**TERMS OF REFERENCE FOR THE**

**FINAL EVALUATION OF UNDP ERITREA COUNTRY PROGRAMME ACTION PLAN (2007-2011)**

1. ***Background***

The United Nations Development Programme (UNDP) has been operating in Eritrea since 1992 to promote and implement sustainable human development strategies and programmes based on national development priorities of the Government of the State of Eritrea (GoSE). UNDP’s focus from 1992 – 1993 was targeted mainly on rehabilitation and reconstruction, as Eritrea was just emerging from a 30-year liberation struggle with Ethiopia and independence was just realized then. The period from 1994 – 1996, the support of UNDP was mainly targeted on capacity development programmes, a continuation of the post-war emergency programmes aimed at rehabilitating, resettling and reintegrating returnees and refugees as well as demobilizing and reintegrating ex-combatants. From 1997 – 2001, a Country Cooperation Framework (CCF) signed between the UNDP and the GoSE was implemented and its primary focus was capacity development and institution building.

The first common planning framework for all UN agencies in Eritrea, the United Nations Development Assistance Framework was formulated and implemented from 2002 – 2006. The UNDAF was informed by the UN Common Country Assessment, which was conducted in 2000 and the main priority areas of UNDP were the promotion of democratic governance and pro-poor economic growth and sustainable livelihoods. The second UNDAF 2007 – 2011 was finalized and its implementation has been ongoing, and it will end June 2011. This UNDAF was informed by the UN CCA which was finalized in 2005. The UNDP country programme document (CPD) and country programme action plan (CPAP) 2007 – 2011 were informed by the second UN Development Assistance Framework, UNDAF 2007 – 2011, and lessons learned from the previous programming period, with focus on development areas such as capacity development, emergency and recovery, environment and sustainable development, food security and gender. The overall objective of the UNDP supported programmes has been geared toward strengthening national capacity in key national institutions to enhance development effectiveness.

Specifically, the CPAP 2007 – 2011 is focusing on the following five thematic programmes areas:

1. Increasing equitable access and utilization of quality basic social services, with particular emphasis on vulnerable groups;
2. Establishment of an integrated and effective development planning, monitoring and evaluation framework to address the shortfalls in attaining the MDG targets and implementation of the Millennium Declaration;
3. Improving access to food for the most vulnerable population, thereby contributing to the eradication of poverty and extreme hunger by 2015 (MDG1), and working towards environmental sustainability (MDG7);
4. Assisting the government through an integrated multi-sector approach to ensure that IDPs, expellees, returnees and other war- and drought-affected population are resettled, reintegrated, and have secure livelihoods and access to basic services; and
5. Supporting the attainment of equal opportunities, rights, benefits and obligations for women in all areas of life in Eritrea.

A total of US$ 46.6m was required for the five-year programme intervention. Out of the total required resources, UNDP secured US$ 19.6m from its core resources and the remaining was to be mobilized from donors and other funding windows. As at December 2010, a total of US$ 66.9 million has been utilized to support programme interventions in the five thematic areas. And a total of US$ 45 million was mobilized from donors.

Major UNDP partners involved in the implementation of the programme include government line ministries and other national institutions, including Ministry of Justice, Ministry of Foreign Affairs, Ministry of Agriculture, Ministry of Finance, Ministry of National Development, Ministry of Marine Resources, Ministry of Land, Water and Environment, Department of Immigration and Nationality, Civil Service Administration, National Union of Eritrean Women, National Union of Eritrean Youth and Students, and National Confederation of Eritrea Workers. The donor and collaborating international partners have included the European Union, the Governments of the Netherlands, Norway and Italy, the Global Environment Facility (GEF)) and UN Agencies (UNFPA, OCHA, UNICEF, FAO, WHO, UNCDF, and UNHABITAT.

The timeline of the UNDP CPAP 2007 – 2011, which conforms to the timeline of the second UNDAF 2007 – 2011, will conclude in June 2011, meaning the development of a new country programme document. To inform this process, the UNDP CO has decided to undertake a final evaluation of the CPAP in line with UNDP corporate guidelines and requirements on evaluation.

1. ***Evaluation Purpose***

As the country programme nears its completion, it is a mandatory requirement to undertake final evaluation in order to draw lessons learned, best practices, and other pertinent information that will inform the preparation of a new country programme document. As such, the purpose of the final evaluation of the CPAP 2007 – 2011 is to assess the impact and its overall contributions to development effectiveness in Eritrea relative to its five strategic areas of intervention. In addition, the evaluation is expected to assess the progress attained against the targets set out in the CPAP, assess the CPAP in terms of overall relevance and appropriateness, effectiveness and alignment with the national development priorities.

