

## **TERMS OF REFERENCE FOR THE EVALUATION OF THE UNPAF FOR ANGOLA (2015-2019)**

### **1. Evaluation purpose**

The Evaluation of the UNPAF is a joint assessment of the progress made on the results of the UNPAF during its Programme Cycle 2015-2019. This exercise is co-led by UN and Ministry of Economy and Planning and it is conducted in close collaboration with national partners.

The evaluation will also review the mechanism put in place for coordination and harmonization among all UN Agencies such as the three Outcome Groups; and identify challenges, lessons learnt, good practices that will feed the next UNPAF Cycle. This evaluation will review the level of integration of the Human Rights and Gender Equality approaches into the current UNPAF cycle and its implementation.

The UNPAF sets out a Monitoring and Evaluation chapter (section 4.2, page 28) where it foresees an independent evaluation by the final cycle of UNPAF which will identify good practices and lessons learnt to guide the development of the new UNPAF. This section also includes the carried out of a Mid-Term review, if necessary by June 2018 for the UNPAF 2015-2019 to be aligned with the new National Development Plan. However, as this independent evaluation is taking place in 2018, following the recommendation of conducting this exercise one year prior the finalization, it was agreed by the UNCT and together with the Ministry of Economy and Planning that the Mid-term review will not be conducted.

While the UNPAF Evaluation is being conducted, the New National Development Plan is expected to be available, as it is planned to be launched by end March 2018. This will also be an opportunity to orient the UNPAF evaluation recommendations towards the new national priorities.

The UNPAF Evaluation process will start in February 2018 with the definition of the Terms of Reference and by June the final report should be validated, to inform the 2020-2023 Programme cycle. The following two UNPAFs will follow a 4 year-cycle to fully align the timeframe with the National Development Plan. The Evaluation will focus on the implementation of the UNPAF with the express aim of identifying recommendations for improvements for the next UNPAF strategy, design, implementation, monitoring and evaluation

### **2. Evaluation objectives**

- To assess the relevance of the UNPAF 2015-2019 outcomes, the effectiveness and efficiency of its implementation by UN agencies and governmental and non-governmental partners, and the sustainability and contribution to country priorities in the framework of the Human Rights and Gender Equality approaches.
- To identify, derived from the critical revision of the implementation of UNPAF 2015-2019, lessons learnt and good practices to take into account the formulation of the new UNPAF cycle.
- To propose, based on the analysis of the new governmental context, strategic recommendations and courses of actions to inform the next UNPAF cycle.

### 3. Evaluation context

During the cycle of the UNPAF 2015-2019, Angola has experienced key changes, particularly in the economic and political front. Overall, the country has experienced political stability, consolidating its democratic institutions. However, while the UNPAF was designed in a period of economic growth, its implementation coincided with a context of financial and economic crisis and regular humanitarian emergencies.

2017 was a landmark year for the history of Angola, witnessing peaceful political change, whereby ex-President dos Santos freely stepped-down from power after 38 years, though maintaining the leadership of the ruling party MPLA until 2018. In a peaceful and orderly environment, general elections were held in August 2017. Mr. João Lourenço the indicated candidate of the MPLA party, became the new president of Angola. President Lourenço committed to and major reforms. In his first months in power, the president initiated a series of reforms, sending positive signs of his commitment to the reforms, including on the fight against corruption.

Angola has made significant progress in human rights, including the ratification of core human rights conventions, the signing of three optional protocols, the constitution of the Inter-Sectorial Commission for Reporting on Human Rights, and fulfilling its obligations in terms of reporting to treaty bodies. However, as part of the process of State building, Angola still faces challenges in terms of human rights institutional capacity both in relation to promoting, protecting and fulfilling human rights and abiding with the country's international human rights obligations, as demonstrated by episodes related to the political intolerance, migration, evictions, that cause tension both inside and outside the country in the period 2014-2017. Culture and education on human rights among the population still need to be promoted. The country has one of the fastest population growth rates in Africa, and growing unemployment among young people has fuelled crime.

