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TERMS OF REFERENCE

MIDTERM EVALUATION OF COUNTRY PROGRAM OUTCOMES

Type of Contract	:	Individual Contract
Languages Required	:	English
Commencement Date:		July 2016
End Date	:	August 2016
Duration of the work :		25 - 30 days
Location/duty station	:	Maseru, Lesotho

1. Introduction

1.1. Background and Context

Evaluation is an essential step in the UNDP program management cycle, to ensure effectiveness and accountability for development results, program and resources. The growing demand for development effectiveness is largely based on the realization that producing good “deliverables” is simply not enough. The relevance of efficient or well-managed development projects and outputs is their ability to yield discernible improvements in development conditions and ultimately in people’s lives. Being a key international development agency, the United Nations Development Program (UNDP) defines its support to development results through a 5-year Country Development Program (CPD).

The UNDP Country Program Document for Lesotho 2013 - 2017, is based on the United National Development Assistance Framework (UNDAF), which outlines the UN support to the national priorities in line with the National Strategic Development Plan (NSDP) 2013- 2017 and the principles of the MDGs. It is also linked to the UNDP Strategic Plan, which defines UNDP interventions towards poverty eradication, reduction of significant inequalities and exclusion. The UNDP Lesotho program strategy is to support the country to leverage its development opportunities and resources to transform the economy, empower the Basotho people, and build resilience, through a set of strategic outcomes and associated programs, and projects.

As part of its efforts to enhance result –management, UNDP has shifted from traditional activity-based project monitoring and evaluation (M&E) to results-oriented M&E, especially outcome M&E that covers a set of related programs, projects, and strategies intended to achieve a defined outcome. An outcome evaluation assesses how and why an outcome is or is not being achieved in a given country context, within a time frame, and the role that UNDP and other partners have played in this regard. Outcome evaluations also help to clarify underlying factors affecting the situation, highlight

United Nations Development Programme

unintended consequences (positive and negative), generate lessons learned and recommend actions to improve performance in future programming. Outcomes evaluations are undertaken at least once in the lifecycle of the country program to ascertain the extent to which the UNDP initiatives and design contributed to the outcomes, and how successful they were in the achievement of outcomes.

1.2. Country overview

Lesotho development agenda is guided by the National Vision 2020, which outlines the long-term vision for the country. In the short to medium terms, this vision was translated through the 5-year National Strategic Development Plan (2013 – 2017) and Millennium Development Goals. The Country Program defines UNDP Lesotho's commitment to supporting the country to achieve its economic transformation and governance reform agenda as defined in these documents. The focus areas are strategically aligned to the national priorities to also leverage the UNDP's capacities and competitive edge. The NSDP sets out the following strategic priorities (Pillars) to reducing poverty and achieving sustainable development

- i) Pursue high, shared and employment creating economic growth
- ii) Develop key infrastructure
- iii) Enhance the skills base, technology adoption and foundation for innovation
- iv) Improve health, combat HIV and AIDS and reduce vulnerability
- v) Reverse environmental degradation and adapt to climate change
- vi) Promote peace, democratic governance and build effective institutions

The NSDP emphasizes the need to maintain high economic growth and stability for inclusive and transformative socio – economic development. The real GDP growth in Lesotho was estimated at an average of 4.5% between 2010 - 2014, and dipped in 2015 to about 2.6%. This was due to the slow growth and weaknesses in manufacturing, construction and mining, as well as some economic sluggishness from the neighbouring South Africa. Despite efforts to promote employment creation in the country, unemployment has remained high, especially among the youth. The economy is projected to grow at 4.3% in 2016, and continues to face challenges, including low degree of diversification, low domestic savings leading to over-dependence on foreign capital inflows, high unemployment, widening inequality and poverty. The Financial Sector Development Strategy outlines the government priorities in building capacities and inclusion in the sector, as well as facilitating access to credit and financial services to spur private sector growth. Lesotho is ranked 116, on the Doing Business Scale, reflecting some of the major bottlenecks in the business and trade environment.

Lesotho's performance in the implementation of the MDGs reflect a mixed scenario. The country made notable progress in the areas of education, gender equality, the environment and global partnership for development, and Lesotho fared less in health and poverty-related MDGs. Lesotho has the second-highest HIV prevalence in the world. With a prevalence rate of 25%¹ (30% for women), just under one in four people in Lesotho are living with HIV. Similarly, Lesotho's Human Development is ranked among the lowest HDI countries in the world, at 0.478. The Post – 2015

¹ DHS 2014

United Nations Development Programme

agenda is focused on exploiting the gains attained during the MDG era, and using lessons and experiences to improve performance and set a positive trajectory.

