**UN MOZAMBIQUE 2017-2020 UNDAF EVALUATION**

**TERMS OF REFERENCE**

*July, 2020*

1. **Background**

The United Nations Development Assistance Framework (UNDAF) for Mozambique represents the Key UN strategic document framing its contribution to the Government’s national development priorities and actions as laid in the Government’s Five-Year Plans known as the Programa Quinquenal do Governo (PQG). The UNDAF brings together the United Nations Agencies and the Government of Mozambique (GoM) around joint strategic objectives and aspirations of the PQG, addressing interconnected and multi-dimensional root causes of development challenges, focusing on high impact, multisectoral interventions, it is Inspired by the vision set in the Sustainable Development Goals (SDGs) and other global agendas and priorities agreed upon between the UN and the GoM.

This framework combines the efforts of 21 UN agencies active in the country to provide coherent, effective and efficient support to address key development challenges, complementing the considerable support of bilateral and other multilateral partners. This UNDAF represents exclusively the entirety of the UN’s activities in Mozambique, including those for humanitarian assistance, and is therefore the UN’s One Programme for Mozambique.

The UNDAF has been developed jointly among UN agencies and with Government institutions and partners in line with the principle of “Delivering as One” and Global Partnership for Effective Cooperation. The framework is based on a situation analysis of the main development issues in the country, reflection on UN’s comparative advantages and lessons learnt from the implementation of the previous UNDAFs.

The UNDAF is guided by human rights instruments, the Sustainable Development Goals (SDGs) and the internationally agreed Development Goals (IADG), the UNDAF 2017-2020 strives towards a situation where “***The population of Mozambique, especially those living in the most vulnerable conditions, enjoy prosperity through equitable access to resources and quality services in a peaceful and sustainable environment***”.

The UNDAF is structured in four result areas (Prosperity, People, Peace and Planet). Within these four results areas there are 10 defined outcomes to which the UN in Mozambique has contributed. The outcomes in this UNDAF are intentionally at a high level, to enable a better alignment between the UN’s combined support and the government’s higher-level goals. The specific contribution of United Nations’ Agencies to each Outcome is defined through a series of 37 Outputs that are in line with the Outcomes.

The UNDAF and UNDAF Joint Annual Work plan comprises a comprehensive planning and monitoring and evaluation system that includes a framework of Specific, Measurable, Achievable, Realistic and Timebound Outcomes and Outputs and Key Activities complemented by a Monitoring and Evaluation (M&E) Matrix which includes indicators, baselines and targets.

As result of various unprecedented events including cyclones IDAI and Kenneth as well as the presidential elections all occurred in 2019, the current UNDAF 2017-2020 was extended to December 2021. As the UNDAF nears completion of the programme cycle, the UNCT and national partners have, in accordance with UNDAF and United Nations Evaluation Groups (UNEG) guidelines, decided to undertake an evaluation to further promote accountability for results and to enhance learning. The analysis and recommendations of the evaluation will inform the formulation of the new UNSDCF (UN Sustainable Development Country Framework), helping to define programme content as well as effective management and partnerships. This is especially relevant on the context of the profound changes that the country is facing due to concurrent crisis, including the COVID19 epidemic and the political and social instability in the Northern region.

The users of this evaluation is expected to be a broad audience of UNCT, DRGs, government partners, civil society, agency executive boards as well as multilateral and bilateral donors. On the global level the evaluation should contribute to knowledge regarding good practice under DaO; UNDOCO and regional offices will therefore also form an important audience.

1. **UNDAF Evaluation Context**

*Country context*

Mozambique has undergone a remarkable transition over the last 20 years, emerging from a prolonged armed conflict as one of the most impoverished and capacity constrained countries in the world, it has seen impressive economic growth with a GDP growth rate averaging 7% between 1997 and 2014, outstripping the continent’s average.

Yet, despite this strong economic performance, Mozambique remains one of the poorest countries in the world ranking 180th of 188 countries in the 2019 Human Development Index (HDI) and with growing disparities between regions and people. Thus, the peace dividend, although impressive in terms of fostering economic growth and democratization, has not maintained the trend of reducing poverty levels which have remained largely unchanged since 2003 at approximately 54%.

Mozambique has attracted strong donor support for reconstruction and development over the last two decades and continues to obtain high volumes of external aid. However, more recently it has started to attract impressive inflows of foreign direct investment, particularly (though not exclusively) in the natural resource/extractive industries sector. Domestic resource collection has increased dramatically which has reduced the significance of Overseas Development Assistance (ODA) from 44% of the state budget in 2010 to 24% in 2015.

Recent economic developments have shifted Mozambique to a slower growth trajectory. The economy has been growing at a reduced pace since 2015, largely driven by an ongoing economic downturn, bouts of low commodity prices, the occurrence of natural disasters and the revelation of USD 1.4 billion in previously undisclosed commercial loans. Together, these events contributed to a sharp pace of currency

depreciation and soaring inflation. Confidence in the economy also faltered as the debt crisis continues to be transmitted to the real sectors of the economy, derailing Mozambique’s track record for high growth and economic stability. Based on data from the IOF-2014/15, 48.4 percent of Mozambicans live beneath the poverty line, lower than the levels of poverty recorded in 2002/03 and 2008/09, 60.3 and 58.7 percent, respectively. This corresponds to an annual reduction in poverty, on average, of 1 percentage point. Yet, poverty fell markedly faster in the period 2008/09-2014/15 (on average 1.8 percentage points annually) than in the period 2002/02-2008/09, where the poverty rate barely dropped (on average 0.26 percentage points annually). The official numbers, reported in the Fourth National Poverty Assessment conducted by the Government of Mozambique (2016), also reflect a downward trend in poverty –from 52.8 percent in 2002/03 to 46.1 percent in 2014/15 and faster reduction in recent years

With a debt-to-GDP ratio above 100 percent, Mozambique is in debt distress. The country remains on a slow growth trajectory following the 2016 hidden debt crisis. Macroeconomic conditions are improving, but economic performance is yet to revert to the pre-crisis levels. Real gross domestic product (GDP) growth was estimated at 3.3 per cent in 2018, down from 3.7 per cent in 2017 and 3.8 per cent in 2016.

