

TERMS OF REFERENCE

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| Title: | Programme Design Consultant (Retainer) |
| Project: | Livelihoods and Food Security Trust Fund (LIFT) |
| Duty station: | Home based with mission travel to Myanmar |
| Post Level: | IICA-3 (International Individual Contractor Agreement) |
| Section/Unit: | LIFT |
| Duration: | 30 days (of which at least 18 days in Myanmar) |
| Supervisor: | Agriculture and Rural Development Policy Specialist, LIFT |

I. Background Information - UNOPS Myanmar

Myanmar is one of UNOPS' leading offices in Asia, acting as fund manager for three of the largest development programmes in the country, namely the Three Millennium Development Goal Fund (3MDG), the Livelihood and Food Security Trust Fund (LIFT) and the Joint Peace Fund (JPF). In addition, UNOPS is Principal Recipient for the Global Fund in Myanmar and for the Global Fund's regional artemisinin-resistance initiative targeting drug resistant malaria in the greater Mekong sub-region. UNOPS provides procurement, infrastructure and project management services to a wide range of organizations in the country, including the Government of Myanmar, international development partners, other UN agencies, NGOs and INGOs. UNOPS plays a critical role in ensuring that the quality of services provided to its partners meets stringent requirements of speed, efficiency and cost effectiveness.

II. Background Information - Job Specific

The Livelihoods and Food Security Trust Fund (LIFT) is a multi-donor fund established in 2009 to address food insecurity and income poverty in Myanmar. LIFT has received funding from 14 donors – the United Kingdom, the European Union, Australia, Switzerland, Denmark, the United States, the Netherlands, Sweden, France, Luxembourg, Italy, New Zealand, Ireland and Mitsubishi Corporation. The United Nations Office for Project Services (UNOPS) is the Fund Manager to administer the funds and provide monitoring and oversight.

The overall goal of LIFT is to sustainably reduce the number of people living in poverty and hunger in Myanmar. LIFT's purpose is to improve the incomes and nutrition status of poor people in Myanmar by promoting resilient livelihoods and food security. LIFT's designated outcomes are improvements in income, resilience, nutrition, and pro-poor policy developments.

LIFT works with implementing partners that include international and national non-government organisations, United Nations agencies, the Government of Myanmar, private sector organisations, academic and research institutions.

LIFT is active in the four main agro-ecological zones of Myanmar: the Ayeyarwady Delta, the coastal region of Rakhine State, the central dry zone (including Mandalay, Magway and the southern Sagaing region), and the upland areas of Chin, Kachin, Kayah, Kayin and Shan States and Tanintharyi Region.

So far, LIFT has reached more than 7.2 million people, or roughly 20 per cent of Myanmar's population; and is active in almost half the country's townships. LIFT is funding projects through to June 2019. For more details visit www.lift-fund.org.

Background of the Programme

In early 2017 LIFT's Fund Board committed to support the Ministry of Agriculture, Livestock and Irrigation (MOALI) to allocate land to landless and land poor households. In July 2017, MOALI developed and submitted to LIFT a concept note **"Reclamation of Vacant, Fallow and Virgin Lands (VFV), Re-allocation and Development by the Rural Poor"**; that concept note now provides the basis for the development of a joint programme between MOALI and LIFT. A Programme Design Consultant is currently required to work with MOALI and LIFT to further progress this work.

In sum, MOALI plans to pilot the reclamation of VFV lands that remain unused or under-utilised after allocation to individuals, companies and public entities, and re-allocate this land to smallholder farmers and/or landless farmers that need secure tenure over land resources to strengthen their livelihoods through agrarian activities. To date efforts to reclaim and re-allocate unused VFV land have been limited, mainly due to the absence of clear political and procedural guidance. As such, MOALI intends to pilot reclamation of VFV lands and reallocation to smallholder farmers in selected areas where risks and un-intended consequences can be easily managed. Lessons will be learned from this pilot and contribute to MOALI's consolidated procedures which can then be used to scale up efforts of reclaiming/reallocating VFV lands in other areas across the country.

