

## **Terms of Reference for Inclusive Governance Outcome Evaluation**

### **Background**

The Country Programme Document (CPD) for Liberia (2020-2024) was formally adopted by the Executive Board in September 2019, signaling the formal start of a new programme cycle. The CPD was anchored on two portfolios, namely: i) Inclusive Governance, and ii) Inclusive Sustainable Growth.

Recognizing that good governance and the rule of law continue to be a major development challenge for Liberia which hinders its post war reconstruction and state building process, the Inclusive Governance Portfolio identifies four strategic outcomes which are largely interrelated, interdependent and transformative while targeting a substantially expanded role for women in each area of engagement, in particular their participation in positions of authority and decision-making at the national and local levels. The four strategic outcomes focus on:

***A. Enhanced capacity of formal and informal mechanisms to provide access to justice, uphold the rule of law and protect human rights especially for the most vulnerable & marginalised communities.***

Despite the progress made in the rule of law sector, the sector continues to face serious human, financial and infrastructural capacity constraints as well as insufficient systems, procedures, structures, and policies. This has resulted in a backlog of cases which has in turn caused delays in realizing justice.

Based on the foregoing, it is urgent and necessary to enhance the capacity of both formal and informal mechanisms to provide access to justice, uphold the rule of law and protect human rights for the most vulnerable and marginalised communities.

***B. Effective service delivery, transparent and accountable decentralised governance systems.***

For many decades, Liberia has made attempts to build an inclusive state with shared values and cultural appreciation extending beyond the central government and narrow political elite interests to local levels. At the local governance level, steps have been taken to establish instruments to drive decentralization of governance. Despite the numerous challenges, decentralisation remains critical to bringing governance and democracy closer to the people of Liberia. It is also an important link in creating stronger relationships between the government of Liberia and her citizens.

***C. Enhanced citizen's participation and inclusion in political, electoral, and decision-making, particularly for women, persons living with disabilities and youth.*** Although the National

Electoral Commission (NEC) has made tremendous steps in ensuring inclusive, credible, and transparent electoral processes, some segments of the population remain concerned about the management of elections by NEC and its level of transparency. While this may be a question of perception, the situation has the potential to undermine the credibility of the Commission, electoral processes, and the legitimacy of resultant outcomes. Perception of the electorate also impacts strongly on the integrity of the electoral process. It is from this perspective that UNDP continues to build and restore public confidence in electoral institutions, processes, and the way they are managed.

***D. Sustained peace, reconciliation & social cohesion at national and local levels.*** Inadequate post-war reconciliation, impunity, limited governance systems, perceived constrained capacity of the government to safeguard peace, and limited

social cohesion pose a challenge to sustenance of peace and reconciliation in Liberia. The root causes of the civil war remain unaddressed. This is demonstrated by: ‘unfinished business of peace and reconciliation and a slow reconciliation process;’ and ‘unaddressed grievances over the political legitimacy of concessional agreements, given the failure of contractual processes to involve affected communities and local governments in decision making when granting concessions and a lack of government accountability for ensuring good conduct by the concessionaries.

UNDP’s Inclusive Governance programme supports the national government priorities as defined under the Pro-poor Agenda for Prosperity and Development (PAPD) 2018–2023 and the Liberia Rising Vision 2030. UNDP partners with the Government of Liberia, other development partners and the civil society to support the implementation of governance and institutional building. The UNDP Inclusive Governance Portfolio provides programme and projects’ support to various institutions and line ministries. UNDP acts as the lead agency in the area of governance within the United Nations Sustainable Development and Cooperation Framework (UNSDCF).

### **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 United Nations Sustainable Development and Cooperation Framework (UNSDCF) and UNDP Country Programme Document (CPD). These are evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy. In line with the Evaluation Plan of UNDP Liberia, outcome evaluations are to be conducted in the first quarter of 2022 to assess the impact of UNDP’s development assistance across the major thematic and cross cutting areas of good governance, decentralization, justice, peace, and security, gender, and human rights.

The UNDP Office in Liberia is commissioning this evaluation on good governance 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 serve an important accountability function, providing national stakeholders and partners in Liberia with an impartial assessment of the results of UNDP inclusive governance support. The evaluation will also provide perspective on the changing COVID-19 pandemic landscape and priorities and how the Inclusive Governance Portfolio might adjust to meet emerging priorities and changing demands.

### **Evaluation Scope**

The outcome evaluation will be conducted during the months February and March 2022, with a view to enhancing programmes while providing strategic direction and inputs to the adjustment and possible recalibration of the 2020-2024 CPD, which undergoes its midterm review in 2022.

Specifically, the outcome evaluation will assess:

- 1) The relevance and strategic positioning of UNDP support to Liberia on inclusive governance.

- 2) The frameworks and strategies that UNDP has devised for its support on inclusive governance, including partnership strategies, and whether they are well conceived for achieving the planned objectives.
- 3) The progress made towards achieving inclusive governance outcomes through specific projects and advisory services and including contributing factors and constraints.
- 4) The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP's inclusive governance support to Liberia.

