

**Iniciativa da Pobreza e Meio Ambiente, Fase II em Moçambique**

**Terms of Reference for Final Evaluation**

**Mozambique Poverty and Environment Initiative (PEI), Phase II**

**PROJECT SUMMARY**

**Project Title: Mozambique Poverty and Environment Initiative (PEI), Phase II**

**Country: Mozambique**

Duty Station: Home office based with 1 mission to Maputo

**Duration:** 27 working days (over a 10.5 weeks period) starting August 5 and ending October 4, 2013

1. **INTRODUCTION**

In Mozambique a large proportion of the population is heavily dependent on the environment for their livelihoods. However, widespread environmental degradation is decreasing the social and economic benefits derived by the poor from land and other natural resources. The result is a steady decline in well-being among poor and vulnerable groups throughout Mozambique.

Since 2001 increasing attention has been paid to Millennium Development Goal 7 - Ensure Environmental Sustainability – and in particular to the relationship between poverty and environment – that is between MDG1 and MDG7. In 2005 the joint UNDP-UNEP Poverty-Environment Initiative (PEI) Phase I was launched in collaboration with the Ministry of Coordination of Environmental Affairs (MICOA) and the Ministry of Planning and Development (MPD). PEI is a global UNDP-UNEP partnership, which supports country-led efforts to mainstream poverty-environment linkages into national planning, from policymaking to budgeting, implementation and monitoring. PEI Africa Regional Support Programme currently operates in 9 countries, one of which is Mozambique. For more details on PEI see [www.unpei.org](http://www.unpei.org).

PEI Phase I in Mozambique focused on making the case for poverty-environment mainstreaming in Mozambique by exploring the links between poverty and environment, supporting a few demonstration projects and providing trainings to teachers and the media on the links between environmental sustainability and economic development.

As a result of the increasing awareness of the negative impact of environmental degradation for sustainable economic development among Government and other stakeholders, the Poverty Reduction Action Plan 2006-2009 (PARPA II) integrated environment as a cross-cutting issue with a clear indication of action areas across sectors. Despite all the initiatives and actions taken by a number of actors as a result of PARPA II, the overall MDGs progress evaluation in Mozambique revealed that MDG 7 is far from being achieved and that more efforts are needed to reach the target. PEI Phase II was therefore launched in Mozambique in 2008 to address some of these issues. With funding of $2.3 million from the Government of Ireland, its overall focus was on better integrating pro-poor environmental sustainability in national, sectoral and district planning, policy and budget processes in support of the implementation of PARPA II and later, the PARP 2010-2014. Hence, PEI Phase II mainly focused on mainstreaming P-E linkages into policy processes. Originally the Phase II was designed for the period 2008-2010, and then extended until June 2013.

PEI Phase II in Mozambique is implemented through the UNDP Mozambique Country Office and executed by the Ministry for the Coordination of Environmental Affairs (MICOA) jointly with the Ministry of Planning and Development (MPD) in collaboration with key sector ministries.

**PEI Phase II Outputs:**

The key focus of the PEI has been to build the capacity of government, national, provincial and district level officials to integrate pro-poor environmental sustainability into the annual economic and social plans and support these aspects of the national development plans. The strategy for achieving this is built on a number of elements to mainstream key P-E linkages, such as, providing country-specific evidence about the relation between poverty and environment (e.g. environmental economic assessments), training and awareness rising on the importance of P-E linkages, support to government mechanisms for improved cross-sector coordination, and studies exploring options financing for pro-poor environmental sustainability. The intended PEI Phase II outputs are listed below:

**Output 1:** Improved capacity within existing Environmental Units: (Agriculture, Energy, Health, Mining, Public Works) and institutions to understand and analyse the links between poverty and environment and to integrate environment into policymaking, planning and budgets

**Output 2:** Improved capacity within the above selected key sectors at district level to understand and analyse the links between poverty and environment and to integrate environment into development planning

**Output 3:** Increased awareness and more effective participation of stakeholders in environment and development policymaking and planning processes at district, province and national level.

**Output 4:** Improved national funding levels for investing in environmental sustainability

**Output 5**: Efficient and successful project implementation

1. **PURPOSE OF THE FINAL EVALUATION**

The purpose of the evaluation is to critically assess the PEI II and its products, measuring to what extent the objective/outputs/activities have been achieved against the results and resources framework and what impacts they have had. Additionally, the evaluation should identify factors that have hindered or facilitated the success of the project, in particular institutional challenges. This final evaluation will produce an evaluation report including sections on lessons learned and recommendations. The lessons learned section is aimed at capturing key lessons to assess what mainstreaming approaches/measures that has been effective. This part is therefore forward-looking and is aimed at informing the next phase project planning of PEI[[1]](#footnote-1) and other mainstreaming initiatives.