Under the sixth pillar of the NSDP, the government has committed to developing democratic and transparent institutions for effective service delivery and policy development. During this program period, Lesotho has had two national assembly elections, in 2012 and in 2015. Despite continued political instability, Lesotho is ranked 10th (of 54), at 61.1 (out of the 100 score) on the Mo-Ibrahim Index for governance, ranking it among the best performing countries in Africa.,

Lesotho has performed well in the indicators for environmental sustainability, reflecting over 50% growth in the forestry coverage and access to clean water and sanitation. Lesotho enjoys a low-carbon footprint and has successfully piloted renewable energy solutions. Its topography, however, makes it vulnerable to natural disasters (floods and droughts), worsened by climate change in the form of shifting precipitation patterns. In 2015, the country experienced an El-Nino related draught crisis, posing implications for agricultural productivity, livelihoods and food security.

1.3. Program Overview

The objectives and priorities of the Country program are linked to the linked to the NSDP pillars, UN Development Assistance Framework (UNDAF), and the outcomes in this are considered to be the UN contributions to the national agenda. In this regard, the UNDP Lesotho Country Program strategy has been to support the national counterparts to achieve economic transformation, empowerment and resilience. The program approach is based on a three-pronged strategy, capacities development, coordination and collaboration. The program is further classified into three program focus areas to reflect the UNDP strategic focus areas, and linkage NSDP and UNDAF, as reflected below:

UNDP Strategic areas	NSDP Pillar	CPD/UNDAF Outcome
<i>Focus Area 1. Acceleration of Inclusive Growth</i>	<i>NSDP Pillar 1.</i> Pursue high, shared and employment generating growth	<ul style="list-style-type: none"> By 2017, public and private institutions promote increased investments, manufacturing, trade and financial services and create decent employment in an inclusive and sustainable manner
<i>Focus Area 2. Sound Environmental Management for Sustainable Development</i>	<i>NSDP Pillar 5.</i> Reverse environmental degradation and adapt climate change	<ul style="list-style-type: none"> By 2017 Lesotho adopts environmental management practices that promote a low-carbon climate-resilient economy and society, sustainably manages natural resources and reduces vulnerability to disasters

United Nations Development Programme

<p>Focus Area 3. Good Governance and Accountable Institutions</p>	<p>NSDP Pillar 6. Promote peace, democratic governance and effective institutions</p>	<ul style="list-style-type: none"> • By 2017, National and local governance structures deliver quality and accessible services to all citizens respecting the protection of human rights & access to justice, and peaceful resolution of conflict
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1.4. Outcomes to be evaluated:

1.4.1. Outcome Description

The Outcomes to be evaluated are based on the three (3) strategic Focus Areas of the country program as follows:

1) **Focus Area 1. Acceleration of Inclusive Growth**

Outcome: By 2017, public and private institutions promote increased investments, manufacturing, trade and financial services and create decent employment in an inclusive and sustainable manner

In contribution to the inclusive growth and employment creation objectives of the government of Lesotho, and to support the economy to be more resilient to external shocks/volatility, the CO has implemented the following projects:

- i) **Support to Financial Inclusion in Lesotho (2012 – 2014)** was aimed supporting the government of Lesotho and stakeholders to effectively address the gaps and bottlenecks impeding financial inclusion in Lesotho and facilitate improved and expanded access to sustainable financial services in urban and rural areas by the low-segment of the population
- ii) **Economic Growth and development (2012 – 2015)** was initiated under the ‘Poverty and Food Security’ component of the UNDAF Action Plan (2008-2012) for Lesotho, in 2010 and adopted to conform to the UNDAF Action Plan (2013 – 2017). The program focuses on interventions aimed reducing the effects of poverty among women of child-bearing age by supporting the development of their entrepreneurial skills and promoting income –generating activities for improved livelihoods. This was a joint program supported by UN Women and UNDP.
- iii) **Integrated Economic Development Project (2014 – 2017)** is a UNDP program aimed at supporting interventions for economic development, growth and poverty reduction by promoting employment creation and access to finance, HIV and Gender mainstreaming, and Policy Development and research.
- iv) **Empowering Youth for Development (2012 – 2014)** was aimed at building the national research capacity and empowering youth, to facilitate their effective participation in governance processes and accelerate progress towards attainment of Millennium Development Goals.

United Nations Development Programme

2) Focus area 2. Sound Environmental Management for Sustainable Development

Outcome: By 2017 Lesotho adopts environmental management practices that promote a low-carbon climate-resilient economy and society, sustainably manages natural resources and reduces vulnerability to disasters

This area was aimed to support programs for climate change adaptation and increase resilience through development of a low-carbon economy, conservation of natural resources to secure livelihoods and production, and better management of risks related to natural disasters. The following projects were implemented:

- i) **Capacity Building and Knowledge Management for Sustainable Land Management (SLM) in Lesotho, 2009-2014:** The objective of SLM project was to build capacities for sustainable land management (SLM) in appropriate government and civil society institutions/user groups in Lesotho and SLM mainstreamed into government planning and strategy development. This meant the development of a knowledge management network, and the development of the techniques, approaches, capacity and strategy for up scaling successful SLM in support of national biodiversity conservation, food security and poverty reduction strategies.
- ii) **Reducing vulnerability from climate change in Foothills, Lowlands and Senqu River Basin, 2015-2020.** The objective of the project “Reducing vulnerability from climate change in Foothills, Lowlands and Senqu River Basin” is to mainstream climate risk considerations into the Land Rehabilitation Program of Lesotho for improved ecosystem resilience and reduced vulnerability of livelihoods to climate shocks. The project will support the integration of climate change adaptation into national and sub-national land use planning and decision-making.

