**TERMS OF REFERENCE FOR END OF PROJECT EVALUATION OF THE LILONGWE CITY WASTE FOR WEALTH PROJECT**

**Introduction**

In April 2008, the UNDP Bureau for Development Policy invited proposals for Integrated Sustainable Waste Management Partnership Grant. The Grant was for innovative partnerships to implement Public Private Partnership Initiatives that seek to improve access of the urban poor to solid waste management services, livelihoods creation and generation through delivery of solid waste management services in urban and peri-urban areas.

Lilongwe City Council (LCC) and its partners, namely: Centre for Community Organisation and Development (CCODE), Solid Waste Management (SWAM), Bunda College and Four Season Nursery Limited submitted a successful proposal to pilot the approach in two peri-urban communities of Mtandile and Area 25 in Lilongwe City. The Lilongwe Waste for Wealth Project has been implemented since the second half of 2009 and is due to end on 30 June 2012. The project has been supported by the UNDP Country Office and by UN-Habitat.

**Background context**

Waste management is a growing public health issue in the city of Lilongwe. The general method of collecting waste by the LCC is door to door collection using LCC refuse vehicles. It does not involve community participation or the private sector. Waste recycling is minimal. With a limited number of refuse vehicles the waste service is available only to a few and especially in industrial/commercial areas as well as high and medium income residential areas. The majority of City residents live in peri-urban areas. These are not served at all due to limited capacity of the LCC, poor road infrastructure and the unplanned nature of these areas. This results in indiscriminate dumping of solid waste on access roads, open spaces and along streams creating sanitation, health and ecological problems in these areas. Currently the LCC’s capacity to properly manage waste is stretched such that only 30% of the generated waste is collected to the dump site which is also poorly managed.

The current waste management practices are expensive, unsustainable and they do not reach nor benefit the poor and the environment. For example, 80% of the waste can be recycled into organic manure to increase crop production. Waste recycling and re-use involving communities can create employment. LCC operation costs can be reduced and at the same time improve environmental health.

The Lilongwe Waste for Wealth project was designed and implemented to demonstrate a waste management approach that can be up scaled to answer to the challenges of managing waste in an integrated and sustainable way in a rapidly urbanising city.

The project sought to utilise a combination of awareness creation, capacity development, research, regulatory and business measures embedded in a public private partnership arrangement to assist LCC to deliver a sustainable waste management service to its underserved communities.

Under the partnership design, potential community waste entrepreneurs targeting women and youth would be identified, trained and licensed by the City Assembly to operate in the given areas. They would promote separation of organic waste from generation sources, collect and move waste to a transfer centre where it would be composted and sold.

Four Seasons Nurseries is a large private horticultural company. The company would buy manure from community waste entrepreneurs for own use and for sale to others.

Bunda College has a strong research interest in waste and compost. Bunda College would carry out capacity development of stakeholders as well as research and experimentation to inform policy and programme interventions.

CCODE and SWAM are NGOs that work with poor urban communities. They would support activities in community mobilisation, awareness creation, working with local community leaders, and monitor the performance of the community waste entrepreneurs.

LCC is the local government of the City of Lilongwe with the mandate for waste management. The Assembly would facilitate and provide logistical support for the execution of all project activities.

**Objectives and purpose of the evaluation**

The objective of the evaluation is to assess whether the Lilongwe Waste for Wealth project has achieved its outcomes. Specifically, the evaluation will review progress in the following areas: mainstreaming public private partnership in service delivery, livelihood generation from waste, capacity development, mainstreaming gender equality and women empowerment in service delivery especially but not limited to waste management, appropriateness of the project design including institutional arrangements and strategic partnerships.

The purpose of the evaluation is to inform decisions about how an integrated and sustainable waste management system can be achieved at the community and city levels using public and private partnership approaches and ensuring gender equality and women empowerment in service delivery.

The evaluation is also intended to serve as a management tool for the LCC as well as UNDP and UN-Habitat in ascertaining the efficiency and effectiveness of the intervention.

Findings from this evaluation will provide valuable information for accountability and learning to LCC, project partners as well as UNDP, UN-Habitat and other partners. They will also inform the waste management policy and bylaw review process of the LCC.

**Scope and focus**

The evaluation will cover the entire project period from 2009 to date.

The evaluation will be both a process and performance evaluation focusing on the dynamics of public private partnerships in service delivery, gender equality and women empowerment in urban services delivery, policy and strategy instruments used, waste management service delivery mechanisms, management practices and the linkages to other LCC programmes.

The evaluation is expected to help identify gaps and areas for improvement, remaining challenges and distil lessons for learning to inform future programming and implementation by UN agencies and other development partners as well as up-scaling to other settlements within Lilongwe by the LCC and replication to other cities by respective city councils.

It will also provide recommendations for informing the LCC waste management policy and bylaw review.

While the ultimate objective is to promote an integrated and sustainable approach to waste management, it is not possible at this stage to determine the development impacts of the project. Nevertheless, the evaluation is expected to provide indication of the potential impacts and sustainability based on the outputs so far achieved from the various activities implemented.

**Evaluation criteria and questions**

The evaluation will use the following key criteria to assess the performance and elements of the project: project design and relevance, effectiveness, efficiency and sustainability. In analyzing the project, illustrative questions will include, but not limited to, the following:

# Project Conceptualization/Design:

1. Whether the problem the project addressed was clearly identified and the approach soundly conceived;
2. Whether the target beneficiaries and end-users of the results of the project were clearly identified;
3. Whether the objectives, outcome and outputs of the project were stated explicitly and precisely in verifiable terms with observable success indicators;
4. Whether the relationship between objectives, outcome, outputs, activities and inputs of the programme are logically articulated and;
5. Whether the project started with a well-prepared work-plan and reasons, if any, for deviations.

