



## Terms of Reference

### Outcome Evaluation: Environment and Resilient Development

#### 1 Background

The Country Programme Document (CPD) for The Gambia (2017-2021) was formally adopted by the Executive Board in September 2016, signalling the formal start of a new programme cycle. The CPD was anchored on three major programme pillars, namely: i) Poverty and Inclusive Growth, ii) Governance and Human Rights and Environment and Resilient Development.

Within the Environment and Resilient Development pillar, UNDP support has focused on four interlinked elements that reinforce the basic foundations of the environment while targeting a substantially expanded role for women in each area of engagement, in particular their participation in skills training opportunities, positions of authority and decision-making at the national and local levels. The primary beneficiaries for the UN in general, and UNDP in particular, are at the people level: e.g. women who are the most involved in the use of natural resources (agriculture, exploitation of natural resources etc.) and are disproportionately affected by climate change and disasters; young people and other groups who will benefit from opportunities created through government and NGO interventions. The secondary beneficiaries will be the sectors, such as forestry, agriculture, water resources, fisheries, tourism, infrastructure etc. most affected by climate change and disasters.

The four elements of the Environment & Resilient Development unit include:

1. Policy, legal and regulatory framework; financial and market mechanisms; and climate hazards and disaster preparedness systems for climate change response and disaster risk reduction are enhanced, adopted and promoted to effectively address the consequences of and response to natural and climate related hazards and disasters
2. Rural, peri-urban and urban vulnerable communities are fully capacitated and committed to address climate change resilience and disaster risk reduction
3. Climate change resilience and disaster risk reduction capacities of vulnerable women, youths and physically disabled stakeholders are built, strengthened and sustained, and
4. Strengthened and integrated functional climate information and response system established; and existing early warning systems related to climate change hazards and disaster risk management are replicated and up-scaled.

These four Components of the project are closely interrelated and mutually supportive and aim at attaining the required transformational change for the betterment of the life of the citizenry, while protecting the environment. **Component 1** will support preparedness to address the consequences of and responses to climate hazards and related disasters and will also build and sustain capacities to enhance conservation, sustainable management, and use of natural resources, biodiversity and ecosystems. **Component 2** will support capacity building to at all levels to address climate change resilience and DRR and **Component 3** will lead to integration of gender-responsive disaster and climate risk management into the development planning and budgetary frameworks of key sectors. **Component 4** will support the establishment of early warning and preparedness systems (e.g., evacuation procedures, search and rescue, communication protocols and recovery preparedness plans and procedures) to address the consequences of and response to natural, climate and man-made hazards

UNDP's Environment and Resilient Development programmes support national government priorities as defined under the National Development Plan 2018 - 2021. UNDP partners with the Government of Gambia, with other development partners and civil society, to support the implementation of environment, climate resilience, energy, DRM and institutional capacity priorities. The UNDP Environment & Resilient Development Unit provides programme and project support to various institutions and line ministries. UNDP acts as the lead agency in the area of environment, energy and climate resilience within the United Nations Development Assistance Framework (UNDAF).

In 2019 a CPD mid-term evaluation was concluded, an annual review of the NDP undertaken. Overall, results thereof show overall environment indicators are on track; with perceptible positive shifts overall. However, in the area of environmental resilience, there is need for post programme funding for maintaining and upgrading of infrastructure like the coastal defense structures at Tanji and Senegambia with the assistance of all relevant stakeholders, particularly the Ministry of Transport, Works and Infrastructure to ensure there is sustenance of the results. The meteorological centres also require funding so as to sustain the service to effectively guard against or mitigate effects of climate change.

## **2 Evaluation Purpose**

UNDP commissions outcome evaluations to capture and demonstrate evaluative evidence of its contributions to development results at the country level as articulated in both the UN Development Assistance Framework (UNDAF) and UNDP country programme document (CPD). These evaluations are carried out within the overall provisions contained in the UNDP Evaluation Policy. In line with the Evaluation Plan of UNDP Gambia, outcome evaluations were to have been conducted in 2014 to assess the impact of UNDP's development assistance across the major thematic and cross cutting areas of the environment including climate change, good governance, sustainable economic transformation and justice, peace and security outcomes.

