



TERMS OF REFERENCE – Evaluation Expert

Project Name: UNDP Lebanon Evaluation

Subject: Energy and Environment Programme Outcome Evaluation

1. Background

United Nations Development Programme (UNDP) conducts outcome evaluations to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level as articulated in the Country Programme Document (CPD) and in the United Nations Development Strategic Framework (UNSF). These are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy and **aim** to undertake the following:

- Provide evidence to support accountability of programmes and for UNDP to use in its accountability requirements to its investors
- Provide evidence of the UNDP contribution to outcomes
- Guide performance improvement within the current global, regional and country programmes by identifying current areas of strengths, weaknesses and gaps, especially in regard to:
 - o The appropriateness of the UNDP partnership strategy
 - o Impediments to the outcome being achieved
 - o Mid-course adjustments (for Outcome MTRs)
 - o Lessons learned for the next programming cycle
- Provide evidence and inform higher-level evaluations, such as ICPE, UNDAF evaluations and evaluations of regional and global programmes, and subsequent planning based on the evaluations.

UNDP in Lebanon approach is aligned with the new **UN Strategic Framework 2017-2020**, which focuses on internal and external security, governance and sustainable development, and places an emphasis on meeting the immediate needs arising from the Syrian crisis. Environmental protection is one of the main pillars of the UNSF and focuses on low-emission, climate resilient actions, and environmental management programmes that protect national resources and steer the country towards a green economy.

Within the **Country Programme Document (CPD)**, improving environmental governance focuses in more detail on the following strategic approaches:

- (a) Support climate change adaptation and mitigation (towards a low carbon economy) by increasing access to climate financing via Lebanon's commitments to the UNFCCC; promoting renewable energy technologies in sectors and at communal levels; collaborating with MoE, MoEW and private stakeholders to raise the public awareness on the importance of adopting renewable energy technologies; build the capacity of the private sector to cope with expected demand, and

improving coordination of the response to climate change in the agriculture, water and land management sectors.

(b) Support the integrated and sustainable management, and protection of, natural resources by focusing on biodiversity, forest and land management, and water ecosystems; reducing industrial (and other) pollutants, and improving the capacity of the government at the central and local levels to enforce legislation on environmental priorities. An example of this is the depollution of the Qaraoun Watershed and bringing the current strategy in line with the national programme.

The CPD also makes reference to the on-going Syrian refugees crisis which has impacted Lebanon on many fronts. Although the response to the crisis is covered in the Lebanon Crisis Response Plan which is a joint UN and Government approach, the UNDP CPD includes interventions specific to the responses within the UNDP's programme of action. For the environment sector in specific, areas where crisis and long-term development assistance overlap are the effective management of solid waste and wastewater, the improvement and protection of water resources, and providing beneficiaries with access to clean energy sources at the central and decentralized levels. UNDP aims to support the government to pursue a medium to long-term strategy on integrated waste management, ensuring that environmental considerations are mainstreamed into the national crisis response. Interventions—such as improving water networks—will improve living conditions in host-communities, particularly in poorer regions, and reduce household expenditures, thereby contributing to poverty reduction.

UNDP's Energy & Environment (E&E) programme currently consists of some 21 projects grouped into sub-projects by thematic area which are climate change, sustainable land management, institutional support to the Ministry of Environment, ozone office (Montreal Protocol projects), industrial depollution and extractive industries (LEPAP and SODEL), renewable energy (CEDRO and DREG), fourth national communication to the convention on biodiversity and solid waste management. The number and types of projects have changed throughout the CPD cycle depending on time frames and donor financing, but they continued to feed into the strategic objectives of the CPD. The annual programme delivery is \$15.2, \$18.4, and \$16.7 million in 2015, 2016 and 2017 respectively. The last programme evaluation was conducted in 2012.

2. Evaluation purpose

The purpose of this outcome-level evaluation is to find out how UNDP in Lebanon has gone about supporting processes and building capacities that have, indeed, helped make a difference, and whether and to what extent the planned outcome 3.3 of UNSF has been or is being achieved as a result of UNDP's work in the area of Energy and Environment covering the period 2017-2019. The evaluation should support UNDP accountability to national stakeholders and partners, serve as a means of quality assurance for UNDP interventions at the country level and contribute to learning at corporate, regional and country levels. In doing so, evaluation aims to identify which UNDP approaches have worked well and which have faced challenges, and to use lessons learned to improve future initiatives and generate knowledge for wider use.