3) Focus Area 3. Good Governance and Accountable Institutions

Outcome: By 2017, National and local governance structures deliver quality and accessible services to all citizens respecting the protection of human rights & access to justice, and peaceful resolution of conflict

The program intended to boost institutional leadership, performance and accountability, citizen participation and mechanisms for maintaining social peace, targeting core democratic institutions

- i) **Post 2012 elections consensus building and electoral reform in Lesotho (2013).** This was a one-year project aimed at supporting (a) Management of Coalition Government through political consolidation, both at the Executive ministerial levels (b) Electoral Process Review and Reform through support to the Independent Electoral Commission (IEC) and (c) Capacity Development for Parliament in Lesotho, during the high-risk post-election period.

United Nations Development Programme

- ii) **Lesotho electoral support project (2015).** The objective of the Project is to support and promote the building of a 'conducive environment' ahead of, during and after the early elections in 2015, leading to the acceptance of the results, as well as addressing longer-term structural, legislative and capacity issues to create a conducive environment for future elections.
- iii) **Consolidation of Democracy and Good Governance in Lesotho (CDGG) 2009 – 2014.** A five-year programme jointly funded by the government of Ireland and the United Nations Development Programme (UNDP) designed to build on the then existing multi-donor support whose main purpose was to institutionalize and deepen democracy and good governance through improved electoral processes, effective functioning of parliament and enhanced promotion and protection of human rights.
- iv) **Deepening Decentralization Program (DDP) (2012 – 2017).** DDP is a multi-stakeholder programme whose overarching purpose is to promote decentralized service delivery for social and economic growth through the development of transparent funding mechanisms and by improving the accountability of local authorities. Specifically, the three main challenges that the programme seeks to address are limited decentralization among line ministries with few staff and functions devolved, limited budget discretion for district and community councils, and limited central, but mostly local level capacity to deliver decentralized services. The project is jointly funded by the Government of Lesotho (GoL) through the Ministry of Local Government and Chieftainship, European Union (EU), United Nations Capital Development Fund (UNCDF) and United Nations Development Programme (UNDP).

1.4.2. Other Evaluations

This outcome evaluation is expected to provide a comprehensive information about the performance of UNDP at project, program and corporate, to support programming, policy and strategic direction of the country office. As such, in undertaking this outcome evaluation, there is need to consider evaluations at output level, to also reflect achievements and relevance of implemented projects to attainment outcomes. It can use the meta-evaluations of the projects to also ensure quality and credibility of results. The evaluation should also be able to assess the linkages with development partners, partnerships across agencies, global, regional and local environment and comparative value and positioning of UNDP. Projects that were evaluated in this cycle are:

1. End of Project Evaluation for Support to Financial Inclusion in Lesotho (By UNDP and UNCDF)
2. Terminal Evaluation of the Capacity Building and Knowledge Management for Sustainable Land Management in Lesotho project
3. Evaluation on deepening decentralization
4. End of Project Evaluation for the Consolidation of Democracy and Good Governance Project

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2. Evaluation Purpose

UNDP commissions outcome evaluations to capture and demonstrate evaluative evidence of its contributions to development results at the country level as articulated in both the UN Development Assistance Framework (UNDAF) and UNDP country programme document (CPD). These evaluations are carried out within the overall provisions contained in the UNDP Evaluation Policy.

This evaluation is undertaken as part of the UNDP program management requirements to assess the UNDP contribution towards outcome achievements, impact and role played across different projects and partnerships. Evaluations are expected to provide feedback to improve the UNDP programming, policy and strategy. As a complement to the projects evaluations, the outcome evaluation is expected to further provide evidence for accountability of programs and resources invested, guide performance improvement of partnership strategies, impediments to outcome achievements, and lessons for the next programming cycle.

Specifically, the evaluation will assist UNDP and Implementing Partners to establish the following:

- The extent to which the planned and related objectives, outcomes and results of the programme have been or are being achieved;
- The relevance, efficiency and effectiveness of the program in achieving its objectives, outcomes and results; and
- Assess the factors affecting the outcome and its sustainability, including contributing factors and constraints
- Assess UNDP's strategy used in making contribution to the outcome, including on the use of partnerships implementation and programming arrangements

3. Evaluation Scope and Objectives

3.1. Objectives

The specific objectives for this evaluation will include:

- (i) Evaluate the progress that has been made towards the achievement of the outcome (including contributing factors and constraints);
- (ii) Determine contributing factors and impediments and extent of the UNDP contribution to the achievement of the outcomes through related project outputs (including an analysis of both project activities and soft-assistance activities²);
- (iii) Assess the contribution UNDP has made/is making to the progress towards the achievement of the outcome; and
- (iv) Assess *partnership strategy* in relation to outcome.

