



2016-2020 Zimbabwe UN Development Assistance Framework

Evaluation – Terms of Reference

1. BACKGROUND

The year 2017 represented a historical year of citizen-centred political transition in Zimbabwe and was followed by the setting of new development priorities by the interim government that was in place before year end. In 2018, elections were held, leading Zimbabwe to achieve another major milestone. This same period saw the UN Secretary General propose significant reforms to the UN Development System that have since been endorsed by member states, including an invigorated Resident Coordinator (RC) System, and a new generation of UNDAFs that reflect the 2030 Agenda for Sustainable Development.

The Government of Zimbabwe (GoZ) and the United Nations Country Team (UNCT) in Zimbabwe jointly committed to implement the 2016-2020 Zimbabwe United Nations Development Assistance Framework (ZUNDAF) as a contribution towards the realization of the Sustainable Development Goals (SDGs). Under the principle of national ownership and national leadership, the ZUNDAF was aligned to the national aspirations and commitments detailed in the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim Asset).

The 2016-2020 ZUNDAF is the fourth-generation programme framework and succeeds the 2012-2015 ZUNDAF. The ZUNDAF elaboration process was jointly led by the Government of Zimbabwe and the UN Country Team with the participation of development partners, civil society organisations, non-governmental organisations, and international financial institutions, ensuring broad inclusiveness throughout the process. The 2016-2020 ZUNDAF is therefore the product of a series of high-level consultations through open dialogue visioning, an independent ZUNDAF Evaluation, a country analysis exercise, and strategic prioritisation. This process concluded with a high-level validation exercise, allowing stakeholders to reach consensus on ZUNDAF priority areas and outcomes.

In March 2016, UN Zimbabwe demonstrated its commitment to deliver better results together by officially becoming a Delivering as One country. The formal adoption of the Delivering as One approach serves as a critical enabler for the UN agencies to work jointly in five key areas: policy and programme, budgetary frameworks, operations, communications and advocacy, and, leadership. The ZUNDAF allows all members of the UN Country Team to deliver together through one nationally owned strategy that draws on the full range of UN expertise while supporting an integrated approach to achieving development results in a coherent manner.

In line with the UN Delivering as One principles, a strategic outcome-based approach for the ZUNDAF was adopted, focusing on recovery and development priorities. Increased effectiveness through UN coherence, a robust M&E framework and the fostering of strong partnerships are key underlying principles of ZUNDAF implementation. ZUNDAF results are guided by six national priority areas:

1. Food and Nutrition Security
2. Gender Equality
3. HIV and AIDS
4. Poverty Reduction and Value Addition
5. Public Administration and Governance
6. Social Services and Protection.

2. PURPOSE, OBJECTIVES AND SCOPE

A. Purpose:

The purpose of the 2016 – 2020 ZUNDAF Evaluation is to assess progress achieved against planned results, challenges encountered, and document lessons learned as well as provide concrete recommendations aimed at achieving greater development impact in Zimbabwe. In view of the changing political landscape, the Evaluation will provide important guidance for the UNCT in the implementation of the 2016-2020 ZUNDAF for the remaining period, including recommendations on any needed adjustments, and ensure that it responds to emerging and evolving National Development Priorities.

The results of the 2016-2020 ZUNDAF Evaluation will also substantially inform the design of the next ZUNDAF to ensure that, in line with the global UN Development Reform Agenda, the UN continually enhances its support for the achievement of any new national development priorities and to internationally agreed development objectives.

B. Objectives:

The objectives of the Evaluation are:

1. To assess the relevance, effectiveness, efficiency, and sustainability of the contribution made by the UNCT in the framework of the ZUNDAF to national development priorities and results;
2. To generate lessons learned and recommendations to inform and improve the current and next programme cycle;
3. To assess the effectiveness of the UN in implementing the ZUNDAF as One.

C. Scope:

The scope of the Evaluation will cover the period January 2016 – December 2018 and focus on the 4 main components of the Delivering as One package in Zimbabwe:

1. One programme;
2. Operating as One;
3. Communicating as One; and
4. The Joint Partnership and Resource Leveraging Strategy.

