**Terms of Reference**

**Outcome Evaluation Mission**

**Outcome Evaluation Title**: Evaluation of the Environment component in the UNDP Country Programme 2009 – 2011 with extension 2012.

**Duty Station:** UNDP Mauritius

**Duration of Appointment**: 24 working days

**Expected Starting Date**: end of July 2011

1. **Purpose of the Evaluation**.

The annexed Evaluation Plan for Mauritius outlines what is to be evaluated during the current UNDP Country Programme which runs from 2009 – 2011 with extension to December 2012.

In order to enable the preparation of the next country programme document, the Country office has decided to carry out the Outcome Evaluation for the Environment Unit ahead of schedule. Therefore, UNDP Mauritius will commission an outcome evaluation with regards to Evaluation of the Environmental protection component of the Country Programme 2009-2012, as it is in its third year, with a view to put into practice the lessons learnt for the next Country Programme formulation and to provide adequate programme coverage to help UNDP Mauritius better manage for results.

The evaluation results will be used by the UNDP Country Office Management and by the Government Implementing Partners while formulating the next Country Programme 2013 – 2015

Annex 1: Evaluation Plan for Mauritius

1. **Description of the environmental, social, economic and political context.**

Mauritius is party to the United Nations Small Island Developing States (SIDS) programme - The Barbados Programme of Action on the Sustainable Development of Small Island Developing States. These nations share common socio-economic and environmental issues and concerns that are unique to small islands. The concerns of SIDS were recognised by the international community when it agreed to Chapter 17 of Agenda 21 during the Earth Summit in 1992, which notes that SIDS face special challenges in planning for sustainable development, and agreed to a Global Conference on the Sustainable Development of Small Island Developing States. The conference took place in Barbados in 1994 and adopted the Barbados Programme of Action, the principal international framework for addressing the special challenges and constraints faced by SIDS in their implementation of sustainable development. In the Plan of Implementation adopted at the World Summit on Sustainable Development (WSSD) (Johannesburg, August / September 2002), a recommendation was made that, "a full and comprehensive review of the implementation of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States takes place in 2004".

The IM took place in Mauritius in January 2005 and undertook a full and comprehensive review of the implementation of the Programme of Action. The review sought a renewed political commitment by all countries to the Programme of Action and focused on practical and pragmatic actions for its further implementation, inter alia, through the mobilisation of resources and assistance for SIDS. (See: SIDS International Meeting)

In line with its consistent commitment to sustainable development, the Government of Mauritius has pledged to undertake various sustainable reforms in all its spheres, from environment, health, education and economy, to socio-cultural upliftment. Prime Minister Ramgoolam’s vision for achieving this was given effect through allocations in the 2008/2009 budget. The Honorable Dr. Ramakrishna Sithanen, Vice-Prime Minister and Minister of Finance and Economic Empowerment, stated in his budget speech, “We will build a green future for Mauritius through the Maurice Ile Durable vision of the Prime Minister, and shift to local renewable sources of energy away from imported fossil fuel.”

The aim of the Maurice Ile Durable (MID) programme is to move Mauritius along a sustainable trajectory and into a ‘green’ future. This embraces concepts of becoming self sustaining. Towards this end, the government has set up the Rs 1.3 billion (approximately US$ 39 million) Maurice Ile Durable Fund to be utilised over the period 2008-2011, representing about 0.2% of the GDP of Mauritius. The Fund will mobilize resources from taxes, Government subsidies, development partners, carbon credits, and the private sector, including the introduction of carbon footprint offsets in the aviation sector.

Mauritius is unique in Sub-Saharan Africa and unlike most other West Indian Ocean SIDSs in that it has a low poverty ratio and a robust economy rooted in manufacturing, trade and business activity. It enjoys high rainfall even in the driest areas. The greatest threats to economic and environmental sustainability lie in its dependence on oil and petroleum based energy, the extensive transformation of natural habitats, and the degradation of 43% of its land resource due to extensive monoculture practice, primarily sugar. These threats are large-scale, multi-sectoral and pervasive in their reach and tenacity, and they cannot be addressed in a piecemeal fashion.