1. ***Evaluation Scope and Objectives***

Although it was not a mandatory requirement, the country office carried out Mid Term Review of the CPAP in the year 2009. Hence, the final evaluation will build on the midterm review. The evaluation will cover the five strategic programme interventions and it will assess the extent to which the programme has contributed to development results and the outcome of each strategic programme intervention in light of the approved country programme. Furthermore, the evaluation will cover the entire programme period and will focus on assessing the strategies, implementation mechanisms and programmatic results based on the management, programme coordination, design of the country programme and communication and cooperation between and among all stakeholders. In addition, the evaluation will highlight the strengths, weaknesses, best practices, and provide forward looking recommendations for future programme design and implementation. Verifiable achievements and lesson learned will also be a major part of the final evaluation.

In terms of specific objectives, the final evaluation will seek to achieve the following:

1. Assess progress towards achieving expected results;
2. Assess the contributions of UNDP to development effectiveness, nationally;
3. Document best practices/success stories and lessons learned in the course of the programme implementation, including but not limited to, implementation of RBM, resource application and monitoring and evaluation of progress;
4. Assess the impact of activities carried out under each of the programme components, especially with regards to human and institutional capacity building, gender mainstreaming and human rights-based approach;
5. Assess and document any evidence of transformational change at the national level; and
6. Assess the continuous relevance of the country programme components to development effectiveness in Eritrea.
7. ***Evaluation questions***

The final CPAP evaluation will address, among others, the following pertinent questions:

 *A. To what extent have the UNDP development interventions attained the intended results:*

* Were the stated outputs and outcomes under the CPAP achieved?
* What progress toward the outputs and outcomes has been made?
* What were the major factors influencing the achievement/non-achievement of the results?
* To what extent have gender issues and HRBA been addressed in UNDP programme/projects?
* Do the respective component areas significantly contribute to the achievement of the Country Programme outputs and outcomes?
* What factors contributed to effectiveness or ineffectiveness?

*B. How UNDP development interventions have generated changes, and at which level, in the CPAP programmatic areas:*

* What happened as a result of UNDP programmes/projects and soft assistance?
* How far these results are attributable to UNDP?
* How Government and public institutions have been affected?

*C. Do the five strategic programme intervention areas identified in the CPAP address the country’s priorities?*

* To what extent do the outcome/outputs address national priorities?
* Does the progress made by the projects/programmes identified under the CPAP significantly contribute to the related UNDAF outcomes?
* Were the selection of projects/programmes and their outputs consistent with the intended CPAP outcome and outputs?

*D. How efficient was the programme approach in the expected achievement of results:*

* Was the most efficient process adopted?
* Was the partnership strategy efficient or not?
* Was there any duplication or lack of co-ordination between the outputs?

*E. What are the chances that the accomplishments and results will be sustained in the future:*

* How strong is the level of ownership of the results by the Government and public institutions?
* What is the level of commitment from the Government to ensure sustainability of the results achieved?
* Does the Government have the capacity to mobilize resources (human, financial) to pursue/secure the results in the future?
1. ***Methodology***

The evaluation will be conducted in close consultation with key national institutions/stakeholders and implementing partners throughout the entire process to ensure that the principles of national ownership, transparency and mutual accountability are followed. The relevant national and implementing partners will be consulted at all levels of the evaluation process. In other words, the participatory and consultative approach will be pursued throughout the evaluation process, ensuring that all relevant stakeholders are consulted.

In terms of data collection, the evaluation team will use an integrated approach to involve a combination of quantitative and qualitative data collection and analysis methods to capture tangible and quantifiable results as well as to understand the factors and processes contributing to these results in the lives of beneficiaries of the programme components. Specifically, the evaluation will comprise the following stages of data collection: desk review, consultations and interviews, field visits, finalization of evaluation methodology and work plan, and debriefing session.

1. **Desk Review:** The evaluators will conduct desk review of all available documents related the country programme, including reports which include projects/programmes evaluation reports, CPAP MTR report, project/programme review/progress reports, CPAP document, UNDAF document, UNDAF MTR report, and available national policy and strategy documents.
2. **Consultations and Interviews:** Consultations and interviews will also be held with various key stakeholders and selected implementing partners identified by the evaluation team in consultation with UNDP, including line ministries and other national institutions, project/programme focal persons/coordinators in national institutions and UNDP, UNDP Senior Management, international development partners, and regional administrators.
3. **Field Visits:** Field visits will be organized, if travel permit is approved by the Protocol Office, so as to get optimal inputs from the stakeholders. Actual dates will be agreed upon in consultation with the relevant teams and the evaluation team. The field visits will be supported by UNDP to facilitate the collection of qualitative and quantitative data, using various approaches such as structured surveys, structured and semi-structured interviews and observation techniques.
4. **Finalization of Methodology and Work Plan:** In consultation with the relevant UNDP monitoring and evaluation team and possibly relevant national partners, the evaluation team will finalize the evaluation methodology and work plan. The consultative and participatory approach will continue to be a major component of the finalized methodology.
5. **Debriefing Session:** The evaluation team will debrief all relevant national stakeholders as well as the UNDP Senior Management and programme team on the initial findings of the final evaluation, including key observations and recommendations based on verifiable facts and data. This means the first draft report shall be ready for scrutiny at the end of the evaluation period. This report is expected to be presented to all stakeholders in an arranged meeting/workshop prior to the departure of the team leader.
6. ***Evaluation deliverables***

