

## Annex 1: Terms of Reference

### Terms of Reference

#### for the Evaluation of Integrated UN Programme for Montenegro 2017-2021

**Job title:** External Evaluation Consultant for final evaluation of Integrated UN Programme for Montenegro (UNDAF) 2017-2021

**Type of Position:** International, short-term

**Duty Station:** Podgorica, Montenegro and home based

**Duration of appointment:** 45 working days, from April 16<sup>th</sup> to July 16<sup>th</sup>, 2020

**Contract type:** Individual Contract (IC) for International Consultant

#### I. Background:

**Montenegro is an upper-middle income, EU candidate country located in Western Balkans, with population less than 650,000.** The latest Human Development Report assessed Montenegro as a country with high human development placed 50<sup>th</sup> among 189 analysed countries. GDP per capita in 2018 was 7.495 EUR<sup>182</sup> and it is notable that the country continues to be defined as a ‘hybrid regime’ in the Economist Intelligence Unit’s Democracy Index putting it on 81<sup>st</sup> out of 167 analysed countries<sup>183</sup> and as ‘partly free’ by the Freedom House, Freedom in the World report.<sup>184</sup>

The work of the United Nations in Montenegro is **focused mainly on human rights and sustainable development** and it is mostly guided by the national EU-Atlantic priorities. In June 2017, Montenegro joined the North Atlantic Treaty Organisation (NATO). Since achieving this foreign policy objective, attention has turned to meeting the legal and policy requirements for **joining the European Union**. Progress has been made in many areas, and, to date, Montenegro opened negotiations of 32 out of 33 chapters of the EU *Acquis Communautaire*, and provisionally closed three of them. Focusing on fundamentals, the European Commission continues to seek progress around freedom of media, rule of law, and fighting corruption and organised crime as well as evidence of implementation in areas of adopted legislation and further preparedness in establishing an independent public administration before accession can be fully considered.

Having in mind the importance of EU Accession process, UN Montenegro together with the Government Office for European Integration and other key institutions **mapped synergies between the EU Accession process and the 2030 Agenda for Sustainable Development**. The processes revealed strong complementarity between the two, identifying that 65 percent of SDG targets (109 out of 169 targets) have a strong link with the Chapters of the *Acquis*.<sup>185</sup>

**The economy of Montenegro** has a steady real economic growth rate for years.<sup>186</sup> In 2018, growth was reported at the level of at 5.1%,<sup>187</sup> one of the highest rates in Europe. Growth is mainly driven by unprecedented public and private investments associated with construction of Bar-Boljare highway and a favourable tourism season. Despite positive trends, the employment rate has only grown modestly and there has been little growth in average net salaries which remain at 513€ per month.<sup>188</sup> Montenegro also faces one of the lowest population activity rates in

<sup>182</sup> Source: Monstat, 2019, Gross Domestic Product (GDP) of Montenegro, available at: [https://www.monstat.org/userfiles/file/GDP/2019/Godisnji%20BDP%202018\\_crn.pdf](https://www.monstat.org/userfiles/file/GDP/2019/Godisnji%20BDP%202018_crn.pdf)

<sup>183</sup> Source: Economist Intelligence unit, 2019, Democracy Index, available at: <https://www.eiu.com/topic/democracy-index>

<sup>184</sup> Source: Freedom House, 2019, Freedom in the World Report, available at: <https://freedomhouse.org/report/freedom-world/freedom-world-2019>

<sup>185</sup> For more information on the process and findings, please follow the link: [http://un.org.me/Library/SDGs-Post-2015-and-MDGs/\\_2019\\_Unraveling%20Connections%20-%20EU%20Accession%20and%20the%202030%20Agenda.pdf](http://un.org.me/Library/SDGs-Post-2015-and-MDGs/_2019_Unraveling%20Connections%20-%20EU%20Accession%20and%20the%202030%20Agenda.pdf)

<sup>186</sup> For more information on GDP growth rates, please refer to Monstat annual Gross Domestic Product (GDP), available at: <https://www.monstat.org/cg/page.php?id=166&pageid=19>

