

Baseline study on current practice of citizen participation at the local level, elaboration of respective recommendations and action plan for GGLD

On behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ), GIZ Good Governance for Local Development Programme (GGLD) invites organizations to submit the proposals for consultancy services.

Terms of Reference:

1. Brief description of the Module

Module Name: Good Governance for Local Development in South Caucasus (GGLD)

Module Objective: public institutions in the South Caucasus region are better able to provide citizen-oriented public services at the local level.

Basic fields of action:

- a) Improving the legal and institutional framework for providing citizen-oriented public services;
- b) Strengthening the capacities of key stakeholders to deliver citizen-oriented services and to finance them;
- c) Introducing public participation mechanisms for the engagement of citizens in service delivery;
- d) Strengthening the procedures, institutions and instruments of regional and local economic development;
- e) Promoting exchange of experience and cross-border learning.

Module duration: 01/04/2020 – 31/03/2023

2. Background information

Legislative framework on citizen participation at the local level has been improved over the course of last years. Organic law of Georgia “Local Self-government Code” foresees different forms and guarantees for civic participation. Issues related to civic participation at the local level are envisaged under various international and national strategic documents. Third strategic goal of the Decentralization Strategy of Georgia 2020-2025 envisages development of reliable, accountable, transparent and result-oriented local self-governments. Facilitation of effective participation in decision-making and implementation processes at a local level is foreseen as one of the objectives to achieve the aforementioned goal (objective 3.3.). In addition, in 2019, the parliament of Georgia ratified the Additional Protocol to the European Charter of Local Self-Government on the right to participate in the affairs of a local authority. Despite the existing legislative framework and strategic documents, practical implementation of citizen participation at the local level is poor.

Strengthening the participatory mechanisms in local service delivery is one of the priorities envisaged under the Memoranda of Understanding between GIZ Good Governance for Local Development Module (GGLD) and the Ministry of Regional Development and Infrastructure of Georgia (MRDI). One of the expected results of GGLD module in terms of strengthening citizen participation mechanisms is as follows: *The number of municipalities in GE, which apply two citizen participation mechanisms (e.g. in budget development, development planning or decisions on investments), that meet selected quality criteria, has increased up to 10 (output indicator 3.1). Hereby, according to the mentioned indicator source, the evaluation of documentation on participation procedures in municipalities should be carried out in line with the following quality criteria:*

- *inclusive (LNOB, Leave no one behind)*
- *gender-sensitive*
- *online availability (in remote areas)*
- *access to online media guaranteed or alternative participation offered*
- *data protection / privacy guaranteed*
- *procedures promote accountability*

In order to effectively plan GGLD activities to achieve the mentioned indicator, initially, baseline study/analysis of current situation should be carried out (considering the abovementioned quality criteria), that should identify current challenges and needs in the field of citizen participation at the local level, pilot municipalities and participatory mechanisms.

3. Objective of assignment

- 3.1. Elaborate a baseline study on current practice of citizen participation at the local level, identify current needs and challenges;
- 3.2. Elaborate recommendations and action plan for GIZ “Good Governance for Local Development” module on how the module should respond to existing needs and achieve the expected result under the indicator (output indicator 3.1.). Recommendations shall include:
 - Elaborate criteria for the identification of two citizen participation mechanisms and identify two mechanisms, practical application of which should be supported by GGLD;
 - Elaborate criteria for identification of pilot municipalities and identify 15 pilot municipalities, where selected two participation mechanisms should be piloted;
 - Identify measures that will support the application of quality criteria in practice.

4. Scope of Assignment

Within the frames of the potential assignment, a service provider shall perform the following tasks:

- 4.1. Elaborate the methodology (considering qualitative and quantitative research methods) for the baseline study that shall describe the methods for the achievement of objectives set under the terms of reference with the indication of timeline and responsible people.
- 4.2. Baseline study shall have the following structure and content:

Introductory Part:

- **Brief country profile:** brief overview of administrative arrangement, municipal competences, general categories of municipalities in terms of size and population (average size and average number of population), average budget of municipalities, other related data;
- **Overview of legislative and strategic framework:** forms and guarantees of participation at the local level foreseen by the legislation; commitments foreseen under national and international strategic documents.