The results of the outcome evaluation will be used to guide future programming. In this regard the evaluation will determine

² For UNDP, soft assistance activities include advocacy, policy advice/dialogue, and facilitation/brokerage of information and partnerships.

United Nations Development Programme

- The relevance and strategic positioning of UNDP support to Lesotho on each of the Country program focus areas; Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable Institutions
- The frameworks and strategies that UNDP has devised for its support and implementation of program areas, including partnership strategies, and whether they are well conceived for achieving planned objectives.
- The progress made towards achieving program outcomes, through specific projects and advisory services, and including contributing factors and constraints.
- The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP governance support to Lesotho.
- Identify strengths and weaknesses in the current Program/Projects in respect of the stated outcome.
- Extract lessons and best practices for futures interventions
- Propose better ways of coordinating donor interventions in the sector
- Identify priority areas of focus for future programming.

3.2. *Scope*

The outcome evaluation will be conducted during the months of July and August 2016 with a view to enhancing programmes while providing strategic direction and inputs to the preparation of the next UNDP country programme and the next UNDAF, both scheduled to start in 2017.

3.3. *Geographic coverage.*

Under each outcome, there have been several projects implemented in selected country sites, and within government departments and institutions. The evaluation should cover all regional dimensions where the project and interventions were implemented.

3.4. *Timeframe.*

The evaluation will cover the period consistent to the program implementation period from 2013 – 2015. The results will be used to refine implementation strategies and facilitate focus on how UNDP should rearrange its priorities, lessons and best practices to contribute to future program period.

4. **Evaluation criteria and questions**

The outcome evaluation seeks to answer the following questions, focused around the evaluation criteria of relevance, effectiveness, efficiency and sustainability:

Relevance:

- To what extent is UNDP's engagement in governance support a reflection of strategic considerations, including UNDP's role in the particular development context in Lesotho and its comparative advantage vis-a-vis other partners?
- To what extent has UNDP's selected method of delivery been appropriate to the development context?
- Has UNDP been influential in national debates on Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable

United Nations Development Programme

Institutions issues and has it influenced national policies on legal reforms and human rights protection?

- To what extent have UN reforms influenced the relevance of UNDP support to Lesotho in the Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable Institutions sector?

Effectiveness

- What evidence is there that UNDP support has contributed towards an improvement in national government capacity, including institutional strengthening?
- Has UNDP been effective in helping improve Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable Institutions at the local level in Lesotho? Do these local results aggregate into nationally significant results?
- Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable Institutions services?
- How effective has UNDP been in partnering with civil society and the private sector to promote Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable Institutions in Lesotho?
- Has UNDP utilized innovative techniques and best practices in its programming?
- Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Lesotho?
- Taking into account the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable Institutions support to national and local governments in Lesotho?
- What contributing factors and impediments enhance or impede UNDP performance in this area?

Efficiency

- Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country (political stability, post crisis situations, etc.)?
- Has UNDP's strategy and execution in these 3 areas been efficient and cost effective?
- Has there been an economical use of financial and human resources?
- Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?
- Were alternative approaches considered in designing the Projects?

Sustainability

- What is the likelihood that UNDP Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable Institutions interventions are sustainable?

United Nations Development Programme

- What mechanisms have been set in place by UNDP to support the government of Lesotho to sustain improvements made through these interventions?
- How should the three portfolio be enhanced to support central authorities, local communities and civil society in improving service delivery over the long term?
- What changes should be made in the current set of partnerships in order to promote long term sustainability?

Partnership strategy

- Has the partnership strategy in the Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable Institutions sectors been appropriate and effective
- Are there current or potential complementarities or overlaps with existing national partners' programmes?
- How have partnerships affected the progress towards achieving the outputs
- Has UNDP worked effectively with other international delivery partners to deliver on Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable Institutions initiatives?
- How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable Institutions in the region?

The evaluation should also include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration:

Human rights

- To what extent have poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefitted from UNDPs work in support of Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable Institutions?

Gender Equality

- To what extent has gender been addressed in the design, implementation and monitoring of Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable Institutions projects? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)?
- To what extent has UNDP Acceleration of Inclusive Growth, Sound Environmental Management for Sustainable Development and Good Governance and Accountable Institutions support promoted positive changes in gender equality? Were there any unintended effects? Information collected should be checked against data from the UNDP country office' Results-oriented Annual Reports (ROAR) during the period 2013 – 2015.

Based on the above analysis, the evaluators are expected to provide overarching conclusions on UNDP results in this area of support, as well as recommendations on how the UNDP Lesotho Country

United Nations Development Programme

Office could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities to ensure that the three portfolio fully achieves current planned outcomes and is positioned for sustainable results in the future. The evaluation is additionally expected to offer wider lessons for UNDP support in Lesotho and elsewhere based on this analysis.

5. Methodology

The Outcomes evaluation will be carried out by an external team of evaluators for each of the outlines Focus Areas, and will engage a wide array of stakeholders and beneficiaries, including national and local government officials, donors, civil society organizations, academics and subject experts, private sector representatives and community members.