Angola maintains its assertiveness and commitment to peace and stability in Africa, in the Great Lakes region, where Angola has secured a commitment to economic and political sanctions against the region's armed rebel groups, in SADC region playing an important role as leader of the SADC Organ on Peace, Security and Defense, and to the AU. At the international level, in the context of the UN, Angola has also been playing an active role. This includes being non-permanent member of the Security Council 2015-16, being elected member of the UN Human Rights Council for a period of 3 years (2018-2020).

The country experienced a decade of economic growth and progress in terms of development, with improvement in social indicators. However, since 2014, Angola's economic growth suffered a major downfall, because of the sharp decline of the international oil prices which severely affected governmental revenues. The Government was forced to prompt large budget cuts in public expenditures, which hit economic and social sectors that are key for the move forward the achievement of SDGs as well as the graduation of Angola from the LDC status. Angola's economy growth has also been weakened by inflation, which, on average, has been near 20% during the past eight years. It is noteworthy that, between 2014 and 2017, budgeted public expenditure in the economic sector contracted 50.6% in real terms and budget cuts in the social sector reached 29.7% in real terms (UNDP).

Moreover, in the wake of public financial crisis, the government slashed several programs related with health, education, social protection and the promotion of non-oil sector. As a result, social indicators

remain very low, reverting previous progresses made. For instance, according to the 2015/16 Multiple Indicators and Health Survey (IHMS), the under-five mortality rate is 68 per 1,000 live births for Angola. In addition, UN IGME (Inter-agency Group for Child Mortality Estimation) has recently released the revised estimates for under-5 mortality rate (U5MR). The revised estimate for U5MR for Angola is 82.5 for 2016. (UNICEF).

The GoA conducted the first ever National Population Census in 2014, since the independence and the DHS/MICS survey in 2016. These instruments offer the country and the authorities new baseline data and evidence to review and realign the legislative and policy frameworks, as well as national strategies, programmes and necessary budgetary allocations to advance human development in the country.

Angola became eligible for Graduation from Least Developed Country in 2015. Due to economic and financial crisis, upon the country request, in 2016 the GA granted an extension period for to graduate in 2022. Nevertheless, the country remains behind with regards to improving social indicators and the economic vulnerability required for the Graduation process. The GoA acknowledges the need for economic diversification to reduce economic vulnerability and is stepping up efforts to do so. The projected GDP growth for 2018 is 3.2% as a result of planned increase in public spending and improved oil price recovery.

Besides the economic crisis, Angola has been confronted with environmental disasters, (droughts and floods), outbreaks of cholera, yellow fever and malaria, and a high influx of refugees from the Democratic Republic of Congo (DRC), which has put further pressure on existing services provided by the Angolan Government.

#### **4. Evaluation scope**

As described previously, the analysis axes of the evaluation will be adoption and implementation of the Human Rights and Gender equality approaches into the design, implementation, and monitoring and evaluation phases of the UNPAF 2015-2019.

The evaluation will include an in-depth review of its design and assumptions made at the beginning of the current UNPAF and will be focused in the analysis of level of achievement at outcome level. So, it will integrate the judicious revision of the internal and external mechanisms established and resources dedicated within UN system, Government of Angola and between them to get the expected results and will integrate thorough analysis of the participation and contribution of the civil society, media, academia, along UNPAF 2015-2019.

This evaluation will cover not only the scrutiny of the expected results aligned to the development of the country, but will include the analysis of how the UN system and the Government of Angola integrated into the UNPAF 2015-2019 the humanitarian response to emergencies and what have been done along this cycle.

This evaluation will be complementary to existing evaluations and should make use of the information gathered through existing programme evaluations report by UN agencies. Its implementation will demand the analysis of a wide variety of sources of information and the delivery of interviews to key informants.

