# Serbia Competitive Agriculture Project (SCAP) Terms of Reference

# Final Evaluation of the SCAP Project

# Background

The Serbia Competitive Agriculture Project (SCAP), a US$50 million investment, was approved by the World Bank in December 2019 and ratified by the National Assembly of the Republic of Serbia in February 2020. The objective of the Project is to improve access to markets and information systems for agricultural producers in Serbia. This will be achieved through a) improving productivity of small and medium scale farmers by strengthening advisory and technical support; b) supporting market access of small and medium scale farmers (including finance and business planning capacity); c) improving government systems to strengthen the enabling environment for all agricultural producers (including capacity building for the Ministry, information systems, and data platform).

The Project will provide financial and technical support to all productive investments in agriculture in Serbia through the national rural development program[[1]](#footnote-2) and will not finance direct payments (subsidies). This delimits the scope of Project interventions outside of all IPARD measures that the country has been accredited for or plans to be accredited for and puts it in the center of national rural development program.

The project supports small and medium-scale agricultural production units, including producers, producer groups, and agribusinesses/agro-processors that provide direct links to smallholder farmers. The focus is on entities that have or can develop a commercial focus and are not covered by accredited IPARD measures. While large producers are not directly targeted, they also benefit from the enabling environment created through improvements in information systems and financial services. Small and medium-sized producers are classified based on the economic size of holdings, expressed in euros of standard output. Within the context of Serbia, small producers are those with an economic size of up to EUR 8,000, while medium producers fall within the range of EUR 8,000 to 25,000.

Project Description: The Project activities are structured into three Components. Component 1) will focus on improving the productive and entrepreneurial capacity of small and medium farmers by supporting business and financial planning for productive investments, as well as supporting market access and strengthening sector competitiveness. Component 2) will focus on improving the capacity of the Ministry of Agriculture, Forestry and Water Management (MAFWM) to provide core public goods for improving sector performance. This includes establishing and information system aligned with EU CAP requirements to enable evidence- based policy making and monitoring of results, enhance market information for stakeholders and build capacity for regulatory roles aligned with EU CAP. Component 3) will focus on project management.

The Serbia Competitive Agriculture Project (SCAP) has been implemented with the objective of strengthening the agricultural sector through improved support mechanisms, financial assistance programs, and institutional capacity-building. As the project nears completion, a comprehensive Final Report is to be prepared to document its achievements, challenges, and lessons learned.

As a key component of this effort, an independent analytical report will be developed to assess key dimensions of the project’s performance, including efficacy, efficiency, and outcomes/impact.

This analysis will provide an evidence-based evaluation of the project's effectiveness in achieving its objectives, the efficiency of resource utilization, and the extent to which intended outcomes and broader impacts have materialized. The findings will contribute to the overall Final Report, offering insights that can inform future policy development for agricultural support mechanisms in Serbia.

# 2. Objective of the Assignment

# General Objective

The objective of this assignment is to conduct an independent and comprehensive evaluation of the SCAP project, systematically assessing its relevance, efficacy, efficiency, impact, and sustainability. This evaluation will measure how effectively SCAP has met its intended goals, the extent to which its interventions have contributed to strengthening agricultural support mechanisms in Serbia, and how efficiently project resources were allocated and utilized. The assessment will also examine the broader socio-economic and environmental impact of the project, determining its contribution to income growth, job creation, institutional capacity-building, and market competitiveness.

By analyzing key performance indicators, project data, stakeholder feedback, and implementation processes, the evaluation will provide evidence-based insights and lessons learned to inform future policy directions. The findings will contribute to the SCAP Final Report, offering a strategic roadmap for the design of future agricultural support programs, improved financial mechanisms, and policy reforms that enhance Serbia’s agricultural sector’s resilience, sustainability, and alignment with EU accession objectives.