1. **SCOPE OF THE EVALUATION**

PEI II in Mozambique will be evaluated using the following criteria: relevance, effectiveness, efficiency, impact, timeliness, and sustainability. The final evaluation will focus on the following aspects: A) project objective/outputs; B) processes; C) sustainability of results; D) monitoring and evaluation; and E) conclusions, lessons learned and recommendations. For each aspect, a wide array of factors will be considered, including but not limited to:

1. **Project objective/outputs**
2. *Objective, Output, Activities*

* Effectiveness and efficiency of project activities
* Progress (quantitative and qualitative assessment) in the achievement of outcomes/outputs, measured against the baselines and indicators set at the outset of the project (as referred in the project document and subsequent annual workplans)
* Impact of the achievements

1. **Processes**
2. *Institutional arrangement*

* Formulation and implementation stages
* Consultative processes
* Technical support by PEI Africa during formulation and implementation
* Capacity building initiatives
* Institutional Challenges within the government and UN system
* Assumptions and risks
* Project related complementary activities

1. *Partnerships*

* Assessment of national level involvement and perception of partners
* Assessment of local partnerships and their involvement
* Assessment of collaboration between government, non-governmental organisations, the private sector
* Propose how to build on the existing partnerships and improve them for continued poverty-environment mainstreaming in Mozambique

1. *Processes and Administration*

* Project administration procedures
* Milestones (log-frame matrix, RRF)
* Key decisions and outputs
* Project oversight and active engagement by UNDP Country Office and the project Steering Committee
* Coordination between UNDP Country Office, MICOA(the government executing agency) and PEI Africa

1. *Disbursements*

* Overview of actual spending against budget expectations
* Analyse disbursements to determine if funds have been applied effectively and efficiently

1. *Budget procedures*

* Effectiveness of project document to provide adequate guidance on how to allocate the budget
* Audits and any issues raised in audits and subsequent adjustments to accommodate audit recommendations
* Review budget revisions and provide an opinion on the appropriateness and relevancy of such revisions

*vi. Coordination mechanisms*

* Appropriateness and efficiency of coordinating mechanisms and approaches between implementing partners and oversight bodies
* Propose improved coordination mechanisms and approaches

1. **Sustainability of Results**

* Evaluate the strategy applied in the PEI Phase II in Mozambique to promote the sustainability/replicability of results
* Identify if any results/lessons of PEI Phase Mozambique have been replicated across government including to other sectors.
* Analyse risks to ensuring sustainability of the project outcomes and results (i.e. country ownership, financial capacity, institutional capacity and challenges, staff capacity)
* Provide recommendations on how to improve sustainability for continued poverty-environment mainstreaming in Mozambique

**D) Monitoring and Evaluation**

* Identify problems/constraints, which impacted on successful delivery of the project identified at the project design stage and subsequently as part of the forwards looking assessment carried out in 2012 (“Análise de perspectivas de fortalecimento da Integração da Pobreza e Meio Ambiente no desenvolvimento de Moçambique”)
* Identify threats/risks (including institutional challenges) to project success that emerged during implementation and strategies implemented to overcome these threats/risks
* Assess the Monitoring & Evaluation systems and plans, whether they were well designed, implemented and budgeted, and their contribution to the compulsory quarterly and annual reporting processes at the national and regional levels and provide recommendations for the improved M&E system that could potentially be incorporated in the M&E framework for the new PEI phase in Mozambique 2014-2017
* Assess the extent, appropriateness and effectiveness of adaptive management at all levels of the project implementation

**E) Conclusions, Lessons Learned**

* Assess substantive reports and their dissemination, application and replication[[2]](#footnote-2)as well as other methods used to support the country-lead mainstreaming efforts[[3]](#footnote-3). Assess the degree to which they have contributed to the overall objective and recommend best practices/approaches/methods for country lead mainstreaming including how the knowledge products developed during PEI Phase II can be further disseminated and used. The lessons learned section can be organized along these lines:
  + Identify key lessons learned;
  + Identify effective approaches/measures ;
  + Identify elements hindering or promoting success.

1. **EXPECTED OUTPUTS**

The consultant will be expected to produce:

1. **An inception plan.** The plan should outline the overall strategy, actions and timeline of the evaluation, including the list of stakeholders to be consulted (see the Annex 2 for a preliminary list), the schedule of tasks, milestones and deliverables.
2. **An evaluation report**. The report should not be more than 40 pages. It should be structured along the outline indicated in Annex 2. It shall include a detailed lessons learned component and a list of all people interviewed in annex.

