

TERMS OF REFERENCE

Project Title: Lebanese Elections Assistance Project

Project ID: 00083474

1 Background

UNDP Lebanese Electoral Assistance Project (LEAP) has the main objective to strengthen the capacity of stakeholders for the conduct of transparent and inclusive elections in Lebanon. Through a multi-component approach, the project has the intended outcomes of providing technical assistance and support in the following key electoral areas: (1) management and administration of Elections (2) supervision of election campaigns (3) provision of voter education initiatives (4) resolution of electoral disputes, and (5) initiatives to improve election opportunities for women.

From 2013 till 2017, the budget of the project was around 4.8 million Euros.

Context of the required services

Since 2009 UNDP is supporting the Government of Lebanon, the Ministry of Interior and Municipalities – the Electoral Management Body – in the organization and conduct of local and national elections and in the implementation of all the required electoral processes. In this regard, UNDP through dedicated electoral assistance projects supported the 2009 parliamentary elections, 2016 municipal elections and recently the 2018 legislative elections which were conducted on the basis of a new electoral framework.

Since 2013, UNDP Lebanese Elections Assistance Project (LEAP) provides technical assistance and advisory support to national stakeholders with the main objective of organizing and conducting electoral processes timely, efficiently and according to the international standards. Most recently, the project provided support for the preparation, organization and conduct of the 2018 legislative elections which were conducted after almost nine years of postponement. These elections were organized under the provisions of the Law 44/2017 which established a new proportional electoral system dividing the country in 15 major electoral districts. The law also provided for a preferential vote in the 26 minor electoral districts.

The new electoral framework, included some key electoral reforms, long awaited by society and experts, such as unified ballot papers, out-of-country voter registration and voting, permanent Supervisory Commission for Elections (SCE). The law however, failed to include some important reforms mainly regarding the adoption of affirmative measures for the participation of women and dedicated electoral processes and procedures for persons with disabilities (PWDs).

Since 2013, LEAP supported organization and conduct of two national elections namely the 2016 municipal and the 2018 parliamentary elections which reconnected the country to its democratic trajectory giving momentum to institutional strengthening and democratic consolidation in the country. Nonetheless, taking note that reforms have been adopted, most notably for the 2018 elections, the early lessons learned identified electoral areas that would require further sustained support and assistance.

Project Outcome:

The Capacity of National Stakeholders for the Conduct of Credible, Transparent and Inclusive Elections in Lebanon Developed

Project outputs:

Output 1: Sustainable Capacity of MOIM for the Management and Administration of Elections Built

Output 2: Capacity of the SCE for the Monitoring of Elections Increased

Output3: Capacity of MOIM for Voter Education and Public Participation Initiatives in Electoral Processes strengthened

Output 4: Capacity of the Constitutional Council for the Resolution of Election Disputes Improved

Output 5: Women's participation and representation in elections Promoted

In this context, UNDP is conducting a final evaluation of the support and assistance provided by LEAP in the electoral cycle 2013-2018, with an aim to unearth achievements, challenges and areas that need further attention. The stakeholders for this activity are the LEAP Project, the Ministry of Interior and Municipalities (MoIM), the Supervisory Commission for Elections (SCE), Constitutional Council (CC), civil society organizations (eg: LADE, Women in Front (WIF), LPHU, etc.).

Project results:

- Successful provision of technical assistance and advisory support to the 2016 municipal and 2018 parliamentary elections;
- Improved supervision and monitoring of the 2018 parliamentary elections through comprehensive advisory support, technical assistance and operational support to the Supervisory Commission for Elections (SCE);
- Efficient design, development and dissemination of voter education and information in preparation for the 2016 municipal elections and 2018 parliamentary elections leading to enhanced knowledge and understanding of the voters of the electoral process and their rights and responsibilities;
- Enhanced efficiency of the Electoral Dispute Resolution process through technical and operational support to the Constitutional Council;
- Enhanced awareness and understanding on the women participation and representation aspects of the electoral process as well as sustained advocacy for temporary special measures aiming at increased number of women running for elections and getting elected.

2 Evaluation Purpose

In accordance with applicable policies, UNDP should carry out project evaluations so that critical information is available before higher level analysis takes place (for example, outcome level evaluations). Moreover, the evaluation is necessary considering the changes in the country context, notably the recent parliamentary elections, as well as the changes in the UN/UNDP programming cycle approach and the approval of the new United Nations Strategic Framework (UNSF 2017-2020) and Country Programme Document (CPD 2017-2020) and the UNDP Strategic Plan, 2018-2021, that describes how to support countries to achieve the 2030 SDG Agenda. Consequently, the purpose of this evaluation is to inform UNDP as well as key stakeholders on the performance and achievements of the project as well as the

challenges faced during implementation. The project evaluation should enable UNDP's management and national counterparts to benefit from the project's competitive advantage, and to decide on a future specialized, sustainable and efficient future course of action for the period beyond 2019 to support national stakeholders in the area of elections and democratic consolidation.