The evaluators are expected to produce a comprehensive analytical report that includes, but is not limited to the following components:

* Executive summary
* Introduction
* Description of the evaluation approach and methodology
* Development context
* Key findings (impact of contributions, relevance of programme, effectiveness, alignment to national development priorities, etc)
* Lessons Learned
* Recommendations
* Annexes

A detailed evaluation structure comprising the work plan and evaluation methodology will be expected from the evaluators before commencing detailed work on the evaluation. A full draft report in English will be submitted to UNDP at the end of the mission. This report will be discussed within UNDP and with partners involved in the programme implementation. UNDP will transmit to the evaluators the comments made on this draft report within two weeks, and they will be expected to incorporate the comments within one week and resubmit the final draft in both soft and hard copies. All documents, including questionnaires used for the purpose of the evaluation will also be delivered to UNDP in the same format.

1. ***Evaluation Team composition and required competencies***

The team will be composed of one international consultant who will be the team leader for the evaluation and one national consultant.

**Qualification and required skills of the international consultant:**

* Advanced university degree in public administration, economics, gender studies, international development studies or related field.
* A minimum of 10 years and more relevant experience in participatory planning, implementation and monitoring and evaluation.
* Excellent knowledge and experience of development issues including the MDGs, Emergency & Recovery, poverty reduction, environment and sustainable development, gender equity, human rights-based approach, HIV/AIDS issues, and development partnerships.
* Previous experience in conducting evaluation and programme reviews, especially in developing countries.
* Familiarity with the UN system
* Proven experience in Results-Based Management (RBM) and good understanding of gender mainstreaming into programmes/projects.
* Experience working with a wide range of institutions/organizations, including high-level government, UN agencies, and civil society.
* A good team player and demonstrable ability to work effectively in a team composed of individuals of different professional backgrounds.
* Excellent oral and written communications skills in English, especially in drafting and editing reports

**Specifically, the international consultant and team leader will undertake the following tasks:**

* Lead and manage the evaluation process;
* Design the detailed evaluation scope and methodology for the report, including the methods for data collection and analysis;
* Decide the work specification for members of the evaluation team;
* Assume overall leadership and responsibility for the analysis, quality and timely submission of the final report to the UNDP Country Office;
* Draft related parts of the evaluation report; and
* Finalize the entire evaluation report

**Qualification and required skills of the national consultant:**

* Advanced university degree in public administration, economics, gender studies, international development studies or related field.
* At least five years of work experience in participatory planning, implementation and monitoring and evaluation
* Very good knowledge and experience of development issues including the MDGs, Emergency & Recovery, poverty reduction, environment sustainability, gender equity, human rights-based approach, HIV/AIDS issues, and development partnerships.
* Previous experience in conducting evaluation and programme reviews.
* Familiarity with the UN system
* Experience in Results-Based Management (RBM) and understanding of gender mainstreaming into programmes/projects.
* A good team player
* Excellent oral and written communications skills in English, especially in drafting and editing reports

**Specifically, the national consultant will undertake the following tasks:**

* Mobilize and review documents;
* Participate in the design of the evaluation methodology;
* Data collection;
* Facilitate meetings with sector ministries and other national stakeholders;
* Actively participate in conducting the analysis of the evaluation report;
* Draft related parts of the evaluation report; and
* Assist the team leader in finalizing the evaluation report incorporating comments received on the assigned sections of the report.
1. ***Implementation Arrangements***

To facilitate the final evaluation, the Strategic Analysis and Partnership Unit (SAPU) in the UNDP Country Office will coordinate the entire evaluation process with the assistance of the Programme Unit. The identification of a wide range of stakeholders including key national institutions, UN agencies, other bilateral and multilateral organizations, and beneficiaries will be identified by SAPU with the support of the UNDP Programme Managers for interviews by the evaluation team. SAPU will also be responsible for connecting the evaluation team with the UNDP Senior Management. In addition, SAPU will assist the evaluation team in developing a detailed evaluation plan; facilitate field visits; and organize meetings. It must however be noted that the evaluation will be fully independent and the evaluation team will retain enough flexibility to determine the best approach in collecting and analyzing data for the entire evaluation process. Finally, logistical support will be provided by UNDP to facilitate the entire evaluation.

1. ***Indicative Time Frame for the Evaluation process (1 June – 10 August)***

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1. **Reference Documents**
2. Country Programme document
3. Country Programme Action Plan (CPAP)
4. United Nations Development Assistance Framework (UNDAF)
5. United Nations Development Assistance Framework Mid-Term Review Report
6. CPAP Mid Term Review Report
7. Recovery programme outcome evaluation report
8. ALDP final project evaluation report
9. Wind Energy Mid Term and Final Project evaluation report
10. Annual progress report compiled by practice areas/project documents and progress reports
11. UNDP Handbook on Monitoring and Evaluation for results
12. UNDP Results-Based Management: Technical Note