The evaluation is expected to take a “theory of change” (TOC) approach to determining causal links between the interventions that UNDP has supported, and observed progress in in the achievement of the three pillars at national and local levels in Lesotho. The evaluators will develop a logic model of how UNDP interventions are expected to lead to improved national and local government management and service delivery. In the case of these outcomes for Lesotho, a theory of change was not explicitly defined when the outcomes were established. The evaluators are expected to construct a theory of change for each of the outcomes, based against stated objectives and anticipated results, and capacity development strategies and techniques.

Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations and technical papers, stakeholder interviews, focus groups, surveys and site visits.

The Evaluation should also adopt other approaches and methods likely to yield most reliable and valid feedback to the evaluation questions and scope of the assignment. In consultation with the program units, evaluation managers and key stakeholders, the evaluation team should be able to develop the most appropriate, objective and feasible methods to address objectives and purpose of the evaluation. It is expected that the evaluation will take into consideration both the qualitative and quantitative approaches, and will therefore encompass a number of methods, including:

- Desk review of relevant documents such as the studies relating to the country context and situation, project documents, progress reports and other evaluation reports
- Discussions with senior management and programme staff
- Interviews and focus group discussions with partners and stakeholders
- Field visits to selected states
- Questionnaires and participatory techniques for gathering and analysis of data
- Consultation and debriefing meetings

6. Evaluation products/deliverables

The Evaluation will be carried out for 3 (three) Outcomes of the Country Program Focus Areas. For each, the following products are expected to be delivered by the consultant:

- **Inception report.** One week after contract signing, the evaluation manager will produce an inception report containing the proposed theory of change for UNDPs work on governance in Lesotho. The inception report is expected to outline evaluators’ understanding of the

United Nations Development Programme

assignment, how each of the evaluation questions will be answered, proposed methodologies for analysis and data collection, as well as proposed data sources. This should also include schedule of tasks, responsibilities and deliverables for designated team members, for proposed outcome areas. The inception report should also include the evaluation matrix (Annex 4) to summarize evaluation criteria and process, indicators/success standards, and methods for data analysis. The inception report should detail the specific timing for evaluation activities and deliverables, and propose specific site visits and stakeholders to be interviewed. Protocols for different stakeholders should be developed. The inception report will be discussed and agreed with the UNDP country office before the evaluators proceed with site visits. The evaluators should also propose in the inception report a rating scale to assess the evaluation criteria. The inception report will be shared with the Evaluation Advisory Committee and will be approved by the Evaluation Manager.

- **Draft evaluation report.** The consultants should produce three independent reports, for each of the evaluated outcomes. Each draft report will be reviewed by implementing partners, program units and the Evaluation Advisory Committee to ensure that the evaluation meets the required quality criteria and standards (as specified in UNDP's Programme and Operations Policy and Procedures), and purpose and objectives are fulfilled. Feedback received from these sessions should be taken into account when preparing the final report. The evaluators will produce an 'audit trail' indicating whether and how each comment received was addressed in revisions to the **final report**.
- **Evaluation debriefing/Presentation** at the validation workshop with key stakeholders, (partners and beneficiaries). The Evaluation team will be expected to host a stakeholders meeting with the implementing partners and key stakeholders to present key findings to enable them to review the report and make comments. The team should provide the evaluation debriefing report, and partners and stakeholders who participated/contributed to the evaluation will have an opportunity to provide comments on the report.
- **Final evaluation report.** The report will take into consideration all comments and inputs made by the implementing partners, and the Evaluation Advisory Committee to formulate the final evaluation report. The final report will be guided by the UNDP Evaluation reporting guidelines and formats. The suggested table of contents of the evaluation report is as follows:
 - Title
 - Table of contents
 - Acronyms and abbreviations
 - Executive Summary
 - Introduction
 - Background and context
 - Evaluation scope and objectives
 - Evaluation approach and methods
 - Data analysis
 - Findings and conclusions

United Nations Development Programme

- Lessons learned
- Recommendations
- Annexes

7. Evaluation team composition and required competencies

It is proposed that the evaluation team is made up three members, for each of the Focus Areas/Outcome.

Focus Area 1. An international consultant, who will also act as a team leader for the assignment

Focus Area 2. National consultant

Focus Area 3. National Consultant

Members of the Evaluation team must not have been associated with the formulation and implementation of any of the projects contributing to the outcomes being evaluated as listed under Program overview.

Evaluation Team Leader

The Evaluation Team Leader will be responsible for the overall coordination of the evaluation team and for the overall quality and timely submission of the evaluation report to implementing partners. S/he will take the overall responsibility for the quality and timely submission of the evaluation reports to the UNDP Country Office. The lead consultant should have an experience in Institutional development, economic growth, Poverty Reduction/Sustainable livelihoods and results-based evaluation.