3 Evaluation Scope and Objectives

The evaluation is expected to assess the level of progress made towards achieving project outputs since 2013. The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with relevant national counterparts. The evaluation needs to assess to what extent the project managed to mainstream gender and to strengthen the application of rights-based approaches in its interventions. In order to make excluded or disadvantaged groups visible, to the extent possible, data should be disaggregated by gender, age, disability, ethnicity, wealth and other relevant differences where possible. The evaluation should result in concrete and actionable recommendations for the proposed future programming for the next electoral cycle 2020-2022. It is worth noting that in the year 2022 will be organized and conducted national as well as local elections.

The evaluation will use the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, and sustainability as defined and explained in the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results.¹ The final report should comply with the UNEG Quality Checklist for Evaluation Reports.²

The evaluation should be able to :

- (i) assess the level of progress made towards achieving the outcomes and outputs of the project;
- (ii) capture lessons learned and best practices from the implementation of the project.
- (iii) provide concrete and actionable recommendations (strategic and operational), taking into consideration the 2016 LHSP Evaluation and other lessons learnt.
- (iv) provide a comprehensive roadmap for the project, based on evaluation findings, conclusions and recommendations. The roadmap should delineate how in its next phase the project could improve, inter alia, its relevance, delivery of results and engagement with stakeholders, including Lebanese authorities and donors.

4 Evaluation criteria and key guiding questions

To define the information that the evaluation intends to generate, the potential evaluation questions have been developed (the questions are provided below under a relevant evaluation criterion). The questions may be amended at a later stage and upon consultation with the relevant stakeholders. The questions are:

Relevance: The evaluator will assess the degree to which the project considers the local context and problems. The evaluator will assess the extent to which the objectives of LEAP are consistent with beneficiary requirements and needs (including connections SDGs, government strategies and activities of

¹ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), p. 168.

² [UNEG Quality Checklist for Evaluation Reports](#)

other organizations). Under this evaluation criterion the evaluator should, inter alia, answer the following questions:

- Are the LEAP methodologies and outputs relevant in the context of the organization and conduct of local and national elections?
- How well has LEAP addressed the issues of gender inclusion, women's equality and empowerment? How well gender perspectives have been mainstreamed into the design and implementation of the project?
- How well have the achieved results addressed the interests and rights of marginalized and vulnerable groups, particularly women and youth, in the society?
- What has been the ability of the project to contribute to higher-level results, including the results of the UNDP strategic plan and relevant SDGs?
- What has been the capacity of the project in identifying priorities and challenges and developing alternative options and contingency plans;
- Assess mechanism of coordination with main stakeholders and donors.

Effectiveness: The evaluator will assess the extent to which LEAP results have been achieved. In evaluating effectiveness, it is useful to consider: 1) if the planning activities are coherent with the overall objectives and project purpose; 2) the analysis of principal factors influencing the achievement or non-achievement of the objectives. Under this evaluation criterion the evaluator should, inter alia, answer the following questions:

- What have been the main challenges faced by the project and how has LEAP has sought to overcome them? The evaluator needs to describe and analyze current challenges to implementing transition to longer term interventions.
- What unforeseen and foreseen factors have contributed to achieving (or not achieving) the intended outputs?
- Has the project managed risks effectively?

Efficiency: measures how economically resources or inputs are converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs. Under this evaluation criterion the evaluator should, inter alia:

- Assess the project efficiency in terms of technical assistance and advisory support provided to key electoral stakeholders, during the implementation of the project;
- What was the role of the governance structure in the project implementation and achievement of strategic goals? The review of the governance structure should be done in terms of donors' engagement, partners, decisions making, tasks/plans, concentration of support and the role of the government.
- Has the project been able to establish and maintain sustainable and efficient partnerships and cooperation, in the implementation period? The evaluator should appraise UNDP LEAP relations with relevant key national stakeholders and their views on the support and assistance provided.
- To what extent did project monitoring system provide data that allowed the project to learn and adjust implementation accordingly?

Sustainability: The evaluator will assess the project capacity to produce and to reproduce benefits over time. In evaluating the project sustainability, it is useful to consider to what extent intervention benefits will continue even after the project is concluded and the principal factors influencing the achievement or non-achievement of the project sustainability.

- What is the likelihood that the benefits that resulted from the previous and current LEAP interventions will continue at national and subnational level through adequate ownership, commitment, willingness displayed by the government and other stakeholders?

5 Methodology

The methodology described in this section is UNDP's suggestion that will likely yield the most reliable and valid answers to the evaluation questions. However, final decisions about the specific design and methods for evaluation should emerge from consultations among UNDP, the evaluator, and key stakeholders.