In 2019, real GDP growth slowed further down to 1.9%, owing much to the impact of cyclones Idai and Kenneth, which made landfall in March and April 2019. This is well below the 7 per cent GDP growth achieved on average between 2011 and 2015. Inflation for the year was 5.55% due to pressures resulting from severe disruptions in the agricultural sector, which forces significant food imports. Public bonds put in the market this month were not successful and have been called back. As the economy stalled, there were lower chances of an increase in demand for public bonds. Having been largely cut off from capital markets since the revelation in 2016 of secret, Government-guaranteed loans that had been contracted illegally by state-owned firms, Mozambique is expected gradually to gain improved access to finance following the acceptance in September 2019 of a restructuring of Mozambique’s US$727m Eurobond by creditors. However, the country will still face reputational challenges regarding the remaining US$1.1bn debt still in default.

In March and April 2019, Mozambique was hit by two tropical cyclones – first Idai, then Kenneth - within the space of six weeks, leaving a trail of death, damage and destruction. The cyclones and floods of 2019 were the most devastating in recent history in terms of human and physical impact, as well as their geographic extent. The cyclones killed at least 648 people, injured nearly 1,700 and left an estimated 2.2 million people in need of urgent humanitarian assistance and protection. Women and girls were particularly vulnerable to gender-based violence in the wake of the two cyclones. A total of 64 districts were directly affected, but almost the entire country suffered from adverse socio-economic effects. Cyclone Idai is reported to have caused about $1.4 billion in total damage, and $1.39 billion in losses. The total cost of recovery and reconstruction from the cyclones is estimated at $3.2 billion.

Following a long period of negotiations between the Government and the main opposition party, Renamo, a Peace Agreement was signed on 06 August 2019. The Peace Agreement is chiefly predicated on the continued implementation of the disarmament, demobilization, and reintegration of Renamo troops and the Decentralization Package. In what concerns the Decentralization Package, a set of 5 laws were presented to parliament and approved in early 2019. The DDR process formally began on 29 July with the registration of the first 50 Renamo ex-combatants and their weapons, prior to the signing of the Maputo Accord for Peace and Reconciliation on 06 August.

2018 and 2019 were electoral years. The municipal elections were held in 2019, and on 15 October 2019, Mozambique held Presidential, Legislative, and Provincial Elections. The ruling party Frelimo won by a large margin, taking all 10 governors (President of the Provincial Assembly) and 79% of all provincial assembly seats in the country. Although the elections were marred by allegations of fraud, ballot stuffing, and incidents of violence, the polls were found free and fair by international observers and part of the local observers, and the Constitutional Court upheld the results. The cabinet of President Nyusi’s Second Term is composed of 45% women. At the National Assembly, female representation is at 42% with a woman at the helm, while at the Provincial Assemblies, female representation is at 35.4%.22 In what regards governors, the current office has gone for 1 governor to two female governors.

Since June 2018, multiple violent attacks perpetrated by a NSAG recognized as Ahlu Sunnah Waj-Jama’a (ASWJ).) in the northern province of Cabo Delgado. Around 800 lives have been claimed, more than 200,000 people are currently displaced and nearly 3,000 public and private structures have been destroyed or partially damaged.[[1]](#footnote-1) There is emerging evidence of varying forms of violence against women and children. Due to the escalation of violence and instability in the province of Cabo Delgado, UNHCR and UN agencies have been scaling up its involvement in the inter-agency response to provide humanitarian assistance to over 211,000 IDPs (according to OCHA, June 2020), including coordinating protection interventions and the distribution of core relief items.

At present, Mozambique hosts around 26,000 refugees and asylum seekers, out of whom about 9,500 live in the only refugee camp in the country, Maratane, in the province of Nampula. Multiple and overlapping humanitarian needs emerge, including the on-going situation of violence in Cabo Delgado since October 2017, two major natural disasters (Idai and Kenneth cyclones) in March and April 2019, leading to displacement of over 300,000 persons.

Access to justice remains challenging and is hampered due to costs, regional asymmetries accompanied by slow procedures. There are reports of corruption and partiality of justice institutions. At the local level, many resort to informal mechanisms for conflict resolution, which have in the past presented challenges in terms of the standards applied, particularly in reference to issues affecting women and children. Chronic funding limitations affect the security and corrections systems, and lack of a more comprehensive reform of security sector means police and armed forces continue to operate in law enforcement operations together with unclear chain of command and accountability mechanism.

The situation presented by the COVID-19 pandemic has led to many countries worldwide having to take extraordinary measures to protect the health and well-being of the population. In many countries States of Emergency or public calamity have been declared. As of 22 of June, the Government of Mozambique has confirmed a total of 737 positive cases of COVID-19 in the country. More than 24,000 individuals have been tested.

