

## **UN MOZAMBIQUE UNDAF EVALUATION TERMS OF REFERENCE**

### **1. Introduction**

The third generation of United Nations Development Assistance Framework (UNDAF) for Mozambique for 2007 to 2009 and its extension 2010-2011 is a common strategic framework for the operational activities of the UN system in Mozambique. It summarizes how the UN family in Mozambique intends to support the Government of Mozambique in achieving the national objectives as identified in Mozambique's second Action Plan for the Reduction of Absolute Poverty (Plano de Acção para a Redução da Pobreza Absoluta - PARPA II, 2006-2009, extended until end 2010). The PARPA II describes the macroeconomic, structural and social policies to be implemented in Mozambique with the ultimate aim of eradicating poverty and is an operationalization of the Government's Five Year Plan (2005-2009), adopted in May 2005. These in turn reflect priorities of regional initiatives, such as the New Partnership for Africa's Development (NEPAD).

As the preparation of the 3<sup>rd</sup> generation of CCA/UNDAF coincided with the elaboration of the national document of PARPA II, it provided a unique window of opportunity to simplify and align the process of the 3<sup>rd</sup> UNDAF with that of the PARPA II. In order to embark on this opportunity, and as an important step towards the harmonisation and alignment of UN efforts with those of Government and Development Partners, the UNCT agreed not to conduct a Common Country Assessment (CCA), but rather to adopt the PARPA II as its third generation CCA and align the content and cycle of the UNDAF with the PARPA II, developing a three-year framework for 2007-2009. When the PARPA was extended for an additional year, the UN in Mozambique decided to extend its UNDAF for two additional years in order to enable the alignment of the next UNDAF with Government priorities to be outlined in the new Government's Five Year Plan just recently approved.

The priority areas for future UN collaboration were discussed at the UNDAF Strategic Planning Retreat, 16 to 18 November 2005, with the participation of the Government of Mozambique, development partners, and other stakeholders, including civil society organizations. Guided by the key development challenges highlighted in the 2005 MDG Progress Report for Mozambique, the national priorities outlined in PARPA II, the recommendations of the 2004 UNDAF Mid-Term Assessment, and discussions on the collective comparative advantage of the UN, three broad areas and pillars for future collaboration were proposed, namely: Governance, Human Capital and HIV/AIDS. In early 2007, the UNCT decided to complement the existing pillars with a fourth one - the Economic Development pillar - in order to capture some crucial development issues related to production activities addressed by the Agenda 2025, the PARPA II, and key sectoral plans. At the same time, specific normative and technical advisory services provided by the UN agencies in Mozambique have been annexed to the UNDAF document in order to better represent the full scope of UN activities in Mozambique and at regional level.

Results and Monitoring and Evaluation (M&E) matrices have been developed for each of the four 'pillars'. It was agreed that the guiding principles for the development of the matrices would include: 1) complete alignment between the selected UNDAF and PARPA II pillars; 2) clear reference to the PARPA II priorities; 3) all UNDAF outcomes should involve at least two, and preferably three or more UN agencies; 4) priorities should be based on tangible/measurable results with corresponding baselines; and 5) all planned outcomes should complement contributions made by the UN's development partners.

The highly participatory work culminated in the Joint Strategy Meeting (JSM) in November 2006, at which the draft UNDAF Results and M&E matrices for the first three pillars were presented and validated by representatives of Government, development partners and civil society. The draft country programmes for UNDP, UNICEF, UNFPA and WFP were also presented at the JSM. The fourth pillar Results and M&E matrices as well as the scope of UN normative and technical advisory services have been presented and validated by MINEC and officially included in the UNDAF document in February 2008.