75 to 80 percent of the island’s energy requirements are serviced by imported fossil fuel products. Mauritius’ island status means that it has no potential for interconnection with neighbouring electricity grids, and this has encouraged the government to look to local and renewable energy sources. Privately owned co-generation coal and bagasse (the pulp residue from cane sugar extraction) power plants were set up under the Bagasse Energy Development Programme. Hydro-electric generation is used to supplement the grid and research is being conducted on power generation using wind and sea energy and an extension of the programme that supports solar power generation for households .

Statistics on land use from 2005 show that only 25 percent of Mauritius’ land asset remains untransformed in the form of forests, scrubs and grazing lands. Initial deforestation and the later conversion to wide scale and intensive agriculture has resulted in 43 percent of the island’s surface area being used for cultivation, of which almost 99 percent is sugar cane, the balance being tea and tobacco. Abandoned cane fields make up a further additional 3 percent of land cover. Built-up areas and infrastructure account for 27 percent of land use and much of this is focused on the coast, with discharges impacting on water quality of coastal wetlands and marine waters. Shoreline structures have impeded longshore sedimentation processes resulting in erosion of beaches, which is impacting on the tourism industry . Total land under protection (including private reserves) in 2007 was just under 15,000 hectares (8% of surface area).

Despite its robust economy, the nation’s HDI is on a par with a country that has a much lower per capita GDP. The HDI, as an aggregate index, masks disparities within countries. It is therefore possible that a country may perform well in the aggregate HDI even if its people experience large disparities in opportunities, as in the case of Mauritius. Over the past four decades, Mauritius has achieved remarkable progress with sustained economic growth and significant improvement in the standard of living.  Annual rates of growth have averaged over 5 per cent and per capita income is now almost US$7,000.  Mauritius has successfully diversified its economic activities, particularly in agriculture, manufacturing, tourism, and financial and business services. Life expectancy at birth, adult literacy and income distribution have improved significantly to surpass average levels for upper middle-income countries. It ranks among the top performing economies on many fronts.

In 2009, Mauritius was ranked:

* 1st in Mo Ibrahim classification of Good Governance among 57 African countries;
* 17th out of 183 Countries (Previous ranking: 2008 - 29th, 2007 - 49th ), and to 1st position among Sub-Saharan African countries, in the World Bank Doing Business Index;
* 57th out of 132 countries “In Achieving Global Competitiveness” (World Economic Forum);
* 72nd out of 169 countries in the UNDP Human Development Index (HDI).

In September 2008, GDP growth forecast for the fiscal year 2008/09 was 6.2 percent. However, during the budget speech last May, the Ministry of Finance and Economic Empowerment (MOFEE) predicted growth in the range of 2 to 2.2 percent. This estimate has remained stable and credible since then. The fast pace in which expected growth performance for 2009 deteriorated in Mauritius is commensurate with developments across the globe. Between October 2008 and May 2009, real GDP growth forecasts plunged as a reflection of the severe synchronized economic downturn all countries are now facing.

In 2010, Government expected the deficit to remain at about 5 percent. However, given the low level of total fiscal revenues in Mauritius (22.9 percent in 2008), high levels of current expenditure (23.6 percent in 2008) and ambitious public investment programme, there are clear downside risks to the fiscal deficit.

**Reform Framework**

Despite being a small remote island, Mauritius was able to escape grim development prospects over the last 40 years. Between 1968 and 2009, Gross Domestic Product (GDP) per capita grew from US$260 to almost US$7,000.

**I**n the mid-1990s a new vision began taking shape in Mauritius of a higher value added, more diversified, skill and knowledge intensive economy. To realize this, planners recognized they would need to invest massively in human capital and infrastructure, make better use of advanced technologies and reform the regulatory environment to harness the creativity of the private sector. Yet, little was achieved in these areas during the decade which followed. Instead, trend growth slowed as new sectors failed to generate hoped for levels of output and employment while traditional ones lost ground to increasing competition in their export markets. The miracle years of the 1980s receded into history.

