

ANNEX 1. TERMS OF REFERENCE

INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) will carry out an Independent Country Programme Evaluation (ICPE) of the UNDP programme in South Sudan in 2020. UNDP South Sudan has been selected for an ICPE since its country programme will end in 2021. The evaluation will focus on UNDP's work during the ongoing programme cycle 2019-2021, and the previous programme cycle 2016-2018. The ICPE will inform the development of the new country programme and review of the programmes prior to that. The ICPE will be conducted in close collaboration with the Government of South Sudan, UNDP South Sudan country office, and UNDP Regional Bureau for Africa.

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.¹ The ICPE demonstrates evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national effort for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP Country Programme Document
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the UNDP's Executive Board with valid and credible information from evaluations for corporate accountability, decision-making, and improvement; and (b) enhance the independence, credibility, and utility of the evaluation function; and its coherence, harmonization, and alignment in support of United Nations reform and national ownership. Based on the principle of national ownership, IEO seeks to conduct ICPEs in collaboration with the authorities where the country programme is implemented.

NATIONAL CONTEXT

The Republic of South Sudan became the world's newest country in July 2011 after its hard-fought independence.² In the last nine years since then, the country has been through different phases of conflict (exacerbated in December 2013 and July 2016) characterized by high levels of violence, a large humanitarian emergency, and near-collapse of its economy and social structure, creating widespread development challenges. Currently, almost 20,000 peacekeepers serve with the United Nations Mission in South Sudan (UNMISS) to protect civilians and build durable peace in the country.

South Sudan faces humanitarian crises of unprecedented proportions. An estimated 7.5 million people (61 per cent of the total population) need humanitarian assistance, while 6.0 million (49 per cent of the population) are estimated to be food-insecure.³ The country has 1.7 million Internally Displaced People (IDPs) within its borders and more than 2.2 million South Sudan refugees have fled to neighbouring

¹ United Nations Development Programme, 2016. Evaluation Policy. New York. <http://web.undp.org/evaluation/policy.shtml>. The ICPE will also be conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (www.uneval.org).

² United Nations Cooperation Framework for South Sudan 2019-2021

³ OCHA. South Sudan Humanitarian Snapshot April 2020. <https://www.unocha.org/south-sudan>

countries.⁴ Limited availability and lack of access to health services have largely contributed to one of the highest under-five mortality rates (90.7 deaths per 1,000 live births) and maternal mortality rates (789 deaths per 100,000 live births) worldwide.⁵

A context of policy uncertainty and stagnation has constrained simultaneously addressing humanitarian, recovery, and development needs of the county. A traditional society, with high levels of poverty, high gaps in terms of gender equality with widespread Gender-Based Violence (GBV), and vulnerability to climate shocks are key issues.⁶ South Sudan's human development index (HDI) value for 2018 is 0.413 - positioning it as a low human development country at 186th out of 189 countries and territories, followed by Chad, the Central African Republic and Niger. South Sudan's HDI decreased 2.8 percent from 2010 to 2018, and the country was unable to progress like other countries starting at the same level.⁷ The UN notes that "Irregular and small-scale development support which is highly reactive to conflict dynamics remains a challenge for comprehensive recovery and simultaneous development efforts."⁸

In 2018, the Intergovernmental Authority on Development (IGAD), Heads of State, and Government convened a High-Level Revitalization Forum (HLRF) with the parties of the 2015 Agreement on the Resolution of the Conflict in the Republic of South Sudan (ARCSS) to restore a permanent ceasefire and agree on a revised and realistic timeline for the full implementation of the ARCSS. The HLRF resulted in the signing the Revitalized Agreement on the Resolution of Conflict in South Sudan (RARCSS).⁹ The agreement provides opportunities for institutional reform and the inclusion of a 35% quota for women's participation in decision making. A new Transitional Government of National Unity (TGoNU) in South Sudan was established in February 2020. The new TGoNU faces a context in which basic democratic attributes such as fundamental rights, checks on government, impartial administration, and civil society participation has been in a declining trend for several years.¹⁰

The current pandemic of COVID-19 has affected movement within the country and access to basic services. It has impacted humanitarian operations with a temporary suspension of activities and some delays in the disbursement of supplies. In-country and cross-border restrictions have placed markets under stress, adversely affecting the urban population which relied heavily on them. Severe food insecurity is forecasted during the upcoming lean season.¹¹ In addition, an unprecedented desert locust threat to food security and livelihoods persists all over the region.¹²

South Sudan is mostly rural (83 percent) and widely depopulated, due to conflict and environmental challenges. Poverty levels are expected to remain extremely high, with about 82 percent of the population in South Sudan below the \$1.90 poverty line (2011 purchasing power parity).¹³ Vulnerable employment, understood as people engaged as unpaid family workers and own-account workers, accounts for more

⁴ OCHA. South Sudan Humanitarian Snapshot April 2020. <https://www.unocha.org/south-sudan>

⁵ Humanitarian Response Plan 2020. Page 4.

⁶ United Nations Cooperation Framework for South Sudan 2019-2021.

⁷ UNDP HDR 2019 South Sudan Briefing Note. <http://hdr.undp.org/en/countries/profiles/SSD>

⁸ United Nations Cooperation Framework for South Sudan 2019-2021.

⁹ On September 12th, 2018. <https://unmiss.unmissions.org/statement-attributable-spokesman-secretary-general-south-sudan-3>

¹⁰ As pointed out by International IDEA in The Global State of Democracy Indices. South Sudan Profile. <https://www.idea.int/>

¹¹ OCHA South Sudan Humanitarian Snapshot. April 2020. <https://www.unocha.org/south-sudan>

¹² FAO. Desert Locust Bulletin. N.501 July 2020. <http://www.fao.org/ag/locusts/en/info/info/index.html>

¹³ The World Bank. South Sudan Country Overview. Oct. 16th, 2019. <https://www.worldbank.org/en/country/southsudan/overview>

than 87 percent of the total employment in the country.¹⁴ Up to 95 per cent of the population depend on climate-sensitive sectors – agriculture, forestry, wildlife resources, and fisheries – for their livelihood.¹⁵

South Sudan's economy is mostly oil dependent. Oil accounts for almost the totality of exports and more than 40% of its gross domestic product (GDP). Outside the oil sector, livelihoods are concentrated in agriculture with low levels of income and productivity and pastoralist work. The country's GDP per capita fell from \$1,111 in 2014 to less than \$200 in 2017.¹⁶ Persistent macroeconomic deterioration and natural/climatic shocks have further eroded livelihoods, already disrupted by worsening food insecurity due to insufficient crop production as a result of the protracted conflict, humanitarian access challenges, and displacement.

Climate change and environmental degradation will have severe effects on livelihoods; temperatures have increased faster than other countries in eastern Africa; rainfall has declined by 10 to 20 per cent with increased variability in the amount and timing since the mid-1970s. Areas receiving adequate rain for livestock and farming have declined, affecting agricultural and natural resource-based livelihoods. Over 56 per cent of the population is already vulnerable to drought and flood shocks.¹⁷

In terms of gender equality, the patriarchal nature of society in South Sudan, keeps women in a subordinate position¹⁸, with high gap in gender parities where women lack the power to claim their human rights. There are also conflict-related social conditions which resulted in high insecurity for women and girls and overall risks faced by women, specifically regarding women healthcare, access to economic resources, customary practices, sexual violence, the wide-spread acceptance of gender inequality and GBV. All those elements have contributed to limited capacity and participation of women in decision making and productive activities.