# Specific Objectives

The assignment will focus on the following specific objectives:

1. Relevance: Assess the alignment of SCAP with public policies, sectoral priorities, Serbia’s institutional framework, and local development plans, ensuring its strategic fit within the national agricultural policy landscape. The evaluation will also assess whether and how SCAP complements, overlaps with, or diverges from other national and local agri-support programs financed through domestic or external sources, including donor-funded initiatives, international financial institutions (IFIs), and EU programs.
2. Efficacy: Evaluate the extent to which SCAP achieved its intended objectives and delivered expected results, considering project design, implementation progress, and measurable outcomes.
3. Efficiency: Analyze the allocation and utilization of resources, cost-effectiveness, and the operational and financial mechanisms that influenced project implementation.
4. Impact: Assess the broader effects of SCAP, including income growth, job creation, and other key impact indicators demonstrating improvements in the well-being of final beneficiaries.
5. Sustainability: Analyze the degree of institutionalization of SCAP at the level of public and private institutions, as well as its long-term impact on beneficiaries and agricultural support mechanisms.
6. Social and Environmental Aspects: Evaluate the social and environmental impact of SCAP, considering the implications for local communities and sustainable agricultural practices.
7. Monitoring & Evaluation (M&E) Assessment: Review the design, implementation, and use of data and information within SCAP’s M&E framework to determine how effectively project performance was tracked and utilized for decision-making.

# 3. Scope of Services

The consultant will be responsible for conducting an independent final evaluation of the SCAP project, focusing on its efficacy, efficiency, relevance, impact, and sustainability. The analysis will be data-driven and based on project records, monitoring and evaluation (M&E) reports, key performance indicators, stakeholder consultations, and additional qualitative and quantitative analyses. The evaluation will assess SCAP’s contribution to agricultural support mechanisms, institutional strengthening, and long-term policy improvements.

The scope of services includes the following tasks:

1. Review of Project Documentation and Data Collection
	1. Analyze key project documents, including the SCAP results framework, progress reports, financial reports, and M&E data.
	2. Identify relevant performance indicators and data sources to assess project achievements. The consultancy should propose additional impact indicators where necessary.
	3. Engage with project stakeholders (if required) to collect qualitative insights on project implementation and outcomes.
	4. Review Aide Memoires from supervision missions and analytical studies related to SCAP.
2. Assessment of Relevance
	1. Evaluate the degree of alignment between SCAP and public policies, sectoral priorities, institutional frameworks, and local development plans.
	2. Assess the strategic fit of SCAP interventions within Serbia’s agricultural policy landscape and its contribution to national agricultural development.
3. Assessment of Efficacy
	1. Evaluate how well SCAP met its intended objectives and delivered expected results based on project indicators and final targets outlined in the results framework.
	2. Analyze the effectiveness of project interventions in improving agricultural support mechanisms, financial services, and beneficiary access to markets.
	3. Assess the coherence between project design, implementation strategies, and actual outcomes.
4. Analysis of Efficiency
	1. Examine the extent to which project outputs and outcomes were achieved, considering resource allocation, financial management, and operational effectiveness.
	2. Assess whether project activities were completed within the planned budget and timeframe.
	3. Identify key operational, financial, and institutional factors that influenced the efficiency of implementation.
	4. Conduct a cost-benefit analysis, estimating the economic and financial indicators of SCAP’s return on investment.
5. Evaluation of Impact
	1. Evaluate changes in impact indicators among final beneficiaries by comparing baseline and final conditions as a result of SCAP interventions.
	2. Assess the project’s contribution to strengthening Serbia’s agricultural support system and financial instruments.
	3. Identify direct and indirect benefits of SCAP, including institutional strengthening, enhanced market access, and financial sustainability.
	4. Evaluate any unintended positive or negative consequences resulting from project activities.
6. Evaluation of Sustainability
	1. Assess the degree of institutionalization of project-supported activities at the level of final beneficiaries, private sector entities, and public institutions at both national and local levels.
	2. Evaluate the likelihood of long-term sustainability of SCAP’s financial instruments, business models, and institutional support mechanisms.
7. Additional Aspects

Analyze compliance with Environmental and Social Standards , ensuring SCAP’s alignment with the Bank's Environmental and Social Framework (ESF).Assess the effectiveness of monitoring and evaluation (M&E), communication strategies, and information management processes.