- **International and national assessments on citizen participation** (e.g. *local self-government index* (<http://www.lsgindex.org/>), *open budget index*, *civic engagement index*, etc.).

Basic part:

- **Study on current citizen participation practice at the local level:**
 - Review and analyze current regulations and practice on citizen participation at the local level in line with quality criteria (see *the chapter 2. background information*)
 - Overview of local self-government initiatives to engage citizens in local decision-making processes and feedback from citizens (forms and examples);
 - Examples/precedents of citizens' initiatives to engage in local decision-making and feedback from local self-governments (forms/examples);
 - Successful cases of citizen participation (particularly, in terms of sustainability);
 - Identified gaps, challenges and needs and respective recommendations.
- **Communication practice with citizens and provision of necessary information:**
 - Regulations on communication with the citizens at the local level (e.g. communication strategies, action plans, etc.)
 - Working practice of municipal PR services in terms of citizen participation;
 - Provision of information to the society on various processes/initiatives/results at the local level; forms and mechanisms of receiving feedback from the society (successful cases);
 - Practice on application of electronic tools/forms of communication (webpages, Facebook pages); practice on electronic feedback mechanisms;
 - Information on local media and overview of cooperation practice between local media and municipalities;
 - Identified gaps, challenges and needs in terms of information and communication and respective recommendations.

- Practice of **engagement of local civil society/non-government organizations** and cooperation with local self-governments:
 - Specialized civil society/non-government organizations working at the local level on the issues of participation (including regional/local NGOs/CSOs); frequency and character of submitted initiatives and feedback from local governments;
 - Identified gaps, challenges for engagement of civil society/non-government organizations and their cooperation with local self-governments, respective needs and recommendations;

- Practice **on electronic forms/platforms of participation**; identified gaps, challenges, needs and recommendations;

- Service provider shall conduct a **desk-study and in-depth interviews/focus groups** with different target groups at municipalities. Municipalities shall be selected according to the pre-elaborated criteria (*at least one municipality per region*) to demonstrate the country-wide situation in the field of participation (*to be included in the methodology of the study*):
 - Desk study of important documents (studies, regulations, recommendations, etc.);
 - **In-depth interviews/focus groups** with local self-government representatives on current needs and challenges in the field of citizen participation; collect and analyze their opinions;
 - **In depth interviews/focus groups with citizens**: all groups of citizens/society shall be presented (*study shall include all age groups (including school pupils and elderly people over 60), equal number of men and women, representatives of different vulnerable groups, etc.*). Interviews/focus groups shall identify citizens attitude towards participation institute, their awareness level, their demands towards administration, desired forms of communication/feedback from/to administration and related issues. Collect and analyze citizens' needs and opinions;
 - **In-depth interviews/focus groups with local NGOs/CSOs** to collect and analyze their opinions on current needs and challenges in the field of participation.

- Collect, analyze and assess data **on state programs and funds focused at local level** where civic participation is important (*analyze negative and positive sides of participation in indicated programmes*).

- **Elaborate SWOT analysis** based on the findings of the baseline study on citizen participation.

In addition, baseline study should include the following data in the annexed files:

- Data on **practical guidelines and studies** in the field of citizen participation at the local level (in excel file);
- Data on **international/donor organizations working in the field of citizen participation** at the local level (which organization does what/fields of activities);

4.3. Based on findings and needs identified as a result of the baseline study service provider shall provide the following recommendations:

- Recommendations on improvement of citizen participation practices at the local level (processes, structures, quality criteria, communication, relevant tools to encourage media, civil society and citizens to participate in local decision-making processes, other related issues);
- Recommendations on the measures to strengthen the capacities of the different target groups involved in participatory processes (*local self-government representatives, civil society/non-government organizations, media, different groups of society (including youth)*). Recommendations should also focus on *identification of trainings needs for each target group*;
- Recommendations on improvement of participation practices in different state programmes and funds focused at local level.

