

## Final Evaluation of the Partnership Framework between Guinea-Bissau and the United Nations (UNPAF 2016-2020)

### Term of Reference

#### A. Context

The United Nations Partnership Framework between Guinea-Bissau and the United Nations System (UNPAF) for the period 2016-2020 is the result of participatory work carried out under the leadership of the Government in close collaboration with the UN Country Team, UNIOGBIS, the Civil Society Organizations and the Private Sector. It was based on the results of a complementary analysis of Guinea-Bissau's development situation and key priorities in lines with the Strategic and Operational Plan 2015-2020, "Terra Ranka".

UNPAF has defined four (4) key results of the partnership and the strategic interventions that the United Nations will implement to make a meaningful contribution to the achievement of national priorities:

- I. State institutions including defense, security and justice consolidate stability and the rule of law, democratic participation and equitable access to opportunities for all.
- II. Economic growth is inclusive and sustainable to promote poverty reduction, decent employment, food security, structural transformation of the economy.
- III. All citizens, especially the most marginalized and vulnerable, have equitable and sustainable access and use health, nutrition, HIV / AIDS, water, sanitation and hygiene, education and quality protection services.
- IV. Public institutions, civil society organizations, the private sector promote sustainable management of the environment and natural resources, risk management and disaster prevention.

To strengthen integration and ensure coherence and optimization of resource use, it is agreed in the UNPAF document that coordination and management arrangements will be guided by the principles of the Declaration of Paris on Aid Effectiveness, the United Nations Program Principles and the "Delivering as One" approach, in particular the principles of "One Program", "a Joint Arrangement of Operations, particularly a Budget Framework", "One voice" and "One leader". In accordance with the principles of this approach, a Joint Work Plan was developed for each expected result. Thus, four (4) Joint Work Plans were developed to serve as a framework for the implementation of the Program.

UNPAF monitoring and evaluation mechanisms include the organization of an annual review at the end of each year, a mid-term review during the third or fourth quarter of the third year, and a mandatory final evaluation by the end of the fourth year.

The Mid-Term Review was completed in September 2018. Recommendations were formulated and a plan for implementing these recommendations was developed and validated by the UNCT. It is within this framework that the term of the reference of the Final Evaluation are elaborated.

## B. Purpose

The final evaluation of UNPAF aims to assess the relevance, effectiveness, efficiency, equity, sustainability and ownership of the results of the implementation of the partnership framework, particularly its contribution to the achievement of national priorities. It also aims to assess the effective application of the programmatic principles that guided the implementation of the partnership framework, the relevance and effectiveness of the management arrangements put in place.

The UNPAF evaluation will examine whether the United Nations Country Team (UNCT) prioritizes aid and contributes to the development of the country. It will also assess the leadership of the UN Resident Coordinator in addressing the political issues facing the UN Country Team, as well as its support for collective programming and resource mobilization objectives.

The final evaluation of UNPAF will be the main accountability tool for measuring the collective contribution of the United Nations development system at the country level. It will focus on issues at the strategic level and the overall contribution of the United Nations system at the outcome level, as well as the contribution to the National Sustainable Development Goals (SDGs).

The results and recommendations of the final evaluation of UNPAF will be considered in the development of the new UNSDCF for 2021-2025.

## C. Scope of the UNPAF Final Evaluation

The evaluation will cover all programme and key activity-based contributions to UNPAF outcomes by the resident and non-resident UNCT and UNIOGBIS. Due consideration should be given to the activities of agencies without a formal country programme, activities implemented as part of global or regional programmes and projects, and the activities of non-resident agencies.

## D. Specific Objectives

Based on the results of the Mid-Term Review, lessons learned from implementation over the first three years of the program, the exercise will focus on:

- Assess the level of implementation of the recommendations made in the Mid-Term Review Report;
- Assess the contribution of the UN Country Team in UNPAF to national development results using evidence-based evaluation criteria (accountability); also identify synergies, gaps, overlaps and missed opportunities;
- Appreciate the response of the United Nations in considering the flagship operational plan of “Terra Ranka “as part of the implementation of UNPAF
- Identify the main difficulties encountered in implementing joint programme’s activities between two or more agencies.
- Identify the factors that influenced the contribution of the UNCT, answering the question of why performance is the same and explaining the enabling factors and bottlenecks (learning);
- Assess the level of consideration of cross-cutting issues in UNPAF implementation: gender, human rights, environment, capacity development, results-based management;
- Assess the extent to which the results achieved, and the strategies used by the UNS are sustainable;

