that enhance or inhibit sustainability, including ownership/commitment, economic/financial, institutional, technical, socio-cultural and environmental sustainability aspects?
- What is the probability that the achievements in human rights and gender equality are sustained after the programme is completed?

**Coherence**

Issues beyond development cooperation

- Have contradictions with other policies prevented the implementation and achievement of the development objectives, or are policies mutually reinforcing?

**Aid effectiveness = effectiveness of aid management and delivery**

- Has the programme promoted local ownership, alignment to EU standards and norms, harmonization of policies, management for development results and mutual accountability?
- Has the programme promoted coordination and complementarity?

**Programme management and administrative arrangements**

Sound management in the MFA and the partner organizations (implementing partners, local institutes)

- What is the quality of the programme management, incl. monitoring and reporting, resource and personnel management, financial management, cooperation and communication between stakeholders?
- Are the roles and responsibilities between the involved institutions clearly delineated?
- Are risks appropriately managed, including flexible adaptation to unforeseen situations (e.g. political changes)?

**Slovenian added value**

- What is the added value provided by the Slovenian support?
- What are the distinctive features of Slovenian support?

5. **Methodology**

The evaluation will be carried out through a combination of desk study and field work methods, including interviews with the MFA of the Republic of Slovenia and of Montenegro, the Embassy of Slovenia in Podgorica, the implementing institutions and organizations, other donors and partner organizations, and beneficiaries in Montenegro. The evaluation team will propose a detailed methodology in the inception report.

6. **Evaluation process and time schedule**

The main task will be carried out as a desk study supported by oral interviews and electronically received comments and field missions to Montenegro. The whole evaluation procedure is estimated to take no more than 6 months (including reporting).

The implementation of evaluation will be carried out in three phases:

1. The inception phase: a kick-off meeting; submitting background documentation (in English and Slovene) and reviewing them as a desk study; preparing an inception report with a detailed implementation plan; and approving the inception report by the MFA;
2. The field phase: includes a briefing by the evaluation team; collecting, consolidating and analysing data; a debriefing workshop to discuss the initial results of the evaluation. A field mission will be carried out to Podgorica including meetings also in Žabljak;
3. The reporting phase: comprises the final analysis of data; writing the draft evaluation report; quality assurance of the report; the submission of the draft evaluation report for comments; addressing the comments; writing the final evaluation report.

Time schedule of the evaluation process:

- kick-off meeting (until 17 February 2017);
- inception and desk-study phase (until 17 March 2017);
- interviews and field missions (until 14 April 2017);
• reporting (until 2 June 2017);
• approval of the final report and presentation of the evaluation results (until 23 June 2017).

7. Reporting

The evaluation team will submit to the MFA the following deliverables:

Inception evaluation report (until 17 March 2017)
The desk study results are included in the inception report as a concise analysis of the policies and other documents studied for the evaluation. The desk study report must also contain a plan for the field study, i.e. what kind of questions need to be clarified by interviews, who will be interviewed in the MFA, who will be interviewed in the partner institutions and in the field, an outline of the questions to be asked in the interviews, etc. The inception report must include detailed work methodologies, a work plan and detailed division of labour within the evaluation team, a list of major meetings and interviews, detailed evaluation questions linked to the evaluation criteria in an evaluation matrix (part of tender documentation), and reporting plans, including proposals for tables of contents of the reports. The inception report should identify gaps in received documentation and other potential limitations.

Presentation on the field findings (until 14 April 2017)
Presentation of the field findings must be given in Podgorica and Ljubljana. During the debriefings, the key findings and recommendations will be presented as a power point presentation.

Draft final evaluation report (until 12 May 2017)
The draft final report amalgamates the desk study and the field findings. The evaluation report presents findings, conclusions, recommendations and lessons learnt separately, with a clear logical distinction between them, and it integrates the evaluation results on cross-cutting objectives.

The MFA and the relevant stakeholders will submit comments on the draft final report to the evaluation team. The comments will be submitted two weeks after receiving the draft report. The draft final report will be open to commentary only once. The commentary round is only to correct misunderstandings and possible mistakes, not to redraft the report.

Final evaluation report (until 2 June 2017)
The final report must be submitted within two weeks after receiving the comments. The final report must follow the report outlines agreed on during the inception phase. The maximum length of the final report text is 50 pages. The report must be submitted to MFA for formal approval in electronic version in English and Slovene.

Presentation of the evaluation findings (until 23 June 2017)
The evaluation team is expected to give a Power Point presentation of the evaluation findings. The evaluation team can move to the next phase only after receiving a written statement of acceptance by the MFA.

The reporting schedule is included in the contract.

8. Quality assurance mechanisms

The main components of an evaluation report are: executive summary; introduction; context; programme being evaluated; findings; conclusions; recommendations; lessons learned; annexes. The quality checklist for evaluation report is part of tender documentation.

9. Expertise requires

Independent consultants and/or experts are commissioned to carry out the evaluation. The following expertise is required for the evaluation team as a whole (evaluators and the team leader):
• expertise and prior experience in evaluation of development cooperation;
• familiarity of Evaluation Policy and Evaluation Guidelines of Slovenian Official Development Cooperation;
• familiarity of Slovenian development cooperation, including the substantive priorities and cross-cutting goals;
• experience with international development cooperation in Montenegro;
• knowledge of English and Slovene language;
• knowledge of local language is an asset;
organisational skills and project management with prior experience for the team leader.

In the evaluation team different expertise, skills, and experience among team members should complement each other. Documentation required: curriculum vitae, references and examples of evaluation reports recently completed.

10. Budget

The budget of the evaluation is maximum EUR 30,000 with VAT.

11. Mandate

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organisations. However, it is not authorised to make any commitments on behalf of the Government of the Republic of Slovenia.

12. Reference and resource material

Act, the Resolution and other documents on the Slovenian Development Cooperation

Projects of Slovenian Development Cooperation in Montenegro

Evaluation Policy and Guidelines of Slovenian Official Development Cooperation

OECD DAC Evaluating development co-operation: summary of key norms and standards