These should always operate within the parameters provided by international human rights law and constitutional guarantees. In the case of Mozambique, a number of fundamental rights were restricted as part of the nation’s COVID-19 response strategy. These were announced in line with Constitutional requirements albeit no official communication to the UN Secretary General on the emergency declaration as per international law has yet been transmitted.

In March 2020 President announces initial measures valid for 30 days to take effect from 23 March 2020 including closure of schools, suspensions of visas, mandatory quarantine for arriving travelers and ban on assemblies larger than 50 persons. The State of Emergency has been extended successively every 30 days, being now in place until end of July, 2020.

More than eight million children were immediately affected by COVID-19; 101,000 in pre-primary education, 6.9 million in primary, 1.25 million in secondary and more than 85,000 students in technical-professional education, More than two thirds of countries around the world have quickly adapted distance learning programs. However, the majority of children in Mozambique do not have access to basic information, which makes the transition to distance learning extremely difficult: 74 percent of children live without electricity, and only 2 percent have access to the Internet, 35 because, in turn, the likelihood of dropping out of school increases.

*UNDAF Approach*

The United Nations in Mozambique, comprising 21 agencies, will contribute to the achievement of ten development outcomes which are organized by these four result areas. These development outcomes are strongly aligned with national development priorities as set out in the Government’s Five Year Programme for 2015-19. The specific contribution of United Nations’ Agencies to each Outcome is defined in 37 Outputs which will be achieved through a multi-agency, collaborative approach following the principles of “Delivering-as-One”. “Delivering as one” approach, recognized its “important contribution for enhancing the coherence, relevance, effectiveness and efficiency of the United Nations development system”. Governments cited a better coordinated United Nations development system facilitating strengthened national leadership and ownership of the United Nations work and contributions.

In 2007, eight countries volunteered to pilot the “Delivering as one” approach, innovating new approaches to coherence at the country level. Mozambique was one of eight countries in the world to pilot the Delivering as One UN Reform, in close cooperation with and under the leadership by the Government of Mozambique. Since 2007, the UN Mozambique has been developing and refining new ways of working together with the Government to achieve the aims of the reform of coherence, effectiveness and efficiency in delivering development results. lessons learnt and recommendations from the “Delivery as One” approach can be found [here](https://unsdg.un.org/sites/default/files/Management-Response-to-DaO-Independent-Evaluation-28-Nov-2012-matrix.pdf).

The UNDAF has been formulated in partnership with the Government of Mozambique and indeed, to a large degree one of the principal aims of the United Nations system in Mozambique is to support Government in achieving its development objectives as set out in it five year programme and approved by parliament. Nevertheless, aligning the UNDAF exclusively with government priorities and strategies, could limit the degree to which the UN family, in some areas, can critically assess development challenges from a human rights-based approach to programming. In this way the UN’s mandate and comparative advantages can be fully realized through resourcing, technical expertise, and strategic positioning for enhanced development results that are anchored in the 2030 Agenda for Sustainable Development, the SDGs and other global commitments.

For increasing UN relevance and results, another important feature has been to strengthen efforts in providing coherent policy advice towards national partners. The UN Mozambique has set up modalities for joint responses to emerging issues of top importance and relevance on the national agenda and pursues each year a set of signature initiatives that thought to be timely, where UN’s voice can make a difference. These are also meant to help define and bolster the recognition of and respect for the values of the UN in Mozambique.

The UNDAF is guided by ***2030 Agenda for Sustainable Development*** and the ***New Global Partnership[[2]](#footnote-2)*** and in particular the underlying principles of rule of law, equality, non-discrimination, transparency, participation and inclusion. The Sustainable Development Goals define four areas of critical importance for humanity and the planet. These have been adopted by the United Nations in Mozambique as Results Areas for the UNDAF Results Framework namely Prosperity, People, Peace and Planet. For each result area, the UNDAF Result framework includes ten development outcomes and 37 outputs.

*Evaluation Context*

The UNDAF Evaluation is a systematic assessment which answers the questions *Are we doing the right thing? Are we doing it the right way? Have we reach the initial UNDAF targets (as per 2020 then)? How/why or why not ? (delays, bottlenecks, inappropriate strategies) and Are there better ways of achieving results?* The present evaluation will provide an independent assessment of the results achieved during the current UNDAF. Among the objectives and criteria needed to be covered by the evaluation, a particular focus will be put on the UN Mozambique’s contribution to the national development priorities as well as lessons learned on sectorial level. It will provide important information for strengthening programming and results at the country level, specifically informing the planning and decision-making for the next UNDAF programme cycle and for improving United Nations (UN) coordination at the country level.

As the evaluation is, in accordance with UNDG guidelines on UNDAF evaluations, taking place in the penultimal year of implementation in order to feed into the next UNDAF programming process, programme results will only be available for the timeframe 2017 through 2019. Preliminary data of 2020 (e.g.., first semester) would be used when feasible to inform the findings, if relevant. This has ovous limitations, including that several successive crisis (violence, floods and cyclones, COVID19) impacted severely the country and changed the context. The evaluator is expected to the extent possible to develop thinking and perspectives, based on available data and statistical analysis, on likelihoods of achievements and non-achievements of results by the end of the full programme period.