Reclaiming and re-allocating VFV land is more than a technical-administrative endeavor; it requires increasing agrarian production and productivity at the local level while at the same time responding to the needs of all local stakeholders through improved delivery of government services. The proposed methodology for the pilot is grounded in participatory processes, inclusive of local civil society, consensus seeking, and drawing from international best practices. Overall this effort should result in improved management of natural resources and strengthening of land tenure security for the most vulnerable and supporting local livelihoods.

MOALI is conducting the initial selection of potential sites in 2-3 townships and feasibility pre-assessments are ongoing with technical support from GRET (Professionals for Fair Development) and LIFT, with a report on these assessments expected in December 2017.

This consultancy is specifically required to work with and for MOALI on the further development of a detailed programme design document, for MOALI's review, revision and submission for funding.

III. Purpose and Scope of the consultancy: In support of MOALI, the consultant will develop a programme design document (PDD) for VFV land reclamation and reallocation.

The purpose of the consultancy is to support MOALI to develop a programme design document (PDD) for reclaiming unused vacant, fallow and virgin (VFV) land and land reallocation to rural poor. The PDD will provide a programme plan for MOALI to review and revise as necessary for onward submission to LIFT for funding.

The design should build on the initial concept note submitted by MOALI to LIFT. The design should also ensure alignment with the LIFT Fund Board's principles on land-related matters, as follows:

- The programme should be led by the Union Government;
- Services provided to support smallholder farmers are all inclusive;
- Do-no-harm practices always apply.

The consultant should ensure the design is responsive to the guidelines framed by LIFT and shared with MOALI:

- The programme should maintain its focus on reclaiming unused VFV land;
- The programme should have a longer term vision and a larger scope than the LIFT duration (which is only until mid-2019); the programme should seek to contribute to improved policies and capacity for land reclamation on a larger scale, as needed in the years to come;
- Recognising that rural households need more than land to become successful agriculture producers, the programme can include support for improved access to agricultural services such as extension, quality seeds, credit, etc., as appropriate given the programme timeframe; however LIFT funds are deemed less suitable for large scale infrastructure and land development;
- The programme should present a proposed governance and operational modality/ies; it is anticipated that the designed programme may require partner agency/ies to support MOALI on management and implementation, likely with staff located in the Department of Planning and at regional level, to manage the funding and support for and with MOALI.

IV. Function / Key Results Expected

The consultant will produce a programme design document (PDD) to be submitted to MOALI for MOALI's consideration and onward revision or submission to LIFT for funding. The structure and contents of the expected PDD are outlined in annex 1.

The PDD will need to also take into account and include:

- A background and rationale for a MOALI programme on reclamation, reallocation and development of VFV land, with a justification for how the program contributes to MOALI's strategies and aligns with LIFT's strategy, objectives and approaches. The PDD should explain how LIFT funding will contribute to a longer term vision from MOALI.
- Measures for managing the institutional complexities of a large programme involving multiple government agencies and non-government organisations;
- How cross cutting issues, in particular, gender, human rights, and the environment will be addressed;
- How the proposed framework fits relative to other donor support activities in the sector and identify effective donor and development partner coordination mechanisms;
- A programme risk management matrix that identifies the risks to LIFT, including the degree of risk and options for management of the identified risks.
- An effective monitoring and evaluation mechanism to ensure that learning is applied to ongoing decisions on what activities are supported, where and how. It is recommended that the PDD includes a Monitoring and Evaluation for Accountability and Learning (MEAL) plan that includes a Theory of Change (TOC) defining specific outcomes, providing a clear logic for the programme and a measurement framework to assess the outcomes of the programme based on baseline and end line evaluations.
- An assessment of the value for money of the proposed investment and propose instruments for the programme to monitor and report on value for money during implementation.

Based on the consultant's technical expertise and following consultations with MOALI, the Consultant will develop a PDD as laid out in annex 1. The Consultant will submit the PDD to MOALI and LIFT. MOALI will thus own the consultant's outputs, MOALI review and makes final decisions on the submission to LIFT.

V. Approach and Methodology

The Consultant will work in close collaboration with MOALI as the key stakeholder in the development of a programme on reclamation of VFV, in particular with the Department of Planning, and with LIFT as the donor. At the start of the assignment, she/he will develop a work plan in agreement with MOALI.

