

Terms of Reference for Outcome Evaluation Democratic Governance UNDP Suriname

A. Background and Context

UNDP's corporate policy is to evaluate its development cooperation with the host government on a regular basis in order to assess whether and how UNDP-funded interventions contribute to the achievement of agreed outcomes, i.e. changes in the development situation and ultimately in people's lives. This implies that, in evaluating the country office performance, there is a need to ascertain whether and how UNDP assisted in bringing changes in human development conditions. This includes changes in individuals, institutions and systems that have been targeted. It is also intended to clarify underlying factors affecting the development situation, identify unintended consequences (positive and negative), generate lessons learned and recommend actions to improve performance in future programming and partnership development.

The subject of this outcome evaluation will be selected projects implemented within the framework of the Democratic Governance portfolio as summarized in Annex D. The evaluation should assess the overall result and contribution of the projects towards the UNDAF, CPAP and CPD. For the period 2008-2011, the democratic governance portfolio was based on UNDAF outcome 2: **governance systems are enhanced through participatory planning and monitoring, public sector reform, legal reform and protection**. The rationale for this basis lies in the fact that the multi-annual development plan identified effective public sector administration as key to sustainable human development processes.

As indicated in the CPD 2008 – 2011, support would be provided to formulation of a national public sector reform programme and would focus on enhancing the capacity of government and non-state actors to formulate and implement policies that ensure effective public services. In conjunction with other United Nations organizations, the programme would support national efforts to address human security, legal reform and protection issues.

Strengthened participatory planning and monitoring are national priorities in the area of good governance. UNDP intended to support efforts to develop effective participatory mechanisms in development policy formulation and monitoring. These would focus on enhancing the capacity of local and traditional authorities and non-state actors to participate in policy-making

and monitoring; generate and disseminate information on the MDGs and development plans and policies; and plan and implement development projects.

Under the DG portfolio, UNDP supported building capacity for promotion and protection of human rights and strengthening democracy. This included training and awareness-raising activities among non-governmental and grassroots organizations to better prepare them to promote human rights and education among their constituents. It also included access-to-justice outreach campaigns for the general public, campaigns that focused on legislation and recourse to the law. There was a voter education programme and training for officials responsible for conducting elections 2010, as well as technical briefings for parliamentarians and institutional strengthening of the Parliament to help it undertake its legislative, oversight and representational functions. With funds received out of the DGTTF, UNDP Suriname also started implementation of a programme aimed at reducing disparities between the coastal and hinterland areas through the use of ICTs.

B. Scope of the Evaluation

The purpose of the outcome evaluation is to:

- Provide substantive direction to the formulation of programme and project strategies
- Support greater UNDP accountability to national stakeholders and partners in Suriname
- Serve as a means of quality assurance for UNDP interventions at the country level; and,
- Contribute to learning at corporate, regional and country levels.

The outcome evaluation seeks to:

- Improve the implementation of the Democratic Governance programme and its contribution to the outcomes under the UNDAF/UNDAP 2012-2016, identifying opportunities in support of the Democratic Governance outcomes as formulated in the UNDAF and the Development Plan of Suriname (Ontwikkelings Plan), proposals for synergies with other practice areas such Poverty and Social Development as well as with the Energy and Environment programme.
- Review the UNDP Suriname Governance Programme with a view to understanding its relevance and contribution to national priorities for stock taking and lesson learning,

and recommending corrections that may be required for enhancing effectiveness of UNDP's development assistance;

- Review the status of the outcome and the key factors that have affected (both positively and negatively, contributing and constraining) the outcome;
- Assess the extent to which UNDP outputs and implementation arrangements have been effective for building capacities of key institutions which implement government schemes and policies (the nature and extent of the contribution of key partners and the role and effectiveness of partnership strategies in the outcome);
- Review and assess the Programme's partnership with the government bodies, civil society and private sector and international organizations in Programme;
- Review links/joint activities with other UNDP Programmes and UN Agencies and how these have contributed to the achievement of the outcome
- Provide recommendations for future country programme regarding ways in which the UNDP resources can most strategically impact change in capacities of key institutions of the country so that the delivery mechanisms of the Government are better designed, suit their purpose, and that governance systems put inclusion at the centre of Government efforts, capacity of demand-side local institutions (community, CBOs) to seek accountability is enhanced.
- Through this evaluation UNDP Suriname seeks to understand and articulate the key contributions that the Governance programme has made in the programmes on democratic governance processes, a rigorous analysis of the areas of synergy between the various capacity development strategies adopted within the programme and with other practice areas of UNDP Suriname and recommendations to strengthen UNDP's interventions in this critical area of engagement with the Government of Suriname.