The evaluation will consider the pertinent country programme outcomes and outputs focused on good governance, as stated in the UNSDCF and the 2020-2024 CPD for Liberia. The specific outcomes under the UNDP CPD are to be assessed relates to **UNSDCF Outcome 4/ UNDP OUTCOME 1**: By 2024, people in Liberia, especially the vulnerable and disadvantaged, benefit from strengthened institutions that are more effective, accountable, transparent, inclusive, and gender responsive in the delivery of essential services at the national and subnational levels. **UNSDCF Outcome 3/ UNDP OUTCOME 2**: By 2024, Liberia consolidates, sustains peace and enhances social cohesion, has strengthened formal and informal institutions capable of providing access to inclusive, effective, equitable justice and security services, capable of promoting and protecting the human rights of all.

As described in Annex A, the UNDP Liberia Country Office has implemented 4 programmes that reside within this outcome. An analysis of achievements across all 4 programmes is expected.

### **Evaluation Questions**

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

#### *Relevance:*

- To what extent is UNDP's engagement in governance support a reflection of strategic considerations, including UNDP's role in the particular development context in Liberia 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 governance issues, and has it influenced national policies on legal reforms and human rights protection?
- To what extent have UN reforms influenced the relevance of UNDP support to Liberia in the Governance 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 governance at the local level in Liberia? 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 governance services?

- How effective has UNDP been in partnering with civil society and the private sector to promote good governance in Liberia?
- Has UNDP utilized innovative techniques and best practices in its governance programming?
- Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Liberia?
- Considering the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing governance support to national and local governments in Liberia?
- 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 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?

#### Sustainability

- What is the likelihood that UNDP governance interventions are sustainable?
- What mechanisms have been set in place by UNDP to support the government of Liberia to sustain improvements made through these governance 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 governance partnerships in order to promote long term sustainability?

#### *Partnership strategy*

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

#### *Gender Equality*

- To what extent has gender been addressed in the design, implementation, and monitoring of governance 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 governance 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's results in this area of support, as well as recommendations on how the UNDP Liberia Country Office could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities to ensure that the governance 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 Liberia and elsewhere based on this analysis.

#### **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 good governance at national and local levels in Liberia. The evaluators will develop a logic model of how UNDP governance interventions are expected to lead to improved national and local government management and service delivery. In the case of the governance related outcome for Liberia, a theory of change was 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 governance 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 governance work of UNDP in Liberia. This includes reviewing the UNSDCF and pertinent country programme documents, the midterm review of the UNSDCF and UNDP CPD as well as a wide array of monitoring and evaluation documents of governance projects, to be provided by the UNDP country office.

The evaluators are expected to review pertinent strategies and reports developed by the Government of Liberia that are relevant to UNDPs governance support. This includes the government's Pro-poor Agenda for Prosperity and Development (PAPD), the Liberia Rising Vision 2030, and other national reports, to be made available by the UNDP Country Office.

The evaluators will examine all relevant documentation from the programmes and projects implemented under the Inclusive Governance Portfolio, 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

### **Deliverables**

The following reports and deliverables are required for the evaluation:

- Inception report
- Draft Inclusive Governance Outcome Evaluation Report
- Presentation at the validation workshop with key stakeholders, (partners and beneficiaries)
- Final Governance 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 governance in Liberia. 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 organize. Feedback received from these sessions should be considered 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

### **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**

- Minimum Master’s degree in economics, political science, 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 democratic governance, regional development, gender equality and social services.
- 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 Liberia, and more specifically the work of UNDP in support of government and civil society in Liberia;
- 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 Lead Evaluator**

- Minimum master’s degree in the social sciences;
- Minimum 7 years’ experience carrying out development evaluations for inter-governmental organizations, government and civil society;
- Experience working in or closely with UN agencies, especially UNDP, is preferred;
- An understanding of the development context in Liberia and preferably an understanding of governance issues within the Liberia context is an added plus;
- Strong communication skills;
- Excellent reading and writing skills in English.

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

- Liberian citizen or persons with extensive experience working in Liberia during the last 5 years;
- Minimum master’s degree in the social 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 Liberia and preferably an understanding of governance issues within the Liberia context;
- Strong communication skills;
- Excellent reading and writing skills in English.

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.

### **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.

### **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/DCDP 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 her 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 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 arrange their travel logistically and financially 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.

### **Timeframe for the Evaluation Process**

The evaluation is expected to take 22 working days for each of the two consultants, over a period of six weeks starting February 2022. The following table provides an indicative breakout for activities and delivery:

Activity	Deliverable	Workday allocation		Time period (days) for
		Evaluation Manager	Associate Evaluator	

				<b>task completion</b>
Review materials and develop work plan	Inception report and evaluation matrix	4	3	7
Participate in an Inception Meeting with UNDP Liberia country office				
Draft inception report				
Review Documents and stakeholder consultations	Draft evaluation report Stakeholder workshop presentation	13	16	30
Interview stakeholders				
Conduct field visits				
Analyze data				
Develop draft evaluation and lessons report to Country Office				
Present draft Evaluation Report and lessons at Validation Workshop	Final evaluation report	5	3	7
Finalize and submit evaluation and lessons learned report incorporating additions and comments provided by stakeholders				
	<b>totals</b>	<b>22</b>	<b>22</b>	<b>6 weeks</b>

### **Fees and payments**

Interested consultants should provide their requested fee rates when they submit their expressions of interest, in USD. 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 Liberia. 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	10%
Draft Evaluation Report	60%
Final Evaluation Report	30%