As the designation of Mozambique as a Delivering as One UN pilot country came after the development and signature of the 2007-09 UNDAF, the period 2007 to 2011 (taken into account the UNDAF extension) is viewed as a transition period, with the UN Country Team working towards the development of One Country Programme for the next programming cycle - depending on the Government cycle of the next Five Year Plan and a single Country Programme Action Plan (CPAP). The UN family is committed to the achievement of all results in the UNDAF, but will also place particular focus on a sub-set of results that best demonstrate the added value of the UN in the current aid environment. While the UNDAF provides the overall strategic framework for UN support to national priorities in Mozambique during the current transition period, the One Programme is intended to provide a focused and results-based operational framework that both ensures attainment of all the results outlined in the UNDAF and also paves the way for a reformed UN under the next cycle. The One Programme places particular focus on a sub-set of selected, strategic outputs highlighting joint action in those identified areas of comparative advantage of the UN, which present the greatest opportunity for the UN agencies to work together to achieve greater impact.

## **2. Purposes**

The UNDAF Evaluation will serve three main purposes:

- a) To assess the relevance of the UNDAF outcomes, the effectiveness and efficiency by which UNDAF outcomes and Country Programme outcomes are being achieved their sustainability and contribution to national priorities and goals.
- b) To determine how the UNDAF helped UN agencies to contribute more effectively and efficiently to national development efforts and capacity building
- c) To learn from experiences of the current programming cycle, and identify issues and opportunities emerging from the implementation of the current UNDAF, to inform the design of the next UNDAF and country programmes and projects by individual agencies as well as adjust the current programming as relevant.

The main users of the Evaluation will be the UNDAF partners, i.e. the UNCT and the government of Mozambique and donors who support the programmes. The UNDAF evaluation will directly feed into the design and preparation of the next UNDAF (definition of UNDAF outcomes and expected impact).

The UNDAF Evaluation will build on the information gathered by the Delivering as One (DaO) Evaluation which will be finalized in June 2010.

## **3. Objectives, scope and key questions**

The consultants will review the implementation of the UNDAF 2007-2009, which includes:

1. Governance Pillar
  - 1.1. Capacity development of the Government at decentralised level
  - 1.2. Capacity development of the Government in service provision at decentralised levels

- 1.3. Policy management, harmonisation and alignment
- 1.4. Democratic governance and legislative reforms
- 1.5. Rule of law, access to justice, and penal reforms
- 1.6. Capacity development of Civil Society Organisations
- 1.7. Disaster risk reduction and climate change
  
2. Human Capital Pillar
  - 2.1. Primary education
  - 2.2. Increased access and use of health services
  - 2.3. Increased access and use of safe water and sanitation
  - 2.4. Food security and nutrition
  - 2.5. Social protection and vulnerable groups
  
3. HIV/AIDS Pillar
  - 3.1. HIV prevention
  - 3.2. PMTCT
  - 3.3. People living with HIV/AIDS
  - 3.4. Social protection and vulnerable children
  - 3.5. HIV mainstreaming
  - 3.6. Monitoring and evaluation
  
4. Economic Development
  - 4.1. Formulation and implementation of policy framework
  - 4.2. Sustainable local economic development
  - 4.3. Pro-poor economic growth

The objectives of the evaluation are to:

- a) Assess the *role* and *relevance* of the UNDAF (i) in relation to the issues and their underlying causes, and challenges identified by the CCA undertaken at the beginning of the current programme cycle and in the context of national policies and strategies (ii) as a reflection of the internationally agreed goals, particularly those in the Millennium Declaration, and international norms and standards guiding the work of agencies of the UN system and adopted by UN member states:
  - Do the UNDAF outcomes address key issues, their underlying causes, and challenges identified by the CCA? Were new issues and their causes as well as challenges that arose during the UNDAF cycle adequately addressed?
  - Has the UNDAF results matrix been sufficiently flexible to adjust to evolving national policies and strategies e.g. National Development Plans and Goals, PRSP, SWAP, legislative reform) during the current programme cycle?
  - Have the UNDAF outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards guiding the work of agencies of the UN system (including the Millennium Declaration MDGs, UN human rights treaties, including such as CRC, CEDAW).
  