#### **5. Evaluation criteria**

The main evaluation criteria for this detailed assessment will be:

1. **Relevance.** The extent to which the objectives of UNPAF were consistent with country needs, national priorities, the country's regional and international commitments, including recommendations of Human Rights mechanism; and the needs of Angolans, particularly those that are furthest behind, along 2015-2019 as well as with the identified comparative advantage of the United Nations Development System in Angola.
2. **Impact.** The extent to which the life of vulnerable people was benefited by the implementation of UNPAF. **Impact. The extent to which there are any major change in people's life as a result of the implementation of the UNPAF.**
3. **Effectiveness.** The extent to which programme results at outcome level defined in UNPAF are being achieved.
4. **Efficiency.** The extent of which expected outcomes are achieved with the appropriate amount of resource and cost-effective transaction cost (funds, expertise, time, etc.).

**Sustainability.** The extent to which the benefits from implementation have continued or are likely to continue, after UNPAF 2015-2019 has been completed.

In addition to the above criteria, the evaluation will look at diverse enabling factors that contributed to the performance and achievement of results as following:

- UN Coordination mechanisms and DaO principles  
  
UNPAF Programming principles of 1) Human Rights, gender, equality and women empowerment; 2) sustainability and resilience; 3) accountability; 4) Leave no one Behind
- Other factors that affected the performance on the implementation of UNPAF, such as use of partnerships, ownership of objectives and achievements.

## 6. Evaluation questions

Based on the mentioned evaluation criteria and enabling factors, the evaluation will be guided by the following questions, which could be modified by the evaluators and proposed to UN Angola for validation:

### **Relevance**

To assess the contribution of the UN System to the NDP and Angola vision 2025 goals through UNPAF outcomes, it will be necessary to respond the following questions:

- Did the set of UNPAF results (Health, Education, Social Protection, Good Governance, Access to Justice and Human Rights, Economic Diversification and Environmental Sustainability) address: a) the relevant sectoral priorities identified at the national level and subsequently b) the objectives of the NDP 2013-2017 and Vision 2025.
- Did the UNPAF Outcomes/Strategic areas address key issues, their underlying causes and challenges identified?
- Have the UNPAF Outcomes/Strategic Areas been relevant in terms of internationally agreed goals and commitments, norms and standards, guiding the work of UN Agencies?

- Was the UNPAF results Matrix sufficient flexible and relevant to respond to new issues and their causes as well as challenges that arose during UNPAF cycle, such as emergencies affecting Angola?
- How was the UNPAF responded to the graduation of the country from LDC to MIC?

### **Impact**

To assess the impact of the UNPAF, up to the possible extent, on the life of vulnerable people, it will be necessary to respond the following questions:

- Were the UNPAF objectives consistent with the requirements of the right-holders, in particular with the vulnerable populations?
- Did the UNPAF results address the needs of targeted communities? Are all target groups covered by the UNPAF Results?
- Was there any major change in people's life as a result of UNPAF implementation? Using the UNPAF 2015-2019 indicators, can these changes be associated with UNPAF, notably in the realization of national development goals and the national implementation of internationally agreed commitments such as MDGs, Agenda 2030 and UN Convention and Treaties?

To assess the design of and focus of the UNPAF, it will be necessary to respond the following questions:

- To what extent was the UNPAF 2015-2019 designed as a result-oriented, coherent and focused framework? Were expected outcomes realistic given the UNPAF timeframe, resources and Country Programmes, projects and programme strategies?
- Was the distribution of roles and responsibilities among the UNPAF partners well defined, facilitated in the achievement of results and have the arrangements largely been respected during implementation?
- Were risks and assumptions correctly formulated and monitored so that programme risks were minimized in a timely manner?

### **Effectiveness**

To assess the level of achievement of the expected outcomes, it will be necessary to respond the following questions:

- To what extent has UNPAF contributed to achieving better synergies among the programmes and UN Agencies?
- Have UNPAF Outcomes being achieved and what evidences can support those achievements?
- To what extent have effective partnerships and strategic alliances (i.e. national partners, development partners and other external support agencies) been promoted around UNPAF 2015-2019 outcomes?