A draft of the inception report should be submitted within 1 week after the contract is issued. A draft of evaluation report should be submitted within 2 weeks of the end of the evaluator’s mission, and a final version of the evaluation report - within 1 week after receiving written comments on the drafts. See also the Table 1 below with the proposed indicative timeline and tasks.

The inception plan and the draft and the final evaluation report should be submitted by the Consultant in Portuguese as well as in English.

1. **METHODOLOGY AND APPROACH**

An individual consultant will be recruited. S/he will undertake the evaluation through the following 3 main steps: 1) review of documentation (home-based); 2) interviews in the field with stakeholders and collection and preliminary assessment of qualitative and quantitative data (mission).The mission shall include, among others, debriefing meetings with the UNDP CO, MICOA and MPD at the end of the mission presenting the consultant’s preliminary findings; and 3) follow-up inquiries by phone/email to finalize the evaluation (home-based). Before the mission, the consultant will coordinate closely with the PEI National Project Manager to get necessary documents for home-based desk review and schedule mission appointments.

The evaluation will be conducted over a period of 10.5 weeks, of which the consultant is expected to be active for a total of 27 working days (indicative), see also the Table 1 below with the proposed indicative timeline and tasks.

Table 1: The proposed indicative timeline/tasks:

|  |  |
| --- | --- |
| Action | Suggested Timeframes (indicative) |
| Step 1  Review of documentation and the inception plan (home-based)  Review of the inception plan by the UNDP CO and communicate feedback to the consultant | 1 week  2 weeks (No action needed from the consultant, unless substantial comments to the inception plan)  Consultant active for 5 working days |
| Step 2:  Mission: interviews; qualitative and quantitative data collection and preliminary assessment; debriefing meetings with the key stakeholders to present the preliminary findings | 2 weeks  Consultant active for 10 working days |
| Step 3:  Follow-up inquires and development of the draft evaluation report (home-based) | 2 weeks  Consultant active for 6 working days |
| Step 4:  PEI Phase II stakeholders to review the draft evaluation report and submit comments to the consultant. | 2 weeks (No action needed from the consultant) |
| Step 5:  Finalise the evaluation report that reflect comments (home-based) | 1.5 weeks  Consultant active for 6 working days |
| Total duration | 10.5 weeks  Consultant active for 27 working days (indicative) |

The consultant will start the evaluation processes with an inception phone/skype session with the relevant UNDP and PEI representative(s) and then initiate review of documentation and drafting the inception plan to be submitted within 1 week of the issuance of the contract. S/he will then undertake the review of the remaining documentation (home-based), interviews with key stakeholders/field visits (mission), preparation of the evaluation report (home-based). S/he will submit the draft products to UNDP CO for comments and finalise the products within 1.5 weeks after receiving the feedback.

The evaluation will be conducted in a participatory manner through a combination of processes. The detailed Final Evaluation methodology will be agreed as part of the contract finalisation process by way of virtual communication with relevant UNDP and PEI representatives. It is anticipated that the methodology to be used for the Final Evaluation will include the following:

1. **Review of documentation including but not limited to:**

* Project document
* Quarterly/annual progress reports, financial reports, Annual workplans and respective M&E frameworks
* Audit reports
* Forwards looking assessment carried out in 2012 (“Análise de perspectivas de fortalecimento da Integração da Pobreza e Meio Ambiente no desenvolvimento de Moçambique”)
* PEI Africa Mission reports
* Steering Committee meeting minutes
* Technical reports, training materials, manuals, outreach materials
* Monitoring and evaluation framework
* Lessons learned report completed by PEI National Project Manager

The above-referenced documents, whenever not available on PEI Mozambique webpage (<http://www.unpei.org/what-we-do/pei-countries/mozambique>) shall be made available to the evaluator in advance of the mission and, to the extent possible, in electronic format.