- Analyze UNPAF's internal coordination and implementation mechanisms in relation to national mechanisms (relevance, strengths and weaknesses):
  - Steering Committee;
  - United Nations Coordination Team;
  - Result/Outcome Groups;
  - UNPAF Working Thematic Groups;
- Appreciate the degree of involvement of partners (Government, Civil Society, NGOs, Private Sector, Development Partners, local communities) in the implementation of UNPAF;
- Make concrete recommendations to enhance the contribution of the UNCT, including their integration into the new UNSCF 2021-2025. These recommendations should be logically related to the conclusions and draw on lessons learned from the evaluation.

#### D. Expected Results

The final evaluation of UNPAF is expected to yield the following results:

- A preliminary/inception report on the understanding of the terms of reference, the detailed methodology and schedule of the evaluation is developed and available. Specifically, the preliminary report will include the following elements:
  - Development of evaluation questions into methodological questions;
  - Sources and methods of data collection for each methodological question; and
  - A concrete plan of the evaluation activities and a timetable, possibly with a provisional list of interviews to be organized or travel plans to other places (e.g. regions/project sites).
- An evaluation report is developed and available, with specific answers to the questions addressed in the specific objectives (progress, challenges, lessons learned and recommendations). The evaluation report should be written in a clear and concise manner so that the reader can easily follow his logic. It should not be too full of factual descriptions, especially those available elsewhere. The report should aim to present conclusions and recommendations in a logical and convincing way. It should contain:
  - What has been evaluated and why (purpose and scope);
  - How the evaluation was conducted (objectives and methodology);
  - What was found and on what evidence (findings and evidence / analysis);
  - What was concluded from the results and in response to the main evaluation questions (conclusions);
  - What has been recommended (recommendations); and
  - What could be usefully learned, if any (lessons learned).

#### E. Evaluation Questions and Approaches

The final evaluation of UNPAF will be conducted in accordance with the UNDG and UNEG rules and standards for UNDAF evaluation and the new UNSCDF evaluation guidelines. It will be a participatory and inclusive approach involving all stakeholders in the implementation of the Program (Resident and Non-Resident Agencies of the United Nations, UNIOGBIS, Government, Civil Society Organizations, trade unions and employers' organizations, Private Sector, Technical and Financial Partners, and beneficiaries). The Evaluation questions are the core elements of the evaluation which determine the objectives of the evaluation and how it should be conducted. The Evaluation Report must provide answers to the evaluation questions in its

conclusions and ensure clarity of connection between the questions and the conclusions. For the UNPAF final evaluation, the evaluation questions should assess the following four dimensions and criteria:

▪ **Relevance and coherence: Are we doing the right things?**

- Has the UNCT and UNIOGBIS responded to the most pressing needs of the population and the country in a strategic and collective way identified by the CCA/ or National Development Plan “Terra Ranka”, considering the UN’s normative role in their design? and implementation?
- Have the resources been mobilized and used to meet the priorities of the UNCT and UNIOGBIS, proportionately rather than opportunistically - i.e. based on funding availability and the agenda of each agency?
- Has the UNPAF facilitated the identification of and access to new financing flows at scale for national partners?
- Has the UNPAF enabled greater UN coherence and discipline and reduced transaction costs for partners?
- Has the UNPAF enabled the UNCT and UNIOGBIS to deliver quality, integrated, SDG-focused policy support?
- Has the UNPAF strengthened the position, credibility and reliability of the UN as a partner for government and other actors in their efforts to achieve the SDGs?

▪ **Results: Have we made a difference?**

- What has been achieved for each UNPAF’s outcome and where were the gaps?
- What are the changes observed at national level, including changes in relevant statistical indicators, and what is the UN’s plausible contribution to these changes?
- Have the UN RC’s leadership and the collective effort of the UNCT and UNIOGBIS helped to overcome political challenges to pursuing the UN agenda?
- Have the synergies between UNCT agencies, including UNIOGBIS, helped to achieve broader-based results and greater value for money than would have been the case, had the work been done individually?
- Has the UNPAF contributed to greater clarity and transparency of results achieved and resources used?

▪ **Transformation: Have we made long-lasting, systemic and society-wide changes?**

- Has the UNCT’s work ensured national and local ownership, so that the changes will last beyond UNCT intervention?
- Has the UNCT’s work brought about systemic changes (i.e., changes in the legal framework, institutions, social and economic structure)?
- Has the UNCT’s work been systemic, scaled up or replicated to ensure its effects are not limited in scope, but nationwide?