The independent evaluation is expected to rely on:

1. Document review of all relevant project documentation. This would include a review of:
 - a. Legal framework
 - b. Project document
 - c. Project and donor's reports
 - d. Monitoring and evaluation documents
 - e. Other external evaluation reports
 - f. Electoral Observation Reports.
2. Interviews (around 10 interviews) with key electoral stakeholders including:
 - Ministry of Interior and Municipalities (MoIM)
 - UNDP (Project Manager and Programme Manager)
 - Supervisory Commission for Elections (SCE)
 - Constitutional Council (CC)
 - CSOs: Lebanese Association for Democratic Elections (LADE), Women in Front, Lebanese Physical Handicapped Union (LPHU), etc.
 - International Organizations - National Democratic Institute (NDI)
 - Donor community (EU, USAID, UK).

UNDP will facilitate the organization of the interviews. This method includes, inter alia:

- Development of evaluation questions around relevance, effectiveness, efficiency and sustainability and designed for different stakeholders to be interviewed.
- Key informant and focus group discussions with beneficiaries and stakeholders.

All interviews should be undertaken in full confidence and anonymity. The final evaluation report should not assign specific comments to individuals.

3. Field visits and on-site validation of key tangible outputs and interventions. It is intended to organize five field visits, one in each Governorate of the country. The visits will include meetings with relevant stakeholders such as: Muhafaz, Qaimagams, members of the municipal councils.

Final methodological approach including interview schedule, field visits and data to be used in the evaluation should be clearly outlined in the inception report of the evaluation and be fully discussed and agreed between UNDP, stakeholders and the evaluators.

6 Evaluation Deliverables

- **Evaluation inception report:** The inception report should be carried out following and based on preliminary discussions with UNDP and following the desk review and should be produced before the evaluation starts. The inception report should. The inception report:
 - a. Details the evaluators' understanding of what is being evaluated and why.
 - b. Includes detailed evaluation questions, who these will be targeted at (UNDP, UNCT, Government Stakeholders, other stakeholders, beneficiaries etc.) and how these will be answered (the evaluation matrix can be used for this)
 - c. Detail proposed methodology; sources of data; and data collection procedures.
 - d. List of stakeholders and beneficiaries to be interviewed.
 - e. Proposed list of field validation visits.
 - f. Schedule of tasks, activities and deliverables with agreed completion dates.
 - g. Designated assignment of tasks and responsibilities across the evaluation team (where relevant).
 - h. Agreed process for draft evaluation report review and finalization including UNDP commitment to delivery of comments, format of comments and audit trail on the evaluators response to draft evaluation comments.
 - i. The inception report provides the programme unit and the evaluators with an opportunity to verify a shared understanding of the evaluation and clarify any misunderstanding at the outset.
- **Evaluation debriefing:** immediately following an evaluation mission with a presentation of key findings and recommendations to UNDP and donors (power point presentation required)
- **Evaluation report audit trail:** Comments and changes by the evaluator in response to the draft report should be retained by the evaluator to show how they have addressed comments.
- **Draft evaluation report** (max 25 pages plus annexes) with an executive summary of max. 5 pages describing key findings and recommendations. The programme unit and key stakeholders in the evaluation should review the draft evaluation report and provide an amalgamated set of comments to the evaluator within an agreed period of time, that addresses content requires (as agreed in the terms of reference and inception report) and quality criteria as outlined in these guidelines.
- **Final evaluation report.**

7 Evaluation schedule

	Key tasks	Indicative duration	Date of completion	Place	Responsible party	Review and Approval Required
1	Meeting briefing with UNDP (Programme, Managers and project staff as needed)	-	At the time of contract signing	UNDP or remote meeting	UNDP	
2	Sharing of the relevant documentation with the team	-	At the time of contract signing	Via e-mail	UNDP	
3	Review all the relevant project documentation and legal framework and collate and analyze relevant information	5 days	Within 2 weeks of contract signing	Home-based	The evaluator	
4	Submission of the inception report (max. 15 pages)	-	Within 2 weeks of contract signing	Via e-mail	The evaluator	
5	Comments and approval of Inception report	-	Within 1 week of submission of the Inception report			Governance Programme Manager and UNDP Project Manager
6	Consultations and field visits, interviews.	15 days	Within 4 weeks of contract signing	In country	UNDP to organize with partners, staff, local authorities, NGOs.	
7	Evaluation debriefing	1 day	Within 4 weeks of contract signing	In country	The evaluator	
8	Preparation of draft evaluation report (25 pages maximum excluding Executive Summary and Annexes)	5 days	Within 2 weeks of the completion of field visits, interviews	Home-based	The evaluator	