Specifically, the evaluation team leader will perform the following tasks:

- Lead and manage the evaluation missions;
- Design the detailed evaluation scope and methodology (including the methods for data collection and analysis);
- Decide the division of labour within the evaluation team
- Suggest and find agreement with the Evaluation Specialists on the division of tasks and responsibilities within the evaluation team;
- Conduct an analysis of the outcome, outputs and partnership strategy (as per scope of the evaluation described above);
- Present evaluation findings;
- Draft and present the draft and final evaluation reports;
- Lead the presentation of draft findings in the stakeholder workshop;
- Finalize the evaluation report and submit it to UNDP.
- Finalize the final evaluation report.

Education: Advanced University Degree in Development Management, Social Sciences, Economics or related fields.

United Nations Development Programme

Experience:

- At least 10 years of experience in programme evaluations and proven accomplishments in undertaking evaluations for international organizations;
- At least 7 years of solid experience in the area of any of the competencies: Development Management, Capacity Development, Partnerships and gender; local development and RBM
- Further experience in working with international organizations is an asset.

Language: Fluency in spoken and written English

Evaluation Specialist (2 Positions)

The two supporting national consultants should be experts in the fields of environment and sustainable development, and governance and political administration. Evaluation Specialist will support the Evaluation Team Leader during the evaluation process in specific CPD thematic areas. Specifically, the Evaluation Specialist will perform the following tasks:

- Review relevant documents;
- Participate in the design of the evaluation methodology;
- Liaise with UNDP staff and partner organizations to organize missions;
- Liaise with implementing partners to organize meetings with relevant stakeholders;
- Conduct analysis of the outcomes, outputs and partnership strategy;
- Draft related parts of the evaluation report; and
- Support Evaluation Team Leader in finalizing documents through importing suggestions received on the draft evaluation report with a view to overall quality and timely submission of the deliverable.

Education: Advanced University Degree in Statistics, Social Science, Sustainable Development, Human Rights, Governance, Political Science, Law or related fields.

Experience:

- Each consultant should have sound knowledge and understanding of local development in Lesotho, and have experience in conducting evaluation.
- At least five years of experience in programme evaluations and proven accomplishments in undertaking evaluations for international organizations;
- At least 4 years of solid experience in the area of environment and sustainable development, democratic governance, or economic growth
- Further experience in working with international organizations is an asset.

Language: Fluency in spoken and written English; knowledge of Sesotho will be an asset

The consultants may be required to undertake missions related to the evaluation to key implementation and project sites. UNDP will arrange these missions and apply UNDP standard rates of accommodation for tickets and other travel expenses.

United Nations Development Programme

8. Evaluation Ethics

The evaluation must be carried out in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' and sign the Ethical Code of Conduct for UNDP Evaluations. In particular, evaluators must be free and clear of perceived conflicts of interest. To this end, interested consultants will not be considered if they were directly and substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the outcomes and programmes under review. The code of conduct and an agreement form to be signed by each consultant are included in Annex 5.

9. Implementation arrangements

Evaluation Manager: UNDP CO management is ultimately responsible and accountable for the quality of the evaluation process and products under the leadership of the UNDP Deputy Resident Representative. The Evaluation Manager will be assigned and shall be responsible for engaging and debriefing the evaluation team, reviewing the inception report and ensuring compliance to the UNDP ethics and code of conduct for outcome evaluations.

The UNDP CO will select the evaluation team through an open process, and will be responsible for the management of the evaluators. The DRR will designate a focal point for the evaluation that will work with the programme units to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.). The CO Management will take responsibility for the approval of the final evaluation report. The M&E focal point will arrange introductory meetings within the CO and with partners. The consultants, with the help of the Units, will take responsibility for setting up meetings and conducting the evaluation, subject to advanced approval of the methodology submitted in the inception report. The CO management will develop a management response to the evaluation within two weeks of report finalization.

The Evaluation Advisory Group: A five - member Evaluation Advisory Group comprising of key stakeholders from the Ministry of Development Planning, UNDP, selected ministries and development agencies, and a representative of UNDP partners will work closely with the evaluation manager. The advisory group will guide the evaluation by advising the manager on evaluation design and reviewing the TOR and reviewing the draft report to enhance its quality, credibility and utility. This group will review the inception report and the draft evaluation report to provide detail comments related to the quality of methodology, evidence collected, analysis and reporting. The group will also advise on the conformity of evaluation processes to the UNEG standards. The evaluation team is required to address all comments of the Panel completely and comprehensively. The Evaluation Team Leader will provide a detail rationale to the advisory panel for any comment that remain unaddressed

Evaluation Team: Will comprise of independent consultants, who did not work for UNDP or were not involved as national partners, and were not involved in the design or implementation of the programme. They are responsible for producing the evaluation report. The team will comprise 3 members, a team leader and 2 thematic specialists. Each consultant will be assigned a specific outcome as listed in (7) of this ToR.

United Nations Development Programme

The Quality Assurance Team: The quality assurance team is external to the evaluation, consisting of the Regional Evaluation Advisors at the Regional Bureau and Regional Service Centre. They will critically review the documents and provide advice on the evaluation

The evaluation will use a system of ratings standardizing assessments proposed by the evaluators in the inception report. Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency and sustainability.