▪ **Normative: Have we left no one behind?**

- Has the UNCT prioritized the needs of those who need assistance most (particularly the most vulnerable and the marginalized)?
- Has the UNCT and UNIOGBIS’ work properly mainstreamed gender?
- Has the UNCT and UNIOGBIS’ work properly addressed human-rights issues?
- Has the UNCT and UNIOGBIS’ ensured that unintended or negative effects on the population or social groups outside the programme’s scope have been properly addressed and/or minimized?

In addition to the four dimensions highlighted above, the following questions should also be used to assess UNPAF:

#### **Management and coordination:**

- Are responsibilities properly delineated and implemented in a complementary way?
- Did the UN Resident Coordinator and the collective effort of the country team help to overcome the political obstacles to the continuation of the UN program?
- All the criteria and approaches identified above will be developed by the UNPAF Final Evaluation Team in the form of detailed questions in their Preliminary Report on Evaluation Methodology.

#### **F. Methodology of data collection:**

The final evaluation process will be conducted by an **evaluation team** of independent consultants: two international consultants who will be supported by a national consultant. The terms of reference of this team are specified in annexes of this Term of Reference.

In general, building upon the Midterm Review's report and recommendation, data collection will be done through:

- A documentary review internal or external to the UN System. these include: the UNPAF Mid-Term Review Report, the UNPAF document, the Terra Ranka Strategy Paper, the Joint Working Plans 2016-2018 and 2019-2020 Outcomes, projects and Joint projects docs and reports, UNPAF Annual Progress Reports, BOS document, Agency Country Program Documents and any other relevant documents to conduct the exercise;
- Field visits. In this context, the team of Consultants will identify some key partners to collect additional data. The method and tools to be used to collect this data will be developed by the consultants in a global Methodological Note that will be analyzed and adopted by the Evaluation Management Team.

#### **G. Governance and Management Arrangement**

The UNPAF evaluation Steering Committee will be the body responsible for the proper conduct of UNSDCF evaluations. **The Joint Steering Committee (JSC)** of UNPA, co-chaired by the RC and a government representative (Minister of Foreign Minister or Minister of Economy and Finance), will typically assume this role.

The **M&E Specialist within the UN RCO** will be the **Evaluation Manager** given his expertise and experience of the UNPAF evaluation process and methodology. The Evaluation Manager is responsible for managing the entire process: ensuring that the evaluation is properly conducted, managing the validation and quality-control process, and making sure that the report fulfils the terms of reference.

The Steering Committee will invite government and civil society counterparts of the UNCT to form/confirm a **Consultative Group** (please note that the former Minister of Foreign Affairs had nominated and put in place a Consultative Group for the MTR – see enclosed letter). The Consultative Group should be sufficiently inclusive to represent various sectoral interests.

The **Evaluation Team** comprises independent external evaluators. It must have an international team leader with extensive evaluation expertise and with two (2) other national members. There must be at least two members to guard against personal bias and to conduct the in-team validation of findings.

An **Evaluation Advisor** in UNDCO will be designated to safeguard the independence and quality of the evaluation and to intervene in case of dispute.

#### H. Indicative Timetable for the Evaluation and Deliverables

The proposed timeline for the final evaluation is 14 weeks, including 5 weeks of preparatory work, broken down as following:

Activities	Deliverables	Indicative Timing	Responsible
<b>The preparatory work</b> (by the Evaluation Manager), including preparatory desk work and the consultation process; <b>setting up the governance mechanism</b> ; finalizing the terms of reference; advertising, and selecting and recruiting the Evaluation Team.	Final ToR and Evaluation Team recruited.	<b>5 Weeks</b>	<b>RC/UNCT</b> , Head of RCO and Evaluation Manager
<b>Theory-of-change (ToC) workshop</b> , a key reference framework for evaluators. the ToC should cascade from the SDGs to UNPAF outcomes to agency outcomes and Outputs.	Development of a common understanding of what ought to happen to achieve the goals, what the UN's activities are expected to achieve – a critical exercise to avoiding dispute at a later date.	3 days	Evaluation Team
<b>Inception phase:</b> Inception report - briefing the UNCT members, Head of Section of UNIOGBIS and national counterparts, agreeing on the methodology and planning evaluation activities proposed by the Evaluation Team, according to the ToR of Final Evaluation.	Inception report	2 days	Evaluation Team
<b>Data collection and analysis</b> of the primary data, where secondary data are not available, and preparation of the preliminary outline;	Draft outline of report	3 Weeks	Evaluation Team
<b>Writing the report.</b>	Draft evaluation report	1 Week	Evaluation Team