In July 2005, Mauritians went to the polls. With the “triple trade shock” – eroding textiles and sugar preferences and rising energy prices – exacerbating the longer term decline, they were in an uncharacteristically pessimistic mood. The outcome of the election was a new Government with a strong reformist platform that touched on virtually every facet of economic and social policy. In the economic sphere, the Finance Minister urged the need to halt the slide in performance by raising competitiveness, promoting higher value added exports, investing in infrastructure and education, and reforming industrial relations. These were well rehearsed themes, but it soon became apparent they did not portend business as usual. The new Government immediately set to work on an ambitious and comprehensive structural reform program intended to raise the efficiency of the private sector and modernize the public sector for a post-regulatory world.

Since 2006, Government has been implementing a comprehensive 10-year economic reform programme based on four pillars, namely: 1/ Fiscal consolidation and improving public sector efficiency; 2/ Enhancing trade competitiveness; 3/ Improving the investment climate; and 4/ Widening the circle of opportunities. These reforms are embodied in a 3-year Performance-Based Budget (PBB) introduced in the 2008/09 budget and have helped in reversing the declining trend in economic performance and strengthened the resilience of the economy.

1. **Description of the subject of the evaluation**

The 2009 – 2011 Programme and the Intended Results of the annexed Country Programme for the Republic of Mauritius 2009 – 2011, outlines the objectives, baseline, indicators for the Environment programme which is split into two focus areas and constitutes the baseline for the carrying out of the outcome evaluation. The Results and Resources Framework for the 2009 – 2011 mentioned that the country programme outcomes and indicators are as described below.

**Country Programme Outcomes:**

National capacities of key institutions to implement global environmental commitments at national and regional levels through integration of environmental concerns in national policies and programmes improved

Baseline: Limited capacity and tools to integrate global and regional environmental obligations into national development policies and programmes and lack of framework for accessing carbon finance.

Target: Capacities of institutions and appropriate tools developed facilitating the integration of international and regional Environmental Obligations into national policies, strategies and programmes.

Indicators: 10% improvement reflected in the environmental indicators for Mauritius by 2010 in the various State of Environment Reports prepared as part of the Conventions Obligations and framework for CDM developed and operational by end 2010

Objective: Capacities for management of persistent organic pollutants, mainstreaming climate change adaptation strategies and integrating energy conservation into policy and programme development enhanced at country level.

Baseline: Climate Change adaptation measures and Energy Efficiency concerns are not integrated and national development strategies.

Target: Build local capacity to mainstream climate change issues into national development programmes.

**Indicators:** National Adaptation Plan implemented. Energy efficiency regulations implemented by end 2011.

Annex 2: Country Programme for the Republic of Mauritius (2009 -2011)

Annex 3: UNDP strategic Plan 2008 - 2011

UNDP Corporate has a system of RBMS (Results-Based Management System) which requires linking individual projects to outcomes in a Programme, based on the above-mentioned Strategic Plan.

1. **Evaluation objectives and scope.**

The Environment Programme consists of a number of projects at various stages of implementation. The local and regional projects listed below are those which have been running for the past 3 to 1.5 years and therefore expected to result in some initial outcomes.

Local Projects

* GEF Funded Removal of Barriers to Energy Efficiency
* GEF Funded Sustainable Land Management
* GEF /GoM Funded Marine Protected Areas
* JICA funded Climate Change Adaptation
* GEF Funded Sustainable Management of POPs
* Maurice Ile Durable Support Project

Regional Projects

* CDM Regional project
* Agulhas and Somali Current Large Marine Ecosystems

Four GEF funded projects (POPS, Energy Efficiency, SLM, MPA, and ASCLME) will come to an end in 2012 after almost 4-5 years of implementation. In addition, some projects are midway and expect to be evaluated e.g. JICA funded Climate Change Adaptation project. Some new projects are also starting such as the Regional Integrated Water Management Resources project and the Removal of Barriers to Solar PV Power Generation projects. Follow-on projects are planned starting in 2013 under the mandate of a newly formulated Country Programme 2013 -2015 for the Republic of Mauritius.

