



TERM OF REFERENCE

CONSULTANT TO SUPPORT MID TERM REVIEW OF THE UNDP LESOTHO COUNTRY PROGRAMME 2019 - 2023

Post Title: Senior Mid Term Review Consultant Contract
 Type: Professional Services
 Unit: UNDP Duty Station: Maseru, Lesotho
 Duration of Assignment: Maximum of 6 weeks with at least 2 weeks in country
 Starting Date: Immediately

I. Background and Context:

a. Introduction

A new Country Programme Document (CPD) for Lesotho (2019-2023) was formally adopted by the Executive Board in September 2019 signaling the formal start of a new programme cycle. UNDP Lesotho Country Programme Document (2019-2023) is informed by the 2030 Agenda for Sustainable Development, anchored on the NSDP II (2019- 2023) and the United Nations Development Assistance Framework (UNDAF) 2019–2023 and guided by the UNDP Strategic Plan,2018–2021. The NSDP II 2019-2023 prioritizes promotion of inclusive and sustainable economic growth and private sector-led job creation to address challenges of political instability, persistent poverty, non-inclusive economic growth and inequality.

The UNDP programme is structured around three pillars:(a) governance, accountability, social cohesion, and stability; (b) sustainable and inclusive economic growth; and (c) environmental sustainability, climate change and resilience. The programme seeks to leverage synergies with other United Nations agencies and contribute to the achievement of the Sustainable Development Goals.

The CPD provided the basis for the design of a new set of three multi-year programmes approved for implementation in January 2019 and which constituted the basis of UNDP’s programming in the new five-year cycle.

Taking into account the above, the planned mid-term review will seek to assess progress towards the achievement of the CPD outputs/outcomes in order to understand UNDP’s contribution to both the UNDAF and the National Strategic Development Plan 2019 – 2023 including the global development agenda 2030, drawing lessons that will then inform the remainder of the programme period. In this respect, the CO is planning to undertake a facilitated exercise that will look both internally and externally to inform the how and what as far as the remaining period of the programme cycle, drawing on experience and lessons learnt over the past period.

b. Changed Programming Context

The Country Programme Document and the UN Development Assistance Framework were approved prior to the historic conclusion of the Lesotho National Dialogue and Stabilization process which saw consensus on seven thematic areas of reform. This national consensus has ushered in a National Reforms Authority to oversee the national reforms and fundamental re-structure the governance systems in Lesotho. Additionally, 2020 saw the world over-impacted by the first truly global epidemic in over century. The impact on Lesotho, as on the rest of world, has been devastating not only on the health and well-being on the nation and people, but on also on the wider socio-economic fabric of the nation.

The implication of this event on UN and UNDP programming has been significant. It has opened up the space for engagements on issues of health and social protection , democratic governance, sustaining peace, social cohesion and rule of law and has also enabled the UN/UNDP to work with key national partners on strengthening evidence- based planning and monitoring based on the true picture/reality on the ground rather that political realities.

The work of the Accelerator Lab in the past year has introduced UNDP Next Generation thinking into the programme strategy and presented disruptive innovation wide raging applicability post COVID. COVID has compelled UNDP to enter into new territories as a concerted response to the COVID and readiness for a possible support to post COVID recovery and build back better through the national reforms process; support to the upcoming electoral cycle, new programming scenarios including the design of new programmes and mobilizing new resources against them. The articulation of the European Union Country Programme? along with member EU states of a Team Europe initiative for Lesotho expanded opportunities for UN/UNDP to engage and support the implementation of said offer.

II. Objectives of the Review

The objective of the mid-term review is to assess the progress in achieving the results of the country programme, its relevance, efficiency and effectiveness of strategies in light of the development priorities of Lesotho. Specifically, the review will assess:

- a. The relevance and strategic positioning of UNDP ensuring its integrator role in support of Lesotho's poverty reduction and objectives for the achievement of the SDGs as articulated in the National Strategic Development Plan in the context of the UNDS reform and in line with the delivering as one as articulated in the UNDAF;
- b. The frameworks and strategies that UNDP has devised for its support on Inclusive Growth and SDGs; Democratic Governance and Environment and Sustainable Development, including partnership strategies, and whether they are well conceived for achieving the planned objectives.
- c. The progress made towards achieving the 3 outcomes, through specific projects and programmes and the range of technical and advisory services it provides including contributing factors and constraints.
- d. The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP support to Inclusive Growth and SDGs; Democratic Governance and Environment and Sustainable Development. Consequently, propose areas of re-positioning



and re-focusing of the CPD within the current Lesotho's development context and priorities, and considering UNDP's current Strategic Plan 2018-2021.

