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**TERMS OF REFERENCE ON  
SUMMATIVE EVALUATION (2012 – 2016)  
UN JOINT PROGRAMME ON PUBLIC SERVICE DELIVERY FOR  
ACCELERATED DEVELOPMENT IN THE DEVELOPING REGIONAL STATES  
(DRS\_JP) OF ETHIOPIA**

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## **1. Background**

The four Developing Regional States (DRS) has been supported by a UN Joint Programme uniquely focused on accelerating their development through the provision of Basic Social Services but also system improvement, decentralization and sustainable livelihoods. This is in response to the fact that the four DRS represent a sizable portion of the most underdeveloped parts of Ethiopia, are governed by relatively young administrations that require additional support to help bring their capacities up to the standards seen in the other relatively developed regions. The regions struggle with less developed infrastructure than more central parts of the country. Conflict has affected the development of some of these regions, often fuelled by unstable politics in neighbouring countries. On the whole, despite the fact that the programmes of national scope are being implemented in these states, the pace of their development in most sectors is slower than in the more developed states.

The DRS\_ Joint Programme, therefore, has been designed to accelerate development of the regional states in view of improving and accelerating development. As per the 2011 DRS\_JP programme document the situation has been described that, <<the DRS are endowed with fertile soil, abundant water resources, natural forests, a wide variety of minerals etc..... Constraints against better use of resources to improve the livelihoods of people are many. These include weak governance capacity in what are relatively new structures, conflict within and across borders - some of it long standing - under developed infrastructure, relatively poor access to social services and often poor quality in its delivery, underdeveloped agricultural and agro-pastoral activities that result in poverty as a result of low productivity and production, and areas where natural resources are becoming degraded due to inadequate management. Constraints for a more productive livestock industry are the prevalence of killer diseases, in part due to low coverage of veterinary care and poor livestock management systems, difficulties in trading livestock within and across borders, limited access to credit financing outside of the clan systems and inadequate marketing facilities and infrastructure>>.

Informed by the above analysis, the DRS\_JP has started program implementation in only 22 woredas as pilot phase Woredas drawn from the four regional states with the focus of resolving some of the aforementioned challenges through strengthening Local Governance, promoting basic social services and improving sustainable livelihoods.

Considering the initial aspiration of the program document and promises made to support the development efforts of the regional states, coupled with its final year of



program implementation, there is a need to begin discussion on any succession plan beyond June 2016 after proper summative evaluation is conducted about the joint programme.

Thus, this ToR, therefore is aimed to guide the interest and expected analysis of the stakeholders in which the whether the joint programme has registered some contribution in terms of working jointly, and provoke strategic discussions on the design of successor phase of the Joint Programme for the development intervention of these regional states in view of the completion of the existing joint programme implementations in June, 2016 and the current bridging programme period.

## **2. Purpose and Expected Results**

The general purpose of the summative evaluation is approached from a learning perspective whereby the program is assessed on the what went well and what doesn't at the end of an operating cycle, and findings typically are used to help to inform the upcoming programme document and learn more on the implementation of Joint programmes. Hence, it is expected to inform whether the current operating modality of delivering as one principle of UN agencies partnering jointly with government is helpful or whether there is a need to have a modified and a new model be adopted in terms of individual agencies' support to the regions or not.

In other words, the Summative Evaluation is expected to provide a common idea or forum whereby the UN, Government and potential partners on whether the UN-Government joint achievements is commendable to a certain extent through the Joint Programme approach, and identify challenges, and ways forward in support of the Growth and Transformation Plan and accelerating delivery for future considerations. Furthermore, the evaluation will be used to measure and analyze the achievements and progresses made against the planned results, assess challenges, and draw lessons learned over the implementation period of the year 2012 – June, 2016. In addition, it will also help to generate possible recommendations for fine tuning the Joint Programme for any successor programme.

As stated above, the main objectives of the evaluation is clear, and the following specific objectives will help to assess the programme in some depth:-

- To validate the continued relevance, effectiveness, efficiency, coherence, sustainability and the impact of the DRS Joint Programme in delivering on agreed outcomes and their contribution to the regional development efforts;
- To determine the adequacy of the existing systems and structures for implementing the the Joint Programme (the steering committee both at national /Regional levels, Technical working groups, the revised M&E framework, the joint filed monitoring programmes, etc);
- To provide feedback on the adequacy, usefulness, timeliness and other parameters of the thematic areas currently under DRS Joint Programme implementation in the regions with the support of the supporting UN Agencies;



- To identify major constraints faced by the UN and implementing partners, document lessons learned during implementation, and make recommendations for overcoming implementation challenges;
- To provide inputs for the preparation of the next Programme Monitoring Framework and help to adjust M&E plan as needed;
- To identify implementation challenges and operational modalities and issues, and provide inputs and lessons learned for the preparation of the next Joint Programme design document.

### 3. Methodological approach and process

The evaluation of the DRS\_JP is a participatory process led by MoFPDA/MoFEC and UN Joint Programme partner Agencies. The consultants can meet also with regional IPs and TWG members to clarify any issues as they related to the context of the evaluation.