The outcome evaluation will analyse:

Relevance:

- Review the UNDP Suriname Democratic Governance Programme with a view to understanding its relevance and contribution to national priorities;
- To what extent is UNDP's engagement a reflection of strategic considerations, including UNDP's role in a particular development context and its comparative advantage?
- To what extent was UNDP's selected method of delivery appropriate to the development context?

Effectiveness

- Review the status of the outcome and the key factors that have affected (both positively and negatively, contributing and constraining) the outcome this with a view of the current relevant outcome for 2012 - 2016;
- For stock taking and lesson learning, and recommending corrections that may be required for enhancing effectiveness of UNDP's development assistance;

- Review and assess the Programme's partnership with the government bodies, civil society and private sector and international organizations in Programme (the nature and extent of the contribution of key partners and the role and effectiveness of partnership strategies in the outcome);

Efficiency

- To what extent have the programme or project outputs resulted from economic use of resources?
- Review links/joint activities with other UNDP Programmes UN Agencies and other delivery partners and how these have contributed to the achievement of the outcome
- Through this evaluation UNDP Suriname seeks to understand and articulate the key contributions that the Democratic Governance portfolio has made in the enhancement of sustainable natural resources planning and management system.

Sustainability

- What indications are there that the outcomes will be sustained, e.g., through requisite capacities (systems, structures, staff, etc.)?

C. Evaluation products (Deliverables)

- a. The evaluator will conduct a preliminary scoping exercise and design an inception report (containing an evaluation matrix, evaluation protocols for different stakeholders, and a description of the methodology), to be discussed with the UNDP Country office and other stakeholders, before the evaluation can be conducted.
- b. A draft report for discussion with the stakeholders; feedback received from these sessions should be used to prepare the final report
- c. The suggested table of contents of the main final report could be as follows:
 - Executive summary
 - i. Introduction (Background and approach/methodology)
 - ii. Development context of the country
 - iii. Description of UNDP's work
 - iv. Development results (Presentation of findings based on the evaluation criteria and other cross-cutting issues).
 - v. Conclusions and Recommendations
 - Annexes

D. Methodology

The evaluators will visit select project sites to meet the local stakeholders and beneficiaries including government officials, civil society organizations, local authorities, academics and subject experts, and community members etc.

All evaluation questions should 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 do the poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefit?
- Gender Equality
 - To what extent did UNDP support positive changes in terms of gender equality and were there any unintended effects?
- Capacity development
 - Assess the extent to which UNDP outputs and implementation arrangements have been effective for designing policies and strategies as well as building capacities of key institutions towards achievement of the outcome
- Institutional strengthening
 - Assess the extent to which UNDP outputs and activities have strengthened institutions for designing policies, strategies and the implementation towards achievement of the outcome
- Innovation or added value to national development
 - How is the role of UNDP perceived in innovating and adding value in enhancing national systems for democratic governance and protection and promotion of human rights

The outcome evaluation will include the following key activities:

- Evaluation design and workplan
- Desk review of existing documents
- Briefing with UNDP
- Field visits
- Interviews with partners
- Drafting of the evaluation report
- Debriefing with UNDP
- Finalization of the evaluation report (incorporating comments received on first draft)

Though the evaluation methodology to be used will be finalized in consultation with the UNDP Suriname Country office, the following elements should be taken into account for the gathering and analysis of data:

- Pre-assessment of data availability
- Desk review of relevant documents including Country Programme Document (CPD), Country Programme Action Plan (CPAP), Project Documents/ Briefs, project evaluations, reports of relevant flagship projects, etc.
- Discussions with the Senior Management and programme staff of UNDP Suriname
- Presentation of an inception report and discussion of the content with UNDP management and partners
- Semi-structured Interviews: with key partners and stakeholders both at central and field levels.
- Focus group discussions: within UNDP and external parties both at central and field levels. Gaining consensus on key issues.
- Participation and providing guidance to an Outcome Board Meeting of the Democratic Governance outcome
- Field visits to select key projects, if necessary to verify to what extent the outputs contribute to the outcome or with a forward looking view
- Regular consultation meetings with the UNDP staff, project staff and senior management as appropriate