3. Scope of Work and Objectives of the Evaluation

UNDP intends to undertake an independent evaluation to assess E&E Programme at the macro level covering the period 2017-2019. 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 including ministries, governorates and related agencies. The evaluation needs to assess to what extent UNDP 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.

As indicated above: UNDP's E&E Programme contributes to the achievement of Outcome 3.3 of UNSF: Lebanon has adopted measures to improve environmental governance. UNDP reports against the following outcome indicators:

- Tons of CO2 eq emissions (or equivalent) reduced in the industrial and commercial sectors.
- Number of adaptation to climate change projects developed and initiated in various sectors.
- Number of national development plans and processes integrating: biodiversity, renewable energy, energy efficiency, sustainable consumption and production, climate change, sound chemical management, sustainable consumption & production and ecosystem services values.¹

The following outputs with their respective indicator falling under this outcome, as stated in UNDP Lebanon CPD 2017-2020, are to be part of this evaluation:

- Low emission climate resilient actions initiated (Indicator 4.1.1. Amount of energy saved from the implementation of decentralized and/or small-scale mitigation projects; Indicator 4.1.2. No of mitigation and adaptation awareness raising and capacity building actions taken)
- National Environmental Management Strengthened (Indicator 4.2.1. No. of environmental initiatives implemented in productive sectors; Indicator 4.2.2. No. of solid waste, water and waste water initiatives implemented; Indicator 4.2.3. volume (tons) of Ozone Depleting substances released)

The evaluation will use the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency and sustainability,² as defined and explained in the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results.³ The final report should comply with the UNEG Quality Checklist for Evaluation Reports.⁴

Concerning evaluation objectives, the evaluation should be able to:

- Assess the effectiveness and relevance of the UNDP's programme to meet the development priorities of the Government of Lebanon in the field of environment
- Provide concrete and actionable recommendations (strategic and operational) for the formulation of new programme and project strategies
- Assess the programme implementation approach (operational procedures, structure, monitoring, control and evaluation procedures, financial and technical planning, project modality/structures) and their influence on the programme effectiveness;

¹ Further details, including outputs and output indicators, means of verification in the CPD for Lebanon 2017-2020

² UNDP considers that these criteria are the most pertinent given the purpose of the evaluation.

³ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), p. 168.

⁴ [UNEG Quality Checklist for Evaluation Reports](#)

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.

4.1. Relevance

The evaluator will assess the degree to which UNDP considers the local context and problems. The evaluator will assess the extent to which the UNDP's objectives are consistent with national and local policies and the needs of intended beneficiaries (including connections to SDGs, government strategies and activities of other organizations). Under this evaluation criterion the evaluator should, inter alia, answer the following questions:

- To what extent is UNDP support relevant to the country's current economic diversification objectives, Sustainable Development Goals, and Graduation process, as well as its sectoral programs of relevant line ministries?
- How did the E&E portfolio promote the principles of gender equality, human rights- based approach, and conflict sensitivity?
- To what extent is program and project design relevant in addressing the identified priority needs in CPD 2017 – 2020?
- To what extent UNDP's outcome-level results are relevant to and consistent with the national environmental agenda, including national priorities and obligations in line with international conventions?
- Which programme areas are the most relevant and strategic for UNDP to consider going forward?

4.2. Effectiveness

The evaluator will assess the extent to which UNDP contributed to the achievement of Outcome 3.3 as described above. 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 has been the progress towards the achievement of the targets in the Outcome 3.3?
- To what extent has progress been made towards outcome achievement? What has been UNDP's contribution to change?
- What have been the key results and changes? How has delivery of outputs led to outcome level progress? Are there any unexpected outcomes being achieved beyond the planned outcome?
- To what extent has UNDP succeeded in national partners' capacity development, advocacy on environmental issues including climate change issues and sustainable development goals?

- To what extent has UNDP succeeded in building partnership with civil society and local communities to promote environmental and disaster risk awareness in the Country?
- To what extent has the results at the outcome and outputs levels have benefitted women and men equitably and to what extent have marginalised groups benefited?