Given the pilot nature of the joint programme, the evaluation should be grounded on the basis of a learning principle whereby the external consultants (s) heavily involve both the national as well as regional stakeholders throughout the process.

The data for evaluating the programme is expected to be collected both from primary and secondary sources.

The primary source will be collected through conducting various consultations at regional and national levels. The DRS Joint Programme Technical Working Group (TWG) that comprises both the national/federal government and UN agencies focal persons will be the main sources of the primary sources at national level. Similarly consultants needs to visit DRS regional implementing partners at regional and woreda levels to review results and identify challenges. The primary data/information gathering process may include interviews with key stakeholders and partners and also focus group discussions; these interviews may cover UN heads of agencies, UN Joint programme focal persons, government officials at both regional and federal levels, and possibly development partners e.g. DFID - Governance team.

Due to the need to ease the data collection process, consultants may adopt a friendly data collection template to be filled by Implementing Partners (IPs) for key results achieved. Due to the weak link of reporting in the whole life of the DRS\_JP, it is highly recommended to come up with data collection tools from the consulting firm/consultant(s) that also allow producing analytical report mainly on qualitative description.

As secondary data/level; the consultant(s) would refer to the DRS Joint Programme design document; UNDA 2012 – 2015; Annual Work Plans (AWPs); the Woreda and Regional Reports; Joint field mission reports; M&E Framework Matrix and other relevant documents from the Joint Programme Partner UN Agencies.



Following the adoption of the above indicative data capturing process, it is suggested that the consultants to adopt the following three stage process of delivering the evaluation results:-

**First**, the national Technical Working Group (TWG) will give a brief presentation of the overall nature of the DRS Joint Programme to the consultant (s). This is aimed at an initial briefing of the overview of the DRS Joint Programme from its inception to its current shape.

**Second**, the consulting team will have consecutive consultative meetings with Regional and woreda Implementing Partners (IPs): At this stage, under the leadership of BoFED, the consultants will have a closer look and discussion based on the reports from individual regions and/or bureaus & offices on the performance of the programme as well as the its shortfalls & challenges. Particular support and assessment during this process is expected from the regional TWG (including UNICEF sub-offices) and Steering committee meetings.

**Third**, national level workshop: this is a stage where consolidations of the primary and secondary level sources suffice to produce a draft output and/or outcome level performance evaluation and rating. At this stage, therefore, the consultants would be able to compile and produce the draft achievement of each output from consultations made at regional and woreda levels and the documents referred.

As part of the overall validation process, all regional IPs (inc. sector representatives) as well as UN Agencies representatives will take part in the session. The regional consultations will be organized by the regional BoFEDs during the period Oct/November 2016. The national consultations will be jointly organized by MOFPDA and UN in Dec, 2016.

Finally, the evaluation process and consultations for the assessments should be able to show the below detailed expectations and a summarized executive report will be presented to the high level government representatives and UN Joint Partner Agencies for final endorsement:-

- key results achieved (key achievements against the results in the DRS\_JP results framework;
- Good practices, that should continue and/or replicated;
- Challenges, lessons learned and potential actions to address the challenges;
- The usefulness of operational modality of the Joint programme
- Review of the results and indicators to ensure the continued relevance and proposal on the way forward particularly in identifying Potential thematic areas that should be incorporated to support the development of the next programmes/projects;
- Issues for strategic-level discussion at the national validation workshop;
- Assess the required changes to improve programme in the programme implementation and design – what needs to change in the programmatic structure, coordination mechanisms and operational modalities; key



opportunities, and newly emerging issues for consideration and related issues

#### 4. Coordination and Management of the Evaluation

The evaluation process as indicated above will be participatory and consultative process which involves federal and regional implementing partners and the Joint Programme partner UN agencies. The consultations at federal and Regional levels will be facilitated by the DRS\_Joint Programme Regional Technical working Groups (TWG) at BoFED and National TWG at the national level.

Following the participatory methodology BoFEDs and national TWG will be actively supporting the process and the consultant (s) will be to review and analyse relevant documents; collect any additional relevant information (such as through interviews with regional and Wroeda IPs, stakeholders and partners UN Agencies, applying any innovative tools or review process and preparing and presenting the draft evaluation report based on the information collected in different ways and conclude the report with pertinent recommendations- with considerations of the feedback gained from participants.

The overall coordination role will be rested upon MoFPDA with the close support of MoFEC and UNICEF, UNDP and UNCDF through its National Technical Working Group (TWG). The consultant(s) will be hired under direct supervision of the Director General of Equitable Development Directorate at the Ministry of Federal and Pastoralist Development Affaires (MoFPDA); supported by the National Technical working group (TWG).

