United Nations Development Programme

Terms of Reference

Evaluation of the Security Sector Reform Program in Sierra Leone

1. Background

Ensuring democratic governance of the security sector on the basis of rule of law is recognized as crucial to securing peace and sustainable development. Despite meaningful progress in Sierra Leone, concerns remain in key areas related to the state institutions and their delivery of security services. These short comings, in turn, have undermined public confidence and perception to safety. With the exit of UNIPSIL at the end of March 2014, and in particular UNPOL, and more recently the EVD crisis, national partners have with international support identified gaps in the sector. A UN Technical Assessment Mission (TAM) undertaken in January 2013 recommended bridging these gaps through a joint project between UNIPSIL and UNDP. The project roughly dovetailed with the advent of the new UNDAF in 2015, as the UN system shifted from a mission context to solely that of a UN Country Team.

Sustainable progress for the Sierra Leone people is only possible if government and public institutions function more effectively and respond to its citizen's needs. The **Security Sector Reform programme** focuses on supporting the government in strengthening its security institutions to ensure the safety of its citizens and providing **more inclusive, equitable and accountable security sector** as well as improved services. To that end UNDP has prioritized support to the Sierra Leone Police, Sierra Leone Correctional Services, Office of National Security and the Human Rights Commission.

UNDP has throughout the project supported key activities of the security sector institutions to further build and strengthen capacity – in accordance with the Agenda for Prosperity (2013-2017) and the previous poverty reduction strategy – PRSP II. This has for example included support to the Sierra Leone Police, Sierra Leone Correctional Services and Office of National Security. All training programmes supported had a focus on strengthening the capacity of the institutions concerned to develop and manage their institutions for effective functioning and delivery of their duties.

2. Purpose of Evaluation

The evaluation will look at all aspects of the project and would provide important input for the office's future strategy, especially in the light of changes Sierra Leone has undergone since the outbreak of Ebola Virus Disease. The evaluation is expected to draw a clear contribution to the United Nations (through the Joint Vision and Transitional Joint Vision) and the national development efforts (through the Agenda for Prosperity and its predecessor, Agenda for Change) as well as the Security Sector Reform Strategy on improving access to justice and the rule of law.

The evaluation, though focusing on generating learning for improving and adjusting the SSR design, governance and operations and informing future SSR-like interventions,

will have a mix of formative and summative aspects. It will also be forward looking. It will cover the SSR project with a focus on the ongoing and future project, as well as the SSR related outcome, activities and results at the national and local levels during the period 20013-2015. The evaluation focus will also be on the standard OECD-DAC evaluation criteria of relevance, efficiency, effectiveness and sustainability. It will also capture unintended SSR results (if any), and other pertinent evaluation criteria such as equity, gender equality, south-south collaboration and human rights. . The evaluation will be based on outputs, as stated in the project document:

a. Improved security sector governance, oversight and coordination.

b. Improved border security for enhanced citizen safety.

The purpose of the evaluation are as follows:

- To learn lessons and deepen the understanding of how the SSR was designed, set up, managed and delivered. The evaluation will generate useful lessons especially on the design, management and quality of results generated by the project for improving the quality of similar and future initiatives;

- To account for various investment in terms of the intended and unintended results; the evaluation will also provide essential information on intended and unintended results to donors and partners to account for all investments to SSR Project

- To inform decisions on the way forward as well as the sustainability, scalability and replicability of the SRR intervention

Objective of the Evaluation

The main objective of this evaluation is to assess UNDP's contribution to the progress towards supporting and strengthening the security sector in Sierra Leone as well as to inform the design of the new Rule of Law Project-2016-2019. Specific objectives of the evaluation include:

Review the performance of the Project in achieving the outputs as per UNDP Country Programme and strategic plan.

(i) Assess the SSR relevance, efficiency and effective of the SSR Project design, governance, management, implementation, and emerging results and their sustainability;

(ii) Identify and assess the strengths, weaknesses, constraints and opportunities of the SSR from design to results;

(iii) Assess the factors that have influenced the achievement of SSR results and the potential for the scalability and replicability.