Referencing other relevant studies and process conducted by the UN family in Mozambique, including those specifically related to the Delivering as One reform, as well as sector-specific evaluations and the particular lessons learnt from the JWP period, the proposed evaluation will focus primarily upon the UNDAF period. It will provide an independent assessment of the specific short- to medium-term results achieved and UN Mozambique’s contribution to Government’s 5 Year Programme (PQG), based on the relevant outcomes. It will consider what has worked, what has not worked and why in the context of a DaO implementation, including analysis of the results achieved (compared to initial targets) and the strategies of intervention. It will therefore provide information for strengthening UN programming, UN results and UN coordination going forward.

The primary users of the evaluation at the country level will be the UN Country Team (resident and non-resident, management and technical level staff), the Government and Non-State Actors (including civil society and private sector), alongside Development Partners. On the global stage, the evaluation should contribute to knowledge regarding good practice under DaO.

The state of emergency declared in the country in response to the COVID-19 pandemic implies limitations on data collection (e.g., there are restrictions of movement) and access /e.g., to conduct face-to-face focus group discussions).. Hence, the evaluation team will need to do an exercise of mapping what is feasible in this context , especially regarding data collection methods, and how its efforts are complementary (and not duplicative with other CPD evaluations which are conducted concurrently (UNICEF, UNFPA, WHO, UNWOMWEN), at the same time that the nature of the valuation as external, independent exercise is maintained

1. **Purpose, objectives and scope**

*Purpose*

The UN Development Group (UNDG) requires all UN country offices to undertake an evaluation of their Programme of Cooperation (UNDAFs) in the penultimate year of the programming cycle. To this end, the UN Evaluation Group (UNEG) in collaboration with UN Development Coordination Office (DCO) has issued guidance on the required Management Structure and Terms of Reference (ToR) to ensure quality standards are maintained. The planned UNDAF evaluation must observe the parameters of the UNEG/DCO guidance, whilst ensuring an inclusive approach which involves stakeholder representatives in key decision-making processes. This is critical to ensure the Evaluation is nationally owned, encompasses topics of national interest and has application in the wider national sphere.

The present evaluation serves two main purposes:

1. To support greater *accountability* of the UNCT to UNDAF stakeholders for the achievements and non-achievements of agreed results in support of the PGQ. By objectively verifying results achieved within the framework of the UNDAF and assessing the effectiveness of the strategies and interventions used, the evaluation will enable the various stakeholders in the UNDAF process, to hold the UNCT accountable for fulfilling roles and commitments;
2. To support greater learning and improve planning and decision making. The evaluation is to provide clear recommendations for strengthening programming results, specifically informing the planning and decision-making for the next UNDAF cycle and for improving United Nations coordination at the country level.

*Objectives*

The evaluation has five key objectives:

1. To assess the contribution made by the UNCT in the framework of the UNDAF to a) national development results in the PGQ b) to the country’s key international and regional commitments with emphasis on Human Rights-Based Approach (HRBA), Gender Equality, as well as the other programming principles including Results Based Management (RBM), environmental sustainability and capacity development. Special attention should be paid to the most vulnerable groups.
2. To identify the factors that have affected the UNCT's contribution, explaining the enabling factors and bottlenecks , and its capacity to adapt to the successive humanitarian crisis
3. To provide actionable recommendations for improving the UNCT's contribution, especially for incorporation into the new United Nations Sustainable Development Cooperation Framework (CF). These recommendations should be logically linked to the conclusions and draw upon lessons learned through the evaluation, including a comparison of the UNDAF and Joint Programmes (JP) structures and processes to identify good practices going forward. Recommendations will be targeted for different audiences, including the own UN Agencies Government, civil society organizations and general public.

*Evaluation Scope and expected impact*

The early stages of the design phase will be devoted to a thorough mapping exercise to identify the data sources already in place, the feasibility of collecting additional collection given constraints of the current situation and the UNDAF timelines. This exercise will help to refine the evaluation approaches and questions that can be used. The mapping exercise will be guided by the key research questions that will be tailored to the Analysis on key approaches. The standard set of evaluation criteria across all UNDAF evaluations is to be used, namely:

* ***Relevance*** - The extent to which the objectives of UNDAF are consistent with country needs, national priorities, country’s international and regional commitments including Human Rights-Based Approach and Gender Equality as well as the other programming principles, and the extend that UNDAF responded to country priorities , especially in a context that registered rapid changes (humanitarian, political with direct negative effect in the lives of people).

Has the UN system collectively prioritized activities based on the needs (demand side) rather than on the availability of resources (supply side), and reallocated resources according to the collective priorities if necessary?

* ***Effectiveness*** - The extent to which the UNCT contributed to, or is likely to contribute to, the outcomes defined in the UNDAF and to the degree to which were the results were equitably distributed among the targeted groups. To what extent were a human rights based approach and a gender mainstreaming strategy incorporated in the design and implementation of the UNDAF? Did the intervention contribute to empowerment of rights holders, especially women and young people, to claim and duty bearers to fulfil human rights and gender equality standards? The evaluation should also note how the unintended results, if any, have affected national development positively or negatively and to what extent have they been foreseen and managed, including enabling and limiting factors that contributed to the achievement of results.

To what extent the previous Cooperation Framework successfully addressed what was intended, what can we learn from it?

* ***Efficiency*** - The extent to which outcomes were achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.). The extent to which resource allocation took into account or prioritised most marginalised groups including women and girls.

To what extent unpredicted external factors including debt crisis, Cyclones IDAI and Kenneth, COVID-19 as well as military tension affected the current Cooperation Framework? How could this be mitigated or the UNDAF/UNSDCF adapted ?