As part of the consultant's orientation to the context, s/he will review all the relevant documentation, including:

- MOALI's concept note "Reclamation of Vacant, Fallow and Virgin Lands (VFV), Re-allocation and Development by the Rural Poor"
- MOALI's agricultural development strategy
- LIFT Strategy and operational guidelines Selected sites pre-assessment report from GRET

The Consultant will be guided by MOALI and need to carry out consultation meetings with various institutions and key informants and workshops as deemed useful. The Consultant will also work closely with and be advised by MOALI's Policy Unit's international and national consultants on land policies.

The Consultant will need to map and consult all relevant stakeholders on design, in particular the concerned departments from MOALI and the General Administration Department at union and regional levels. The Consultant should also ensure that civil society organizations and/or other projects or programmes related to land tenure security in Myanmar are consulted and considered in the design of the programme development document.

This programme design document should include all sections as laid out in annex 1. The PDD should also include a *brief* capacity assessment of key institutions in regards to the programme management and propose coordination and institutional arrangements for a sound programme management.

In addition to the details of the programme design document for MOALI, the Consultant should develop Terms of Reference (TOR) for a partner agency who would support MOALI in the operationalization of LIFT-funded

parts of the programme, for example managing LIFT funding, supporting MOALI management capacities, recruiting consultants and identifying external supports as required.

VI. Deliverables

The following will be required:

1. Initial meetings with MOALI and LIFT FMO to review and agree on the consultant's role, objectives and methodology, and to review logistics;
2. An programme design workshop with MOALI and other government units as relevant to discuss and ensure a shared understanding of the broad programme design;
3. A briefing to MOALI and a briefing to LIFT FMO on the programme design document being proposed before finalization.
4. A Draft Programme Design Document with annexes following the guidelines in annex 1 (up to fifteen days after the briefing) to be presented to MOALI and LIFT,
5. A Final Programme Design Document with a full set of annexes as detailed in annex 1 (up to seven days after receiving final written feedback from LIFT and MOALI).

VII. Work Plan and Estimated Timeframe

The Consultant will work for an estimated 30 days, partially working from home (12 days) and carrying out consultations in Myanmar (18 days) according to the tentative work plan in annex 2. A detailed work plan and meeting schedule will be developed prior to the Consultant arrival in-country in coordination with MOALI.

In-country visits are planned for February-March 2018. Consultations in various locations (Yangon, Nay Pyi Taw, Sagaing, Magway and Mandalay regions – to be confirmed) will be followed by a debriefing to LIFT FMO and the project teams in Yangon.

LIFT will arrange for a local consultant to support all in-country meetings and visits, facilitating logistics and arrangements for consultations and interpretation of interviewees' responses. LIFT will cover any costs incurred in arranging meetings, workshop, and travel arrangements in-country.

VIII. Qualification, Experience, and Language Requirement

Master's Degree in Public Administration, Public Policy, Rural Development Planning, or a another subject area relevant to the ToR is required.. Additional two years of similar experience with a Bachelor's Degree is considered as equivalent.

Experience

- Minimum seven years of experience in rural development programme/project implementation, design and evaluation is required.
- Experience in programme design and management involving government institutions is required;
- Technical knowledge and experience in land tenure security and land reform programmes is preferred;
- Technical knowledge of farming systems and farm extension is preferred;
- Proven understanding of the socio-economic and political situation in Myanmar is desirable;
- A sound understanding of livelihoods, food security issues and land tenure practices in South-East Asia and/or Myanmar is an advantage; Previous involvement with and knowledge of donors, UN agencies, international NGOs and civil society is an advantage;

Language Requirement

- Fluency in both written and spoken English is essential.

IX. Core Competencies



Develops and implements sustainable business strategies, thinks long term and externally in order to positively shape the organization. Anticipates and perceives the impact and implications of future decisions and activities on other parts of the organization.



Treats all individuals with respect; responds sensitively to differences and encourages others to do the same. Upholds organizational and ethical norms. Maintains high standards of trustworthiness. Role model for diversity and inclusion.



Acts as a positive role model contributing to the team spirit. Collaborates and supports the development of others. **For people managers only:** Acts as positive leadership role model, motivates, directs and inspires others to succeed, utilizing appropriate leadership styles.