The UNDP Office in Gambia is commissioning this evaluation on environment and resilient development to capture evaluative evidence of the relevance, effectiveness, efficiency and sustainability of current programming, which can be used to strengthen existing programmes and to set the stage for new initiatives. The evaluations will serve an important accountability function, providing national stakeholders and partners in Gambia with an impartial assessment of the results of UNDP governance support. The evaluation will also provide perspective on the changing post-transition landscape and how that is impacting on the environment, accountability

and institutional role play. Coming close on the heels of the just completed Annual NDP review, and mid-term CPD reviews it will also provide Country Officers with insights as relates for needs for strategic re-alignments and prioritization within the environment & resilient development sphere of work.

### 3 Evaluation Scope

The outcome evaluation will be conducted during the months of July to December 2020, with a view to enhancing programmes while providing strategic direction and inputs to the preparation of the next UNDP country programme and the next UNSDG, and feed into planned Common Country Assessment planned to start in 2020.

Specifically, the outcome evaluation will assess:

- The relevance and strategic positioning of UNDP support to Gambia on environment & resilience development.
- The frameworks and strategies that UNDP has devised for its support on environment & resilience development, including partnership strategies, and whether they are well conceived for achieving planned objectives.
- The progress made towards achieving environment outcomes, through specific projects and advisory services, and including contributing factors and constraints.
- The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP environment & resilient development support to Gambia.

The evaluation will consider the pertinent country programme outcomes and outputs focused towards environment & resilient development as stated in the UNDAF and the CPD (2017 - 2021) The specific outcomes under the UNDP CPD to be assessed relates to **UNDAF and Country Programme Document Outcome #3.1:** Sustainable agricultural production and food security increased for enhanced food security, nutrition and income generation in rural and urban areas; **3.2:** Sustainable, inclusive and integrated natural resource and environment management enhanced for food security and income generation; **3.3:** Effective national DRM system is in place to strengthen vulnerable communities' resilience to adverse shocks

As described in Annex 1, the UNDP Gambia country office has implemented 4 programmes that are key components of this outcome. An analysis of achievements across all 4 programmes is expected.

### 4. Evaluation Questions

The outcome evaluation seeks to answer the following questions, focused around the evaluation criteria of relevance, effectiveness, efficiency and sustainability:

#### Relevance

- To what extent is UNDP's engagement in the environment support a reflection of strategic considerations, including UNDP's role in the particular development context in Gambia and its comparative advantage vis-a-vis other partners?
- To what extent has UNDP's selected method of delivery been appropriate to the development context?

- Has UNDP been influential in national debates on environmental issues and has it influenced national policies on climate change, environmental protection and sustainable use?
- To what extent have UN reforms influenced the relevance of UNDP support to Gambia in the environment sector?

### **Effectiveness**

- What evidence is there that UNDP support has contributed towards an improvement in national government capacity, including institutional strengthening?
- Has UNDP been effective in helping improve environmental protection and sustainable use at the local level in Gambia? Do these local results aggregate into nationally significant results?
- Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver environmental services services?
- How effective has UNDP been in partnering with civil society and the private sector to promote sustainable environmental practices in Gambia?
- Has UNDP utilised innovative techniques and best practices in its environment programming?
- Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Gambia?
- Taking into account the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing environment support to national and local governments in Gambia?
- What contributing factors and impediments enhance or impede UNDP performance in this area?

### **Efficiency**

- Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country (political stability, post crisis situations, etc)?
- Has UNDP's environment strategy and execution been efficient and cost effective?
- Has there been an economical use of financial and human resources?
- Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?
- Were alternative approaches considered in designing the Projects?

### **Sustainability**

- What is the likelihood that UNDP environment interventions are sustainable?
- What mechanisms have been set in place by UNDP to support the government of Gambia to sustain improvements made through these environment interventions?
- How should the governance portfolio be enhanced to support central authorities, local communities and civil society in improving service delivery over the long term?
- What changes should be made in the current set of environment partnerships in order to promote long term sustainability?

### **Partnership strategy**

- Has the partnership strategy in the environment sector been appropriate and effective?
- Are there current or potential complementarities or overlaps with existing national partners' programmes?
- How have partnerships affected the progress towards achieving the outputs
- Has UNDP worked effectively with other international delivery partners to deliver on good environment initiatives?
- How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote environment best practices in the region? The evaluation should also include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration:

### **Human rights**

- To what extent have poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefitted from UNDPs work in support of environmental sustainability?