Review and validation process - <i>depending on how quickly the UNCT members and their national/government counterparts can examine the draft and provide comments.</i>	Draft evaluation report validated.	2 Weeks	UNCT/Gov. and Evaluation Team
Preparation of the <b>management response</b> by the UNCT.	Draft management Response	1 Week	UNCT and Evaluation Manager
Preparation of the <b>stakeholder workshop</b>	Draft ToR of Stakeholder Workshop, key outcomes and recommendations of the workshop;	2 days	Evaluation Manager and Evaluation Team
Insertion of recommendations received from all stakeholders and <b>finalization of the report</b>	Final report of the final evaluation of UNPAF	3 days	Evaluation Team
<b>Total number of weeks</b>		<b>14 Weeks</b>	

A final detailed timetable for the final evaluation will be shared with the inception report within the first week of final evaluation.

#### I. Budget

The budget for the final evaluation is estimated around \$50 000 to cover the allowance and work of the evaluation team and expenditures to the workshops, stakeholders' consultations, field trips, data collection and so on. Funding for the Final evaluation should be provided by the Special Purpose Trust Fund (SPTF) allocation to the RC Office. If the budget exceeds the SPTF allocation, the UNCT may opt to cost share the additional costs.

#### J. Evaluation norms and standards

The Final evaluation should adhere to and implement UNEG Norms and Standards, to be referenced in the terms of reference. Each Evaluation Team member should also be provided with and sign off on the UNEG Code of Conduct for Evaluators, which provides ethical guidelines for the conduct of evaluations.

#### H. Key Roles and Responsibilities:

- **Steering Committee**

The Steering Committee is responsible for ensuring the UNPAF final evaluation is conducted in a timely manner and through proper process, to meet quality standards and be useful to the UNCT, UNIOGBIS and to stakeholders. Specifically, the Steering Committee will:

- ✓ decide on the timing of the UNSDCF evaluation in consultation with government counterparts and invite the counterpart officials to form a Consultative Group;
- ✓ inform UNDCO of the launch of the evaluation, so that an Evaluation Advisor can be designated, and inform UNEG in order to obtain necessary support;
- ✓ appoint the Evaluation Manager;
- ✓ provide sufficient resources to conduct the evaluation, based on estimates provided by the Evaluation Manager;
- ✓ ensure that office staff give the Evaluation Team their full support;
- ✓ approve the terms of reference;
- ✓ approve the Evaluation Team proposed by the Evaluation Manager;
- ✓ ensure the Evaluation Team has access to information and stakeholders;
- ✓ comment on the draft report, using an audit trail;
- ✓ approve the final report;
- ✓ prepare the Management Response, in consultation with all UNCT members;
- ✓ organize a stakeholder workshop once the final report is ready;
- ✓ transmit the report to UNDCO to be placed on global/regional platforms and to relevant offices at regional level, at the agency headquarters; and
- ✓ take measures to promote the use of evaluation and lesson learning.

#### ▪ Evaluation Team

The team should have ample collective knowledge of the national context in various areas of UN work. The Evaluation Team should be built with due consideration to: ethnic/tribal/language balance; gender balance; and coverage of different subject areas of work by UNCT member agencies.

Team members should have the following competencies:

- ✓ good understanding of the SDGs and their implications for development cooperation;
- ✓ good understanding of the role of the UN System in development cooperation, including the UN's normative work, in the context of the country in question;
- ✓ demonstrated analytical capacity, particularly in the case of the team leader, including on political economy and financing for development;
- ✓ proven experience in conducting evaluations of complex programmes and themes (minimum 10 years for the team leader, 3-5 years for other team members);
- ✓ sound knowledge of the country context and an in-depth understanding of at least one area of work of UNCT members; collectively, Evaluation Team members should broadly cover all areas of UNCT activity, including the application of international norms and standards;
- ✓ demonstrated ability to write and communicate clearly in languages appropriate for the country; and
- ✓ an absence of conflicts of interest (never employed by UNCT members or implementing partners, nor expected to be employed in the near future, no private relationships with any UNCT members).