While the Country Office will provide some logistical support during the evaluation, for instance assisting in setting interviews with senior government officials, it will be the responsibility of the evaluators to logistically and financially arrange their travel to and from relevant project sites and to arrange most interviews. Planned travels and associated costs will be included in the Inception Report, and agreed with the Country Office.

10. Time frame and Evaluation Work

Proposed Time Frame: The consultancy will be taken over a period of 25 working days. The following table provides an indicative breakout for activities and delivery timelines:

Activity	Proposed timeframe	Responsible
Briefing of evaluators Review of Terms of Reference and Evaluation Schedule	1 Day	EM, Evaluation Advisory Committee Group
Desk Review	2 days	Evaluation Team
Preparation of Inception Report: evaluation design and methods, detailed evaluation schedule	4 Days	Evaluation Team
Presentation and Review of Inception Report	1 Day	Evaluation Team, EM, Reference Group
Field Work	5 Days	Evaluation team
Initial Draft of Evaluation Report	5 Days	Evaluation Team
Evaluation Debriefing Stakeholder meeting and review of draft report	1 Day	Evaluation Team, Evaluation Manager, Evaluation Advisory Committee,
Comments	2 days	Evaluation Advisory Committee
Preparation of final report	4 days	Evaluation Team

11. Cost

Interested Consultants should provide their requested fees/rates when they submit their expressions of interest, in USD. The UNDP Country Office will then negotiate and finalize contracts.

United Nations Development Programme

The offer should be all inclusive, with all costs (professional fees, travel costs, living allowances, communications, consumables, etc.) that could possibly be incurred should already be factored into the final amounts submitted in the proposal.

Lump Sum Amount – the quoted price should be closely linked to the deliverables. All breakdowns should be provided on the quoted sums per deliverable.

For application, interested consultants are invited to submit the following, with indication on Focus Area for application:

- a) Duly accomplished **Letter of Confirmation** of Interest and Availability using the template provided by UNDP;
- b) **Personal CV or P11**, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references;
- c) **Technical Proposal**, indicating why the individual considers him/herself as the most suitable for the assignment, and a methodology, on how they will approach and complete the assignment.
- d) **Financial Proposal** that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided

Fee payments will be made upon acceptance and approval by the UNDP Country Office of planned deliverables, based on the following payment schedule:

Inception report	20%
Draft Evaluation Report	60%
Final Evaluation Report	20%

12. Approval

This TOR is approved by:

Name and Position: Ms. Christy Ahenkora;

Deputy Resident Representative

Signature



Date of Signing:

23/06/2016

United Nations Development Programme

13. Annexes

Annex 1 - Intervention Results Framework and Theory of Change

OUTCOME AND INDICATOR	UNDP CONTRIBUTION	INDICATOR(S), BASELINES AND TARGET(S)	INDICATIVE PROGRAMME OUTPUTS
<p>OUTCOME #1: By 2017, public and private institutions promote increased investments, manufacturing, trade and financial services and create decent employment in an inclusive and sustainable manner.</p> <p>Outcome indicator: No. of jobs created for women and youth; Increase in number of microfinance service providers; Increase in no of people accessing microfinance; No. of people with decent employment.</p>	<p>'Enablers' for private sector development:</p> <ul style="list-style-type: none"> • promote MSME formation and sustainability (taxation, credit, registration, institutional setup); • entrepreneurship skills development; • access to financing; • technical support to OBFC; • trade capacity development. • Assessment and development comprehensive social protection options (HIV sensitive). 	<p><i>% of target group provided entrepreneurship skills training</i> Baseline: tbd Target: 5% youth entering labor market (60% women)</p> <p><i>Access to financial services</i> Baseline:<30% of population Target:45% (at least 33% women)</p> <p><i>No. of days to register a business</i> Baseline:40 days Target:7 days</p> <p><i>An agreed social protection framework</i> Baseline: no framework; Target: cross-party/stakeholder support for a HIV-sensitive social protection policy</p>	<ul style="list-style-type: none"> • Policy and regulatory options for an 'MSME friendly' business environment endorsed by stakeholders and being implemented. • (Re)design of national skills dev. programmes for market relevance, sustainability. • Targeted financial products for MSMEs. OBFC fully functional. Social protection policy options assessed and endorsed through broad consultation.
<p>OUTCOME #2: By 2017 Lesotho adopts environmental management practices that promote a low-carbon climate-resilient economy and society, sustainably manages natural resources and reduces vulnerability to disasters.</p> <p>Outcome indicator: No. of national/sectoral policies and strategies that promote low-carbon, climate resilient economy and society; No. of national/sectoral policies that promote conservation of natural resources; No. of local communities, which implement disaster risk reduction measures</p>	<ul style="list-style-type: none"> • Policy advocacy, coordination and integration (into ntl.& sectoral plans), of financing, investment and partnership options for CC & renewable energy in rural areas. • Scaling-up of a sustainable land management model (SLM). • Technical assistance to DRM coordination and implementation. 	<p>Indicators/Baselines/Targets:</p> <p><i>Increase in funding for CC from int. sources;</i> Baseline: appr. \$6m Target: 100% increase</p> <p><i>No. of low GHG installations tested through PPP arrangements</i> Baseline: >9,000 Target: 10,500</p> <p><i>Access to renewable energy in rural areas (No. of rural communities, households (women-led disaggregated)</i> Baseline: 50 rural communities, 1,300 hh Target: 60 addtl. communities; 1,500 hh</p> <p><i>An operational national SLM model</i></p>	<ul style="list-style-type: none"> • Sectoral plans with CC implementation, related institutional arrangements in place. • Rural renewable energy policy applied in communities in all districts. • SLM in place with sustainable income generating activities.