### **Gender Equality**

- To what extent has gender been addressed in the design, implementation and monitoring of environment projects? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)?
- To what extent has UNDP environment support promoted positive changes in gender equality? Were there any unintended effects? Information collected should be checked against data from the UNDP country office' Results-oriented Annual Reports (ROAR) during the period 2013 - 2015.

Based on the above analysis, the evaluators are expected to provide overarching conclusions on UNDP results in this area of support, as well as recommendations on how the UNDP Gambia Country Office could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities to ensure that the environment portfolio fully achieves current planned outcomes and is positioned for sustainable results in the future. The evaluation is additionally expected to offer wider lessons for UNDP support in Gambia and elsewhere based on this analysis.

## **5 Methodology**

The outcome evaluation will be carried out by an external team of evaluators, and will engage a wide array of stakeholders and beneficiaries, including national and local government officials, donors, civil society organizations, academics and subject experts, private sector representatives and community members.

The outcome evaluation is expected to take a "theory of change" (TOC) approach to determining causal links between the interventions that UNDP has supported and observed progress in sustainable environment practices at national and local levels in Gambia. The evaluators will develop a logic model of how UNDP environment interventions are expected to lead to improved national and local government management and service delivery. In the case of the environment related outcome for Gambia, a theory of change was somehow not explicitly defined when the outcomes were established. The evaluators are expected to construct a theory of change for the

outcome, based against stated objectives and anticipated results, and more generally from UNDPs global environment and capacity development strategies and techniques.

Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations and technical papers, stakeholder interviews, focus groups, surveys and site visits.

The following steps in data collection are anticipated:

### **5.1 Desk Review**

A desk review should be carried out of the key strategies and documents underpinning the environment work of UNDP in Gambia. This includes reviewing the UNDAF and pertinent country programme documents, the midterm review of the UNDAF and UNDP CPD as well as a wide array of monitoring and evaluation documents of environment projects, to be provided by the UNDP country office.

The evaluators are expected to review pertinent strategies and reports developed by the Government of Gambia that are relevant to UNDPs environment support. This includes the government's Agenda for Transformation (AfT), the Gambia Vision 2030, and other national reports, to be made available by the UNDP country office.

The evaluators will examine all relevant documentation concerning the 4 programmes implemented within the environment area, including project TORs, evaluations, and technical assessment reports.

### **5.2 Field Data Collection**

Following the desk review, the evaluators will build on the documented evidence through an agreed set of field and interview methodologies, including:

- Interviews with key partners and stakeholders
- Field visits to project sites and partner institutions
- Survey questionnaires where appropriate
- Participatory observation, focus groups, and rapid appraisal techniques

## **6. Deliverables**

The following reports and deliverables are required for the evaluation:

- Inception report
- Draft Environment Outcome Evaluation Report
- Presentation at the validation workshop with key stakeholders, (partners and beneficiaries)
- Final Environment Outcome Evaluation report

One week after contract signing, the evaluation manager will produce an inception report containing the proposed theory of change for UNDPs work on environment in Gambia. The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools and methods to be used. Annex 3 provides a simple matrix template. The inception report should detail the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed. Protocols for

different stakeholders should be developed. The inception report will be discussed and agreed with the UNDP country office before the evaluators proceed with site visits. The draft evaluation report will be shared with stakeholders, and presented in a validation workshop, that the UNDP country office will organise. Feedback received from these sessions should be taken into account when preparing the final report. The evaluators will produce an 'audit trail' indicating whether and how each comment received was addressed in revisions to the final report.

The suggested table of contents of the evaluation report is as follows:

Title  
Table of contents  
Acronyms and abbreviations  
Executive Summary  
Introduction  
Background and context  
Evaluation scope and objectives  
Evaluation approach and methods  
Data analysis  
Findings and conclusions  
Lessons learned  
Recommendations  
Annexes

## **7 Evaluation Team Composition and Required Competencies**

The outcome evaluation will be undertaken by 2 external evaluators, hired as consultants, comprised of an Evaluation Manager and an Associate Evaluator. Both international and national consultants can be considered for these positions.