- b) Assess *design* and *focus* of the UNDAF, i.e. the quality of the formulation of results at different levels, i.e. the results chain:
  - To what extent is the current UNDAF designed as a results-oriented, coherent and focused framework?
  - Were expected outcomes realistic given the UNDAF timeframe, the Agencies' capacities and resources?
  - To what extent and in what ways have risks and assumptions been addressed in UNDAF design?

- Is the distribution of roles and responsibilities among the different UNDAF partners well defined, facilitated in the achievement of results and have the arrangements been respected in the course of implementation?
  - Does the UNDAF respond to the challenges of national capacity development and does it promote ownership of programmes by the national partners and the use of national expertise and technologies?
  - To what extent have human rights principles and standards been reflected or promoted in the UNDAF? To what extent and in what ways has a human rights approach been reflected as one possible method for integrating human rights concerns into the UNDAF?
  - To what extent and in what ways are the concepts of gender equity and equality and other cross-cutting issues reflected in programming? Were specific goals and targets set? Was there effort to produce sex disaggregated data and indicators to assess progress in gender equity and equality? To what extent and how is special attention given to girls' and women's rights and empowerment?
- c) Assess the validity of the stated collective *comparative advantage* of the UN System:
- To what extent and in what ways have the comparative advantages of the UN organizations been utilized in the national context (including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the special mandates of UN agencies)?
- d) Assess the *effectiveness* of the UNDAF in terms of progress towards agreed UNDAF outcomes, including an assessment of the performance of its Joint Programmes:
- What progress has been made towards the realization of UNDAF outcomes as a contribution to the achievement of MDGs and in terms of indicators as reflected in the UNDAF M&E Plan?
  - Which are the main factors that contributed to the realization or non-realization of the outcomes? How were risks and assumptions addressed during the implementation of programmes and projects?
- e) Assess the *efficiency and effectiveness* of the UNDAF as a coordination and partnership framework:
- To what extent and in what ways has UNDAF contributed to achieving better synergies among the programmes of UN agencies?
  - Has the UNDAF enhanced joint programming by agencies and /or resulted in specific joint programmes? Were the strategies employed by agencies complementary and synergistic?
  - Have agency supported programmes been mutually reinforcing in helping to achieve UNDAF outcomes? Has the effectiveness or programme support by individual agencies been enhanced as a result of joint programming?
- f) To the extent possible, assess the medium term *impact* of UNDAF on the lives of the poor, i.e. determine whether there is any major change in UNDAF indicators that can reasonably be attributed to or be associated with UNDAF, notably in the realization of MDGs, National Development Goals and the national implementation of internationally agreed commitments and UN Conventions and Treaties.
- h) Analyse to what extent results achieved and strategies used by the UNDAF are *sustainable* (i) as a contribution to national development and (ii) in terms of the added value of UNDAF for cooperation among individual UN agencies.

#### 4. Management and organisation

The Consultants will be expected to work independently on the evaluation although organisational support will be available from the Office of the Resident Coordinator and the UNDAF Evaluation Task Force.

The Institutional Arrangements for the UNDAF Evaluation will be constituted by following constituencies:

- a) The **UNDAF Evaluation Management Group (EMG)** formed by following representatives of the Government of Mozambique: Minister of Foreign Affairs and Cooperation, Minister of Development and planning, Minister of Finance, Minister of State Administration, Minister of Justice, Minister of Public Function and Minister of Health. Additionally the EMG will have a Representative of the UN, a Representative of the Civil Society (G20), a Representative of the Private Sector (CTA), a Representative of Academia (High Institute of International Relations) and Representatives of following donors: Spain, Norway, UK. The EMG will be responsible for:
  - Leading the UNDAF Evaluation process to ensure that a coordinated approach is applied;
  - Taking specific policy decisions related to the planning and implementation of the Evaluation;
  - Approving the draft and final reports of the UNDAF Evaluation
- b) The **UNDAF Evaluation Task Force** formed by the Chairs and Vice Chairs of the UN Programme Management Team (PMT) and of the UN Monitoring and Evaluation Reference Group (M&E RG), as well as the PMT UNDAF pillar leads as appropriate. The main tasks of the UNDAF Evaluation Task Force will be to guide the evaluation process at the design, implementation and report stages and regularly report back to the UNCT on progress. Therefore, the Task Force will administratively manage the process of the UNDAF evaluation. More concretely the Task Force members will:
  - Prepare, as far as possible, all necessary documentation for the consultant/s to complete the desk review in advance of the start of data collection;
  - Follow-up the process of the evaluation to ensure timely delivery of the reports;
  - Organize any stakeholder consultations and EMG meetings planned during the evaluation period;
  - Provide support to the consultants in obtaining documents and providing contact data for organizing interviews throughout the period of the evaluation; and
  - Endeavour to obtain any additional information needed, as well as provide any other relevant inputs as required.
- c) The **In-country, In-house Quality Assurance Panel** formed by the current members of the UNCT PARPA Task Force and the UN Resident Coordinator. The panel will be responsible for ensuring the quality of the evaluation by reviewing the draft and final UNDAF evaluation reports and will serve as a sounding board for the EMG decisions on the evaluation. The PMT and the M&E Reference Group will provide technical inputs to the deliberables.
- d) The **External Quality Assurance Panel formed by selected and relevant members of the UN Regional Directors Team, agency HQ and DOCO**. The panel will be responsible for ensuring the quality of the evaluation by reviewing all deliverables and will serve as an independent technical board throughout the evaluation.

## 5. Methods and process

The Consultants will use following methodology to evaluate the UNDAF 2007-2009 and its extension in Mozambique:

- Undertake a comprehensive desk review (synthesis and data analysis) of existing studies, surveys and evaluations conducted by UN agencies and their partners during the current UNDAF cycle as well as documents from the government on national policies and strategies;
- Conduct interviews with Heads of UN Agencies, Programme Management Team members, donors and selected senior Government officials; and
- Prepare a report including identified constrains, lessons and challenges in relations to the priority interventions as well as specific recommendations made both to the UNCT and to individual agencies.

The process of the evaluation will include following steps:

- The consultant will participate in an initial briefing meeting with the UNCT and the UNDAF Evaluation Task Force
- Prior to the end of the consultancy, the consultants will submit a first draft report to the Task Force for circulation to the Quality Assurance Panels and the EMG for comments and feedback
- These comments will be added to feedback from a broader range of stakeholders during a consultation meeting. The consultants will prepare a final revision of the UNDAF Evaluation report including an elaboration of the comments/recommendations previously received.

The UNDAF evaluation process will involve key stakeholders (e.g. UN staff, their counterparts in the government, NGOs, international actors, bilateral donors) and provide an opportunity to contribute to the capacity-building in evaluation of national partners.

The analysis should include appropriate discussion of the relative contributions of different stakeholders to results, thereby displaying a sense of proportionality between the relative contributions of each partner, and the results observed.

The analysis should provide evaluable illustrative examples (i.e. programmes, projects, and enabling activities) of the partnerships between UN funds, programmes and specialized agencies and the respective Government ministries and/or departments as well as other governmental entities, noting that programmes and projects are evaluable when they embody a set of activities that pursue specific, measurable, achievable, relevant and time-bound (SMART) objectives with clear indicators that allow assessing at a later stage whether the objectives and corresponding results have been achieved and whether these are relevant and sustainable.