(iv) Draw, on the basis of objective (a) - (c) above, lessons and recommendations for sustaining the SSR project results, and providing guidance for the future strategic direction of the SSR, and also for designing and implementing similar development initiatives (potentials for scalability);

3. Scope of the Evaluation

This project evaluation will assess the collective performance of two and half years of 'Strengthening the capacity of the security sector programme in Sierra Leone. The

evaluation will cover both the non-project interventions (technical strengthening and activities) as well as the following projects that were implemented as part of the programme:

- All components of the 'security sector reform programme'
- Support to Human Rights Commission of Sierra Leone

The scope of the evaluation will cover an assessment of overlaps of the UNDP Improving the capacity of the security sector institutions to provide professional oversight mechanisms and accountability in accordance with human rights standards. The evaluation will also look at the contribution made by UNDP both at the national and local levels as appropriate. The evaluation will apply the evaluation criteria below by addressing the following questions:

The evaluation questions, based on the standard OECD-DAC and other relevant criteria and to be validated and revised during the inception phase of the evaluation, will focus on the following:
- Relevance and coherence of SSR objectives and design (including its theory of change, governance structure and delivery model) and activities towards realizing the desired results;
- Efficiency and effectiveness of the SSR in achieving or likely achieving expected and unintended results;
- Sustainability of the SSR Project and its results;
- Performance of UNDP (including Project Management Team) in designing and delivering the SSR Project;
- The social and environmental considerations of the project
- Performance of SSR project counterparts (Government counterpart, NGOs & CSO beneficiaries of the SSR) in designing and delivering the project:
- The forward looking aspects of the project (scalability, replicability):
- Conclusions, lessons learned and recommendations.

4. Methodology of the Assignment

Based on UNDP guidelines for evaluations, and in consultations with UNDP Sierra Leone, the evaluation will be inclusive and participatory, involving all principal stakeholders into the analysis. The evaluation will consider the social, political and economic context which affects the overall performance of the outcome achievements especially EVD related factors that affected the Project achievements. During the evaluation, the consultants are expected to apply the following approaches for data collection and analysis:

- Key informant interviews with UNDP Senior Management and Project Staff;
- Desk review of relevant documents including evaluation reports, project progress reports and any records of the various opinion surveys conducted during the life of the Project;
- Interviews with partners and stakeholders, government officials, service providers including CSO partners, Development Partners and/or Donors, strategic partners in the justice sector among others.
- Field visits
- Briefing and debriefing sessions with the security sector project staff and Project Board members.

The Evaluation Team will have latitude to design a detailed evaluation plan and an evaluation design matrix showing methods of addressing key evaluation criteria and objectives. They will submit a short inception report that will describe:

- How they understood the programme theory of change in developing the evaluation plan
- The detailed evaluation plan, indicating the methods to be used and information sources to be looked at for each evaluation question.

5.   Team Composition and Implementation Arrangement

The Evaluation Team will include one team leader (an international consultant) and a national consultant. The presence of an international consultant is deemed desirable given the complexity and sensitivity of some of the issues concerned, and therefore to safeguard independence and impartiality of the evaluation. The evaluators will have the support of the Programme Management Support Unit and Governance Cluster in the country office, as well as the Country Office's Senior Management. At the outset, the Governance Cluster will provide the evaluators an overview of the projects, as well as the results of preliminary data collection and analysis, which will include contextual information, project and outcome monitoring data, and relevant documents including project documents, progress reports and evaluation reports.

The Results Based Management Specialist will be the evaluation manager. The evaluators will report to the evaluation manager and the Security Sector Reform Project Manager. A reference group will be established to enhance the quality of evaluation. The group will provide overall quality assurance support and work closely with the evaluation manager in reviewing the terms-of-reference, the inception report and the draft report. The reference group will be made up of the Project Manager, the Governance Team Leader and the Evaluation Manager.