This Evaluation will be complementary to existing evaluations and should make use of the information gathered through recent programme evaluations commissioned by UN agencies.

3. EVALUATION METHODOLOGY

A. Overall Approach

The overall approach of the Evaluation is participatory and orientated towards learning how to jointly enhance development results at the national level, including through the mainstreaming of gender and human rights. In particular, Results Group members should be actively engaged throughout the evaluation process, which will be used as an opportunity to increase inter-sectoral cohesiveness and enhance capacity on Delivering as One.

Given that ZUNDAF outcomes are by definition the work of a number of partners, attribution of development change to the UNCT may not be possible. The Evaluation will therefore consider contribution of the UNCT to the change in the stated ZUNDAF outcome.

The Evaluation will be conducted in accordance with UNEG Evaluation Norms and Standards of Evaluation and Ethical Standards, as well as OECD/DAC evaluation principles and guidelines. Both qualitative and quantitative methods will be used to evaluate the ZUNDAF implementation and performance and to make recommendations for the current and next programming cycle.

B. Evaluation Criteria

The contribution of the UNCT to the development outcomes of the ZUNDAF will be assessed according to the standard set of evaluation criteria:

1. **Relevance:** The extent to which the objectives of the ZUNDAF are consistent with country needs, national priorities, international and regional commitments, including on human rights and the recommendations of Human Rights mechanisms (including the treaty bodies, special procedures and UPR), sustainable development, environment, and the needs of women and men, girls and boys in the country.
2. **Effectiveness:** The extent to which the UNCT contributed to, or is likely to contribute to, the outcomes defined in the ZUNDAF.
3. **Efficiency:** The extent to which outcomes are achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.).
4. **Sustainability:** The extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed.

C. Data Collection & Validation

The ZUNDAF Evaluation will be carried out in a highly participatory manner, and will involve the UN, GoZ institutions, development partners, Civil Society Organisations (CSOs), private sector representatives, and members of the community. The Evaluation will employ a variety of data collection methods, including:

Desk Review: focusing on review and analysis of ZUNDAF planning documents, annual reports, UN Agency evaluations, strategy papers, national plans and policies and related programme and project documents that highlight progress made against national and international commitments.

Semi-structured interviews with key stakeholders: including key GoZ counterparts, development partners, community members, CSOs, UNCT members and implementing partners.

Questionnaires: including participants in development programmes, UNCT members and other stakeholders as mentioned above.

Focus Group Discussions: including members of the various Results Groups, decision makers and other stakeholders as mentioned above.

Field Visits: selected ZUNDAF joint programme sites may be visited as part of the verification of results achieved.

A number of validation methods will be used to ensure the the data and information used and conclusions made are well founded. A workshop will be organised at the highest level to validate the contents and recommendations of the Evaluation report.

4. EVALUATION QUESTIONS

A. Relevance

- Did the ZUNDAF adequately address the needs of targeted communities, key challenges and their underlying causes?
- Has the ZUNDAF been relevant in terms of its contribution to the achievement of prioritised SDGs? Was there a successful transition from MDGs to SDGs?
- Has the ZUNDAF been relevant in terms of all other internationally agreed goals, including human rights treaties and instruments, such as the UPR recommendations?
- Was the ZUNDAF sufficiently flexible enough to adapt, and ensure relevance to new issues/ priorities brought about by major development changes in the country, in particular political transitions and humanitarian crises?
- In what way, and to what extent were recommendations from the Gender Scorecard exercise incorporated into the ZUNDAF?
- How relevant has the Communicating as One strategies and plans been to the ZUNDAF outcomes, including the gaps identified?
- To what extent do key stakeholder view the current ZUNDAF as 'fit for purpose' for the new generation of UNDAFs in line with UN Reform?