Demonstrates understanding of the impact of own role on all partners and always puts the end beneficiary first. Builds and maintains strong external relationships and is a competent partner for others (if relevant to the role).



Efficiently establishes an appropriate course of action for self and/or others to accomplish a goal. Actions lead to total task accomplishment through concern for quality in all areas. Sees opportunities and takes the initiative to act on them. Understands that responsible use of resources maximizes our impact on our beneficiaries.



Open to change and flexible in a fast paced environment. Effectively adapts own approach to suit changing circumstances or requirements. Reflects on experiences and modifies own behavior. Performance is consistent, even under pressure. Always pursues continuous improvements.



Evaluates data and courses of action to reach logical, pragmatic decisions. Takes an unbiased, rational approach with calculated risks. Applies innovation and creativity to problem-solving.



Expresses ideas or facts in a clear, concise and open manner. Communication indicates a consideration for the feelings and needs of others. Actively listens and proactively shares knowledge. Handles conflict effectively, by overcoming differences of opinion and finding common ground.

Other considerations:

Applicants are requested to:

- Submit a letter of motivation and a CV specifying experience and skills.

I. Annexes

Annex 1: Guidelines for the Programme Design Document (PDD)

The PDD should follow similar guidelines as for project proposals submitted to LIFT. The document should not exceed 25 pages (12 point Times New Roman Font and a minimum of 1 inch margins all around). Pages should be numbered. The proposal may include annexes with additional details regarding approach, methodologies, references, maps, etc. Annexes should not exceed 30 pages.

The document should include all information necessary for LIFT to adequately understand and evaluate the programme being proposed for funding. The remainder of this section describes the information that LIFT considers necessary. There is no obligation to follow the order of the sections below and a reader-friendly document is encouraged. The document can be further adapted to MOALI own requirements.

The document must consist of the following:

1. Title page

Programme title, name and contact of the institution as the programme owner and of the appointed programme manager, partners, geographical area, expected programme duration, start and finish dates and total budget.

2. Preamble

Include a table of contents, a list of abbreviations, a map, an executive summary.

3. Programme background and rationale

Outline the origin of the concept, problem definition/rationale and context for the programme. Outline how the proposed programme aligns with the LIFT strategy and the programme priorities, meets the needs of the poor or vulnerable, and explain how lessons from previous experience and studies inform the design of the programme.

Explain how the programme aligns with the development plans/priorities of MOALI, and other development partners working in the same field and/or area. Identify any gaps in the available knowledge.

Outline the results of key discussions which have taken place in preparation of the proposal, including:

- Who was consulted (e.g. other development partners, government departments, NGOs, etc.),
- Any issues raised pertinent to the programme's rationale and design approach, and
- A summary of the views of other key stakeholders.

4. Context and conflict sensitivity analysis

Provide a contextual analysis of the geographical targeting and, if relevant, conflict dynamics, focusing on those which are relevant for programme implementation.

- What population the programme will target and what is their vulnerability to conflict (including land related conflicts)?
- Explain the operating context and highlight the key conflict drivers, dynamics, and capacities for tension and for conflict resolution, and 'map out' key stakeholders to determine the power relations between them.
- Explain how the Programme will interact with these stakeholders and how it will adapt to the context.

If a complete analysis is not yet available or if some important knowledge gaps are identified, the PDD should explain what further work will be done during the inception phase of the programme to ensure the programme has sufficient understanding of the context.

An understanding of the context and conflict dynamic will help ensure that the programme is developing a strategy to minimize conflict impacts and maximize positive efforts across all areas of implementation, and at all levels (local, state/region, and national). The LIFT Conflict Sensitive Principles may guide that strategy.

5. Target area, stakeholder analysis

This section should describe the targeted geographical areas of the Programme (township(s), number of villages, and population estimate), and number of direct and indirect beneficiaries (disaggregated). The distinction between direct and indirect beneficiaries should be clear.

A *stakeholder analysis* should be included to describe the key direct and indirect beneficiaries, and the organisations and individuals involved and which have an interest - along with any vested interests they may have. This analysis needs to be done at several levels: village, village tract, district, regional and union levels. The following are also important:

- A clear description of the role of various government agencies in the programme.
- A description of the role of all local institutions involved and any support or intention to establish new institutions clearly detailed and justified.
- Where new or improved institutional arrangements are to be enduring, explanation should be provided on the sustainability provisions included.