UNDP Sierra Leone and the Consulting Team shall be responsible for setting up meetings with all key stakeholders of the project, both government and non-governmental organizations.

6.   Expected Deliverables

The key deliveries of the Evaluation Team will be the following outputs:
- Inception report and its presentation (before the commence of full field work);
- Evaluation design matrix including clear methods for addressing each evaluation criteria and objectives
- Evidence set (analyzed data) used for writing the report and for the presentation – the analyzed data will be included in the technical annexes;
- Draft report and its presentation to the UNDP Sierra Leone Evaluation Reference Group and for peer review. The evaluation report will include: the executive summary, evaluation purpose, objectives and questions, social and environmental considerations of the project, sustainability, scalability and replicability of the project, key aspects of the methodological approach and limitations, findings, conclusions, lessons and recommendations, and annexes;
- Final report including an executive summary of up to two pages and essential annexes
- Technical annexes including the methodology and its instruments and evidences.

7.   Skills and Experience of the Consultants

The Consultants (1 international and 1 local-with the external consultant serving as lead consultant in the process) shall have the following skills and knowledge:

Skills

- At least seven (7) years' experience in conducting external project evaluations using different approaches and these will include non- traditional and innovative evaluation methods
- Expertise in gender and human rights based approaches to evaluation
- Specific evaluation experiences in the areas of rule of law and access to justice.
- Experience in collecting qualitative and quantitative data
- A strong commitment to deliver timely and high quality results, i.e. credible evaluation and report
- Strong team leadership and management track record
- Good interpersonal and communication skills, an ability to communicate with various stakeholders, and an ability to express ideas and concepts concisely and clearly;
- Good knowledge of the Sierra Leone justice system; a previous working experience in Sierra Leone will be an asset.

Knowledge:

- In-depth knowledge of Rule of Law projects with focus on security sector reform.
- Regional/Country experience and knowledge: in-depth knowledge of Sierra Leone
- Language proficiency: fluency in English

8.   Timeframe

The detailed schedule of the evaluation and length of the assignment will be discussed with the Consultant prior to the assignment. The estimated duration of the assignment is up to 6 weeks and the tentative schedule is as follows:
1. Desk review, inception methodology for evaluation and field work (1 week);
2. Preliminary Report and Validation of Preliminary Report (1 week);
3. Feedback from key stakeholders and UNDP and Final Report (1 week)
4. Design of the new Rule of Law Project and submission of new Prodoc-including potential discussion with Project Board (3 weeks).

9.   Selection and Scoring of Applicants
The selection of the consulting team will be based on how their skills and competences sets match the criteria define in (7) above. The proposals for the short-listed candidates will be reviewed both technically and financially. The following is the basis for scoring each technical proposal:

No	Criteria	Score
1	Relevant knowledge and qualification	10
2	Language proficiency	10
3	Relevant work experience particularly in the evaluation of gender and human rights projects	10
4	Knowledge of Sierra Leone justice system	5
5	Previous experience conducting evaluation in Sierra Leone	5
6	Proposed evaluation methodology and design matrix	20
7	Experience in collecting qualitative and quantitative data	10
	Total	70
	Financial proposal accounting for 30% on the basis of price quoted	30

Grand Total	100

DOCUMENTS FOR STUDY BY THE EVALUATORS
- UNDP Handbook on Planning Monitoring and Evaluation for development Results
- UNDP Guidelines for Outcome Evaluators
- Ethical Code of Conduct for Evaluation in UNDP
- UNDG Result-Based Management Handbook
- UN Joint Vision 2009-2012
- UN Transitional joint Vision 2013-14
- UNDP CPAP 2008-2012 and 2013-14
- GoSL PRSP II, Agenda for Change, 2008-2012 and Agenda for Prosperity 2013-17
- Millennium Development Goals Reports 2011
- UNDP project documentation
- Irish Aid project documentation
- GoSL Project documentation

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