For technical issues, particularly to the programmes thematic areas:-

- 1- **UNDP** will be spearheading the **Local Governance** issues in general and Integrated Community Based Participatory Planning Approaches (UNICEF will be focal institution).
- 2- **UNICEF** will also be responsible to the **Basic social Services** component (inc. Sub-components of Health, Education, Nutrition, Hygiene and sanitation).
- 3- Concurrently, **UNCDF and UNDP** will be focal institutions for the **Environmentally Sustainable Livelihoods component**

#### 5. Roles and Responsibilities of the consultant(s)

A national consultancy firm/ Consultant (s) will be hired for a maximum period of 3 months to carry out the evaluation process at the Developing Regional States (DRS) and prepare the evaluation report with excellent analytical touch. The consultancy team should have highly qualified staffs/teams in the area of monitoring and evaluation. The consultancy work demands skills that support the process in the best way possible to ensure the deliverables are achieved as described in this TOR. The consultant is expected to be available within a week time from the time of the award.



Overall the consultancy will be tasked and responsible to work on the methodological approach and process as outlined under section 4 – under the facilitation of MoFPDA and regional IPs.

- Submit feasible implementation plan;
- Understand the ToR and better foundation of the Joint Programme nature and issues;
- Conduct an in-depth desk review of available progress and annual reports from participating IPs and UN Agencies; etc.
- Develop data collection tools, if need be and get the approval through MoFPDA;
- Jointly organize national and regional consultation workshops
- Carryout data collection and obtain views from regions through Focus Group discussions; consult with and interview key stakeholders to validate and complement the findings of the desk review;
- Ensure proper capturing and consolidation of stakeholders’ views and opinions;
- Present the findings, and potential recommendations;
- Review and compile the assessment report with all the deliverables and specific objectives met.

## 6. Deliverables

- Inception report of the evaluation
- Draft Evaluation Report
- Final DRS\_JP Evaluation report

## 7. Tentative timeline and key milestones

As stated in the purpose of the evaluation, it will be used to learn what went well or what didn’t during the course of the Joint programme implementation. Hence, the result will inform the design of any successor programme document for better reporting and documentation purposes. Therefore, the evaluation process should be guided under the following tentative schedule – but reasonably that would be able to feed the next year plan i.e., following the bridging programme.

Deliverables	Se p	October				November				Dec.			
	W 4	W 1	W 2	W 3	W 4	W 1	W 2	W 3	W 4	W 1	W 2	W 3	W 4
• Finalize TOR for consultant and initiate recruitment;													
• The first kick-off meeting of consultant (s) and National DRS_JP Technical working Group Members;													
• Participants/stakeholders of the evaluation/consultations identified and agreed													



• Data collection instruments developed and shared															
• Regional consultations/meetings conducted with Steering Committee Members and Technical Working Groups at Federal and Regional levels															
• Share the available documents from MoFPDA that will be used for desk reviews and references;															
• Inception report submitted															
• Draft DRS_JP report produced and shared to the UN and Government for comment															
• National validation workshop															
• Final DRS_JP report produced and shared to MoFPDA															
• Dissemination of the final report to government, and Joint Partner Agencies															

**8. Budget**

The payment of service for consultant (s) will be covered by the support from UNICEF and UNDP though the overall coordinator - MoFPDA; exclusive to cover the cost of the regional and national level consultations.

**9. Required qualifications and experience of the consultancy firm and its consultant (s)**

A national consultancy firm which has prior experience on a similar exercise with the United Nations is required to present the CVs of consultants to carry out this assignment. The consultants should team up with mix of educational background or experiences to support the process in the best way possible and to ensure the deliverables are achieved as outlined in this TOR. They need to be conversant of the national /local situation of the development cooperation/partnership between the UN and the government of Ethiopia. The below required educational and work experiences are mandatory for all involved consultants.

**Education**

- Advanced university degree in development studies, international development, economics, political science, policy evaluation, public policy or relevant field of studies;



## **Experience**

- Minimum of 10 years progressive experience in development related work
- Strong analytical skills, a demonstrated ability to conduct interviews with a range of stakeholders, and experience in pulling together analysis and data into reports
- Experience in reviewing and compiling multiple data sets and strong understanding of quantitative and qualitative analysis with M&E Frameworks
- Understanding of or experience working with UN joint programmes familiarity with the UN system and the updated UNDAF guideline, joint programming guidelines and UN Delivering as One principle will be a strong asset.
- The consultant must have prior experience of working with complex national level M&E frameworks or strategic plans involving multiple stakeholders, and a clear understanding of Delivering as One Principle
- Ability to identify implementation issues and operational challenges, and provide recommendations to remedy these issues to accelerate programme delivery
- Adequate understanding of human rights based approach to development, gender equality, environmental sustainability, Results based management
- Experience of carrying out similar assignment is an asset;

## **Language requirement**

- Excellent proficiency in English is required
- Strong writing abilities is required

## **Documents to be consulted/References**

- DRS\_JP Programme Design Document;
- United Nations Development Assistance Framework (UNDAF) 2012 – 2015;
- Summarized Analytical summary report of the DRS\_JP at national Regional and Woreda levels;
- Any sectoral documents at regional and woreda levels;