<sup>187</sup> Source: Monstat, 2019, Gross Domestic Product (GDP) of Montenegro, available at: [https://www.monstat.org/userfiles/file/GDP/2019/Godisnji%20BDP%202018\\_crn.pdf](https://www.monstat.org/userfiles/file/GDP/2019/Godisnji%20BDP%202018_crn.pdf)

<sup>188</sup> Source: Monstat, 2019, Average Salaries Survey, available at: <https://www.monstat.org/userfiles/file/zarade/2018/12/saopstenje%20zarade.pdf>

Europe, only 65% of working age population (from 15-64) are in active employment (and 57% of which are women and 72% of men).<sup>189</sup>

Primary goal of the **national economic policy** is increasing standard of living for people living in Montenegro and narrowing income gap vis-à-vis EU average (GDP per capita in Montenegro is currently at the level of 48% of EU average).<sup>190</sup> To do so, Government focuses on strengthening fiscal stability, despite growing public debt and persistent budget deficit, and increasing competitiveness of the economy. In 2019, the minimal wage threshold was also increased by 15%, to 222€.

The **Survey on Income and Living Conditions** (SILC) showed that relative poverty, using the relative line set at 60% of the national equivalized disposable income, stood at 24% in Montenegro in 2018. This indicator is also interpreted as the percentage of population living at risk of poverty, as per the currently valid EU methodology. Child poverty is also a concern, with 32% of children living in income-poor households, 8 percentage points higher than the national relative poverty rate.<sup>191</sup>

**System of United Nations in Montenegro** is represented through 16 resident and non-resident UN Agencies, Funds and Programmes jointly implementing the Integrated UN Programme for Montenegro 2017-2021 (UN Development Assistance Framework – UNDAF). The outcome-based Programme is developed in close cooperation with the Government of Montenegro in order to respond to national needs and priorities defined through four priority areas of cooperation: (i) Democratic Governance, (ii) Environmental Sustainability, (iii) Social Inclusion and (iv) Economic Governance.

**Process of UNDAF development** was highly participatory and consultative. Beyond traditional partners embodied in state institutions and civil society representatives, UN System also consulted academia, representatives of youth and general public through a series of foresight and back-casting workshops. All this knowledge about challenges and anticipated future(s), along with the finding of the Common Country Assessment, fed into the Strategic Prioritisation Retreat organised jointly with the Government of Montenegro, while also hosting representatives of the diplomatic community.<sup>192</sup>

Integrated UN Programme for Montenegro 2017-2021 was drafted in parallel with the **National Strategy for Sustainable Development** until 2030, as the national response to the adoption of global **2030 Agenda for Sustainable Development**. The document speaks to the UN contribution to achieving 2030 Agenda in Montenegro through linking strategic priority areas with relevant SDGs. In implementation phase, links are further deepened through linking each and every intervention of the UN System with relevant SDG target, which enabled strategic oversight over the UN Montenegro contribution towards achieving relevant SDGs.

Based on the prevailing best practices and lessons learnt from the pilot phase of Delivering as One, **UNDAF management and coordination structure** has been established. **Joint Country Steering Committee (JCSC)** provides overall strategic direction for UNDAF and is co-chaired by the Minister of Foreign Affairs of Montenegro and the UN Resident Coordinator. This body is composed of government ministers and the heads of all the resident UN organizations in Montenegro and meets at least once per year to review results and approve annual joint work plans. Office of the UN Resident Coordinator and the Division for the United Nations in the Department for Multilateral Affairs in the Ministry of Foreign Affairs perform secretariat function to the Joint Country Steering Committee.

Furthermore, in respect to identified priority areas, **four Results groups**<sup>193</sup> were established to closely monitor implementation of programmes in areas of democratic governance, social inclusion, environmental sustainability and economic governance. Each Results group is co-chaired by the senior UN official and the representative of the Government. These platforms are used for discussion on determining joint outputs, annual priorities and sector specific challenges for implementation of the programme, fundraising and resource mobilisations, etc.