Women and girls have been affected disproportionately by conflict and suffered hideous consequences of the violence, abuse, deprivation, and loss of livelihoods.¹⁹ Women, girls, and children make up the majority of those displaced and in desperate need of humanitarian assistance. GBV is one of the most critical threats to the protection and wellbeing of women and children in South Sudan. Studies indicate that up to 1 out of 2 women have suffered from intimate partner violence, and 1 out of 4 reported cases of conflict-related sexual violence affect children.²⁰

UNDP PROGRAMME STRATEGY IN SOUTH SUDAN

Since 2011, the United Nations Mission in South Sudan (UNMISS), headed by a Special Representative of the Secretary-General (SRSG), works to consolidate peace and security, and help establish conditions for development in the Republic of South Sudan. Its mandate has been recently extended until 15 March 2021²¹ and it is centred in: (a) Protection of civilians, (b) Creating the conditions conducive to the delivery of humanitarian assistance, (c) Supporting the Implementation of the Revitalised Agreement and the Peace Process, and (d) Monitoring and investigating human rights.

¹⁴ ILO 2019 in HDR 2019 UNDP. <http://hdr.undp.org/en/indicators/43006>

¹⁵ UNDP Blog: <https://www.undp.org/content/undp/en/home/blog/2017/6/29/Confronting-climate-change-in-South-Sudan.html>

¹⁶ The World Bank. South Sudan Country Overview. Oct. 16th, 2019. <https://www.worldbank.org/en/country/southsudan/overview>

¹⁷ South Sudan initial national communication to the United Nations Framework Convention on Climate Change, Government of South Sudan and the United Nations Environment Programme (UNEP), 2018, page 19. <https://unfccc.int/documents/199455>

¹⁸ Oxfam International, "South Sudan Gender Analysis" March 2017 Page 47

¹⁹ UNWOMEN. South Sudan Country Profile Jun 2020. <https://africa.unwomen.org/en/where-we-are/eastern-and-southern-africa/south-sudan>

²⁰ UNICEF South Sudan. Gender Based Violence Brief. Dec 2019. <https://www.unicef.org/southsudan/media/2071/file/UNICEF-South-Sudan-GBV-Briefing-Note-Aug-2019.pdf>

²¹ Resolution 2514 (2020) Adopted by the Security Council at its 8744th meeting, on 12 March 2020. <http://unscr.com/en/resolutions/doc/2514>

The UNDP programme in South Sudan for the period 2019-2021 aligns with UNMISS mandate and the Humanitarian Response Plans; in line with the UNDP Strategic Plan, 2018-2021; and it is articulated within the United Nations Cooperation Framework (UNCF) 2019-2021, which replaced the 2016-2017 UNCT's Interim Cooperation Framework (ICF) (extended until 2018). The ICF was launched as a strategic framework to support national partners during the transitional period of ARCSS, and it aimed to achieve recovery, resilience and reaching the most vulnerable.²² The current UNCF 2019-2021 is aligned with the priorities identified by the Government in its Vision 2040 and in its National Development Strategy (NDS), 2018-2021. The UNCF seeks to enhance and scale up the resilience-based approach of the previous ICF and it aims to consolidate peace and stabilize the economy.

The United Nations country team developed the UNCF 2019-2021 to build the resilience, capacities, and institutions needed to achieve four priority outcomes: building peace and strengthening governance, improving food security and recovering local economies, strengthening social services, and empowering women and youth. The UNCF also pursues strengthening the humanitarian-development-peace nexus and enabling progress on long-term sustainable development in line with African Union Agenda 2063 and the Sustainable Development Goals, including 'enabling' areas such as Goal 16, 'to leave no one behind'.

In response to the broad development challenges – persistent conflict and fragility, recurrent shocks and stresses, and weak institutions and economic instability – and align with UNDP comparative advantages, the Programme focuses on three interlinked and mutually reinforcing pillars: (a) strengthened peace infrastructures and accountable governance; (b) inclusive, risk-informed economic development; and (c) strengthened institutional and community resilience.

- a) *Strengthened peace infrastructures and accountable governance*: UNDP will attempt to strengthen core governance functions and institutions of democracy and accountability. It will encourage communities and local-level institutions in targeted areas to foster peaceful coexistence, reduce resource-based conflicts, and facilitate community cohesion by strengthening cultural, social, and economic interdependencies. Upstream support will be provided to promote peacebuilding efforts, including implementation of the New Deal for Engagement in Fragile States.²³ UNDP will support access to justice by strengthening the capacity of justice sector institutions and customary mechanisms to enable the delivery of accountable, effective, and equitable justice services.
- b) *Inclusive, risk-informed economic development*: The Programme will support participatory and gender-responsive planning, budgeting, and monitoring of risk-resilient strategies. UNDP will work to enhance capacities for effective disaggregated data collection and analysis and to track progress towards national priorities. At state and community-level, UNDP will work to enhance inclusive, early warning, and disaster-response capacities. It will promote transparent decision-making processes for natural resources and land management through more inclusive, evidence-based local planning processes.
- c) *Strengthened institutional and community resilience*: UNDP will scale up interventions on community-based resilience, including support to market-linked livelihood skills and inclusive business enterprise development. It will strengthen the capacity of micro, small, and medium enterprises to integrate into key agricultural value chains, particularly those run by youth and

²² The ICF was evaluated in July 2018. Full evaluation report can be found here: <https://ss.one.un.org/documents>

²³ South Sudan is a leading member of the G7+ and a pilot country for New Deal implementation. <http://www.pbsbdialogue.org/en/>

women. It will support participatory mechanisms to enhance oversight and accountability in public financial management and the expansion of fiscal space and more transparent utilization of public resources. Initiatives towards disaster risk reduction and sustainable management of natural resources will be leading the contribution to livelihood diversification and poverty reduction. The Programme will promote access to clean energy to address the negative impacts of environmental degradation.

UNDP is the principal recipient of HIV and tuberculosis grants financed by the Global Fund in collaboration with the Health Pool Fund and UNAIDS. UNDP will build on gains secured from previous interventions to reduce new HIV infections and deaths and promote greater access to quality-assured diagnostic services.

The Programme identified several types of risk that can affect its development, such as political and security risks due to a breakdown of HLRF, failure of the National Dialogue process, deterioration of relations between the Government and the United Nations, and the outbreak of conflicts. Likewise, security risks related to communal violence and an increase in criminal activities on aid operations could impede access and operations. Financial and programmatic risks include a worsening humanitarian and economic situation leading to the diversion of resources toward humanitarian needs. This may constrain resource mobilization prospects and pose a financial risk requiring recalibration of programming.