1. **Interviews in the field with stakeholders including, but not limited to[[4]](#footnote-4):**

* Project team
* MICOA - the lead Implementing Partner
* MPD
* Key sectors
* Oversight body (UNDP/UNEP PEI Africa[[5]](#footnote-5); UNDP CO; Project Steering Committee)
* Project stakeholders/beneficiaries

1. **Additional document/information:**

* UNDP/UNEP PEI website and in particular the Mozambique page ([www.unpei.org](http://www.unpei.org); <http://www.unpei.org/what-we-do/pei-countries/mozambique>);
* [UNDP Evaluation Office webpage](http://intra.undp.org/eo)
* [UNDP Evaluation Policy (2006)](http://www.undp.org/evaluation/policy.htm)
* UNDP Evaluation Policy, pending approval by the Executive Board in January 2011
* [UNDP Institutional Context Analysis Guidance Note](http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/oslo_governance_centre/Institutional_and_Context_Analysis_Guidance_Note/)
* [Handbook on Planning, Monitoring and Evaluating for Development Results](http://www.undp.org/evaluation/handbook)
* [Outcome Evaluation Guidelines](http://intra.undp.org/eo/documents/HandBook/OC-guidelines/Guidelines-for-OutcomeEvaluators-2002.pdf)
* [Evaluation Resource Centre](http://erc.undp.org/index.aspx?module=Intra)
* [EvalNet](http://intra.undp.org/eo/evalnet/network-info.html) – EvalNet is a knowledge practice network, managed by the Evaluation Office, which aims to promote sharing of experiences, lessons and good practices in evaluation among its members. It has a number of products; including bi-monthly resource packages, consolidated replies and e-discussions. The network is open to external evaluation practitioners on invitation basis.
* [ADR Guidelines](http://www.undp.org/eo/documents/ADR/framework/ADR_Guide.pdf)
* [United Nations Evaluation Group (UNEG) webpage](http://www.uneval.org/)
* [UN Evaluation Group Norms and Standards for Evaluation](http://intra.undp.org/eo/policy.html)
* [UNEG Code of Conduct for Evaluators](http://www.unevaluation.org/papersandpubs/index.jsp?ret=true)
* [UNEG Ethical Guidelines for Evaluators](http://www.unevaluation.org/currentwork/currentworklist.jsp?currentworkid=100&doc_cat_source_id=2&doc_source_id=100)

1. **INSTITUTIONAL ARRANGEMENT**

The consultant will work under overall direction and guidance of the Head of Environment-DRR Unit of the UNDP CO. The consultant will work daily directly with the PEI National Project Manager (Lolita Hilario Fondo). The consultant will also be supervised by the main Implementing Partner team (MICOA) and UNDP/UNEP PEI Africa team.

The main partners and institutions to be met / contacted by the consultant are: Ministry of Environment (MICOA), Ministry of Planning and Development, and UNDP, see also Annex 3 with a preliminary list of stakeholders to be consulted.

**Submissions of the reports and their reviews.**

The drafts and the final versions of the inception plan and the evaluation report will be submitted to the UNDP CO (To: Nadia Vaz, Head of the Unit, email: nadia.vaz@undp.org; and Lolita Hilario Fondo, PEI National Project Manager, email: lolita.hilario@undp.org,) and the PEI Africa (To: Moa Westman, PEI Africa focal point for Mozambique, email: Moa.Westman@unep.org.

The UNDP CO will circulate the first and second draft to MICOA and MPD for any comments and will forward the comments to the consultant thereafter.

The PEI National Project Manager will facilitate setting up meetings with stakeholders and partners; provide all necessary documentation of the project and guide on project objectives and main findings within the project life time.

1. **ATTRIBUTES OF THE EVALUATION CONSULTANT**

The consultant should ideally have the following competencies and attributes:

* At least a Master degree or equivalent in a field related to international development and environment and/or environmental policy and management (environmental or natural resources management, environmental economics or policy) with strong knowledge of linkages between sustainable environment natural resource management and poverty reduction
* Minimum of 10 years of professional experience in a development and environment policy- related field;
* Experience in institutional analysis, capacity building and policy mainstreaming;
* Good knowledge of the UNDP Evaluation Policy;
* Experience in applying UNDP Results Based Evaluation Policies and Procedures;
* Good knowledge of the UNDP National Execution Modality Guidelines and Procedures;
* Knowledge of Result-Based Management Evaluation methodologies;
* Knowledge of participatory monitoring approaches;
* Experience applying SMART indicators and reconstructing or validating baseline scenarios;
* Demonstrable analytical skills;
* Some prior knowledge of the PEI and working experience in Sub-Sahara Africa will be considered an asset.