* 1. Evaluate the degree of adoption and utilization of SCAP-generated knowledge and best practices among relevant stakeholders.
1. Preparation of the Final Evaluation Report The final evaluation report should be structured as follows:
	1. Executive Summary – Key findings and recommendations.
	2. Introduction – Context, purpose, and objectives of the evaluation.
	3. Methodology – Description of evaluation methods, data sources, and analytical approach.
	4. Results – Findings based on relevance, efficacy, efficiency, impact, and sustainability.
	5. Lessons Learned – Key insights from SCAP implementation.
	6. Recommendations – Actionable recommendations for future agricultural policies and programs.
	7. Annexes – Supporting documents, data tables, stakeholder consultations.
	8. Bibliography – List of references and sources used.
2. Ensuring Independent and Transparent Evaluation
	1. The consultant is expected to adopt a methodological approach that ensures independence, transparency, objectivity, and alignment with international best practices for project evaluation.
	2. Stakeholder engagement will be conducted in an impartial and structured manner to ensure diverse perspectives are considered.
	3. The evaluation will incorporate qualitative and quantitative evidence to support its findings and recommendations.

#  4. Institutional and Implementation Arrangements and key stakeholders

The Consultant will report to the SCAP Project Coordinator, who oversees the Project Management Team (PMT) that has been established to support project implementation. The Consultant shall be responsible for providing information (inputs) and advice as requested by the SCAP Project Coordinator for the satisfactory implementation of project activities related to this Consultancy.

**5. Work Methodology**

The Consultant should conduct the evaluation in accordance with the following methodological guidelines for the Serbia Competitive Agriculture Project (SCAP):

* Review of Project Documentation – Conduct a comprehensive analysis of key project documents, including legal, technical, financial, and available methodological resources to ensure a thorough understanding of SCAP's structure and implementation.
* Coordination with SCAP PMT – Plan and align consultancy activities with the SCAP Project Management Team (PMT), ensuring a collaborative and structured approach.
* Stakeholder Engagement – Hold meetings with the PMT and technical team to gather insights, define requirements, and ensure the evaluation aligns with project expectations.
* Data Collection and Analysis – Establish a structured framework for collecting qualitative and quantitative data, ensuring that information from multiple sources is synthesized into a coherent analysis.
* Presentation of Interim Findings – Deliver structured presentations of intermediate findings, allowing for validation, feedback, and adjustments before finalizing the evaluation.
* Final Evaluation Delivery – Present a well-structured analytical report that encapsulates the entire evaluation process, ensuring that findings are robust, evidence-based, and actionable for policy and project implementation.

This methodological approach ensures a systematic and transparent evaluation, from the initial scoping phase through to the final reporting, ensuring that all findings are relevant, data-driven, and aligned with international best practices for project evaluation.

**6. Deliverables**

The consultancy will produce a series of structured deliverables to ensure a **comprehensive evaluation, strategic recommendations, and actionable insights**. These deliverables will provide a roadmap for assessing SCAP’s performance and guiding the future development of Serbia’s agricultural support mechanisms.