United Nations Development Programme

OUTCOME AND INDICATOR	UNDP CONTRIBUTION	INDICATOR(S), BASELINES AND TARGET(S)	INDICATIVE PROGRAMME OUTPUTS
		Baseline: none Target: In place & meeting rollout targets <i>An operational early warning system.</i> Baseline: some elements; Target: In place.	<ul style="list-style-type: none"> An early warning system operational.
<p>OUTCOME #3: By 2017, National and local governance structures deliver quality and accessible services to all citizens respecting the protection of human rights & access to justice, and peaceful resolution of conflict;</p> <p>Outcome indicator: Quality of public services (citizen surveys); No. and type of institutions promoting gender equality and human rights; Level of risk of conflict.</p>	<ul style="list-style-type: none"> Development and follow-through for increased institutional performance & accountability through standards, organisational & process design, dialogue, technical inputs and targeted skill improvements focusing on public service, decentralization, non-state actors, peace building. Facilitate HIV response coordination and mainstreaming across public service. 	<p>Indicators/Baselines/Targets: <i>% of targeted governmental entities (national and local) that meet revised standards of public service</i> Baseline: TBD Target:45-50% of national institutions; and 25-30% of local governments <i>Increase in no. and quality of inquiries to democratic institutions (e.g. public spending)</i> Baseline: TBD Target: 25-30% increase <i>Evidence of non-state actors active in public oversight</i> Baseline: limited & varies Target: In two critical areas CSO meet int. benchmarks <i>An operational national peace architecture</i> Baseline: some elements exist Target: In place and meeting phased rollout targets</p>	<ul style="list-style-type: none"> Revised gender-sensitive public service standards in place. Key services decentralized & better access in remote areas. Capacity assessments completed, structures/skills enhanced for key democratic institutions and CSOs to exercise oversight function. Public sector guidelines & action plan for HIV/gender mainstreaming. Functional national peace architecture in place.

United Nations Development Programme

Annex 2 – List of Key stakeholders and partners

Ministry of Development Planning

Ministry of Local Government and Chieftainship affairs

National Assembly

Senate

Independent Electoral Commission

Ombudsman

Ministry of law and Constitutional Affairs and Human rights (Human Rights Unit

Directorate on Corruption and Economic Offences

Lesotho Council of NGOs

Transformation Resource Centre

Christian Council of Lesotho

MISA Lesotho

Ministry of Public Service

Ministry of Gender and Youth, Sports and Recreation

Ministry of Finance

Central Bank of Lesotho

Ministry of Energy

Dept. of Meteorology

The Royal Palace

Ministry of Forestry

Serumula Development Agency

United Nations Development Programme

Annex 3 – List of Documents to be consulted

Country Program Document
National Strategic Development Plan
Nation Vision 2020
MDG Status Report
Projects Document
Partnership Agreements
Project Evaluation Documents
Annual Progress Report

United Nations Development Programme

Annex 4 – Sample Evaluation Matrix

EVALUATION MATRIX						
Relevant evaluation criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis

United Nations Development Programme

Annex 5 - The code of conduct

Each member of the Evaluation team is required to read, understand and sign [this](#) Code of Conduct for Evaluators in the UN System.

Annex 6. Evaluation Report Template and Quality Standards

The report should be complete and logically organized, and include the following standard elements:

- 1) Title and opening pages
- 2) Table of Contents
- 3) List of Acronyms and Abbreviations
- 4) Executive Summary
- 5) Introduction
- 6) Description of intervention
- 7) Evaluation Scope and objectives
- 8) Evaluation approach and methods
 - Data sources
 - Sample and sampling frame
 - Data collection procedures
 - Performance standards
 - Stakeholder engagement
 - Ethical considerations
 - Background information on evaluators
 - Major limitations to selected methodology
- 9) Data analysis
- 10) Findings and Conclusions
 - Findings
 - Conclusions
- 11) Recommendations
- 12) Lessons learnt
- 13) Report Annexes
 - ToR for evaluation
 - Additional methodology related information and documentation
 - List of individuals/groups interviewed
 - List of reviewed supporting documents
 - Program/project results map
 - Summary tables of findings
 - Biographies of evaluators
 - Signed code of conduct