This evaluation is an **end of programme cycle evaluation** for the following purpose and with the following objectives in mind:

1. To evaluate the impact of the implementation of the environment programme as per the original country programme outcome and related country programme output, with particular focus on the sustainability and cost effectiveness of the key interventions to date;
2. To provide useful lessons learnt for follow-up interventions during the current programme’e extension year until 31 December 2012 and for formulation of the next Country Programme 2013-2015, in particular to generate knowledge about good practices, lesson learnt and weaknesses of the programme/project.
3. To examine how well needs of different groups supported were met by the programme/projects.
4. Examine how institutional and operational arrangements supported the implementation of the programme.

Key areas of the evaluation are as follows:

1. Projects design/assumptions made on the onset and realities faced over the projects’ timeframe
2. Relationship with other UNDP projects and contribution towards the Country Programme Outcomes concerned with the Environment Sector.
3. Areas of best potential success for further support
4. Coordination of stakeholders
5. Assess impact of the projects

Key areas of the evaluation are as follows:

1. **Evaluation questions**

The following questions need to be addressed:

* Have the right things been done? Was the outcome and associated programme/projects relevant, appropriate and strategic to national goals and the UNDP mandate?
* Were impacts and outcomes achieved as planned?
* Are the results sustainable? Will the outputs and outcomes lead to benefits beyond the life of the existing programme/project?
* How might we do things better in the future? Which findings may have relevance for future programming or for other similar initiatives elsewhere?

1. **Methodology (elements of an approach)**

According to the previously mentioned purpose and objectives of the outcome evaluation and based upon the established indicators, baseline information and specific targets, the methodology should describe:

* Review of all major documents including project document, revisions, monitoring and progress reports (see attached list and web link)
* Interviews with key informants
* Stakeholder consultations/interviews
* Whether and how the evaluation was considered in programme/project design;
* Details of the outcome and outputs indicators that have been proposed/used to measure performance, with associated baseline and target data;
* Information on whether monitoring has actually taken place and whether it has produced critical data for management purposes;
* Strengths and weaknesses of the original M & E design and the quality of data that have been generated;
* Availability of relevant global, regional, national data;
* Availability of complementary data (from similar programmes/projects)

1. **Management of the Outcome Evaluation and Expected Deliverables.**

The overall responsibility for managing the outcome evaluation will be with the UNDP Country Office Outcome Evaluation Team, in particular the Senior Programme Manager and the other Officers/Associate/Assistant of the project , under the guidance of the UNDP Resident Representative.

The Country Office Evaluation Team will provide assistance in identifying consultants, participate in briefing and debriefing processes for the evaluation team, provide comments on the draft report and clear the final report before evaluation is completed. The CO Evaluation Team will also facilitate contact to key partners in the country, such as other in-country partners as required.

A presentation of the key findings of the evaluation will be presented at a meeting at the UNDP premises, including stakeholders, some selected implementing partners and government.

The detailed time line and key outputs, i.e. draft report, the final report and presentations that are expected from the evaluators, are spelt out under the chapter 9 “Plan for Evaluation Implementation”

Guidance on the structure of a UNDP evaluation report (expected format) and a quality control checklist for its content have been developed by UNDP Headquartres and are herewith annexed.

Annex 4: Evaluation Report Format

Annex 5: Quality criteria

Annex 6: Guidelines for Outcome Evaluations

1. **Composition, Skills and Experience of the evaluation team.**

It is anticipated that the outcome evaluation team will comprise the following:

**One International consultant (team leader)**

The team leader is responsible for the quality of the final evaluation. (S)he will author the final evaluation report and lead the evaluation team through the implementation of the evaluation methodology.

The development of the evaluation tools and strategies will be of primary importance. The team leader will develop the evaluation questions in consultation with the UNDP Outcome Evaluation Team.