- e. The relevance of the programme in delivery strategies in context of the of the SDGs and African Agenda 2063, through an integrator approach and promoting greater innovation and engagement of traditional and non-traditional stakeholders especially at local level considering regional and cross-borders dimension.
- f. The extent to which the programmes have integrated gender and human rights approaches in implementation for inclusivity and leaving no one behind, and identify opportunities for strengthening gender and human right dynamics

III. Purpose for the Mid-Term Review

A key rationale for the mid-term review can be found under section 2 above, namely an opportunity for the CO to assess progress towards the achievement of the CPD outputs/outcomes in order to understand UNDP's contribution to both the UNDAF and the National Development Plan. It is a response to the changing programme context and the need for UNDP to assess the continuing relevance of its programme with greater focus on its Development mandate in context of the changing development landscape and new risks posed by COVID-19.

In addition, consistent with UNDP policy guidance, all outcomes to which UNDP is contributing through aligned activities and planned outputs must be monitored. The mid-term review is an opportunity to examine, as systematically and objectively as possible, the relevance, effectiveness, efficiency, appropriateness and sustainability of the CPD in supporting Lesotho's development agenda as defined in the National Strategic Development Plan II, Lesotho is currently in the third year of the implementation of the NSDP II and is currently undertaking a mid-term review of the Plan with the support of UNDP and within the context of COVID.

Lesotho is a least developed country (LDC), with a Gross Domestic product (GDP) per capita of US\$ 1384.20 in 2019. The country is also ranked 165 out of 188 countries in the United Nations Development Programme's (UNDP) Human Development Report (HDR) 2020 Statistical Update, with a score of 0.527— which puts the country in the low human development category. Poverty, unemployment and inequality remain significant challenges. The population living below the poverty line is 34% and the Gini coefficient has deteriorated from 0.51 in 2017 to 0.58 in 2020 signaling growing inequality. Overall unemployment is 32.8%; highest among women at 39,7% and youth at 32.3%. COVID has exacerbated unemployment, as many as 70% of staff in tourism industry losing their jobs and 37% in the textile industry, affecting youth disproportionately and fueling protest, with youth demanding government action for jobs creation. The situation has been aggravated by thousands of Basotho returning home after COVID-19 enforced mine closures in South Africa, with slim possibilities of return due to contracting activities of the sector. This has created camps of unemployed Basotho in South Africa.

The country has suffered from prolonged period of political instability, characterized by frequent changes of governments as parliamentary coalitions collapse. Following the resignation of the Prime Minister in

May 2020 a new coalition government was installed, the 4th in five years. The new government remains committed to the recommendations of the Lesotho National Dialogue and Reforms process; enacting a National Reform Authority in February 2020 to oversee the reform agenda. The midterm review of the UNDP Country Programme will allow UNDP to engage key stakeholders to discuss achievements, lessons learned, and adjustments required in response to an evolving development landscape and changing national priorities. The exercise will allow UNDP to make any mid-course adjustments to the strategic direction of the country programme, as well as allocate resources as appropriate, ensuring it is aligned to national priorities and responsive to national demands. Even more importantly, the exercise will allow the CO to align its Programme more strategically behind the emerging imperatives of the new UNDP Strategic Plan currently under discussion and the UN Socio Economic Recovery Plan in support to the national recovery agenda.

IV. Scope of Work:

The mid-term review will cover programme activities from 2019 to 2021. The geographic coverage will include all activities under the three pillars of the CO engagement. This will also cover the extent to which the programme strategy addresses several points of reference, namely, national priorities, as expressed in the National Strategic Development Plan (2019-2022), which seeks a the creation of a private sector led inclusive and sustainable economic growth and jobs creation; the United Nations Development Assistance Framework (UNDAF) ; the UNDS Reform; and the delinking of the Resident Coordinator function; UNDP interventions (output) have contributed to attainment of UNDAF Key results or outcomes. The task will also involve a review of gender sensitiveness of the country programme and furthermore, assessing the leaving no-one behind principle.

V. Evaluation Criteria and Key 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 through the CPD support a reflection of strategic considerations, including UNDP's role in the development context in Lesotho and its comparative advantage vis-a-vis other partners?
- To what extent has the programme and UNDP's selected method of delivery been appropriate to the development context?
- Has UNDP been influential in national debates addressing poverty and inequality for vulnerable groups?
- To what extent have UN reforms influenced the relevance of UNDP support to Lesotho?