B. Effectiveness

- To what extent have the ZUNDAF outcomes been achieved through UNCT contributions, what evidence is there to support these achievements?
- To what extent has the ZUNDAF contributed to achieving better synergies among the UN agencies and programmes and avoiding duplication? Has the ZUNDAF enhanced joint programming? Have the UN worked together to deliver the ZUNDAF?
- To what extent was the ZUNDAF used by agencies as a planning tool, for setting goals and for cooperation? e.g. for joint annual work plans, or joint gap analysis exercises, etc.?
- Have the implementation mechanisms (i.e. Results Groups) been effective in managing the One Programme? How can these mechanisms be better operationalised in future?
- To what extent have effective and diverse partnerships and strategic alliances been promoted and achieved around the ZUNDAF?
- To what extent, and in what ways did the ZUNDAF contribute to capacity development of Government institutions, and CSOs?
- To what extent have human rights principles been mainstreamed, reflected or promoted in the ZUNDAF? How has the ZUNDAF contributed to the development of a human rights culture in Zimbabwe?
- What are the main factors that contributed positively or negatively to the progress made towards achieving ZUNDAF outcomes?
- How effectively did the ZUNDAF reach those furthest behind first?

- To what extent did the ZUNDAF ensure an evidence-based approach? To what degree was innovation incorporated into the ZUNDAF?

C. Efficiency

- To what extent was there a common or collaborative resource mobilisation strategy for the ZUNDAF?
- Were adequate financial resources mobilised for ZUNDAF implementation?
- How efficiently were resources/ inputs converted to ZUNDAF results at output level?
- To what extent were resources allocated to those most marginalised/ left furthest behind?
- Is the distribution of roles and responsibilities among the different UN agencies well defined and have these arrangements been maintained throughout the ZUNDAF's implementation?
- To what extent did the BOS contribute to reduced costs and enhanced quality (impact) of programme delivery at the country level?
- To what extent were programmatic and operational linkages sustained?

D. Sustainability

- To what extent did capacity building efforts go beyond *individual* capacity building to *institutional* and *community* capacity building?
- To what extent and in what way have national capacities been enhanced among CSOs?
- In what way did the ZUNDAF facilitate tripartite alliances among the UN, the GoZ and the private sector? How was the private sector meaningfully engaged in development initiatives?
- Did the ZUNDAF successfully promote ownership of programmes by national partners, national execution of programmes and use of national expertise?
- Did the Communicating as One strategy successfully increase public engagement and visibility of the work of the UN in Zimbabwe through strategic and innovative communications?

5. MANAGEMENT ARRANGEMENTS

The ZUNDAF Evaluation is jointly commissioned by the United Nations Resident Coordinator and a representative of the Office of the President and Cabinet (OPC). A dual-tiered evaluation management structure will oversee the implementation of the ZUNDAF Evaluation.

Evaluation Steering Committee (SC): This is the decision-making organ of the Evaluation and as such all key deliverables are approved by the SC. The SC is comprised of:

- Deputy Chief Secretary of OPC - Chair
- UN Resident Coordinator - Co-Chair and as Champion of the UNCG
- UN Co-Chairs of the 6 ZUNDAF Results Groups,
- Head of UNFPA (as the UN Agency holding chairmanship of OMT)
- One representative of a CSO/ APEX; and
- One development partner.

Evaluation Management Team (EMT): direct supervision of the Evaluation is provided by the EMT, composed of representatives of the 6 RGs and led by RCO. The EMT will be responsible for, among others:

- Preparing the Evaluation TOR
- Reviewing of proposals and selection of the Evaluation team

- Providing supervision and guidance to the Evaluation team
- Reviewing, providing substantive comments and approving the inception report- including work plan and methodology
- Reviewing and providing substantive comments to the draft and final Evaluation reports, for quality assurance purposes,
- Ensuring the independence of the Evaluation and its alignment with UNEG Norms, Standards and Ethical Guidelines.
- Ensuring active participation of RG members

6. DELIVERABLES & TIMELINE

The basic evaluation workplan is defined as follows:

DATES	# OF DAYS	ACTIVITY
3 – 14 Dec	(12 Days)	Draft Inception Report: 7 Days Inception Workshop (presentation on 12 Dec) Final Inception Report: 18 Dec.
18 Dec – 28 February	(30 days)	Data Collection (desk review, field work, triangulation).
4- 22 March	15 Days	Draft Findings & Validation Meetings with Results Groups
22 March	-	Submission of Draft Report, followed by review by EMT by 29 March
5 April	(5 Days)	Submission of Draft Report v2.
16 April	(1 day)	High Level Validation Meeting
26 April	(8 days)	Adjustments to Report Submission Final Report
26 April – 30 April	-	Final Approval / Endorsement

The total number of days of the evaluation is 72 working days, spread out over a period of 5 months.