**One national consultant**

The national consultant will give specific insights of the Mauritius Public Service and the interaction between Government, Private Sector and other partners. (S)he will be key in interpreting Mauritian culture to ensure that findings are clear and sound. (S)he will take lead in facilitating organizational capacity reflection focus group among the project partners in order to understand progress that has been made since programme/project inception.

The UNDP Outcome Evaluation Team and the Project Staff, the Project Management Units (PMUs) attached to the related project, will facilitate administrative and logistical support to the consultants’ evaluation team and make sure that project partners and staff (PMUs) are available and participate in different meetings. It includes arranging meetings and transportation support as needed. Project staff and PMU Teams could eventually collect project data in advance of the teams arrival to facilitate time-effective analysis.

**The International consultant s**hould have a postgraduate degree in Environmental sciences, Management, or other related qualifications

Work Experience:

* Five (5) years progressively responsible professional work experience at international levels in qualitative evaluations particularly in the area of sustainable interventions.
* Proven working knowledge and experience in the environment field
* Proven work experience in use of evaluation methods for identifying measurable target indicators
* Strong conceptual, understanding and analytical skills on social, sector issues, as they link with poverty, gender, human rights and human development;
* Previous experience with UN agencies is an asset.

Skills:

* Strong leadership and planning skills
* Excellent written and presentation skills (English)
* Strong communication skills
* Ability to work in the multi-cultural team environment and to deliver under pressure/meet deadlines
* Ability to network with partners on various levels
* The necessary computer skills with competence in MS office package.

Language

Fluency in English language required.

Knowledge of French an asset

**The national consultant** should have a postgraduate degree in Environment, management or other related qualifications

Work experience:

* Experience in conducting evaluation at a national level
* Proven working knowledge and experience in the environment field
* Previous experience with UN agencies an asset

Skills:

* Strong leadership and planning skills
* Excellent written and presentation skills (English)
* Strong communication skills
* Ability to work in the multi-cultural team environment and to deliver under pressure/meet deadlines
* Ability to network with partners at various levels
* The necessary computer skills with competence in MS Word

Language:

Fluency in English language required.

Knowledge of French and Creole languages.

1. Plan for Evaluation implementation

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| --- | --- | --- | --- |
|  | Activity | Estimated time | Key outputs |
| 1 | Preparation by consultants   * Review CP 2009 -2011, project documents and progress reports * Other relevant literature   Preparation (by consultants)   * Briefing from UNDP Office * Prepare inception report * Agreement on activities and timeframes * Preparation of meetings/programme | 2 days  1 day  1 day | Familiarization with the projects (re. intended outcomes)  Agreement on timeframes and programme |
| 2 | Meetings and discussions with stakeholders   * Discussions with project teams (PMUs) * Field visits. This will include interviews and focus group discussions with various stakeholders. * Meetings with development partners including eventually Project steering committees and other partners | 7 days | Document records of interviews and observations with stakeholders  Evaluate findings |
| 3 | Presentation of findings to stakeholders   * Hold a meeting with stakeholders including Project Steering Committees, development partners, government and UN agencies to present preliminary findings and recommendations to collect feedback that will help finalise the report, give suggestions and get feedback * Incorporate feedback into findings | 3 days | Present findings to key stakeholders and create forum for participatory feedback |
| 4 | Writing Report   * Draft report and final report   Report should be:   * Analytical in nature (both quantitative and qualitative) * Structured around issues and related findings/lessons learnt * Conclusions * Recommendations   Present draft form for review by UNDP CO | 5 days | * Draft report delivered to UNDP CO for consideration * Consideration should be given to producing a final report for public information and donors |
| 5 | Submission of Final Report | 3 days after presentation to UNDP CO | A report of maximum 25 pages in word document format with tables where appropriate will be submitted within four working days after the completion of the mission, incorporating comments made on the draft submitted to UNDP CO |
|  | Time allocated to the assignment | 24 days |  |