E. Implementation Arrangements

This impartial and rigorous evaluation exercise will be undertaken by an Evaluation Expert. The Evaluation Expert will be reporting to the Country Director of UNDP Suriname. The Country Office Evaluation focal point will arrange the introductory meetings within UNDP and will establish the first contacts with the government partners and project staff. The expert will then set up his/her own meetings and conduct his/her own methodology upon approval of the methodology submitted in the inception report.

The draft and final reports will be submitted in English. The expert will work home/office-based with presence in UNDP premises as needed for the desk reviews, and will make their own travel arrangements for the site visits.

The Evaluation Expert shall arrange all the resources he/she needs to complete the assignment, if needed, at his/her own cost. The resources to be used by the expert shall be subject to UNDP approval.



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Evaluation Expert will have the overall responsibility for the conduction of the evaluation exercise as well as quality and timely submission of the final evaluation report to UNDP. S/he will specifically undertake the following tasks:

- Lead and manage the evaluation mission,
- Design the detailed evaluations scope, methodology and approach,
- Conduct the outcome evaluation in accordance with the proposed objective and scope of evaluation
- Draft, communicate and finalize the evaluation report as per the comments from UNDP,

The Evaluation Expert shall base its methodology on the UNDP Handbook for Planning, Monitoring and Evaluation for Development Results and the Outcome-Level Evaluation Guide (attached). The methodological proposal shall be submitted to and discussed with the Suriname UNDP CO Democratic Governance Area.

Required Qualifications

- Minimum Masters degree in economics, public administration, regional development/planning or any other social sciences related to governance issues and with a specific focus on human rights
- At least 5 years of experience in conducting outcome evaluations in the Democratic Governance Thematic Area or evaluations of programmes focused on accountability, capacity development and human rights or a number of at least 5 evaluation processes
- Strong working knowledge of UNDP and its mandate, the civil society and working with government authorities
- Extensive knowledge of results-based management evaluation, as well as participatory M&E methodologies and approaches,
- Experience in applying SMART (S Specific; M Measurable; A Achievable; R Relevant; T Time-bound) indicators and reconstructing or validating baseline scenarios,
- Minimum 10-15 years of professional experience in the area of development, including democratic governance, poverty reduction, regional development, gender equality and social policies,
- Strong reporting and communication skills
- Excellent communication skills with various partners including donors
- Knowledge on mainstreaming Gender and Human rights in projects and programmes desired
- Previous experience on UNDP outcome evaluations desired

The Evaluation Expert will be logistically and financially responsible for arranging his/her travel to and from relevant project sites and arranging interviews. This will also be included in the proposal including the travel costs to mission sites and daily subsistence allowance (DSA), with explicit information presented with the proposal and the methodology.

The work is expected to take 20 working days over a period of 3 months (November 2012 – January 2013).

The outcome evaluation should be completed by the 3rd week in January 2013, with the draft report presented to stakeholders by the first week in December.

The Evaluation shall 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.

F. Payments

The consultant will be paid in USD.

The payments shall be realized upon acceptance and approval by UNDP of the deliverables.

G. Application Procedures

This is a Request for Quotation for an individual contract.

The application should include the following documents:

- A letter confirming interest and availability;
- Detailed CV of the expert indicating suitability to the TOR above;
- Detailed budget including daily consultancy fees, travel costs and all other related costs.

DOCUMENTS FOR REVIEW BY THE EVALUATORS

1- UNDP Corporate Policy Documents

- Handbook on Monitoring and Evaluation for Results
- UNDP Guidelines for Evaluators
- Ethical Code of Conduct for UNDP Evaluations
- Outcome-level evaluation; a companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators



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2- UNDP Suriname CO Documents

- Country Programme Document (CPD) of Suriname for 2008 – 2011
- Country Programme Document (CPD) of Suriname for 2012 – 2016
- Country Programme Action Plan (CPAP)
- Project documents and Final Reports
- Other documents and materials related to the outcome as far as these are available