### **Efficiency**

To assess the level of efficiency of the UNPAF expected outcomes, it will be necessary to respond the following questions:

- Which were the main factors that have contributed positively or negatively to the progress towards UNPAF Outcomes and national development goals in NDP?
- To what extent and in what ways did UN support promote national execution of programmes and/or use of national expertise?
- Have adequate financial resources been mobilized for the UNPAF implementation?
- Have the implementation mechanisms (Outcome Groups, PMG, M&E) been effective in UNPAF M&E?
- How efficiently were resources/inputs (funds, expertise, time, etc.) converted to UNPAF results at result level?
- Was there any cost-minimizing strategy that should be encouraged?
- To which degree were DaO principles applied in the implementation? Did those principles contribute to efficiency of UNPAF implementation?

### **Sustainability**

To assess the level of sustainability of the UNPAF expected outcomes, it will be necessary to respond the following questions:

- To what degree did UNPAF contribute to the UN role in establishing and enhance the critical factors for progress towards national development goals in the NDP?
- How flexible and appropriate was the UNPAF in adapting to the major developments and humanitarian changes in the country?
- To what extent and in what way have national capacities been enhanced in government and CSO?

### **UN Coordination & DoA Principles**

- Did UN coordination reduce transaction costs and increase the efficiency of UNPAF implementation?
- To what extent has the UNPAF created actual synergies among agencies and involve concerted efforts to optimize results and avoid duplication?

### **UNPAF Programming principles**

To assess the level of implementation of 1) Human Rights, gender, equality and women empowerment; 2) sustainability and resilience; 3) accountability, it will be necessary to respond the following questions:

- To what extent did UNPAF make use and promote the human rights and gender equality standards and principles to achieve its goals?
- Did the UNPAF effectively use the principle of environmental sustainability to strengthen its contribution to national development results?
- Did UNPAF adequately use RBM to ensure logical chain of results and establish a monitoring and evaluation framework?
- What were other factors that affected the performance on the implementation of UNPAF, such as use of partnerships, ownership of objectives and achievements?

- To what extent did the UNPAF succeed in strengthening national capacities, building partnerships, the realization of human rights and gender equity?
- Did the UNPAF promote ownership of programmes by national partners?
- How well did UNCT use its partnerships (CSO, private sectors, local government, parliament, national human rights institutions, and international development partners) to improve its performance?
- Has the UNPAF been used by UN Agencies and Government institutions in planning their activities, setting goals and in cooperation?

## 7. Evaluation methodology

The Evaluation will be conducted in accordance with UNEG Evaluation Norms and Standards of Evaluation<sup>1</sup> and Ethical Standards as well as OECD/DAC. It also will follow UNEG Guidance “Preparing Terms of Reference for UNDAF Evaluations<sup>2</sup>. . This evaluation will include desk review, field work and triangulation phases.

More specifically the evaluation will a) analyze how duty bearers and rights holders (particularly women and other groups subject to discrimination) are involved in the evaluation process, b) spell out the relevant human rights and gender equality instruments or policies that will guide the evaluation process, c) incorporate an assessment of relevant human rights and gender equality aspects through the selection of evaluation criteria and questions, d) apply an evaluation approach and methods of data collection and analysis that are human rights-based and gender-responsive, and e) disaggregate evaluation data by social criteria (e.g. sex, ethnicity, age, disability, geographic location, income or education).<sup>3</sup>

The report will be prepared based on UNEG guidance, the Quality Checklist for Evaluation Reports available at <http://www.unevaluation.org/document/detail/607> .

### Desk review phase:

All the UN and governmental and non-governmental documentation relative to UNPAF 2015-2019 will be reviewed taking into account the evaluation objectives and evaluation questions. Special attention will be focused on the reports produced by UN agencies (evaluations, situational analysis, baselines, donor reports, annual reports, etc.). The UNDAF 2015-2019 evaluation will take cognizance of the UNPAF Annual Report, Agencies Annual Reports, lessons learnt from independent evaluation /reports to determine the effectiveness of the UNPAF to support the achievement of national priorities.