* **Impact-** The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. It aims to identify social, environmental and economic effects of the intervention that are longer term or broader in scope than those already captured under the effectiveness criteria.

Has the Cooperation Framework strengthened the position, credibility and reliability of the UN system as a partner for the government and other actors, and used effectively as a partnership vehicle?

* ***Sustainability*** - The extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed. It is acknowledged that this could be difficult to explore due to the limited timeframe (3 years) evaluated. In particular, if the transition from developing individual capacity in the short-term to creating institutional capacity in the long-term has been made. The range of requirements should be considered, including creation of technical expertise, financial independence and mechanisms through which rights-holders may participate in and assert the fulfilment of their rights. To what extent did the UNDAF contribute to developing an enabling environment (including capacities of rights holders and duty bearers) and institutional changes?

Has the Cooperation Framework strengthened the coherence of support by UNCT members towards the common objectives and to deliver quality, integrated, SDG-focused policy support?

Additionally, the following specific aspects are going to be considered by the evaluation: **coordination** (both internal UN coordination and external coordination with government and partners), **coherence** (how the UNDAF links with other initiatives from development and humanitarian partners) and **lessons learned** (in order to extract good practices, success an replicable stories and experiences as well as what should be avoided in the next UNDAF).

The evaluation encompasses both the UNDAF and UNDAF Joint Work Plan (JWP), however the focus of the results assessment will be at the outcome level based on the initial UNDAF results framework . The evaluation will assess all the 10 UNDAF outcomes structured in four result areas in the sense of its broader contribution to the PQG and Mozambique’s international and regional commitments. While establishing the casual link between the UNDAF programme and the observed national result may be challenging, attempts should be made to analyse it to the extent possible, while also considering the contribution of the UNCT to the UNDAF outcomes in light of national strategies. This will include the use of statistical technics such as difference in differences if appropriate . Due attention should in this respect be paid to analysing both enabling factors and bottlenecks in both attribution and contribution. The 10 programme areas are as follows:

1. **Prosperity**
2. Food Security and Nutrition
3. Economic Transformation
4. **People**
5. Education
6. Empowering Women & Girls (Gender)
7. Social Protection
8. Health, Water & Sanitation
9. Youth
10. **Peace**
11. Governance, Peacebuilding, Justice and Human Rights
12. **Planet**
13. Management of Natural Resource and the Environment
14. Climate Change and Disaster Management

The evaluation will further examine how and to what extent the ***UNDAF programming principles*** (human rights based approach, gender equality, environmental sustainability, results-based management and capacity development) were considered in the UNDAF chain of results. Where any shortcoming of UNDAF results due to failure to take account of the UNDAF programming principles during implementation.

Given the fact that UNICEF , UNFPA, UNWOMAN and WHO, have conducted or planning to conduct their CDP, it is anticipated that the these evaluations will contribute to the UNDAF evaluation. Other synergies, in the context of the limitations due to the COVID19, could be also considered, such as joint data collection exercises, always preserving the independent nature of each evaluation and process. These potential synergies should be identified by the consultant at the inception report, and should be not in contradiction with the independent nature of the UNDAF evaluation.

1. **Evaluation Process and Methodology**

In line with the UN System’s mandate to promote national ownership and capacity development, the evaluation is country-led. National partners, both within Government and civil society, co-determine what is to be evaluated, jointly assess the quality of the evaluation and application to the wider national sphere.

The Evaluation will be gender and human rights responsive. It shall conform to UNEG norms and standards for evaluations, as well as ethical guidelines. The evaluation will assess delivery of the UNDAF Outcomes and broader contribution to the relevant SDG and PQG Goals as well as advancement of human rights in country. Given realisation of the UNDAF Outcomes involves several partners, establishing a causal linkage between the development intervention and the observed result (attribution) may prove problematic. The evaluation will therefore consider the *contribution* of the UNCT to the UNDAF Outcomes in light of national strategies and actions to support the planned change. this should also consider assessing the implementation of each agency CPDs through adopting a rating mechanism to its implementation using the following scale:

* High if >80% fully implemented;
* Moderate if 70–80% of activities fully implemented; and
* Low if <70% fully implemented.

The primary focus of the evaluation will be at the outcome level. As the assessment is undertaken during the penultimate year of the UNDAF, it will not be a standard summative evaluation and will require some degree of anticipation in terms of the likelihood of outcome delivery. Preliminary 2020 data, if available, can be also used. It will be for the Evaluation Team to establish in the Inception Report how they plan to manage this challenge, whilst retaining due rigour.

During assessment, using the criteria outlined in the Evaluation Scope section, the evaluators should identify the various factors that can explain performance. Where these factors have been identified as UNDAF outcomes in their own right, they should be considered as both results and enabling factors. The evaluators must include reference to:

1. ***The Value Addition of DaO*** - The extent to which DaO created or encouraged synergies among agencies, optimal results and avoidance of duplication? The extent to which harmonisation measures at the operational level contribute to improved efficiency and results? Factors that facilitated or adversely impacted upon implementation and commitment to the DaO approach.
2. ***UN Programming Principles*** - To what extent were the UNDAF programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development) considered and mainstreamed in the chain of results? Were any shortcomings due to a failure to take account of programming principles during implementation? Were adequate resources allocated to enable the application and implementation of UNDAF programming principles and related results?
3. **Responsiveness** - How adequately did the UNCT during planning and implementation of the UNDAF respond to changes in national priorities as well as to shifts caused by major external factors and evolving country context (e.g. natural disaster, elections)?
4. How well did the UNCT use its partnerships (with civil society/private sector/local government/ parliament/ national human rights institutions/gender equality advocates/international development partners) to improve performance? To what extent was the “active, free, and meaningful” participation of all stakeholders (in particular vulnerable groups including women and girls) ensured in the UNDAF process?
5. Did the UNCT undertake appropriate risk analysis and take appropriate actions to ensure that results to which it contributed are not lost through establishment of a robust data management system?
6. Has been the use of data and evidence for programming, including robust M&E system, a c ore component of the UNCT decision making processes?