6. Programme Theory of Change

A clear Theory of Change (TOC) should be presented in diagrammatic form and explained in a narrative. An actor centered TOC is preferred. The Theory of Change should make it clear how the programme aligns with the LIFT results framework (refer to LIFT Strategy).

There should be a specific statement of what the Programme will accomplish and what the key results are in terms of programme level outcomes and outputs in a summary form.

7. Activities, technical approach, methodology and scope

An *activity and methodology description* needs to be sufficient to identify **what** will be done, **how** it will be done, and **where** it will be done. It should indicate **who** will do what at a broad level to explain stakeholder roles.

This should include a clear description of what will be done to produce the expected results along with explanation of the technical approach and methodology. A clear and direct linkage between the activities and the relevant outcomes of the programme TOC should be evident, i.e. the technical approach and methodology should clearly demonstrate that the type of activities proposed are a viable means to deliver the results and get the intended outcomes.

This section should include consideration of relevant cross-cutting issues (gender, nutrition, human rights, and the environment).

A Work Plan should be presented in graphical (table, preferably LIFT template, www.lift-fund.org/work-plan-activity-plan-and-fund-request) form and can be attached as an annex. It should indicate the sequence of all major activities and implementation milestones, including targeted beginning and ending dates for each step and key deliverables. An inception period should be considered of maximum 6 months at the start of the project. Provide as much detail as necessary. The work plan should show a logical flow of implementation steps, indicating that all the things that must happen have been carefully thought through from the start to

the end of the programme. It should consider seasonality and/or other major constraints. Please include in the work plan all required milestone reports and monitoring reviews.

8. Risks and mitigation

Identify and list major risk factors that could result from programme activities and/or the programme not producing the expected results. These should include both internal / operational factors (e.g. the technology involved fails to work as programmed) and external factors (e.g. government policy changes). Outline mitigation strategies and/or how risk will be identified and assessed in the design. This should include clear principles for 'Do-No-Harm'. Include key assumptions on which the proposal is based.

9. Monitoring and Evaluation for Accountability and Learning (MEAL) management

This section should follow the guidelines provided in LIFT's MEAL guideline (www.lift-fund.org/monitoring-and-evaluation-learning-and-accountability-meal-guidelines-ips-upcoming-proposals-and). All programmes need to provide an MEAL Framework including 3 main components: (1) a Programme Theory of Change; (2) Programme Evaluation and Learning questions; and (3) a Programme Measurement Plan¹.

While applicants will be required to provide basic data on outreach (e.g. villages covered, households reached, sex disaggregated data on individuals reached through various activities), a significant portion of data collection based on the LIFT logframe will be managed directly by the FMO. Programme MEAL frameworks are instead required to report on the specific outcomes and impact that the programme has committed to.

The framework will need to consider the monitoring and evaluation needs for both implementation (formative) and programme completion (summative). Suggested key issues to be addressed are:

- Establishment of an appropriate programme baseline.
- How the outcomes and impact of the programme will be assessed.
- How the performance of the programme activities will be tracked in terms of achievement of the steps and milestones set forth in the measurement framework.
- How any mid-course correction and adjustment of the design and plans will be facilitated on the basis of feedback received.

Specific and measurable indicators for the programme outcomes and deliverables should be provided and form the basis for monitoring and evaluation. These indicators will be refined, and along with the MEAL framework will form an important part of the grant agreement between the proposing organisation and LIFT.

The evaluation and learning question matrix should include which measures will be taken to ensure that evidence-based lessons are generated throughout the Programme implementation and are used to inform Programme management for design adjustments and input to key policy development and advocacy.

Proposals should provide an outline of the M&E capacity that will be available for implementation of the Programme, including:

- Current M&E staffing and how this will be augmented with additional assistance if necessary.
- Existing measurement practices.
- The information storage systems that will be used.

10. Programme owner background, programme governance mechanism, partnership and staffing

¹ A measurement plan replaces LIFT's previous use of project logframes and identifies the project outcomes, outputs, indicators, targets, milestones and means of verification. A template is available in the MEAL Guideline, which is on the LIFT website.