All pertinent GoA programmatic documents will be included into this phase such as documentation from key governmental entities as Ministry of Economy and Planning – MoEP (annual reports of the National Development Plan 2013-2017), National Statistical Institute – INE (Census 2014, IIMS 2015-2016, and Projections of Population, for example), sectorial reports, etc. Additionally, documentation produced by international organizations (World Bank and IMF), etc., will complement the desk review.

<sup>1</sup>UNEG Norms and Standards are available at <http://www.uneval.org/document/detail/1914>

<sup>2</sup> UNEG Guidance “Preparing Terms of Reference for UNDAF Evaluations” available at <http://www.unevaluation.org/document/detail/1211>

<sup>3</sup> Detailed UNEG guidance on integrating Human Rights and Gender Equality in Evaluations is available at <http://www.uneval.org/document/detail/1616>

Through this phase, the evaluation will capture objective evidences to be integrated into the answer to the evaluation questions. The collected statistical information will be, where possible, disaggregated by sex, age, and location. This phase will be developed remotely and in country.

The Annex A contains a list of the key and basic documents to be provide electronically. There will be more documents to be provided along the evaluation process.

**Field work phase:**

The UNPAF 2015-2019 evaluation will include a qualitative component along its field work phase. This exercise will be carried out through a wide participation of all relevant stakeholders including the UN, the GoA, CSOs, as well as development partners and right holders.

Interviews to key stakeholders from UN, government, civil society and international cooperation will be delivered to capture important opinions and considerations regarding the relevance, efficiency, effectiveness and sustainability of the UNDAF outcomes along these years.

This phase could include field visits to selected UNPAF 2015-2019 initiatives to identify its possible results.

**Triangulation phase:**

Quantitative and qualitative collected data will be contrasted to produce solid arguments and have robust evidences relative to the evaluation objectives and questions. At the same time, this phase will include the identification of the limitations of the selected evaluation methods.

Based on the delivered triangulation process, the formulation of the (draft and final) evaluation report will be done.

The UNDAF Evaluation will be led by a Steering Committee which shall provide overall guidance and direction to review the process. The Steering Committee will be co-chaired by the Ministry of Economic and Planning and includes the RC and UNCT members.

A Technical Committee comprised of both Government (MEP) and UN representatives from the M&E and PMG, will be appointed to supervise the overall work of the consultancy team and guide the process at technical level and provide regular reports to Steering Committee through the UNCT. The committee shall also provide the evaluation team with consolidated feedback on the draft evaluation report and will be responsible for reviewing the final draft report before submission to the RC/UNCT and to the Government. The UN technical Committee are members of the PMG Group and M&E Working Group. The M&E group will provide additional technical support to the evaluation process. Necessary technical expertise from UN Agencies through the theme groups will be tapped on as appropriate.

The RCO will be responsible for the day to day management of the UNDAF Evaluation maintaining a close liaison with the technical committee and UN Working Groups.

The cost and content of logistical support for the evaluation will be shared among the UNCT.

**8. Evaluation work plan and technical and operational considerations**



The basic evaluation work plan is defined in the following table:

Date	Activity	Responsible
February – Mar/April	<u>Preparatory activities</u> UNDAF TORs drafted and approved. Shared with MPE. Advertisement and contracting	RCO. PMG/M&E. Procurement.
May 2018	<u>Conduct the evaluation</u> Desk review Field work. Triangulation. Submission of draft report. Submission of final report.	Consultants Team. UN Technical team.
June 2018	Validation Meeting	Consultants. UN Technical Team. RCO.