Building on past lessons and within the Partnership for Recovery and Resilience (PfRR) framework UNDP will also facilitate local-level inclusive and sustainable recovery and resilience-building initiatives to enhance livelihoods and community resilience. It will address the causes and effects of climate change, facilitate gender-responsive service delivery, and realize tangible peace dividends for the population. To achieve at-scale results, in line with the new way of working, UNDP will closely work with the UNMISS and expand partnerships with existing and emerging partners. It will continue its integrator and convener roles in mobilizing resources for joint recovery and resilience programmes and other emerging opportunities. In collaboration with UN organizations, UNDP will undertake joint analyses to inform joint programming and flexible financing.

Table 1: Country Programme outcomes and indicative resources (CPD 2019-2021)

Country programme outcomes	Country programme outputs	Planned resources (CPD, \$million)
<p>UNCF Outcome 1: Strengthened peace infrastructures and accountable governance at the national, state, and local levels.</p>	1.1. Strengthened communities and local-level institutions capacity to foster peaceful coexistence, management of resource-based conflicts, and community cohesion.	Total: \$88.7635
	1.2. Institutional capacities and customary mechanisms at all levels strengthened to monitor, promote and protect citizen’s rights and increase access to justice, especially for vulnerable groups and SGBV survivors.	Regular: \$5.2635 Other: \$83.500
	1.3. Key governance institutions are enabled to perform core functions in line with the New Deal and the outcome of the peace process.	
	1.4. Capacities developed across the whole of Government to integrate the 2030 Agenda, the Paris Climate Agreement, and other international agreements, and to analyze progress towards the Goals, using innovative and data-driven solutions.	
<p>UNCF Outcome 2: Local economies are recovered, and conditions and coping strategies are improved to end severe food insecurity.</p>	2.1. Increased access to emergency assistance, alternative livelihood and employment opportunities for families in conflict and disaster-prone communities.	Total: \$174.3365
	2.2. National and subnational institutions have capacities to formulate and implement inclusive, sustainable energy and climate change adaptation solutions.	Regular: \$4.9455 Other: \$169.391
	2.3. Capacities at national and subnational levels strengthened to deliver HIV and related services to reduce vulnerability and enhance productivity.	
	2.4. National and subnational governments capacities developed for tax and trade policy harmonization, revenue diversification, expansion of fiscal space, and more transparent utilization of public resources.	
Total:		\$263.1 million

Table 2: Previous Country Programme outcomes and indicative resources (CPD 2016-2018)

Country programme outcomes	Country programme outputs	Planned Resources (July 2016-Dec 2017 CPD, \$million)
ICF Outcome 1: More resilient communities.	1.1. Effective institutional, and draft policy frameworks in place to enhance the implementation of disaster and climate risk management measures at national and subnational levels.	\$63.900 1.1 – \$8.0 1.2 – \$55.9
	1.2. Vulnerable population groups have access to tuberculosis, HIV and AIDS prevention, care, and treatment.	
ICF Outcome 2: Local economy reinvigorated.	2.1 Sustainable livelihood opportunities created for crisis-affected men and women.	\$7.35 2.1 – \$6.6 2.2 – \$0.75
	2.2 National data collection, measurement, and analytical systems are enabled to monitor and report on national development and sustainable development goals.	
ICF Outcome 3: Peace and governance strengthened.	3.1. Rule of law institutions provides high-quality services to an increasing number of people in South Sudan.	\$52.595 1.1 -\$16.895 1.2 - \$6.0 1.3 - \$14.5 1.4 - \$1.5 1.5 & 3.6 - \$13.7
	3.2. National constitution-making and electoral management bodies are able to perform core functions.	
	3.3. The national peace architecture delivers key peace and reconciliation initiatives.	
	3.4. National and subnational accountability institutions uphold integrity in public service.	
	3.5. Functions, financing, and capacity of national and subnational-level institutions enabled to deliver improved basic services and respond to priorities voiced by the public.	
	3.6. Civil society participation in democratic and national development processes strengthened.	
Total:		\$123.845 million

Table 3: Country Programme outcomes and expenditure

Outcome	2016	2017	2018	2019	2020*	2016 - present
1: More resilient communities	\$34.3	\$29.4	\$13.9	\$17.6	\$4.1	\$99.3
2: Local economy reinvigorated	\$1.5	\$29.7	\$12.4	\$1.7	\$0.4	\$45.7
3: Peace and governance strengthened	\$17.9	\$15.6	\$11.4	\$12.7	\$2.6	\$60.1
Other (unlinked, management, etc.)	\$28.3	\$12.7	\$45.5	\$68.5	\$16.2	\$171.3**
Total	\$82.0	\$87.4	\$83.2	\$110	\$23.3	\$376.4
*As of 22 June 2020.						
**Includes \$129.4 million for SSHF NGO disbursements, \$2 million for development effectiveness, \$1 million for support to RC office, and other unlinked projects.						
Source: Atlas/PowerBI programme expenditure, 22 June 2020.						

Note: Programme financials by 2019-2021 outcomes are not available.

SCOPE OF THE EVALUATION

The ICPE will assess the current programme cycle for 2019-2021 and the previous country programme document 2016-2017 (extended to 2018). Due to the nature of the UNDP role within the South Sudan Humanitarian Fund (SSHF),²⁴ the scope of the evaluation will only cover the SSHF from the operational side.²⁵ The evaluation will include the rest of the interventions funded by all types of sources, including government funds, donor funds, allocations from UNDP's core resources, and regional and global programmes of UNDP. Besides, the evaluation will include 'non-project' activities, such as advocacy or convening role, which may be crucial in informing public policies or convening various development actors to enhance development contribution. Specific attention will be paid to the collaboration of UNDP in common areas with UNMISS. Efforts will be made to capture the contribution of the United Nations Volunteers (UNV).

METHODOLOGY

Framework for assessing UNDP's contribution

As discussed in the previous section, South Sudan current country programme has outlined two outcomes and eight outputs, which included strengthen peace infrastructures, capacity to foster peaceful coexistence, community cohesion, protect citizen's rights, increase access to justice, accountable governance, recover local economies, implement climate change adaptation solutions and the development of governments capacities.

The previous country programme has outlined three outcomes and ten outputs, which included enhance resilience, better access to services for vulnerable population, sustainable livelihoods, strengthen peace and governance institutions, Rule of Law, and civil society.

Across programme areas, UNDP intended to promote human-based approaches and gender equality. UNDP aimed to provide development services to strengthen the participation in and capacity of NGO partners for country-based pooled funds, as part of its commitment towards the new way of working and catalyze the humanitarian-development nexus. The Theory of Change developed for this evaluation builds on the country programme commitments, including more specific ones in the project documents. It seeks to provide a framework for assessing UNDP programme support given the conflict and humanitarian context in South Sudan (what did UNDP do), the approach of programmes (were UNDP programmes appropriate for achieving national results), the process of contribution (how did the contribution occur), the significance of the contribution (what is the contribution — did UNDP accomplish its intended objectives). The Theory of Change is schematically presented in Figure 1.

The linkages outlined in the Theory of Change are intended to identify the level of contribution that is commensurate with the scope of UNDP's Programme, and the significance of such a contribution to the development outcomes identified in the country programme and various projects. The evaluation notes that the development and crisis response outcomes outlined by UNDP are broad, and the outputs do not necessarily add up to contribute to the outcomes in a substantive way to ascertain causal linkages with South Sudan's development results. Determining the contribution of UNDP's outcomes to South Sudan's development results, therefore, has limitations, particularly when the scope of the Programme is small given the scale of the humanitarian and development issues and significant efforts by the Government

²⁴ The SSHF programmatic side is implemented by OCHA.