#### ▪ Evaluation Manager

The Evaluation Manager is responsible for managing the entire process: ensuring that the evaluation is properly conducted, managing the validation and quality-control process, and making sure that the report fulfils the terms of reference. The Evaluation Manager will:



- ✓ conduct the preparatory work needed to define the scope and the evaluation questions by mapping activities, stakeholders and available secondary data (such as evaluation reports, results monitoring data and statistics);
- ✓ draft the terms of reference, circulate them to the Steering Committee and Consultative Group for comment and obtain clearance from the Steering Committee and the Evaluation Advisor at UNDCO;
- ✓ draw-up the initial budget estimate based on the number and levels of Evaluation Team members, the estimated cost of activities required and the availability of secondary data, and obtain clearance from the Steering Committee (see Section 16 on Budget);
- ✓ recruit the Evaluation Team and obtain approval of Team choices from the Steering Committee and the Evaluation Advisor at UNDCO;
- ✓ provide the Evaluation Team with all the information it needs to conduct the evaluation efficiently and effectively (activity map, stakeholder map, secondary data, etc.) and arrange briefings by UNCT members and Programme Managers on their respective programmes and activities;
- ✓ organize theory-of-change workshops with the Evaluation Team and UNCT members (see Section 9 on Theory-of-change workshops);
- ✓ receive and review the inception report prepared by the Evaluation Team and advise the Evaluation Team on revisions, if needed;
- ✓ facilitate evaluation activities, assist the Evaluation Team in gaining access to stakeholders and additional information, and arrange meetings and logistics;
- ✓ receive the consolidated first draft of the evaluation and conduct a pro forma quality check (structure and format, compliance with the terms of reference);
- ✓ send the first draft to the Evaluation Advisor at UNDCO for the record;
- ✓ manage the validation process by circulating the draft for comment to the Steering Committee, Consultative Group and any other key stakeholders, ensuring all comments and responses are properly recorded, using an audit trail;
- ✓ send comments to the Evaluation Team for draft revision;
- ✓ send the revised draft and the audit trail to the Evaluation Advisor for an external quality check and request that the Evaluation Team revise the report if necessary;
- ✓ send the final report to the Evaluation Advisor and obtain clearance for payment of the Evaluation Team (if the report has met the criteria of the external quality check);
- ✓ prepare for and manage the stakeholder workshop;
- ✓ arrange a debriefing of individual UNCT members to obtain Evaluation Team feedback in a safe space;
- ✓ complete the Evaluation Report for publication and dissemination; and
- ✓ support the dissemination activities of the Steering Committee.

- **Consultative Group**

The Consultative Group will support the evaluation process, ensuring that the evaluation properly reflects the views of the government involved and that the evaluators gain access to relevant informants and information sources in government. In addition to promoting ownership of and buy-in to the evaluation results, the Consultative Group will also:

- ✓ review and comment on the terms of reference;
- ✓ facilitate the evaluation process, helping the team to identify and gain access to government stakeholders;

- ✓ comment on the draft report;
- ✓ support the organization of the stakeholder workshop; and
- ✓ facilitate maximum in-country dissemination of the report.

- **Evaluation Advisor**

The Evaluation Advisor will oversee the process to ensure the independence and quality of the evaluation. The Evaluation Advisor will:

- ✓ approve the selection of the Evaluation Team, confirming the professional credentials of the team members and the absence of any conflicts of interest;
- ✓ establish a hotline for the Evaluation Team, to be used if the Team encounters risks to the independent conduct of the evaluation;
- ✓ receive the first and final draft of the report and the audit trail to ensure the transparency of the process and ascertain that the Evaluation Team was not subject to undue pressure to alter the contents of the report; and
- ✓ conduct an external quality check of the draft report and clear payment to the Evaluation Team once any outstanding issues have been addressed satisfactorily.

- **UNDCO**

- ✓ provide a global platform for the public dissemination of the report;
- ✓ occasionally synthesize findings and compile lessons learned from UNSDCF evaluations and feed them back into
- ✓ advice to UNCTs, agency management and governing bodies, as appropriate; and
- ✓ keep a record of the drafts and audit trail in a depository.

- **UNEG**, in its supporting role, will:

- ✓ provide technical advice for guidance materials, as well as for individual cases, on request;
- ✓ support UNDCO in its oversight role, if necessary, providing in-kind support (staff time) from its members during the transition period;
- ✓ support the development of further guidance materials, tools and templates, a draft policy framework and other supporting materials during and after the transition period; and
- ✓ coordinate agency evaluations, to the extent possible, as inputs to the UNSDCF evaluations.