The evaluation deliverables will be the following:

1. **Inception report.** The evaluator / evaluation team will provide a technical document specifying the proposed evaluation approach, assumptions, methodology (desk review, field work and triangulation phases), tools and limitations.
2. **Draft UNDAF Evaluation Report.** The evaluator / evaluation team will write a draft report with the specification of the findings, conclusions and recommendations. This document will be reviewed by the EMT and will be adjusted accordingly ahead of the validation workshop.
3. **Final UNDAF Evaluation Report.** Based on the comments and suggestions received from UN system agencies and governmental and non-governmental stakeholders during the validation workshop, 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.

Estimated Budget:

ITEM	COST (USD)
Lead Consultant (international) - \$600/ day	43,200
Support Consultants (approx. 3 national) - \$350/ day	75,600
International Travel (two missions to Zimbabwe)	4,000
Local Travel (10 days field work)	4,000
Results Group Validation Meeting (approximately 180 pax)	1,800
High Level Validation Meeting (Approximately 100 pax)	4,500
Total	133,100
Available Resources	100,000

7. COMPETENCIES

A partnership/ consortium of consultants will be contracted to carry out the ZUNDAF Evaluation. The team leader will be responsible for submitting the proposal and should assign/select a team (desirable with gender balance) to work on this assignment. The proposal should include the CV's of each team member. It is expected that the partnership of consultants/company makes use of relevant international and local expertise. It is desirable to have team members with experience working on Zimbabwe's NDC and to have **at least one team member working on site in Zimbabwe** to be able to lead the stakeholder consultations and support the collaboration with local institutions, which are expected to strengthen their expertise in low emission development and MRV and carry the work forward after the consultancy.

The required expertise and skills of the team members that will be required to adequately carry out this task are detailed below:

Functional competencies of the Team:

- Excellent knowledge of the UN system and UN joint country programming processes (CCA/UNDAF).
- Good knowledge and experience with the national development frameworks, especially Millennium Development Goals (MDGs), Sustainable Development Goals (SDGs) PRSP, SWAP, key legislation, etc.
- Specialised technical knowledge, including in conducting external programme evaluations, data collection and analytical skills, mainstreaming the HRBA to programming and gender equality and women's empowerment considerations, and transition contexts.
- Excellent communication, interpersonal skills, teamwork and adept at working with people of diverse cultural and social backgrounds.
- An understanding of and ability to abide by the core values of the United Nations.

Required Skills and Experience of the Team:

- Master's degree or equivalent in Economics, Development Studies, Social Studies, International Relations or other related field.
- 5-10 years experience and proven expertise with CCA/UNDAF processes, evaluations and reviews, including strong understanding of UN's relevant Programming Guidelines on Gender Equality, HRBA, Capacity Development, Environmental Sustainability and RBM.

- Proven excellent command in written and spoken English, including excellent report writing skills, analytical skills as well as good computer skills.
- Previous experience in UNDAF or related evaluation process and practical experience in the Southern African region and/or knowledge of the development issue in low-income countries is an asset.
- Experience in working with teams and team processes.
- Proven track record in evaluation and review writing.

The Team Leader should possess the following qualifications and competences:

- At least 10 years of relevant experience and proven expertise with CCA/UNDAF processes,
- Good understanding of the UN Development Reform Agenda
- Excellent knowledge of the UN Programming Principles: Gender Equality, HRBA, Capacity Development, Environmental Sustainability and RBM
- Experience leading evaluation teams

Team members (at least one) should possess the following qualifications and competences:

- 5-10 years proven experience working in public health, and a strong academic background (at least an MA)
- Technical expertise in the following areas: Food & Nutrition Security, Gender Equality, HIV & AIDS, Poverty Reduction & Value Addition, Public Administration and Governance, and Social Services and Protection
- Experience working in Zimbabwe and knowledge of the context