²⁵ In collaboration with the ongoing audit from UNDP's Office of Audit and Investigations (OAI)

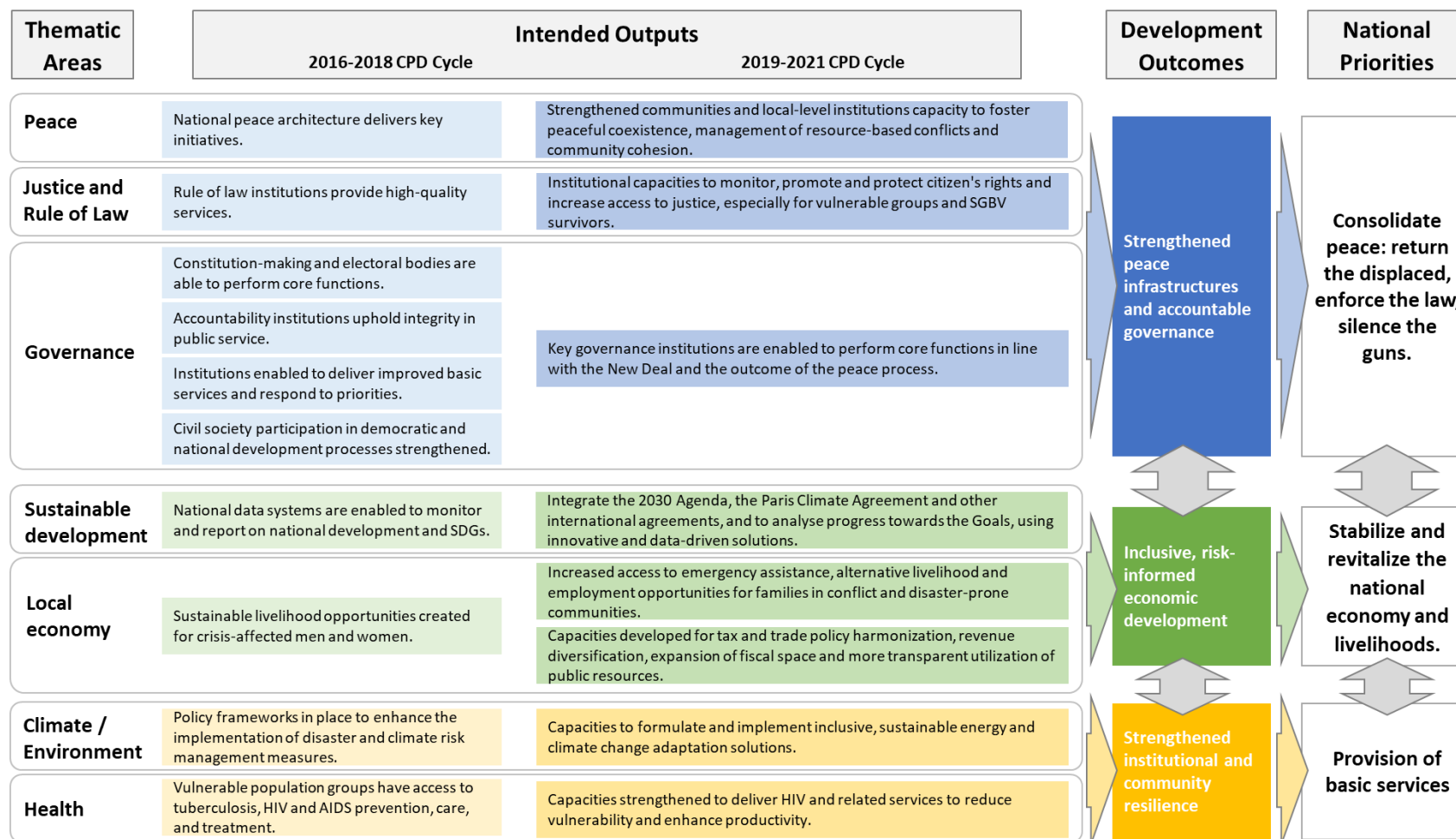
and other actors to address them in such a volatile context. The Theory of Change, therefore, does not propose to link UNDP's contribution directly to development results but instead looks at the contributions to policy processes and practices.

The evaluation recognizes that the level of visibility of UNDP programmes in terms of contribution to processes and outcomes depends mostly on their relative importance and positioning *Vis a Vis* other activities in that area by national and other humanitarian or development actors. Some of the programme activities of UNDP may not be easily noticeable in the array of activities of different actors at the country level, which also makes it equally challenging to make causal linkages about contribution.

The *intended outputs*, in the Theory of Change, is a range of specific activities/actions, within specific *thematic areas*, that UNDP has identified that are necessary for achieving *development outcomes*. UNDP activities combined with other ongoing activities pursued by the government and other development actors are likely to manifest in those *development outcomes*. This entails establishing some of the necessary conditions that, when pursued, can lead to the overall *national priorities*.

The evaluation recognizes that the role and contribution of UNDP in South Sudan are among other factors determined by the financial contribution of multilateral and bilateral donors and the Government of South Sudan. Given the range of actors at the country level and the predominant role of the humanitarian response, UNDP's contribution to the outcomes will take into consideration the level of efforts and the space available for development contribution.

Figure 1: UNDP South Sudan ICPE Theory of Change (Draft)



Key evaluation questions

The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards.²⁶ The South Sudan ICPE will address the following three key evaluation questions and related sub-questions.²⁷ These questions will also guide the presentation of the evaluation findings in the report. Table 2 presents key questions, sub-questions, and what is judged.

1. What did the UNDP country programme intend to achieve during the period under review?

This will include an assessment of UNDP programme choices in South Sudan and how these choices are related to other institutional overarching frameworks involved.²⁸ Considering the persistent conflict and the highly fragile status of South Sudan, the evaluation will assess if the programme choices of UNDP are appropriate for the humanitarian crisis context of the country, for strengthening peace infrastructures, national, regional and local governance, recover local economies and end food insecurity.

2. To what extent has the Programme achieved (or is likely to achieve) its intended objectives?

The evaluation will assess the extent to which UNDP contributed to the intended objectives outlined in the UNDP Country Programme — the outcomes achieved, and contribution to development processes. This will include positive and negative, direct and indirect and unintended outcomes.

3. What factors contributed to or hindered UNDP's performance and, eventually, the sustainability of results? Where the programme approach and processes used by UNDP appropriate for achieving intended objectives?

Factors that can explain UNDP's performance and position in South Sudan will be analyzed. This will include specific factors that influenced, positively or negatively, UNDP's performance and, eventually, the sustainability of programme outcomes in the country. UNDP's capacity to adapt to the changing context and respond to national development needs and priorities will also be assessed.

The utilization of resources to deliver results (including managerial practices), the extent to which UNDP fostered partnerships and synergies with other actors (including through south-south and triangular cooperation), and the integration of gender equality and women's empowerment in programme design and implementation are some of the aspects that will be assessed under this question.