### **Required Qualifications of the Evaluation Manager/Team Leader**

- Minimum Master's degree in economics, environmental science, development planning, public administration, regional development/planning, or other social science
- Minimum 10-15 years of professional experience in public sector development, including in the areas of environment and natural resources, climate change, energy, DRR, regional development, gender equality and development work in general
- At least 5 years of experience in conducting evaluations of government and international aid organisations in the area of the environment, preferably with direct experience with civil service capacity building
- Strong working knowledge of the UN and its mandate in Gambia, and more specifically the work of UNDP in support of government and civil society in Gambia in the area of the environment
- Sound knowledge of results-based management systems, and monitoring and evaluation methodologies; including experience in applying SMART (S Specific; M Measurable; A Achievable; R Relevant; T Time-bound) indicators
- Excellent reporting and communication skills

The Evaluation Manager will have overall responsibility for the quality and timely submission of the draft and final evaluation report. Specifically, the Evaluation Manager will perform the following tasks:

- Lead and manage the evaluation mission

- Develop the inception report, detailing the evaluation scope, methodology and approach
- Conduct the project evaluation in accordance with the proposed objective and scope of the evaluation and UNDP evaluation guidelines
- Manage the team during the evaluation mission, and liaise with UNDP on travel and interview schedules'
- Draft and present the draft and final evaluation reports
- Lead the presentation of draft findings in the stakeholder workshop
- Finalize the evaluation report and submit it to UNDP.

### **Required qualification of the Associate Evaluator**

- Gambian citizen or persons with extensive experience working in Gambia during the last 5 years
- Minimum master's degree in the environmental sciences
- Minimum 5 years' experience carrying out development evaluations for government and civil society
- Experience working in or closely with UN agencies, especially UNDP, is preferred
- A deep understanding of the development context in Gambia and preferably an understanding of environment issues within the Gambia context
- Strong communication skills
- Excellent reading and writing skills in English, and preferably also in Mandinka or Wolof.

The Associate Evaluator will, inter alia, perform the following tasks:

- Review documents
- Participate in the design of the evaluation methodology
- Assist in carrying out the evaluation in accordance with the proposed objectives and scope of the evaluation
- Draft related parts of the evaluation report as agreed with the Evaluation Manager
- Assist the Evaluation Manager to finalize the draft and final evaluation report.

### **8. Evaluation Ethics**

The evaluation must be carried out in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' and sign the Ethical Code of Conduct for UNDP Evaluations. In particular, evaluators must be free and clear of perceived conflicts of interest. To this end, interested consultants will not be considered if they were directly and substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the outcomes and programmes under review. The code of conduct and an agreement form to be signed by each consultant are included in Annex 4.

### **9. Implementation Arrangements**

The UNDP CO in collaboration with Government will select the evaluation team through an open process, and will be responsible for the management of the evaluators. The Head of Unit/DRR P&O will designate a focal point for the evaluation that will work with the M&E Specialist and Programme Manager to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.). The CO Management will take responsibility for the approval of the final evaluation report. The M&E Specialist or designate will arrange



introductory meetings within the CO and the DCDP or his designate will establish initial contacts with partners and project staff. The consultants will take responsibility for setting up meetings and conducting the evaluation, subject to advanced approval of the methodology submitted in the inception report. The CO management will develop a management response to the evaluation within two weeks of report finalization.

The Task Manager of the Project will convene an Advisory Panel comprising of technical experts to enhance the quality of the evaluation. This Panel will review the inception report and the draft evaluation report to provide detail comments related to the quality of methodology, evidence collected, analysis and reporting. The Panel will also advise on the conformity of evaluation processes to the UNEG standards. The evaluation team is required to address all comments of the Panel completely and comprehensively. The Evaluation Team Leader will provide a detail rationale to the advisory panel for any comment that remain unaddressed.

The evaluation will use a system of ratings standardising assessments proposed by the evaluators in the inception report. The evaluation acknowledges that rating cannot be a standalone assessment, and it will not be feasible to entirely quantify judgements. Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency and sustainability.

While the Country Office will provide some logistical support during the evaluation, for instance assisting in setting interviews with senior government officials, it will be the responsibility of the evaluators to logistically and financially arrange their travel to and from relevant project sites and to arrange most interviews. Planned travels and associated costs will be included in the Inception Report, and agreed with the Country Office.

#### **10. Timeframe for the Evaluation Process**

The evaluation is expected to take 29 working days over a period of six weeks starting 21<sup>st</sup> October 2020. A tentative date for the stakeholder workshop is 21<sup>st</sup> December, 2020, and the final draft evaluation report is due on the 15<sup>th</sup> of December 2020.

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