Analysis should combine qualitative and quantitative tools. The Evaluation might consider using a pre/post comparison design approaches and/or theory of change approaches and, therefore, does not lend itself to specifically attributing effects to the UNDAF. It should draw on a variety of data collection methods, including but not limited to a comprehensive desk review (synthesis and data analysis) of existing studies, surveys and evaluations conducted by UN agencies , including past or on-going CPD evaluations, and their partners during the current UNDAF cycle as well as documents from the government on national policies and strategies; semi-structured key stakeholder interviews; surveys; focus groups; outcome mapping and observational visits. Outcome leads and PMT could provide additional information on relevant data sources by outcome.

These methodologies should be identified based upon availability, logistical constraints (travel, costs, time, etc) and ethical considerations, particularly taking into account the COVID-19 restriction. Data should be systematically disaggregated by sex and age and, to the extent possible, by geographical region, ethnicity, disability, migratory status and other contextually-relevant markers of equity, the evaluation will not collect any personal information that can put the interviewed person at risk and all collected data should be stored in a password protected database..

It is anticipated that the inception report will include an evaluation matrix linking the data collection methods to the evaluation criteria and questions. The evaluation team is expected to apply up to date and current evaluation methodologies, while conforming to UNEG norms and standards for evaluations, as well as ethical guidelines. The UN M&E reference group, together with the EMG will, as part of the preparation of this evaluation, be responsible for the pre-evaluability assessment on outcome indicator data to the extent possible support the gathering of this data.

1. **Management of the evaluation and qualifications of consultants**

UNDAF evaluations are country-level evaluations. As such, they are jointly commissioned by the UNCT and the national government. On behalf of the UNCT the PMT will decide on the composition of the EMG (see below). The Evaluation Team is expected to work in full independence from the evaluation commissioners.

The UNDAF Evaluation Team will work under the supervision of the following management structure:

1. Direct supervision is provided by an UNDAF *Evaluation Management Group (EMG)* which will function as the guardian of the independence of the evaluation. The group will be lead by an Evaluation Task Manager. He will be responsible for the day-to-day implementation of the evaluation and management of the evaluation budget. The EMG will consist of staff from the UN Resident Coordinator’s Office, M&E officers/experts from selected UN agencies, a senior UN representative and one or two from Government. The EMG will be appointed by the PMT and the Government.
2. The decision-making organ for the UNDAF Evaluation is *the Evaluation Steering Committee (ESC)*, consisting of representatives of the Evaluation Commissioners (UNCT and national counterparts, and/or PMT on behalf of the UNCT) and other key stakeholders such as national civil society organizations and donor representatives. All key deliverables must be approved by the ESC. The ESC will also be responsible for developing the management response to the final evaluation.

The evaluation team should consist of one international team leader one (1) and one (2) team member, who will be a Mozambican national. The UN will endeavour to secure a balanced team in terms of gender, thematic and technical expertise.

The evaluation team is expected to be fully self-sufficient in terms of IT/office equipment, stationary, communication, office space, accommodation, transport and other logistics.

The team should *collectively* be able to demonstrate:

* A strong record in designing and leading complex, multi-sectorial programme evaluations, using a wide range of evaluation approaches
* Technical competence in undertaking complex Gender Equality and Human Rights responsive evaluations which involve use of mixed methods, preferably with a solid record of leading and contributing to UN agency evaluations
* Ability to assess the application of the five UN Programming Principles: human rights (the human rights based approach to programming, human rights analysis and related mandates within the UN system), gender equality (especially gender analysis), environmental sustainability, results-based management, and capacity development.
* Experience in evaluating management structures cohesiveness, responsiveness and procedural approach.
* Prior experience in working with multilateral agencies
* Knowledge of the UN role and UN programming at the country level, particularly UNDAF, encompassing development and humanitarian assistance
* Understanding of DaO principles and processes.
* Extensive experience of qualitative and quantitative data collection and analysis methods
* Process management and facilitation skills, including ability to negotiate with a wide range of stakeholders.
* Excellent communication and interview skills
* Proficiency in English and Portuguese (written and spoken)
* Demonstrated ability to deliver quality results within strict deadlines.
* Knowledge and experience from working in Mozambique is considered a strong asset

All the members of the evaluation team should be independent from any organizations that have been involved in designing, executing or advising any aspect of the subject of the evaluation. Existence of any potential conflict of interest should be communicated in writing to the evaluation manager prior to signing of a work contract (see

[UNEG Ethical Guidelines](https://undp-my.sharepoint.com/personal/valerio_zango_one_un_org/_layouts/15/onedrive.aspx?FolderCTID=0x012000DD354C04A749B24FA11DBE4A4A2FB7D1&id=%2Fpersonal%2Fvalerio%5Fzango%5Fone%5Fun%5Forg%2FDocuments%2FCooperation%20Framework%20Companion%20Package%2FB%2E%20Attachment%20%231%2D%20Companion%20Package%2Epdf&parent=%2Fpersonal%2Fvalerio%5Fzango%5Fone%5Fun%5Forg%2FDocuments%2FCooperation%20Framework%20Companion%20Package) for further clarification about conflict of interest).