²⁶ <http://www.uneval.org/document/detail/1914>

²⁷ The ICPEs have adopted a streamlined methodology, which differs from the previous ADRs that were structured according to the four standard OECD DAC criteria.

²⁸ For example, the UNMISS mandate, the South Sudan Humanitarian Response Plan, the UNCF or the UNDP Strategic Plans.

Table 3: Key questions, sub-questions, and what is judged

QUESTIONS	WHAT IS JUDGED?
<p>1. What are the contextual issues that determined UNDP programme choices?</p> <p>In each of the areas assessed:</p> <ol style="list-style-type: none"> What are the relevant contextual issues in South Sudan? What is the government and international cooperation response to those issues (in terms of already existing policies and institutional mechanisms)? How institutional overarching frameworks, such as the UNMISS mandate, the SS-HRP or the UNCF, are reflected in the underlying UNDP South Sudan country strategy? Who are the key humanitarian and development actors, and broadly their scale of engagement? Which are the key issues that needed attention and gaps yet to be filled? 	<ul style="list-style-type: none"> Key challenges and gaps in the areas of UNDP’s engagement The way institutional overarching frameworks, e.g. UNMISS mandate, UNCF, UNDP Strategic Plan, and SS-HRP, are reflected in the strategic planning of South Sudan country programme for the period under review
<p>2. UNDP Response</p> <ol style="list-style-type: none"> What is the scale and level of engagement of UNDP in South Sudan? What was the nature of UNDP engagement with UNMISS? 	<ul style="list-style-type: none"> UNDP response
<p>3. What did the UNDP country programme intend to achieve during the period under review?</p> <ol style="list-style-type: none"> Does UNDP’s role in assisting South Sudan’s development agenda include areas that have strategic relevance for sustainable development and peace? Did UNDP respond to the evolving country situation and national priorities by adapting its role and approaches in each of the areas of support? How responsive have UNDP (and the corporate tools) been in responding to national priorities? Was UNDP’s Programme appropriate to South Sudan’s efforts to address the consolidation of peace and the stabilization of the economy? How critical are the areas of UNDP support for achieving national development outcomes? Did the programme choices of UNDP activities build on its comparative strengths? <ol style="list-style-type: none"> Were UNDP’s programme choices appropriate for promoting responding to peacebuilding efforts? Were UNDP’s choices appropriate for promoting a strategic role in strengthening inclusive governance? Were UNDP’s programme choices appropriate for promoting sustainable development at the national and local levels? Were UNDP’s programme choices appropriate for promoting inclusive local and social development? Did UNDP’s development choices enable humanitarian, peace, and development nexus and resilient approaches in 	<ul style="list-style-type: none"> The extent to which UNDP programme choices enabled a meaningful role and contribution to development outcomes in South Sudan in each of the areas of engagement. The extent to which UNDP’s positioning enabled inclusive development process The extent to which UNDP’s positioning enabled gender-inclusive development The extent to which UNDP’s programme choices contributed to a resilient and sustainable response to South Sudan’s multiple crises. The extent to which UNDP’s positioning enabled increasing complementarities and reducing gaps in livelihood support (improved

Table 3: Key questions, sub-questions, and what is judged	
QUESTIONS	WHAT IS JUDGED?
<p>inclusive growth and response to South Sudan's multiple crises?</p> <p>vi. Did UNDP's programme choices emphasize inclusiveness, equity, and gender equality?</p> <p>vii. Did UNDP's programme choices improve cooperation with development actors in South Sudan?</p>	<p>coordination between UN agencies)</p> <ul style="list-style-type: none"> The extent to which UNDP programme choices enabled addressing community development challenges
<p>4. Did the UNDP country programme achieve intended objectives for the period under review?</p> <p>a. What is UNDP's contribution to development outcomes and processes in the areas of peace, governance, sustainable growth, and resilient communities? Did UNDP achieve intended objectives in these areas?</p> <p>b. Did UNDP interventions strengthen institutional capacities and related processes?</p> <p>c. What is the contribution of UNDP in the following areas, and did UNDP achieve intended objectives?</p> <ol style="list-style-type: none"> Enhance peace and community cohesion. Promote and protect citizen's rights and increase access to justice. Institutions are enabled to perform core functions. Increased access to emergency assistance, alternative livelihood and employment opportunities. Sustainable livelihood opportunities created. Formulate and implement inclusive, sustainable energy and climate change adaptation solutions. Capacities strengthened to deliver HIV and related health services. Promoting resilient approaches / Enabling humanitarian and development linkages Strengthening transparent and accountable and pluralistic governance processes Strengthening social and local development processes Strengthening local service delivery Strengthening environmental governance processes Strengthening gender-inclusive development Strengthening youth empowerment in development processes. <p>d. How did UNDP leverage collaboration with UNMISS to enhance contribution to peacebuilding and state building outcomes?</p>	<ul style="list-style-type: none"> Extent to which the objectives of the country programme were achieved given their relative importance to national efforts. Contribution of UNDP to national development outcomes and processes in each of the three areas of support: <ul style="list-style-type: none"> Contribution of UNDP to Peace, Justice and Governance. Contribution of UNDP to economic development. Contribution of UNDP to Institutional and community resilience. Contribution of UNDP to strengthening national policy and institutional capacities.
<p>5. Cross-cutting programme dimensions</p> <p>a. What was the contribution of UNDP to gender-inclusive development processes?</p>	<ul style="list-style-type: none"> The contribution of UNDP to furthering gender equality and women's

Table 3: Key questions, sub-questions, and what is judged

QUESTIONS	WHAT IS JUDGED?
<ul style="list-style-type: none"> b. Did UNDP effectively respond to national priorities and pay adequate attention in promoting gender equality and women’s empowerment in development? c. What was the contribution of UNDP to youth empowerment development processes? d. Did UNDP contribute to strengthening support policies/programmes that would positively impact vulnerable territories and populations? e. Are there unintended results (positive/negative) of UNDP interventions? f. Was there balancing support to national and local development processes and linking the two? g. How did the UNDP country programme deploy the organization’s approaches and tools? How pertinent are they for South Sudan’s context? <ul style="list-style-type: none"> i. Context-specific signature solutions ii. Integrator platforms iii. SDG lab iv. Public-private partnerships v. Development innovations vi. Resilience vii. Bridging humanitarian and development divides 	<p>empowerment in development processes.</p> <ul style="list-style-type: none"> • The contribution of UNDP to furthering youth empowerment in development processes. • Contribution of UNDP to strengthening inclusive national policy processes. • Specific outcomes in strengthening development processes in vulnerable territories. • Extent to which UNDP programme choices enabled support to further humanitarian-development nexus / innovative processes for improved economies for families and communities in conflict.
<p>6. What factors enabled UNDP’s contribution and the sustainability of programme outcomes in South Sudan?</p> <ul style="list-style-type: none"> a. What are the factors that enhanced/constrained the contribution of UNDP programmes (for example, context, UNDP’s technical capacities, UNDP niche, partnerships, programming, and operations; collaboration with UNMISS)? b. Are UNDP’s programme approach and processes (such as integrated programming, sustainable development, resilience, inclusiveness) appropriate for achieving intended objectives? Did they enable sustainable achievement of outcomes? c. Was there any identified synergy between UNDP interventions that promoted sustainable development/ peace/ inclusive governance and Justice/ local economic development/ resilient communities/ gender-inclusive development? If the synergies are lacking, what are factors that undermined programme synergies? d. Did UNDP programmes provide viable models that had the potential for scaling? What are the factors that facilitated the adoption / scaling-up of UNDP’s initiatives? e. What are the factors critical for the consolidation of local-level outcomes of UNDP support? 	<p>Contextual and programming factors that facilitated or constrained UNDP’s contribution to development outcomes and processes.</p>