Effectiveness

- What evidence is there that UNDP support has contributed towards an improvement in national government capacity and poverty reduction? i
- Has UNDP been effective in helping improve socio-economic development and inclusive growth at the local level in Lesotho? 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 development strategies?
- How effective has UNDP been in partnering with civil society and the private sector to promote good economic management in Lesotho?
- Has UNDP utilized innovative techniques and best practices in its economic management and inclusive growth programming?
- Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in economic management in Lesotho?
- What contributing factors and impediments enhance or impede UNDP performance in this area?
- How effective has UNDP been in promoting environmental sustainability, and to what extent has it been effective in influencing community programmes for land rehabilitation and climate change adaptation?
- Considering the national context and policy arrangements, has UNDP been effective in promoting renewable energy, and what opportunities exist to influence the national agenda on renewable energy?
- To what extent has the knowledge and lessons learnt from previous programme and triangulated from South-South collaborations been effective in the implementation of the programmes?
- To what extent did the programme outputs generate results for gender equality and women's empowerment or other vulnerable groups?
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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 governance 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?
- To what extent did UNDP engage or coordinate with beneficiaries, implementing partners, other United Nations agencies and national counterparts to achieve outcome-level results?

Sustainability

- What is the likelihood that UNDP interventions are sustainable?
- What mechanisms have been set in place by UNDP to support the government of the Lesotho and partners (CSO and private sector) to sustain improvements made through these interventions?

- How should the Country Programme 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 partnerships to promote long term sustainability?

Partnership strategy

- Has the partnership strategy 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 initiatives?
- How effective has UNDP been in partnering with civil society (where applicable) and the private sector

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, youth, persons with disabilities, women and other disadvantaged and marginalized groups benefitted from UNDPs work?

Gender Equality

The assignment will require the consultant/s to do a gender assessment of the outcome and show how gender sensitive in planning implementation and sharing of benefits specifically investigate the following:

- To what extent has gender been addressed in the design, implementation and monitoring of county programme and related 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 Country programme 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 2019 - 2021.

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 Lesotho Country Office could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities to ensure that the Country Programme 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 the Lesotho and elsewhere based on this analysis.

VI. Methodology and Approach

The review will adopt a participatory and inclusive approach, giving voice to different stakeholders involved in the implementation of the CPD as either IP, beneficiaries, partners or other stakeholders. This exercise will also rely on or consult documentation/ information from previous evaluations during the desk review. It is expected that the consultants to conduct the MTR will use an appropriate range of



gender disaggregated data collection methods and analysis, including cross-borders and regional recurrent and emerging challenges taking into account the gender dimension, to come up with findings, conclusions and recommendations for the questions mentioned above.

The review exercise will be wide-ranging, consultative and participatory, entailing but not limited to a combination of comprehensive desk reviews, interview, focus groups, use of the country office lab and other platforms and field visits to project sites such as RVCC in Mohale's Hoek, Local Peace committees in Mafeteng and the COVID surveillance app in Quthing/Mokhotlong, or another appropriate project sites. While interviews are a key instrument, all analysis must be based on observed facts to ensure that the review is sound and objective. On the basis of the foregoing, the consultants will elaborate an engendered method and approach in a manner commensurate with the assignment at hand and reflect this in the inception report; which will subsequently be approved by the National Steering Committee in consultation with key stakeholders.

The work of the MTR Consultant will be guided by the Norms and Standards established by the United Nations Evaluation Group. Team members will be requested to sign the Code of Conduct prior to engaging in the review exercise.

VII. Key Deliverables

Expected outputs of Lesotho CPD 2019 -2023 Mid-Term Evaluation will be the following:

- (a) evaluation inception report including a workplan and evaluation schedule
- (b) Presentation of key evaluation findings
- (c) draft evaluation report for comment;
- (d) audit trail detailing how comments, questions and clarifications have been addressed;
- (e) final report (addressing comments, questions and clarifications); and
- (f) presentations and other knowledge products (including Evaluation Brief)

VIII. Evaluation team Composition

Evaluation Team Composition and Required Competencies

The outcome evaluation will be undertaken by a team of two consultants, comprising an international consultant and a local consultant. The international consultant will be the Evaluation Manager and a local Associate Evaluator. In this regard, UNDP is looking to engage an international consultant, with experience in programme and projects evaluations to lead the evaluation process. The Evaluation Manager will be responsible for the overall coordination of the assignment, the overall quality and delivery of the evaluation report. **The Evaluation Manager** will have overall responsibility for the quality and timely submission of the draft and final evaluation report.