The evaluation approach must consider the safety of participants at all stages of the evaluation in cases there will be direct contact with participants. This will also incorporate meeting all the required guidelines during the COVID-19 pandemic which sees a number of prevention and precautionary measures being put in place by the Government

### Team Leader Criteria

The Evaluation Team Leader will lead the entire evaluation process, working closely with the other team member. S/he will conduct the evaluation process in a timely manner, communicate with the EMG on a regular basis and highlight progress made and challenges encountered. S/he will be responsible for submission of draft and final report. S/he must possess the following:

* Masters Degree in International Development, Public Administration, Evaluation or Related Field
* 15 years’ experience of conducting Complex Evaluations, preferably at least one UNDAF Evaluation
* Demonstrable experience of conducting Gender Equality and Human Rights responsive evaluations
* A strong record of assessing management structures, in terms of cohesiveness, responsiveness and procedural approach
* Familiarity with the UN system including DaO principles and processes
* Ability to assess the application of the five UN Programming Principles: human rights; gender equality; environmental sustainability; RBM; capacity development
* Experience of qualitative and quantitative data collection including electronic data collection and analysis methods inc. Interview techniques
* Team Management, Process management and Facilitation Skills
* Proficiency in English (spoken and written, with capacity to write inception, draft and final evaluation reports).
* Knowledge in Portuguese and experience from working in Mozambique is considered a strong asset.

### Team Member Criteria

The team member will contribute to the evaluation process substantively through data collection and analysis and drafting. S/he will share responsibilities for conducting the desk review, interviews and field visits to project sites. S/he will provide substantive inputs to the inception report as well as to the draft and final reports. S/he must possess the following:

* Masters Degree in International Development, Public Administration, Evaluation or Related Field
* 10 years professional experience, specifically in the area of evaluating international development initiatives and development organizations
* Experience of assessing management structures, in terms of cohesiveness, responsiveness and procedural simplicity/lightness
* Familiarity with the UN system including DaO principles and processes
* Demonstrative ability to assess the application of the five UN Programming Principles: human rights; gender equality; environmental sustainability; RBM; capacity development
* Experience of qualitative and quantitative data collection and analysis methods including interview techniques
* Proficiency in English (spoken and written, with capacity to contribute to the inception, draft and final evaluation reports)
1. **Evaluation Process**

The evaluation team must prepare an inception report that operationalizes the design elements of the ToR. The report should include the results of a desk review, description of evaluation methodology/methodological approach, data collection plan, including potential synergies with other CPD evaluation processes, additional data collection tools and analysis methods, key informants, evaluation questions, performance criteria, issues to be studied, work plan and reporting requirements. The report should include also a mitigation plan of COVID19-related risks, and a clear analysis of pros and cons of the methodological approach selected based on feasibility and risks associated to COVID19. Emphasis will be done in avoiding overlaps with concurrent data collection exercises (e.g., from other CPD evaluations) and maintaining the independence of the evaluation process. The report should also include an evaluability assessment, foreseen limitations and risks, team composition and distribution of tasks, resource requirements and logistic support. To facilitate the development of the inception, report a list of documents will be provided in to the evaluators. The EMG will review and provide substantive comments to the report, before final approval can be awarded by the ESC.

The evaluation team must then proceed with data collection and analysis. This process should be made in close consultation with the Evaluation Task Manager who will ensure coordination with the Evaluation Management Group and the Evaluation Steering Committee. Preliminary findings and a clear set of recommendations should be presented to the EMG and ESC. These should take the form of a PowerPoint Presentation with accompanying notes packaged in a concise report. Based on their feedback, a draft and then final report should be produced, in accordance with UNEG Norms and Standards.

Once the evaluation report has been validated by the ESC, it will be made publicly available through posting on the UNDG and UNCT websites. The ESC will develop a management response to the evaluation recommendations, including a timeframe and responsibilities for follow up. Lessons learned from the evaluation will be extracted and disseminated in order to contribute to strategic planning, learning, advocacy and decision-making at all levels, including for the formulation of the UNDAF successor document.

A full Timetable is provided in Annex I, detailing the steps involved in the planning, implementation and follow-up of the evaluation.

1. **Schedule of payments**

The following payment schedule is foreseen:

|  |  |
| --- | --- |
| **Key Deliverables**  | **Payment schedule/amounts** |
| 1. Inception Report

Includes detailed Evaluation Work Plan, Evaluation Matrix & Tools | 30% of total value of contract (upon approval of report) |
| 1. Draft Evaluation Report

*To be assessed using UNEG Quality Checklist* | 30% of total value of contract (upon approval of report) |
| 1. Final Evaluation Report

Maximum of 45 pages plus essential annexes. The report shall include an executive summary of not more than 3 pages.PowerPoint presentation with summary finding to be shared with relevant stakeholders*To be assessed using UNEG Quality Checklist* | 25% of total value of contract (upon approval of report) |
| 1. Dissemination products (summary report, factsheet and ppt)
 | 15% (upon approval)  |