Table 3: Key questions, sub-questions, and what is judged	
QUESTIONS	WHAT IS JUDGED?
<ul style="list-style-type: none"> f. What are the areas where UNDP had a comparative advantage over other development actors (policy support, local /national level support, institutional strengthening/ technical support/specific development areas)? Was this advantage used to increase UNDP’s contribution? g. Did UNDP forge partnerships that would enhance the contribution of its programme interventions and outcomes? h. Did UNDP collaboration with UNMISS enable comprehensive response in the areas of governance? i. To what extent were UN agency partnerships forged to enable a coherent programme response? j. Did UNDP use its global networks to bring about opportunities for knowledge exchanges? k. Did UNDP find the right programme niche that had the potential to add value to South Sudan’s development processes? 	

DATA COLLECTION

Evaluability assessment

An initial assessment was carried for each outcome to ascertain the available evaluative analysis, identify data constraints, to determine the data collection needs and method. The country office has conducted three project evaluations in this CPD cycle (2019-2021), with three additional evaluations planned for this year 2020. It conducted four evaluation in the previous CPD cycle (2016-2018) (see Annex C). The available project evaluations assessed the following programme areas: peace and community cohesion (1 evaluation), access to justice (2 evaluations), community security (1 evaluation), support to public administration (1 evaluation), youth (1 evaluation), and protected area management (1 evaluations). None all outcome areas have project evaluations, the outcomes related to the recovery of local economies have not had any evaluation conducted, neither in this cycle nor in the prior one. The quality assessment conducted by the IEO of the evaluations indicates that their quality is moderately satisfactory. While these evaluations will be used as building blocks, there will be additional evidence collection during the conduct of the South Sudan ICPE.

With respect to indicators, the country programme documents, UNDP Results-Oriented Annual Reports (ROAR), and the corporate planning system associated with it provide outcome and output indicators, baselines, targets, as well as annual data on the status of each indicator. Considering updated statistical data is an issue, the evaluation will use assessments by the Government and other development agencies.

Data collection methods

The evaluation will use multiple methods, primary as well as secondary sources, to assess UNDP performance. This evaluation will make use of a wide range of evaluative evidence, gathered from UNDP policy and programme documents, independent and quality-assessed decentralized evaluations conducted by UNDP South Sudan and partners, UNDAF and country programme reviews and other performance report, UNDP Results Oriented Annual Reports (ROARs) and background documents on the national context. The evaluation will include a multi-stakeholder consultation process, including a range of key

development actors. There will be interviews with government representatives, civil society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and communities. Focus groups will be used to consult communities as appropriate.

A pre-data collection questionnaire will be administered before the start of other primary data collection method, so the Country Office can collaborate to the data collection process. The IEO and the Country Office will post the background and programme-related documents on an ICPE SharePoint website.

Field visits for data collection will be subjected to the possibility of safely traveling, internal displacement, and interviews within the framework of preventive measures to prevent the spread of the COVID-19 pandemic. These limitations and constraints might create challenges in terms of limited access to data and evidences on project implementation in case of the impossibility of conducting personal field visits on the ground. The evaluation team will consider a wider set of alternative remote solutions for data collection, including:

- Expanding the range of documentation for extended desk reviews, including internal operational data, national reports, and evaluation reports by other UN agencies and donors.
- The use of non-traditional sources information, e.g., social media data or GIS and satellite imagery for remote sensing of pre-selected project-related areas.
- Conduct remote interviews, pre interview surveys and evaluation questionnaires.
- The use of locally based think tanks or research/academic institutions for local data collection or the use secondary data from them.

The evaluation will use the following criteria for selecting projects within the programme portfolio:

- Programme coverage (projects covering the various components and cross-cutting areas);
- The scale of the Programme (projects of all sizes, both large and smaller pilot projects);
- Geographic coverage (not only national level and urban-based ones, but also in the various regions);
- Projects at a different level of implementation (covering both completed and active projects);
- The degree of accomplishment (will cover both successful and less successful projects).

All information and data collected from multiple sources will be triangulated to ensure its validity. An evaluation matrix will be used to organize the available evidence by key evaluation questions. This will also facilitate the analysis process and will support the evaluation team in drawing well-substantiated conclusions and recommendations.

In line with UNDP's gender equality strategy, the ICPE will examine the level of gender mainstreaming across all the CO programmes and operations. Gender disaggregated data will be collected, where available, and assessed against its programme outcomes.

Stakeholder engagement

A participatory and transparent process will be followed in all stages of the evaluation process to engage with programme stakeholders and other development actors in the country. During the initial phase, stakeholder analysis will be conducted to identify relevant UNDP partners and other development agencies that may not have worked with UNDP but play a key role in the outcomes to which UNDP contributes. This stakeholder analysis will serve to identify key informants for interviews during the data collection and to examine any potential partnerships that could further improve UNDP's contribution to the country.

MANAGEMENT ARRANGEMENTS

Independent Evaluation Office of UNDP: The UNDP IEO will conduct the ICPE in consultation with the UNDP South Sudan Country office, the Regional Bureau for Africa (RBA), and the Government of South Sudan. The IEO Lead Evaluator will lead the evaluation and coordinate the evaluation team. The IEO will cover all costs directly related to the conduct of the ICPE.

UNDP Country Office in South Sudan: The Country Office (CO) will support the evaluation team to liaise with key partners and other stakeholders, make available to the team all necessary information regarding UNDP's programmes, projects, and activities in the country, and provide factual verifications of the draft report on a timely basis. The CO will provide the evaluation team support in kind (e.g., arranging meetings with project staff, stakeholders, and beneficiaries; assistance for the project site visits). To ensure the anonymity of the information provided by interviewees, CO staff will not participate in the meetings with stakeholders. The CO and IEO will jointly organize the final stakeholder debriefing, ensuring participation of key government counterparts, through a videoconference, where findings, conclusions, and recommendations of the evaluation will be presented. Once a final draft report has been prepared, the CO will prepare a management response to the evaluation recommendations, in consultation with the UNDP Regional Bureau. It will support the use and dissemination of the final ICPE report at the country level.

UNDP Regional Bureau for Africa: The UNDP Regional Bureau for Africa (RBA) will support the evaluation through information sharing and will participate in the final stakeholder debriefing. Once the evaluation has been completed, the Bureau is also responsible for monitoring the status and progress of the CO's implementation of the evaluation recommendations, as defined in its management response.