Service provider shall provide the following recommendations focused on fulfillment of indicator of GGLD (output indicator 3.1):

- Elaboration of criteria and identification of two participation mechanisms based on pre-elaborated criteria application of which should be supported within the GGLD frames;
- Elaboration of criteria for the selection of pilot municipalities within the frames of GGLD and identification of 15 pilot municipalities based on elaborated criteria;
- Identification of measures for the application of two participation mechanisms in selected pilot municipalities;
- Elaboration of recommendations on consideration of quality criteria in local regulations and practice – how should be the quality criteria considered in regulations and implemented in practice;
- Elaboration of action plan for the GGLD in order to achieve output indicator 3.1.

5. Terms of assignment and reporting

- 5.1. Final report for the assignment shall be submitted **no later than 30.11.2020**.
- 5.2. Study and recommendations shall be submitted in one document according to the structure and content defined by the terms of reference.
- 5.3. Final documentation shall be submitted in Georgian; hereby, executive summary shall be submitted in English as well.

6. other terms

Service provider shall regularly provide information on results and perform all the assignments listed in the ToR in a close coordination and agreement with GIZ.

Tentative contract period:

Start date: 26.07.2020

End date: 30.11.2020

Submission and Selection of Proposal

Partner for the consultancy service will be selected based on a competition.

Entrepreneurial (LLC) and non-entrepreneurial legal entities (NLE, NPO), Legal Entities of Public Law (LEPL), NGOs/CSOs are eligible to participate in the competition.

GIZ reserves the right to check the information indicated in the application. Application will be cancelled in case of inaccurate information.

Selection criteria

1. The technical proposal shall provide evidence of the organization's capabilities and assignment-related experience in executing similar projects/studies in the area of local self - government and citizen participation. Proposal should demonstrate specific experience in conducting similar studies;

2. The technical proposal shall explain in detail how the company will plan the work and perform the objectives listed in the Terms of Reference (ToR) document considering such aspects as compliance with the ToR, implementation methodology, timelines of actions included in the technical proposal;
3. A work plan, including implementation schedule of number of workdays per tasks to be performed by the contractor for completion of this assignment;
4. Experts assigned to executing of the tasks outlined in the ToR shall have at least five years of demonstrated experience in development and implementation of similar projects/studies in the field of local governance and citizen participation. Reference to similar work/projects completed shall be included in his/her CV to be attached to the offer;
5. Budget cost efficiency.

More detailed information on assessment criteria is provided under the annexed assessment grid.

Project Duration, Budget and Payments

Tentative contract period for the service will be **26.07.2020 – 30.11.2020**.
 Presented budget shall not exceed **70 000 GEL** and shall be VAT excluded.
 Within the frames of the contract the payments will be made gradually.

Submission of Application

Application should be submitted in English and Georgian.

Technical proposal shall contain the following information (*recommended structure of the proposal*):

1. *Title page*

Name and registration number of organization; legal address, telephone number, e-mail address, director of organization, - signature and stamp of a director.

2. *Project name and implementation period (month/year-month/year)*

2.1 *Project Description*

2.2. *project goals and objectives and implementation methodology (shall be in compliance with the terms of reference under this tender announcement);*

2.3 *Activities defined by the project and implementation schedule*

#	Activity	July	August	September	October	November	Comment
1	X						<i>If relevant</i>
2	Y						
3	Z						

...	...						
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2.4 Persons involved in the project and their functions

Please, indicate the list and functions of persons, who will be involved in the implementation of the project and will be respectively indicated in the budget.

2.5 Annex

Respective Resumes (CV) of the staff involved in the implementation of the project should be attached to the application.

Applicant may attach any additional relevant information to the application.

Financial offer shall contain the following information:

Budget in GEL (excl. VAT)

#	Category	Unit	Number of unit	Unit price (GEL)	Total value (GEL)	Comment
1	Salary**					
1.1		[month or man-day]				
1.2						
1.3						
	...					
	sum					
2	Other costs					
2.1	Transportation					
2.2	Accommodation					
2.3	Hotel costs (meetings), catering					
2.4	Per-diem	15 GEL				
2.5	...					
	Sum					

	Total sum			

*** indicated fees shall include income tax and pension fund costs.*

Budget should not contain the costs that are not relevant for the activities envisaged under the project. Neither ongoing costs of the organization nor any kind of debt will be covered from the budget.