**3.3 Project Relevance:**

1. Whether the project is relevant to the development priorities of the country and;
2. Given the objectives of the project, whether appropriate institutions have been assisted.

**3.4 Project Implementation:**

The evaluation team will examine the quality and/or timeliness in regard to:

1. The delivery of inputs specified in the project document, including selection of sub-programmes/projects, institutional arrangements, interest of beneficiaries, the scheduling and actual implementation;
2. The fulfilling of the success criteria as outlined in the project document;
3. The responsiveness of the project management to significant changes in the environment in which the project functions (both facilitating or impeding project implementation);
4. Lessons from other relevant projects if incorporated in the project implementation.
5. The monitoring and backstopping of the project as expected by the Government and UNDP;
6. The delivery of Government counterpart inputs in terms of personnel, premises and equipment and;
7. Project’s collaboration with industry associations, private sector and civil society, if relevant.

**3.5 Project Performance (efficiency):**

1. Whether the management arrangements of the project were appropriate;
2. Whether the project resources (financial, physical and manpower) were adequate in terms of both quantity and quality;
3. Whether the project resources are used effectively to produce planned results (Are the disbursements and project expenditures in line with expected budgetary plans)?
4. Whether the project is cost-effective compared to similar interventions;
5. Whether the technologies selected (any innovations adopted, if any) were suitable;
6. The role of UNDP CO and its impact (positive and negative) on the functioning of the project.
7. Whether there is evidence to support accountability of programs and for UNDP to use in its accountability requirements to its partners;
8. Whether there is evidence of UNDP contribution to the outcome.

**3.6 Results/Success of the project (effectiveness)**:

The overall outputs and their meaning are as defined in the project support documents and project documents that should form the main basis for this evaluation and details of the **specific project impact to** be provided are:

1. What are the major achievements of the project vis-à-vis its objectives, performance indicators and targets.
2. What are the potential areas for project’s success? Please explain in detail in terms of impact, sustainability of results and contribution to capacity development.
3. What major issues and problems affected the implementation of the project and what factors could have resolved them.
4. Given an opportunity, what actions the evaluation team members would **have recommended** to ensure that this potential for success translated into actual success.
5. Any underlying factors, beyond control, that influenced the outcome of the project.
6. Have there been any unplanned effects?

***Partnerships***

To what extent has the project applied a more effective PPP approach to facilitate an integrated and sustainable waste management approach?

Have the partnership arrangements established to operationalise the project been effective? Why/why not?

To what extent has the project been able to reach out to more informal groups and emerging partners such as slum dwellers organizations and other private sector partners?

***Livelihoods***

What has been achieved in capacitating communities to manage waste not only to improve the environment but also livelihoods?

What methods and tools have worked in promoting community awareness and participation and which ones have not worked?

***Institutional***

What are the institutional arrangements for mainstreaming public private partnerships, gender equality and women empowerment in service (waste management) delivery and how have these functioned?

**Recommendations and lessons**

A thorough discussion of the lessons learned and recommendations based on key findings is required.

**Methodology**

The evaluation team is expected to detail their proposed methodology in the Inception Report. During the inception phase the team will review relevant documents, meet with relevant staff and prepare a brief inception report which will include a detailed evaluation work plan to operationalise and direct the evaluation. The work plan will describe how the evaluation will be carried out, bringing refinements to the terms of reference. This will be presented to the managers of this evaluation for discussion, finalization and approval. It is anticipated that the evaluation will use a wide range of methods including but not limited to

* Document review and analysis
* Brief sessions with managers and facilitators of evaluations and other relevant staff.
* Interviews with key stakeholders
* Case studies will be used as appropriate
* Field visits: the evaluation will include site visits to project areas.

**Evaluation team**

**Team member requirements**

* At least Master degree level in relevant subject (Waste Management, Environmental Studies, etc.)
* Preferably expertise and experience in urban environmental management, public private partnerships and women empowerment and gender issues.
* At least five years experience in monitoring and evaluation of projects and programmes.

**Roles and Responsibilities**

UNDP/UN-Habitat will manage this evaluation and will be responsible for guidance throughout all phases of the evaluation, approval of all deliverables and coordination of the organizations’ internal review processes for quality assurance.

LCC will support administrative issues and facilitate the work of the evaluators as appropriate.

Stakeholder participation is to be an integral component of this evaluation design and planning. UNDP’s Public Private Partnership for Service Delivery (PPP SD) and their technical partners WASTE who have been supporting the project will be invited to comment on the Terms of Reference, inception and draft reports.

**Deliverables**

The evaluation team will produce the following deliverables:

***Inception report*** The inception report will detail the work plan. The Inception Report will be submitted maximum 1 week after commencement of assignment. The inception report will address the following elements:

* Overview of what is evaluated
* Expectations of the evaluation
* Roles and responsibilities in the management and undertaking of the evaluation
* Evaluation framework
* Methodology, data collection and analysis
* Reporting
* Work scheduling

***Draft report***– the first draft report (not exceeding 30 pages, main report only), and based on comments made, a draft report will be submitted, maximum 4 weeks after commencement.

Stakeholder Workshop or Meeting to discuss and comments on the report

***Final report***) – the evaluation team will have 1 week to incorporate the comments on the draft final report and submit the final report, maximum 7 weeks after commencement of assignment.

**Work schedule**

The duration of the assignment is 40 person days; all to be absorbed within is 8 weeks.

**Format of evaluation report**

The evaluation report shall have a title page and opening pages, table of contents, acronyms and abbreviations, executive summary, introduction, overview of the project, evaluation profile and methodology, main findings, evaluative conclusions, lessons learnt, recommendations and annexes.