Evaluation Team: The IEO will constitute an evaluation team to undertake the ICPE. The IEO team will include the following members:

- **Lead Evaluator (LE):** IEO staff member with overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, drafting the final report. In coordination with the country office, the lead evaluator will organize the stakeholder debrief.
- **Associate Lead Evaluator (ALE):** IEO staff member with the general responsibility to support the LE, including in the preparation of terms of reference, data collection and analysis, and the final report. Together with the LE, will help backstop the work of other team members.
- **Consultants:** Either a consultant firm or three (3) external consultants will be recruited to support data collection and analysis in the areas of conflict prevention and peacebuilding, democratic governance, Justice and Rule of Law; and socio-economic development, community resilience and access to basic services. All team members will pay specific attention to issues related to gender equality. Under the guidance of the LE and ALE, the consultants will conduct a preliminary desk review, data collection in the field, prepare outcome analysis in their assigned areas, contribute to sections of the report as needed, and review the final ICPE report. The IEO will recruit all team members.
- **Research Associate:** a research associate based in the IEO will provide background research and will support the portfolio analysis.

EVALUATION PROCESS

The ICPE will be conducted according to the approved IEO process in the Charter of the Independent Evaluation Office of UNDP. There are five key phases to the evaluation process, as summarized below, which constitute the framework for conducting the evaluation.

Phase 1: Preparatory work. Following the initial consultation with the country office, the IEO prepares the ToR and the evaluation design, including an overall evaluation matrix with specific evaluation questions.

The draft ToR are shared with the CO for comments and validation. Once the TOR are approved by IEO, additional evaluation team members, comprising international and/or national development professionals with relevant skills and expertise, will be recruited. The IEO, with the support of the country office, collects all relevant data and documentation for the evaluation.

Phase 2: Desk analysis. Evaluation team members will conduct a desk review of reference materials and identify specific issues. Further, in-depth data collection is undertaken by administering a pre-mission questionnaire to the Country Office and conducting preliminary interviews with key stakeholders via telephone / Skype. Evaluation team members will conduct desk reviews of reference materials, prepare a summary of context and other evaluative evidence, and identify the outcome theory of change, specific evaluation questions, and issues that will require validation during the field-based phase of data collection.

Phase 3: Field data collection. The evaluation team aims to undertake an in-country mission²⁹ to engage in data collection activities. The estimated duration of this data collection phase is up to 3 calendar weeks. The timing of the mission will be jointly discussed and coordinated with the country office. Data will be collected according to the approach outlined in Section 5 with responsibilities outlined in Section 7. The evaluation team will liaise with country office staff and management, key government stakeholders, and other partners and beneficiaries. At the end of the mission, the evaluation team will hold a debrief presentation of the key preliminary findings at the Country Office. By the end of the mission, all additional data gaps and areas of further analysis should be identified for follow-ups.

Phase 4: Analysis, report writing, quality review, and debrief. Based on the analysis of data collected and the outcome reports provided by evaluation team, the LE will undertake a synthesis process to write the ICPE report. The first draft of the report will be subject to peer review by IEO and an external expert. Once the first draft is quality cleared, it will be shared with the Country Office and the UNDP Regional Bureau for Africa for comments and factual corrections. The second draft, which considers any factual corrections and comments, will be shared with national stakeholders for their review and comments. Any necessary additional revisions will be made, and the UNDP South Sudan Country Office will prepare the management response to the ICPE, under the overall oversight of the Regional Bureau. The report will then be shared at a final debriefing (via videoconference), where the results of the evaluation are presented to key national stakeholders. Ways forward will be discussed to create greater ownership by national stakeholders in taking forward the recommendations of the ICPE and strengthening the national accountability of UNDP. After the discussion at the stakeholder event, the final evaluation report will be published.

Phase 5: Publication and dissemination. The ICPE report, including the management response and evaluation brief, will be widely distributed in hard and electronic versions. The evaluation report will be made available to the UNDP Executive Board by the time of approving a new Country Programme Document. It will be distributed by the IEO within UNDP and to the evaluation units of other international organizations, evaluation societies/networks, and research institutions in the region. The South Sudan Country Office will disseminate the report to stakeholders in the country. The report and the management response will be published on the UNDP website and the UNDP's Evaluation Resource Centre (ERC). The Regional Bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the ERC.