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| Deliverable | Report | Timeline | Form and Language |
| ****Deliverable 1: Inception Report**** | Outlines the **methodology, key data sources, and tools for data collection** for both qualitative and quantitative analysis. The report will include a **preliminary identification of key indicators and data gaps**, as well as an initial summary of findings from the review of project documentation. | **30** working days after signing the contract | **Deliverable report should be sent in Serbian and English language****Electronic version.** |
| ****Deliverable 2: Draft Evaluation Report**** | Covers the **analysis of efficacy, efficiency, relevance, sustainability, and impact** of the SCAP project. The report will present **data-driven findings** supported by project records, M&E reports, and stakeholder insights. It will also include **preliminary conclusions, lessons learned, and recommendations** for future agricultural policy and project design. The draft report will be submitted for **stakeholder review and feedback**. | **120** working days after signing the contract | **Deliverable report should be sent in Serbian and English language****Electronic version.** |
| ****Deliverable 3: Final Report & Presentation**** |

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| Incorporates feedback from stakeholders and project counterparts. The **final report** will be structured around **efficacy, efficiency, impact, sustainability, social and environmental aspects, and monitoring & evaluation (M&E) design, implementation, and data utilization**, presenting **evidence-based conclusions and key recommendations** for improving future agricultural support programs and policy frameworks. Additionally, the consultant will deliver a **concise presentation** summarizing key findings, conclusions, and recommendations to relevant stakeholders, project coordinators, and decision-makers, ensuring an informed discussion before finalizing the report. |

 | **150** working days after signing the contract | **Deliverable report should be sent in Serbian and English language****Electronic version.** |

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**7. Engagement**

* **Type of Contract**: The contracting will be executed as a lump-sum consultancy contract, with payments tied to the successful delivery of agreed products.
* **Duration of Contract**: The duration of the contract will be up to 150 calendar days from its signing, ensuring sufficient time for thorough analysis, stakeholder engagement, and the development of comprehensive recommendations.
* **Functional Dependency**: The consultancy will operate under the supervision of the SCAP Project Manager. The Consultant/Firm will deliver progress reports as per deliverables, and all finalized deliverables to the Project Manager, who will oversee coordination and alignment with the project's overall objectives.

**8. Acceptance criteria**

Deliverables submitted to and approved by the Project coordinator.

The selected Consultant shall be paid in line with the Schedule of payments, described under the 6. Deliverables. In the offer, the Consultant states the lump sum for the entire tasks under this ToR, but also provides an overview of costs breakdown by each Deliverable.

Approval of these deliverables will allow payment for each of the Deliverables.

**9. Other requirements**

The Consultant is obliged to perform consulting services in accordance with the applicable Serbian legislation and wide-known technical norms and rules of the profession and in accordance with the requirements defined in this ToR.

Intellectual property rights policy will be applied in accordance to the proper sections of the Contract.

All activities and deliverables will be designed and executed in alignment with the World Bank's Environmental and Social Standards (ESS).

The submission of complete documentation in the electronic form (via e-mail) is mandatory.

#  10.. Experience and Qualifications Requirements

To be considered for the consultancy on the Final Evaluation of the Serbia Competitive Agriculture Project (SCAP), the Consultant/Firm must meet the following qualifications:

* Minimum15 years of experience in conducting independent analytical assessments, policy evaluations, and impact studies in the agricultural sector, economic development, or related fields in Serbia.
* Experience in analyzing project performance, including but not limited to assessing efficacy, efficiency, and outcomes/impact of donor-funded programs or economic development projects in Serbia.
* Experience in institutional capacity-building initiatives, particularly those focused on governance, financial mechanisms, public sector efficiency, or related (minimum 2 projects in Serbia).
* Experience in developing methodologies and frameworks for impact assessments, cost-benefit analyses, or financial evaluations of large-scale programs in the public sector in Serbia.
* Experience in developing national policy documents in Serbia.
* Experience in facilitating stakeholder engagement processes, including consultations with government agencies, donor organizations, private sector actors, and civil society representatives.
* Experience in conducting field surveys and on-the-spot interviews with agricultural beneficiaries across multiple regions in Serbia, minimum 180 beneficiaries.
* Experience in training and coordinating multiple field teams for data collection, including interviews and visual verification.
* Experience in using digital tools for field data collection and online submission in line with predefined methodologies.
* Experience in conducting education and training in the field of agriculture and project management, is an asset.
* Experience in evaluating rural development, economic competitiveness, or sector-specific investment programs, including but not limited to agriculture, is an asset.