1. **Acronyms**

|  |  |
| --- | --- |
| CCA | Common Country Assessment/analysis  |
| CPD | Country Programme Document |
| CSO  | Civil Society Organisation  |
| DaO | Delivering as One |
| EMG | Evaluation Management Group |
| ESC | Evaluation Steering Committee |
| GoM | Government of Mozambique |
| HDI | Human Development Index |
| HRBA | Human Rights-Based Approach |
| M&E | Monitoring and Evaluation |
| PQG | Government’s 5 Year Programme |
| PMT | Programme Management Team |
| RBM | Results Based Management |
| RCO | Resident Coordinator’s Office |
| SDG | Sustainable Development Goal |
| TCPR | Triennial Comprehensive Policy Review |
| ToR | Terms of Reference |
| UN | United Nations |
| UNCT | United Nations Country Teams |
| UNDAF | United Nations Development Assistance Framework |
| IADG | Internationally Agreed Development Goals |
| UNDG | United Nations Development Group |
| UNDCO | United Nations Development Coordination |
| UNEG | United Nations Evaluation Group |

1. **Timeline**

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **UNDAF Evaluation timeline** |   | **July** | **August** | **September**  | **October** | **November**  | **December**  |
| **Decription** | **Responsible** | **W1** | **W2** | **W3** | **W4** | **W1** | **W2** | **W3** | **W4** | **W1** | **W2** | **W3** | **W4** | **W1** | **W2** | **W3** | **W4** | **W1** | **W2** | **W3** | **W4** | **W1** | **W2** | **W3** | **W4** |
| **Phase 1: Planning, preparation** |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Identification of the Evaluation Steering Group (ESG) | UNCT |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Identification of the Evaluation Management Group (EMG) | UNCT |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Pre-evaluability assessment on UNDAF outcome indicator data and gathering of data.  | UNCT |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Development of Terms of Reference (ToR) | EMG |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Internal Sign off (RCO) | RCO team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Feedback to the ToR from the ESC & EMG) | UNCT |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Tender Publishment (Int/National)? | EMG |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Selection & Recruitment of the External Consultant | EMG |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| **Phase 2: Conducting the evaluation** |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Evaluation Team structure (Including fealt staff if required) | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Evaluation Protocol development | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Data collecton tools Development & Sign off | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Ethical approval? TO BE DISCUSSED | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Inception report presentation | Evaluation tema |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Inception Report signed off | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Data collection (Desk Review) | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Data collection (Survey, KII, FGD) | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Data Quality assurance | EMG |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Data Management and Cleanning | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
|  Data collection report | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Data Sign off | EMG |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| **Phase 4: Analysis & Reporting** |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Data Cleaning, Validation & Coding | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Data analysis  | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Report writing | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| “initial findings workshop or presentation | Evaliation team |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Submission of draft 0 of the report | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Feedback and input from ESG & EMG | EMG |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| Final report | Evaliation team |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |

1. **Annex**

i. [Mozambique United Nations Development Assistance Framework 2017 -2021](https://undp-my.sharepoint.com/%3Aw%3A/r/personal/valerio_zango_one_un_org/Documents/UNDAF/UNDAF%202017-2020%20Eng%2018%2001.docx?d=w8d4042b2246647aabae63a3a97426ba7&csf=1&web=1&e=sH0aJZ)

ii. [Cooperation Framework Companion Package;](https://undp-my.sharepoint.com/%3Ab%3A/r/personal/valerio_zango_one_un_org/Documents/Cooperation%20Framework%20Companion%20Package/B.%20Attachment%20%231-%20Companion%20Package.pdf?csf=1&web=1&e=DMoSYn)

iii. [Cooperation Framework Evaluation Guidelines.](https://unitednations.sharepoint.com/%3Aw%3A/r/sites/DCO-WG-UNSDG_CF/Shared%20Documents/General/Draft%20companion%20package/UNSDCF%20Evaluation%20-%20Interim%20guideliens_05%20April.docx?d=w0b57168080c44c4a998de21c5112cfd4&csf=1&web=1&e=aT3BjQ)

iv. [UNEG Norms and Standards](http://www.unevaluation.org/document/detail/1914)

v. [UNEG Quality Checklist for Evaluation Reports;](http://www.uneval.org/document/detail/607)

vi. [UNEG Handbook for Conducting Evaluations of Normative Work in the UN System](http://www.uneval.org/document/detail/1484)

vii. [UNEG Guidance (full list)](http://www.uneval.org/document/guidance-documents)

viii. [Compilation of resources on remote data collection during Covid-19;](https://undp-my.sharepoint.com/%3Ab%3A/r/personal/valerio_zango_one_un_org/Documents/Evaluations/ToR/UNDAF%20ToR/Guidelines/Compilation%20of%20resources%20on%20remote%20data%20collection%20during%20Covid-19.pdf?csf=1&web=1&e=tan8vX)

ix. [Guide on alternative approaches in data and evidence generation - Covid-19](https://undp-my.sharepoint.com/%3Ab%3A/r/personal/valerio_zango_one_un_org/Documents/Evaluations/ToR/UNDAF%20ToR/Guidelines/Guide%20on%20alternative%20approaches%20in%20data%20and%20evidence%20generation%20-%20UNICEF%20MCO%20-%20Covid-19%20%28006%29-com.pdf?csf=1&web=1&e=g4lmqq)

1. RAPID RESPONSE PLAN CABO DELGADO PROVINCE MOZAMBIQUE. May-December 2020 [↑](#footnote-ref-1)
2. *Transforming Our World: the 2030 Agenda for Sustainable Development Resolution 70/1, Adopted by the General Assembly of the United Nations. 25th September 2015* [↑](#footnote-ref-2)