The evaluation deliverables will be the following:

1. **Inception report.** The evaluator / evaluation team will provide a technical document to specify the proposed evaluation approach, assumptions, methodology (desk review, field work and triangulation phases), tools and limitations. This document will have to be written in Portuguese.
2. **Draft UNDAF Evaluation Report.** The evaluator / evaluation team will write a draft report with the specification of the findings, conclusions and recommendations, using the provided format shared for review and comment. This document will have to be written in Portuguese.
3. **Final UNDAF Evaluation Report.** Based on the comments and suggestions received from UN system agencies and governmental and non-governmental stakeholders, the evaluator / evaluation team will adjust and draft the final report. Additionally, this final report will include a presentation (PPT) with the key findings, conclusions and recommendations. Those documents will have to be written in Portuguese.

**Expertise and Qualification of the evaluator / evaluation team:**

The independent consultancy team will be composed by 4 members, as follows:

International team leader (1)

- Knowledge and experience in conducting complex evaluations
- Have strong regional and /or country experience in development, programme development, planning and implementation
- 5-10 years of experience in evaluation/research
- Experience in conducting UNDAF Evaluations is an added advantage
- Knowledge of the UN Rights Based approach.
- Excellent facilitation skills and experience

- Fluency in Portuguese and English
- Master degree in a relevant field

National consultants – 1 per UNDAF Outcome (3)

- Knowledge and experience in conducting complex evaluations
- At least 2-5 years of experience in evaluation/research in development area
- Experience in working with UN Agencies and with government
- Experience in conducting evaluations or working for the UN is an added value
- Fluency in Portuguese and English
- Bachelor degree in relevant field

**Roles and Responsibilities:**

Evaluation Consultancy Team’s responsibility:

- Organizing the work and preparing an evaluation plan for the team: conducting briefing and debriefing and facilitating relationship among the team members;
- Consulting with UNDAF Technical Team and related partners to ensure the progress and the key evaluations questions are covered;
- Assuring the draft and final reports are prepared in accordance with this TOR
- Facilitating the meeting to present the main findings and recommendations of UNDAF and discussing the proposed action plan to implement recommendations, including changes and direction of programme, in the context of the next UNPAF.

Specific Tasks of the team leader:

- Taking the lead in contacting RCO, the Technical Team on the evaluation regarding UNDAF-related issues and ensure the process is a participatory as possible;
- Organizing the team meetings, assigning specific roles and tasks of the team members and closely monitor their work;
- Supervising data collection and analysis;
- Consolidating the draft and final UNDAF report with the support of the team;
- Completing the final report, with incorporate comments from the technical committee and key stakeholder;
- Submitting the draft and final report to the RCO on schedule
- Presenting the evaluation results and facilitating the meeting.

Specific Tasks of the team members:

- Following the tasks assigned by the team leader and defined in UNDAF working table;
- Data collection and analysis
- Providing written and verbal inputs to the Team Leader for the development of the report
- Participate in all meetings needed
- Collecting all comments on the UNDAF evaluation report revision process.

**Criteria for selection process:**

The offer will be evaluated based on the Combined Scoring method – where the qualifications will be weighted a max. of 70% and combined with the financial offer which will be weighted a max of 30%.

Candidates must therefore submit a technical proposal/methodology approach indicating how the work will be conducted and a financial proposal.

**Duration of Work:**

Estimated period of contract: 1<sup>st</sup> May-31<sup>st</sup> June 2018. The consultants will be engaged for the working days referred to in the table below (i.e. International Consultant – 35 working days, each national consultant-25 working days).The payment will be based on the delivery of the following outputs and corresponding tranches:

- First tranche: 20% upon signing of Contract and approval of evaluation plan;
- Final Tranche: 80% upon submission and acceptance of final evaluation report;

## Annex A

### Basic list of documents to be reviewed

Obs: M&E Focal point to populate

#### Governmental documents:

- Programmatic:
  - National Development Plan 2013-2017
  - Angola Vision 2025
  - NDP 2013-17 Execution Report
- Statistical:
  - Census report 2014 (INE, 2016).
  - Projections of population (INE, 2016).
  - IIMS 2015-2016 (INE, 2017).

#### Non-governmental documents:

#### UN documents:

- Annual reports:
  - UNPAF.
  - RCO.
  - UN agencies.
- Evaluation and studies.
  - Agencies evaluation reports