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, decide the division of labour and liaise with UNDP on travel and interview schedules’
- Draft and present the draft findings and final evaluation reports;
- Lead the presentation of draft findings in the stakeholder workshop;
- Finalize the evaluation report and submit it to UNDP.

i) **Required Qualifications of the Evaluation Manager**

- Minimum Master’s degree in, development management, public administration, regional development/planning, or other social science;
- Minimum 10-15 years of professional experience in development, including in the areas of governance and environment, planning, regional development, gender equality and social services.
- At least seven {7} years' experience in conducting external project and programme evaluations using different approaches and these will include non- traditional and innovative evaluation methods
- At least 5 years of experience in conducting evaluations of government and international aid organizations, preferably with direct experience with civil service capacity building;
- Strong working knowledge of the UN and its mandate in the Africa Region, and more specifically the work of UNDP in support of government, private sector and civil society in the Lesotho;
- Sound knowledge of results-based management systems, and monitoring and evaluation methodologies; including experience in applying SMART (S Specific; M Measurable; An Achievable; R Relevant; T Time-bound) indicators.
- Strong analytical background and knowledge of gender equality and gender mainstreaming in programme implementation and support
- Excellent reporting, good interpersonal and communication skills, an ability to communicate with various stakeholders, and an ability to express ideas and concepts concisely and clearly.
- Strong team leadership and management track record.

IX. 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 Annex 5. 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.

X. Implementation Arrangements

The UNDP Lesotho in collaboration with Government will select the evaluation team through an open process and will be responsible for the management of the evaluators. The DRR will designate a focal point for the evaluation that will work with the UNDP programme cluster and project teams at implementing partners' level 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 Focal point will arrange introductory meetings within the CO and 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 standardizing 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.

XI. Time-Frame for the Evaluation Process

The evaluation is expected to take up to six weeks, distributed into 22 working days for each of the two consultants, over a period of six weeks starting July 2021. A tentative date for the stakeholder workshop is 12th August, and the final draft evaluation report is due the 15th September 2021. The following table provides an indicative breakout for activities and delivery:

Activity	Deliverable	Work - day allocation
1. Review materials and develop work plan	Inception report and evaluation matrix	4 days
2. Participate in an Inception Meeting with UNDP Lesotho country office		
3. Draft inception report		
4. Review Documents and stakeholder consultations	Draft evaluation report	13 days
5. Interview stakeholders	Stakeholder workshop presentation	
6. Conduct field visits		
7. Analyse data		
8. Develop draft evaluation and lessons report to Country Office		
9. Present draft Evaluation Report and lessons at Validation Workshop	Final evaluation report	5 days
10. Finalize and submit evaluation and lessons learned report incorporating additions and comments provided by stakeholders	Evaluation Brief	
	totals	22 days

XII. Fees and payments

- Interested consultants should provide their requested fee rates when they submit their expressions of interest, in USD and local currency for the local consultant.
- The offer should be all inclusive, with all costs (professional fees, travel costs, living allowances, communications, consumables, etc.) that could possibly be incurred should already be factored into the final amounts submitted in the proposal.
- The UNDP Country Office will then negotiate and finalize contracts. Travel costs and daily allowances will be paid against invoice, and subject to the UN payment schedules for Lesotho. Fee payments will be made upon acceptance and approval by the UNDP Country Office of planned deliverables, based on the following payment schedule:

Inception report including workplan	10%
Draft Evaluation Report	50%
Final Evaluation Report	40%

XIII. ANNEXES

ANNEX 1 - LIST OF Programme/Projects to be evaluated

- Programme on Renewal and Enhancement of Governance Architecture
- Conflict Prevention and peace building



3. Lesotho National Dialogue and Stabilization Project
4. Lesotho National Reforms Project
5. Lesotho National Security Sector Reform Project
6. Reducing Vulnerabilities to climate change
7. Sustainable energy for all
8. Sustainable and Inclusive Economic growth
9. Accelerator Lab
10. COVID – 19 Response projects
11. EIF-SSP
12. COVID Recovery – Green Economy
13. Integrated National Financing project

Annex II. Documents to Review

1. UNDAF 2019 - 2023
2. UNDP CPD 2019 - 2023
3. Results oriented Annual Report 2019 and 2020
4. UNDAF 2019 and 2012 Annual Reports
5. End of Project evaluations for Lesotho National Dialogue Stabilization Project
6. End of project Evaluation of Lesotho Data for Sustainable Development
7. Mid-term evaluation SE4ALL
8. Assessment Report on Political Parties and Conflict and Development
9. Project annual report for period 2019 – 2020 and mid-year report 2021
10. Mid-term evaluation RVCC

XIV. Application Procedure

Kindly apply online at the following website: At this site, you will be required to complete the online application form and also upload your CV to complete the process.

PLEASE NOTE THAT ONLY APPLICATIONS RECEIVED ONLINE AT THE ABOVE JOB SITE WILL BE CONSIDERED.

XV. Approval of TOR

Name: **Nessie Golakai – Gould**
Deputy Resident Representative

Signature: Nessie Golakai

Date: 21-Apr-2021