The Consultant shall propose a multidisciplinary team of experts with relevant qualifications and experience to successfully implement the assignment. All experts must be independent and free from any conflict of interest. Key Experts will not be evaluated at the shortlisting stage. The team shall include the following key experts:

#### Key Expert 1: Project Coordinator

* Higher University education, Bachelor’s or Master’s degree.
* Experience in business consulting in Serbia (minimum 10 years).
* Experience in managing projects, including minimum 10 projects managed in Serbia.
* Experience in working with international organizations, preferably including minimum 1 project funded by an international organization within the past two years.
* Experience in developing and/or reporting on national policies or strategies in Serbia, with minimum 1 report on the implementation of a strategy plan in Serbia.
* Experience in delivering training in the field of project management, is an asset.
* PMP certification is an asset.
* Working knowledge of English language.
* Knowledge of Serbian Language.

#### Key Expert 2: Expert in Qualitative and Quantitative Analysis

* Minimum Master’s University degree in field of economics (PhD preferred).
* Experience in business consulting (minimum 10 years).
* Experience in conducting at least five analyses that combine qualitative and quantitative methods in Serbia.
* Experience in delivering training in the application of research methods.
* Experience in working with international organizations, preferably in the past two years, is an asset.
* CFA certification is an asset.
* Working knowledge of English language.
* Knowledge of Serbian Language.

**Key Expert 3: Statistician / Data Analytics Expert**

* Advanced education in economics, with specialization in statistics (PhD preferred).
* Experience in conducting minimum 5 business analyses incorporating statistical methods in the past two years.
* Experience in applying quantitative research methods.
* Experience in working with international organizations, preferably in Serbia, is an asset.
* Working knowledge of English language.
* Knowledge of Serbian Language.

**Key Expert 4: Agricultural Economist**

* Advanced education in agroeconomics (PhD preferred).
* Experience in working with international organizations, preferably including minimum 1 project funded by an international organization in Serbia.
* Experience in defining or evaluating strategic plans or national policies in Serbia.
* Working experience in the agricultural sector is an asset.
* Working knowledge of English language.
* Knowledge of Serbian Language.

**Key Expert 5: Field Research and Data Collection Expert**

* Minimum Master’s University degree (PhD preferred) in political science, economics, geography, sociology, or other related fields
* Experience in conducting field research, including interviews, data collection, and on-the-spot verification with diverse stakeholders.
* Experience in organizing and implementing research activities across multiple locations in Serbia.
* Experience in working with public institutions, academic entities, and/or research institutes, is an asset.
* Experience in using structured and semi-structured methodologies for gathering policy-relevant and socio-economic data, is an asset.
* Working knowledge of English language.
* Knowledge of Serbian Language.

#  11. Confidentiality Statement

# All data and information received from MAFWM/DAP/PMT/WB for the purpose of this assignment are to be treated confidentially and are only to be used in connection with the execution of these Terms of Reference.

# All intellectual property rights arising from the execution of these Terms of Reference are assigned to MAFWM/DAP. The contents of written materials obtained and used in this assignment may not be disclosed to any third parties without the expressed advance written authorization of MAFWM/DAP.

# 12. Selection

The Consultant will be selected in accordance with Consultant’s Qualification Selection (CQS) method set out in the World Bank’s Procurement Regulations for IPF Borrowers – Procurement in Investment Project Financing Goods, Works, Non-Consulting and Consulting Services, July 2016, revised November 2017, August 2018.

The Consultant will be evaluated applying the following evaluation:

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| Consultant’s general experience | 40 points |
| Consultant’s specific experience of relevance for the assignment | 60 points |

1. In 2018, the program received 8,000 applications from small and medium scale producers. [↑](#footnote-ref-2)