4.3. Efficiency

The evaluator will assess how economically resources or inputs have been 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, answer the following questions:

- How much time, resources and effort it takes to manage the E&E portfolio, what could be improved and how UNDP practices, policies, decisions, constraints and capabilities affect the performance of the Portfolio?
- To what extent did monitoring systems provide data that allowed the programme to learn and adjust implementation accordingly?
- To what extent were partnership modalities conducive to the delivery of outputs? What have been roles, engagement and coordination among the stakeholders? Have UNDP succeeded in building synergies and leveraging with other programs and development agencies in the Country, including UNCT programming and implementation. To what extent has UNDP managed to establish viable and effective partnership strategies in relation to the achievement of the outcomes? What are the possible areas of partnerships with other national institutions, NGOs, UN Agencies, private sector and development partners?
- How did UNDP promote gender equality, human rights and human development in the delivery of outputs?

4.4. Sustainability

The evaluator will assess what extent intervention benefits will continue even after the external development assistance is concluded and the principal factors influencing the achievement or non-achievement of the interventions' sustainability.

- What indications are there that the outcomes will be sustained, e.g., through requisite capacities (e.g. systems, structures and staff)?
- To what extent do the UNDP established mechanisms ensure sustainability of the policymaking interventions?
- To what extent has engagement in triangular and South-South Cooperation and knowledge management contributed to the sustainability of the programme?
- How will concerns for gender equality, human rights and human development be taken forward by primary stakeholders?

5. Methodology and Approach

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.

UNDP suggests the evaluation to rely on:

5.1. Document review of all relevant documentation prepared by the UNDP programme, including but not limited to the following:

- United Nations Strategic Framework in Lebanon
- Country Programme Document
- UNDP Lebanon website
- Annual Report (ROAR)
- Financial overview of projects (excel sheet)
- Presentation: overview of the programme
- Previous Energy and Environment Evaluation Report (2012)
- Sample project evaluations and project donor reports
- Annual and quarterly project reports

5.2. Semi-structured interviews stakeholders who have work with UNDP in the field of environment. The evaluator is expected to follow a collaborative and participatory approach ensuring close engagement with the Project Team, government counterparts, the UNDP Country Office(s) and other key stakeholders. All interviews should be undertaken in full confidence and anonymity. The final evaluation report should not assign specific comments to individuals. The tentative suggestion is to perform around 30 – 32 interviews. The preliminary list of interviews is provided below:

- Ministry of Environment: 3 persons;
- Council for Development and Reconstruction: 1 person;
- Ministry of Energy and Water: 2 persons;
- Lebanese Agriculture Research Institute: 1 person;
- Programme donors: 4 persons;
- Various projects staff: 10 persons;
- Other UNDP Programmes: 2 persons;
- Private sector: 3 persons;
- Civil sector organisations/NGOs: 2 persons;
- Academic institutions: 1 person.

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

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

5.3. Site visits: one or two site visits will be organised during the mission to some of the project sites depending on availability and time schedule. Interviews with beneficiaries and local community will be organised to provide the evaluator.

6. Deliverables and Evaluation Report Format

- 6.1. Evaluation inception report, totalling not more than 10 pages plus annexes. The inception report should be prepared by the evaluator before going into the full-fledged evaluation exercise. It should detail the evaluator's understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product. The inception report provides the programme unit and the evaluators with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset. The programme unit and key stakeholders in the evaluation should review the inception report to ensure that the evaluation meets the required quality criteria
- 6.2. Draft evaluation report, totalling not more than 40 pages plus annexes, with an executive summary of not more than 3 pages describing key findings and recommendations. The programme unit and key stakeholders in the evaluation should review the draft evaluation report to ensure that the evaluation meets the required quality criteria
- 6.3. Evaluation report audit trail: Comments and changes by the evaluator in response to the draft report should be retained by the evaluator to how the evaluator have addressed comments.
- 6.4. Final evaluation report. The evaluator will ensure that the report, to the extent possible, complies with the [UNEG Quality Checklist for Evaluation Reports](#).
- 6.5. Evaluation brief and a power point presentation for UNDP management