			and consultations			
9	Draft Report Submission	-	Within 2 weeks of the completion of field visits, interviews and consultations	Via email	The evaluator	
10	Consolidated UNDP and Stakeholder comments to the Draft Report		Within 1 week of the draft report submission	UNDP	UNDP and stakeholders	
11	Debriefing with UNDP	1 day	Within 1 week of receipt of comments	Remotely , UNDP	UNDP, stakeholders and the evaluator	
12	Finalization of the evaluation report incorporating additions and comments provided by project staff and UNDP CO	3 days	Within 1 weeks of final debriefing	Home-based	The evaluator	
13	Submission of final evaluation report to UNDP Lebanon (max. 25 pages excluding Executive Summary and Annexes)	-	Within 1 week of final debriefing	Home-based	The evaluator	Governance Programme Manager and UNDP Project Manager
14	Present final report and findings to UNDP and donors					
	Total duration	30 days				

8 Institutional arrangements

- The consultant will work in close coordination with the UNDP Governance portfolio, Lebanese Elections Assistance Project and main electoral stakeholders and report to the UNDP Governance Programme Manager and LEAP CTA.
- UNDP LEAP will provide support in the scheduling of meetings, agenda management and stakeholders contact information;
- UNDP LEAP will provide logistic support in terms of transportation to and from the meetings and interviews;
- UNDP LEAP will provide a working station, stationery and office materials as required;
- UNDP LEAP will provide soft/hard copies of required documents, as requested.

9 Evaluation ethics

Evaluations in UNDP shall be conducted in accordance with the principles outlined in the UNEG “Ethical Guidelines for Evaluation”

10 Duty Station

Beirut, Lebanon. The Consultant could work from home or within the UNDP LEAP premises.

11 Qualifications Required

Education: Graduate Degree (Masters or equivalent) in Public Administration, Political Science, Management or related Social Science fields.

Experience:

- At least seven (7) years of professional experience in Projects’ M&E, preferably in governance related projects.
- Previous experience in evaluating projects of similar nature for Lebanese and/or International Organizations.
- Knowledge of the Lebanese public administration framework is an advantage.
- Ability to collect and analyze information from a variety of sources; advanced knowledge of the Lebanese public administration; Familiarity with organizational structures.

Competencies:

- Proficiency and English. Knowledge of French is a plus.
- Outstanding written skills demonstrated through previous publications.
- Previous experience in developing work plans and strategies.

12 Scope of Price Proposal and Schedule of Payments

The price proposal should be all-inclusive.

The payments will be made upon receipt of deliverables as follows:

- Payment 1: 50% to be disbursed of the total fee upon completion of Deliverable 1
- Payment 2: 50% to be disbursed of the total fee upon completion of Deliverable 2.

13 Criteria for selection of the best offers

Combined Scoring method – where the qualifications and methodology will be weighted a 70%, and combined with the price offer which will be weighted a max of 30%, using the following specific criteria:

Criteria	Weight	Max. Point
Technical Competence	70%	100
<ul style="list-style-type: none">• <i>Criteria A:</i> Education and Background 15 points being assigned to candidates with Graduate	25%	(25)

Degree (Masters or equivalent) 25 points being assigned to candidates with PHD		
<ul style="list-style-type: none"> <i>Criteria B: Experience</i> 25 points being assigned to candidates with 7 years of relevant experience; 30 points being assigned to candidates with 9 to 10 years of relevant experience; and 35 points being assigned to candidates with more than 10 years of relevant experience. 	35%	(35)
<ul style="list-style-type: none"> <i>Criteria C: Evaluations Conducted</i> 20 points being assigned to candidates with some experience in conducting electoral evaluations (2-5 evaluation reports referred to); 25 points being assigned to candidate's significant experience in conducting electoral evaluations (more than 5 reports referred to); and 30 points being assigned to candidates with solid experience in conducting electoral evaluations (more than 5 reports referred to) and having specific experience in evaluating projects implemented with the Lebanese Public Sector. 	30%	(30)
<ul style="list-style-type: none"> <i>Criteria D: Competencies</i> 	10 %	(10)
<i>Financial (Lower Offer/Offer*100)</i>	<u>30%</u>	100
Total Score	Technical Score * 0.7 + Financial Score * 0.3	

12 Other important Information:

Proposed evaluation panel:

Name	Title
1. Dan Radulescu	CTA/Project Manager
2. Hassan Krayem	Governance Programme Manager
3. Nada Sweidan	Programme Associate

13 Recommended Presentation of Offer

- 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) **Financial Proposal** that indicates the all-inclusive total price

Approval

This TOR is developed by: Dan Radulescu, UNDP LEAP CTA/Project Manager

This TOR is approved by: Hassan Krayem

Name and Designation Governance Programme Manager

Date of Signing _____