The PDD should describe the proposed institutional arrangements within MOALI and with other stakeholders involved in the programme governance and management. These arrangements should provide fast and clear management, monitoring and decision-making mechanisms and demonstrate that relevant experience and capacity will be mobilized and that there is a strong commitment to implement the programme successfully in close coordination with all stakeholders.

For this purpose an overview of the organisational structure of the programme should be provided, including the roles of key personnel (e.g. chief of party, programme director, senior technical advisor).

LIFT intends to recruit a partner agency that would provide financial management services and technical support to MOALI for LIFT funding within the programme. LIFT would transfer funds to the partner agency that would be in charge of procurements and expenditures based on formal requests and approvals by MOALI as the programme owner.

The PDD will include an annex with the TORs for procuring this partner agency. The PDD should describe the partnership arrangements with MOALI, the required staffing and key deliverables.

The PDD will consider in addition what key expertise would be required for supporting MOALI programme implementation and how this expertise should be made available (i.e. from within the organisation, through external consultancy, and partnerships) along with a description of implementation roles.

Explain who the (potential) partners are, how they have been identified, what their specific expertise is, what their contribution is to be and how the relationships between the partners will be managed throughout the programme.

If a partner is not full time on the programme, please provide a schedule for their inputs.

The lead applicant should submit in annex to the proposal a letter signed by the proposed partners stating that they have contributed to the programme design, are willing to collaborate with the applicant and that they agree to enter into an agreement if the proposal is successful.

11. Programme budget breakdown and Value-for-Money

A realistic budget is an important part of developing and implementing a successful programme. The proposal budget should include a detailed breakdown of costs. The budget template available on the LIFT website must be used. The budget breakdown should clarify the total allocated budget for each component that the Programme will contribute to.

The following important principles should be kept in mind in preparing a Programme budget:

- Include only costs which directly relate to efficiently carrying out the activities and producing the outcomes which are set forth in the proposal. Other associated costs should be funded from other sources. Refer to the LIFT operational guidelines on what LIFT can and cannot fund.
- The budget should be realistic.
- The budget should include all costs associated with managing and administering the grant Programme. In particular, include the cost of monitoring and evaluation.
- Indirect costs are allowable up to six percent of the total direct costs, not including investment capital funded by LIFT.
- The budget line items in the budget template are general categories intended to assist in thinking through where money will be spent. If a planned expenditure does not appear to fit in any of the standard line item categories, list the item under other costs, and state what the money is to be used for.
- The figures contained in the budget sheet should agree with those on the proposal header and text.
- The budget needs to be accompanied by detailed assumptions on costs (e.g. how many computers are required for how many staff, how per diems are calculated, etc.).
- Costs incurred at headquarters outside Myanmar will be only considered in exceptional cases.

Financial and technical proposals should be sufficiently linked to enable a reasonable value-for-money (VfM) assessment of the proposal. Proposals that demonstrate that LIFT's funds will leverage other funds, as well as proposals that demonstrate clear progress towards financial sustainability, are encouraged.

The proposal should demonstrate good Value-for-Money. Some questions to consider may include:

- Have partners and communities been involved in identifying which outcomes have the greatest value to them, and where savings can be made?
- Can contributions be leveraged from other sources?
- Is the proposed concept providing value for money per beneficiary or target group?
- What options are there for achieving more value for the same/less resources?
- Are there multiplier effects from the intervention, or benefits from replication or scaling, that strengthen the value for money of the intervention?

Annex 2: Tentative work plan and estimated number of days for the Consultancy

| Suggested Tasks / Location for LCG Programme review | Estimated number of days |
|---|---------------------------------|
| Desk review (home-based) | 3 |
| Preparatory meetings with MOALI and LIFT | 2 |
| Meetings in Yangon with GRET and other relevant stakeholders | 1 |
| Meetings and consultations in Nay Pyi Taw | 6 |
| Meetings with regional stakeholders in Sagaing (Monywa), Magway, Mandalay | 6 |
| Design workshop with MOALI | 2 |
| Analysis and debriefing in Yangon | 1 |
| First draft PDD (home-based) | 6 |
| Finalized PDD (home-based) | 3 |
| Total | 30 |