Report Format

The expected output of the evaluation is a comprehensive report which includes recommendations and suggestion for programme improvement. The outline of the report should be in line with UNDP guidelines, as defined and explained in the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results.⁵ The final report should comply with the UNEG Quality Checklist for Evaluation Reports.⁶ The report should include (but not be limited to) the following:

- Executive summary
- Introduction/background
- Programme objectives and its development context
- Purpose and scope of the evaluation
- Evaluation approach and methods
 - o Data sources, data collection procedures and instruments
 - o Data analysis
 - o Major limitations of the methodology (including steps taken to mitigate them)
- Findings
 1. Programme effectiveness
 2. Relevance
 3. Efficiency
 4. Sustainability
 5. Monitoring and Evaluation (including risk management)

⁵ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), p. 168.

⁶ [UNEG Quality Checklist for Evaluation Reports](#)

- 6. Ratings on relevance of outcome
- Conclusions
- Recommendations
- Lessons learned
- Annexes

Guidance Documents

The evaluation should be based on UNDP's evaluation policy and other supporting documents, including but not limited to the below:

- Handbook on Planning, Monitoring and Evaluating for Development Results (available online: <http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf>)
- Outcome-level evaluation: a companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators (available online: [http://web.undp.org/evaluation/documents/guidance/UNDP_Guidance_on_Outcome-Level%20 Evaluation_2011.pdf](http://web.undp.org/evaluation/documents/guidance/UNDP_Guidance_on_Outcome-Level%20Evaluation_2011.pdf))
- The evaluation policy of UNDP <http://web.undp.org/evaluation/documents/Evaluation-Policy.pdf>
- [UNEG Quality Checklist for Evaluation Reports](#)

7. Institutional Arrangements

UNDP has full ownership of the activity and of its final product. Thus, any public mention (including through social media) about the activity should state clearly that ownership. In addition, any public appearance or related published work related to the activity should be coordinated and approved by UNDP in advance. Any visibility material or product produced for this assignment must be in the name of UNDP.

The principal responsibility for managing this evaluation resides with the UNDP Lebanon Country Office, Energy and Environment Programme unit. UNDP Lebanon office will contract the consultant and ensure the timely provision of travel arrangements within the country.

7.1 Responsibilities of the evaluator:

- The consultant should have the needed skills⁷ to carry out the assignment. The evaluation will be fully independent, the consultant will retain enough flexibility to determine the best approach in collecting and analyzing data for the outcome evaluation;
- Responsible of all logistics to and from Lebanon and to and from the hotel in Beirut to the UNDP Country Office;
- Responsible for the follow-up on attaining all documents and reports as needed.

7.2 Responsibilities of UNDP

To facilitate the evaluation process, the Energy and Environment Programme Team will assist in connecting the evaluator with the senior management, and key stakeholders. In addition, the UNDP will assist in organizing the field visits and meetings. During the evaluation, UNDP will help identify key partners for interviews by the evaluation team.

⁷ Please refer to section 10.

8. Evaluation ethics

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

9. Qualifications Required

Consultant must have work experience with development and environmental projects with UN or international organisations/NGOs and previous evaluation experience. Willingness to travel to Lebanon is a requirement.

The International Consultant should possess the following minimum qualifications:

- i. Academic Qualifications:** Masters degree in environmental management or international development or closely related field.
- ii. Years of Experience:**
 - a. The Consultant should have a minimum of 10 years of professional experience in the field of development and environmental projects;
 - b. The Consultant should have previously completed at least 2 similar evaluations (previous evaluation should be submitted with the bid); Completing a similar evaluation within the UN system is an asset;
 - c. Good knowledge of procedures governing the implementation and management of internationally funded projects and programme
 - d. Knowledge of the national or regional situation and context is an asset
- iii. Competencies:**
 - a. Good communication skills in English;
 - b. French and Arabic are a plus;
 - c. Demonstrable analytical skills;
 - d. Proficiency in computer use.

10. Duration of Contract

The overall duration of the tasks covered by this ToR has been estimated not to exceed 25 work days, including the mission to Beirut and related desk-work, over a period of 2 months. This should include a mission to Lebanon of 5 workingdays during this time period.