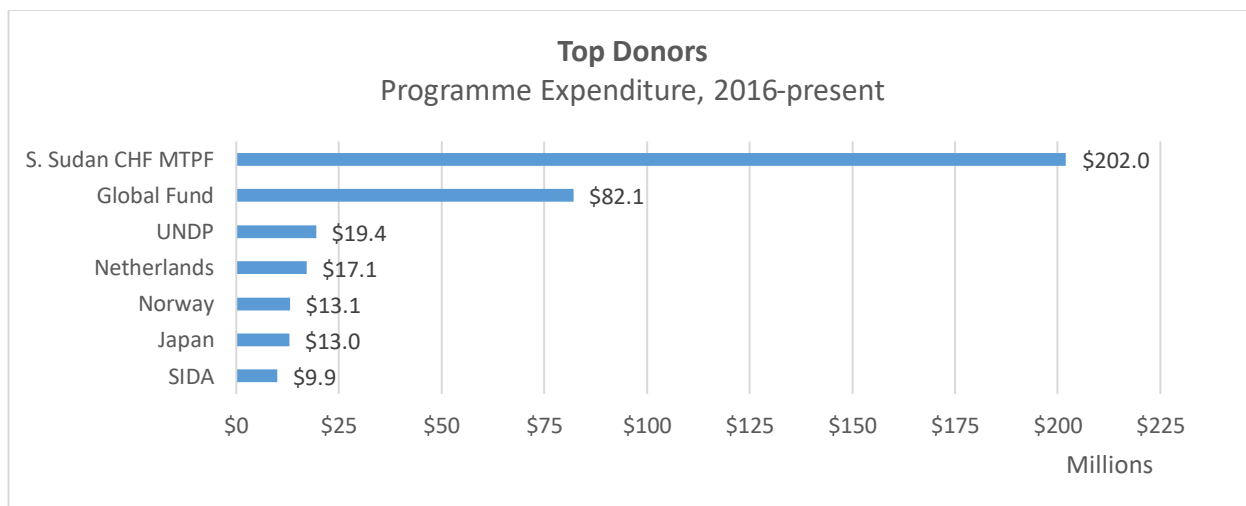
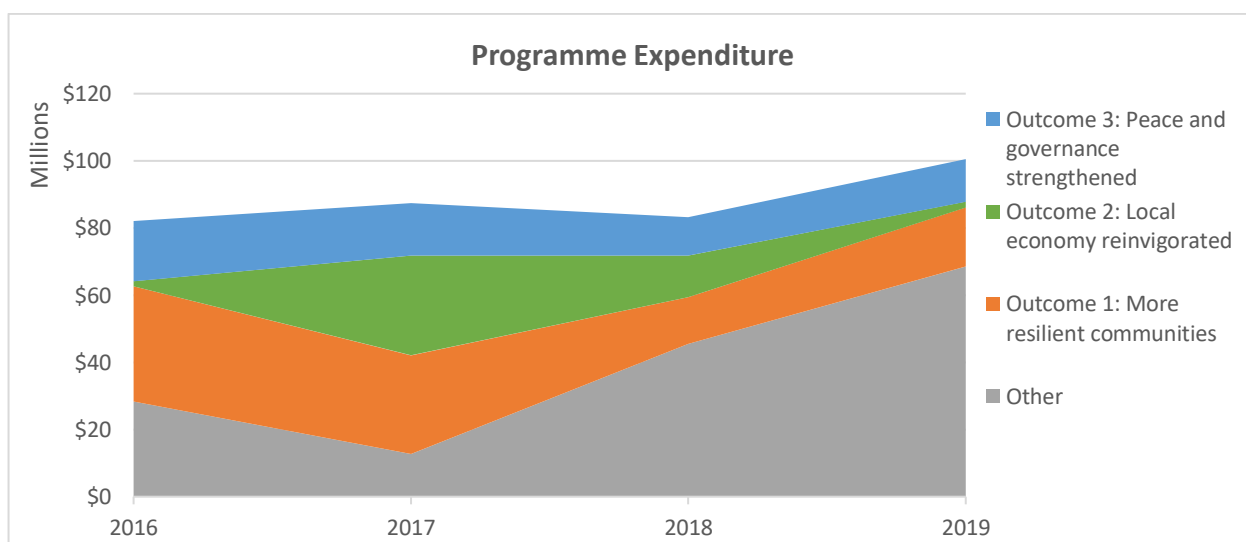
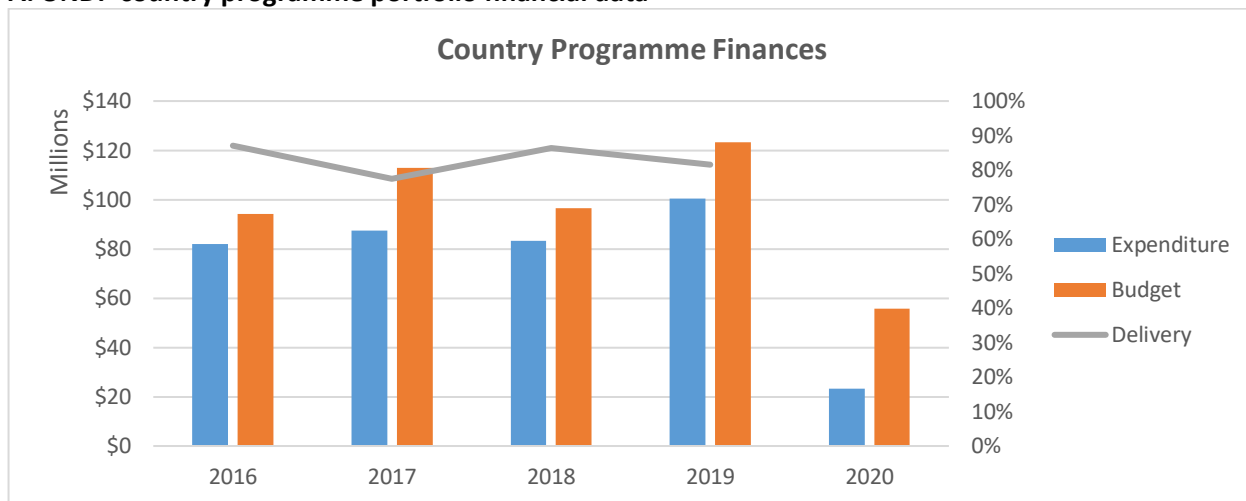
²⁹ Currently subjected to security clearance and the lifting of travel restrictions due to the COVID-19 Pandemic. As of 11 March 2020, The World Health Organization (WHO) declared COVID-19 a global pandemic as the new coronavirus rapidly spread to all regions of the world. Travel to the country has been restricted and travel in the country is also restricted. If it is not possible to travel to or within the country for the evaluation then the evaluation team will adapt the methodology to takes this into account to conduct the evaluation virtually and remotely, including the use of remote interview methods and extended desk reviews, data analysis, surveys and evaluation questionnaires.

TIMEFRAME FOR THE ICPE PROCESS

The timeframe and responsibilities for the evaluation process, for submission of a new country programme to September 2021 Executive Board (EB) Session, are presented in Table 5.

Table 5: Timeframe for the ICPE process new CPD submission to September 2021 EB session		
Activity	Responsible party	Proposed timeframe
Phase 1: Preparatory work		
TOR – approval by IEO	LE	July 2020
Selection of other evaluation team members / consultants	LE/ALE	Aug 2020
Phase 2: Desk analysis		
Preliminary analysis of available data and context analysis	Evaluation team	May-June 2021
Phase 3: Data collection		
Data collection and preliminary findings	Evaluation team	July 2021
Phase 4: Analysis, report writing, quality review and debrief		
Outcome Analysis Papers	Evaluation team	July 2021
Analysis and Synthesis	LE	Aug-Sept 2021
Zero draft ICPE for clearance by IEO and EAP	LE	Oct 2021
First draft ICPE for CO/RB review	Reviewed by CO and RBA	Nov 2021
Second draft shared with the Government	Shared by the CO and reviewed by the Government	Dec 2021
Draft management response	CO and RBAS	Jan-Feb 2022
Final debriefing with national stakeholders	CO and LE	Mar 2022
Phase 5: Production and Follow-up		
Editing and formatting	IEO	Mar-Apr 2022
Final report and Evaluation Brief	IEO	May 2022
Dissemination of the final report	IEO/CO	May 2022

A. UNDP country programme portfolio financial data



Source: Atlas/PowerBI, 22 June 2020. Donors with total programme expenditure of \$5 million and above

B. Decentralized evaluations

Current CPD cycle (2019-2021)		
Outcome	Completed Evaluations	Planned Evaluations
UNCF Outcome 1: Strengthened peace infrastructures and accountable governance at the national, state and local levels.	Final evaluation Peace and Community Cohesion project	Final evaluation of the Support to Public Administration Project (Overdue Jan 2020)
	Final evaluation of the Access to justice and Rule of Law project	
	Final evaluation of the Beyond Bentiu Protection of Civilian Site (PoC) Youth Reintegration Strategy: Creating Conditions for Peaceful Coexistence between Youth Internally Displaced Persons, Returnees and Host Community Members”	
UNCF Outcome 2: Local economies are recovered and conditions and coping strategies are improved to end severe food insecurity.	Final evaluation of the Public Financial Management Project	
		Midterm evaluation of the Recovery and Stabilisation project (Youth Employment and Empowerment Project) (Planned March 2021)
		Final evaluation of the Recovery and Stabilisation project - Youth Employment and Economic Empowerment (Planned Mar 2022)

Previous CPD cycle (2016-2018)	
Outcome	Completed Evaluations
ICF Outcome 1: More resilient communities.	Protected Area Network Management and Building Capacity in Post-Conflict South Sudan
ICF Outcome 2: Local economy reinvigorated.	
ICF Outcome 3: Peace and governance strengthened.	Access to Justice and Rule of Law end of project evaluation
	Support to Public Administration mid-term evaluation
	Community Security and Arms Control End of Project Evaluation

Source: <https://erc.undp.org/evaluation/units/268>