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<sup>189</sup> Source: Eurostat, 2019, Activity rates by sex, age and citizenship (%), available at: [https://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=lfsa\\_argan&lang=en](https://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=lfsa_argan&lang=en)

<sup>190</sup> Source: Eurostat, 2019, Gross Domestic Product per capita in PPS, available at: <https://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=teco0114&plugin=1>

<sup>191</sup> Source: Monstat, 2019, Survey on Income and Living Conditions (SILC), available at: <http://monstat.org/userfiles/file/anketa%20o%20dohotku/SILC%20saopstenje%202019.pdf>

<sup>192</sup> For more information about the process of UNDAF development, please follow the link: <http://un.org.me/reflections-on-montenegros-forward-looking-plan-of-cooperation-with-the-un/>

<sup>193</sup> For more information, please follow the link: <https://un.org.me/undaf-online-hub/>

**Internal UN structure** established to support implementation of programmes and achievement of UNDAF Outcomes is framed around the **UN Country Team (UNCT)** that assumes overall responsibility for coordination and operational management of the programmes and activities of United Nations organizations and ensures that internal operational issues between UN organizations are resolved. **Operations Management Team (OMT)** ensures that programme implementation is effectively supported through harmonized and simplified procedures through, inter alia, implementation of Business Operations Strategy (BOS), common services and business solutions on financial management, reporting, procurement and human resource management. **Joint Communications Team (JCT)** coordinates and implements a Joint Communications Strategy to maximize available resources for effective communications activities, ensuring that the United Nations agencies speak with “One Voice”. **Working Group on Gender and Human Rights** works together to provide advice and support for Results Groups in advancing the human rights agenda in the country, while also establishing close ties with the Office of High Commissioner for Human Rights (OHCHR). **Monitoring and Evaluation Team (MET)** supports the Results Groups in preparing the Annual Work Plans, ensuring that these are monitored through an indicator framework to effectively track and report on the progress of activities and outputs against the strategic outcomes. Finally, recently established **SDG Working Groups** harmonizes efforts of the UNCT to manage for results and supports the accelerated implementation of the Sustainable Development Agenda in line with the UNDAF.

## II. Duties and Responsibilities:

### Objectives of the assignment:

Specific objectives of UNDAF evaluation are to:

- ✓ Assess performance of the Integrated UN Programme for Montenegro 2017-2021, its strategic intent, objectives and outcomes contained in the results framework, including the UNCT contribution to such results against evaluation criteria.<sup>194</sup>
- ✓ Assess the extent to which UN Montenegro has been successful in achieving UNDAF Outcomes as a contribution to national development priorities, EU accession agenda and the 2030 Agenda for Sustainable Development;
- ✓ Assess whether the strategic intent, principle and spirit of the Integrated UN Programme has been taken forward by participating UN Organisations and identify the factors that have affected the UN agencies working together in the context of UNDAF as part of the Delivering as One Standard Operating Procedure;
- ✓ Generate evidence and lessons learnt based on the assessment of the current performance of Outcomes and Outputs that inter alia, can be used to accelerate implementation of the current UNDAF.
- ✓ Provide a set of actionable recommendations based on credible findings, to be used for organizational learning, and identify lessons learned and good practices that will inform the new Cooperation Framework cycle 2022-2026, bearing in mind the new guidance for development of UN Sustainable Development Cooperation Framework in line with the ongoing UN Reform.<sup>195</sup>

*These evaluation objectives are addressed through the structured set of evaluation questions (See Annex 3) and incorporate the cross-cutting dimensions of gender, equity, and human rights.*

### Job description.

One international consultant, in her/his role as the Evaluation Team Leader, is expected to coordinate the work of other team member(s). The team leader will ensure the quality of the evaluation process, outputs, methodology and timely delivery of all products. The team leader, in close collaboration with the UNCT and the Evaluation Manager, will take the lead role in conceptualization and design of the evaluation and shaping the findings, conclusions, and recommendations of the report. The tasks of the team leader include:

- Develops an inception report and details the design, methodology (including the methods for data collection and analysis criteria for selection of interventions to be further analysed, required resources), and work plan of the evaluation team;
- Directs and conducts the research and analysis of all relevant documentation;

<sup>194</sup> Evaluation criteria are in line with new OECD/DAC Evaluation Criteria, from December 2019. Document available at: <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

<sup>195</sup> For more information on new UN Cooperation Framework guidance, please follow the link: [https://unsdg.un.org/sites/default/files/2019-10/UN-Cooperation-Framework-Internal-Guidance-Final-June-2019\\_1.pdf](https://unsdg.un.org/sites/default/files/2019-10/UN-Cooperation-Framework-Internal-Guidance-Final-June-2019_1.pdf)

- Decides the division of labour within the evaluation team and coordinates team tasks within the framework of the ToRs;
- Oversees and quality assures the preparation of the report and takes a lead in the analysis of the evaluative evidence;
- Oversees the administration, and analysis of the results of the data collection exercise;
- Drafts the evaluation report, and coordinates the inputs from team members;
- Prepares for meetings with Evaluation Steering Committee, UNCT and other stakeholder to review findings, conclusions and recommendations;
- Leads the stakeholder feedback sessions, briefs Evaluation Steering Committee and UNCT on the evaluation through informal sessions and finalizes the report based on feedback from the quality assurance process;
- Delivers the final evaluation report.

The expected results: The international consultant is expected to deliver the following results:

- Desk Review & Inception report, including presentation to Steering Committee and the UNCT for validation
- Data collection & Field visit, including presentation of preliminary findings
- Draft Evaluation report
- Final Evaluation report
- Support development of Management response and dissemination of findings

Timing and reporting:

Deliverable	Number of expert days	Deadline
Desk Review & Inception report, including presentation to Steering Committee and the UNCT for validation	10 days	April 25 <sup>th</sup>
Data collection & Field visit, including presentation of preliminary findings	10 days	May 5 <sup>th</sup>
Draft Evaluation report	15 days	May 30 <sup>th</sup>
Final Evaluation report	6 days	June 15 <sup>th</sup>
Support development of Management response and dissemination of findings	4 days	June 30 <sup>th</sup>

Time duration and travel: The UNDAF Evaluation will be undertaken by a team of international and national consultants between 16 April 2020 – 16 July 2020 with an indicative time frame of 45 working days for each consultant.

### III. Competencies:

#### Corporate Competencies

- Demonstrates integrity by modelling the UN's values and ethical standards;
- Promotes the vision, mission, and strategic goals of United Nations;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability;
- Treats all people fairly without favouritism.

## Core Competencies

- Communication - Facilitate and encourage open communication and strive for effective communication.
- Organizational Awareness - Demonstrate corporate knowledge and sound judgment.
- Teamwork - Demonstrate ability to work in a multicultural, multi-ethnic environment and to maintain effective working relations with people of different national and cultural backgrounds.
- Accountability – Takes ownership of all responsibilities and delivers outputs in accordance with agreed time, cost and quality standards.

## **IV. Qualifications and expertise:**

- Advanced university degree (Masters and equivalent) in development studies, economics, international relations, or related field.
- 10 years of relevant professional experience is highly desirable, including previous substantive involvement in evaluations and/or reviews at programme and/or outcome levels in related fields with international organisations, preferably in Delivering as One countries.
- Specialized experience and/or methodological/technical knowledge, including some specific data collection and analytical skills, particularly in the following areas: understanding of human rights-based approaches to programming; gender considerations; environmental sustainability, Results Based Management (RBM) principles; logic modelling/logical framework analysis; quantitative and qualitative data collection and analysis; participatory approaches; including also on political economy and financing for development.
- Good understanding of the SDGs and their implications for development cooperation.
- Good understanding of the role of the UN System in development cooperation and promotion of human rights in the context of Montenegro.
- 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.
- Demonstrated ability to write and communicate clearly; 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).
- Excellent written and spoken English.
- Excellent report writing skills as well as communication and interviewing skills.