## **6. Qualifications of the consultants**

A team of four (4) national and international consultants is needed, one of them will act as team leader, with a mixture of following skills and experience:

- Advanced university degree (Masters and equivalent) in development studies, economics, international relations, or related field
- 10 years of relevant professional experience is highly desirable, including previous substantive involvement in evaluations and/or reviews
- Excellent knowledge of the UN system and UN common country programming processes
- Specialized experience and/or methodological/technical knowledge, including some specific data collection and analytical skills, particularly in the following areas: understanding of human rights-based approaches to programming; gender

- considerations; Results Based Management (RBM) principles; logic modelling/logical framework analysis; quantitative and qualitative data collection and analysis; participatory approaches
- Excellent written and spoken English. Good knowledge of Portuguese is an asset
  - Excellent report writing skills as well as communication and interviewing skills

## **7. Deliverables**

The key deliverable will be a brief UNDAF Evaluation report (max 40 pages) for dissemination to the UNCT, relevant stakeholders and the Government of Mozambique. A draft report will previously be submitted for review by the Quality Assurance Panels and the EMG and revised following their comments.

Content and format of the report should comply with the OECD/DAC Evaluation Quality Standards and the UNEG Evaluation Norms and Standards.

Analysis should include appropriate discussion of the relative contributions of stakeholders to results.

The report should include:

- An Executive Summary;
- An Introduction;
- A Reflection on the main findings which considers: (a) the results of the desk review of existing documentation available, and (b) the interviews conducted with Heads of UN Agencies, selected senior programme staff, and selected senior Government officials;
- A Conclusion; and
- Recommendations identifying issues and opportunities to consider in preparing for the next UNDAF

## **8. Evaluation Timeline**

April 2010	May 2010	June 2010	July 2010
<p><b><u>UNCT</u></b></p> <ul style="list-style-type: none"> <li>• Discusses and approves UNDAF Evaluation ToR</li> <li>• Forms specific UNDAF Evaluation Task Force to manage the Evaluation process</li> </ul>	<p><b><u>UNDAF Evaluation Task Force</u></b></p> <p>review of 'desk review documents list', and key stakeholders and UN Staff contact list</p>	<p><b><u>UNCT, Task Force and Consultants</u></b></p> <ul style="list-style-type: none"> <li>• Briefing meeting</li> </ul> <p><b><u>Consultants</u></b></p> <ul style="list-style-type: none"> <li>• Data Gathering and Analysis</li> <li>• Submission of draft report</li> </ul> <p><b><u>Quality Assurance Panels and EMG</u></b></p> <ul style="list-style-type: none"> <li>• Review and comments to draft report</li> </ul>	<p><b><u>EMG, Task Force, Stakeholders and Consultants</u></b></p> <ul style="list-style-type: none"> <li>• Stakeholders' Consultation meeting</li> </ul> <p><b><u>Consultants</u></b></p> <ul style="list-style-type: none"> <li>• Final UNDAF Evaluation Report prepared</li> </ul> <p><b><u>Quality Assurance Panels</u></b></p> <ul style="list-style-type: none"> <li>• Review of final report</li> </ul> <p><b><u>EMG</u></b></p> <ul style="list-style-type: none"> <li>• Review and approval of final report</li> <li>• Dissemination of the evaluation findings &amp; recommendations to stakeholders.</li> </ul>

## 9. List of relevant documents

### Government specific

1. PARPA II – Action Plan for the Reduction of Absolute Poverty (2006-2009) (May 2006);
2. PARPA II - Relatório de Avaliação de Impacto (November 2009);
3. Plano Quinquenal 2006-2009

### United Nations specific

4. Operational Plan of the UN System in Mozambique 2007-2009 (3 December 2007).
5. Mozambique Stocktaking Report 2008 (March 2009);
6. Mozambique Stocktaking Report 2007
7. All Joint Programmes Project Documents
8. The ONE UN Fund Annual Progress Report 2008,
9. UNDAF 2007-2009,
10. UNDAF Extension Document 2010-2011,
11. UNDAF Annual Reports
12. UNDAF Mid-Term Review
13. UN Annual Report 2009