Competency in the following is required:

* Excellent **English** and **Portuguese** communication and reading skills, excellent writing skills in either English or Portuguese;
* Demonstrated ability to assess complex situations in order to succinctly and clearly distil critical issues and draw forward looking conclusions

1. **GUIDING PRINCIPLES AND VALUES**

The evaluation will be undertaken in-line with the following principles:

* Independence
* Impartiality
* Transparency
* Disclosure
* Ethical
* Partnership
* Competencies and Capacities
* Credibility
* Utility

The consultant must be independent from the delivery and management of development assistance process that is relevant to the Project’s context. Therefore, applications will not be considered from those who have had any direct involvement with the design or implementation of the Project. Any previous association with the Project must be disclosed in the application. This applies equally to firms submitting proposals as it does to individual evaluators. If selected, failure to make the above disclosures will be considered just grounds for immediate contract termination, without recompense. In such circumstances, all notes, reports and other documentation produced by the evaluator will be retained by UNDP.

1. **SCOPE OF BID PRICE AND SCHEDULE OF PAYMENTS**

This consultant will be issued a fixed output-based price contract regardless of extension of the specific duration. The Proposer must include in the computation of the proposed contract price a total lump sum amount which should include all the costs related to the consultant’s execution of this assignment, including, the fee, travel, allowances, taxes, translations, communication, other as relevant, etc.

The payments will be made against the delivery of the expected outputs as follows:

1. **The inception plan.** Upon approval of the inception plan in Portuguese and in English – payment of 15% of the total lumpsum value.
2. **The evaluation report - draft**. Upon submission and acceptance of the draft evaluation report in Portuguese and in English – payment of 35% of the total lumpsum value.
3. **The evaluation report - final** Upon approval of the final evaluation report in Portuguese and in English – payment of 50% of the total lumpsum value.

**ANNEX 1 – REPORT SAMPLE OUTLINE**

Final Evaluation Report – Sample Outline

1. Executive Summary

* Brief description of project
* Context and purpose of the evaluation
* Main conclusions, recommendations

1. Introduction

* Purpose of the evaluation
* Key issues addressed
* Methodology of the evaluation
* Structure of the evaluation

1. The Project and its Development Context

* Project start and its duration
* Challenges that programme sought to address
* Objective and goal of the project
* Main stakeholders
* Results expected

1. Findings and Conclusions
   1. *Project Formulation*

* Formulation processes
* Stakeholder participation
* Replication approach
* Cost effectiveness
* Linkage of the programme and other interventions within the sector
* Indicators
  1. *Project Implementation*
* Delivery
* Financial management
* Monitoring and evaluation
* Implementation modalities
* Coordination with UNDP/UNEP PEI Africa
* Coordination with the national partners: MICOA, MPD, MoF, sectors
* Operational issues
  1. *Results*
* Attainment of Objective/Goal
* Attainment of Outputs
* Sustainability
* Replicability

1. Lessons Learned
2. Conclusions and Recommendations
3. Annexes

* Evaluation ToRs, itinerary and list of persons interviewed
* Summary of the findings from the mission

List of documents reviewed

* Questionnaire(s) used and summary of results if any

Synthesis of stakeholder comments to the draft evaluation report

**ANNEX 2 – LIST OF KEY STAKEHOLDERS WHO SHOULD BE CONSULTED**

PEI National Project Manager;

PEI entry points in different ministries, including, MPD, MoF and sectors (Sector Environmental Units);

MICOA: Directorate of Planning and Studies; Directorate of Environmental Management; Directorate for Environmental Promotion; Directorate of Territorial Planning; CONDES , ESPS II staff

UNDP CO

UNDP/UNEP PEI, PEI Africa Regional Support Programme;

Irish Embassy in Mozambique

The list to be revised and completed as part of the preparation of the inception report. Final list to be included in the Inception Plan.

1. PEI Mozambique is currently developing a new PEI phase in Mozambique 2014-2017. The next phase aims to focus on the implementation challenge of P-E mainstreaming by influencing budget and sector level policies further. [↑](#footnote-ref-1)
2. e.g. “Environmental Economic Analysis of Natural Resources Management in Mozambique” and its case studies; “Public Environmental Expenditure Review”, the study on Economic Instruments, “Análise do PES e das Políticas Sectoriais”; “Análise Das Linhas De Comunicação E Articulação Entre O Micoa E Outros Ministérios Na Incorporação De Questões Ambientais Nos Sectores”, [↑](#footnote-ref-2)
3. (e.g. training of planners, support to MPD for the development of the Mainstreaming Matrix and subsequently the Mainstreaming Manual; engagement with and support to the Environment Units; demonstration projects) [↑](#footnote-ref-3)
4. To the extent possible the interviews should include also the most relevant former focal points / stakeholder representatives. [↑](#footnote-ref-4)
5. Interviews with UNDP/UNEP PEI with the headquarters in Nairobi will not be carried out while during the mission to Mozambique, but using telephone / skype / e-mailing [↑](#footnote-ref-5)