

**Terms of Reference**

**Outcome Evaluation: Inclusive Governance and Public Institutions**

# Background

The Country Programme Document (CPD) for Liberia (2013-2017) was formally adopted by the Executive Board in January 2013, signalling the formal start of a new programme cycle. The CPD was anchored on three major programme pillars, namely: i) Inclusive Governance and Public Institutions, ii) Justice, Security and Reconciliation and iii) Sustainable Economic Transformation.

Within the Inclusive Governance pillar , UNDP support has focused on four linked elements that reinforce the basic foundations of governance while targeting a substantially expanded role for women in each area of engagement, in particular their participation in positions of authority and decision-making at the national and local levels. These four elements include (a) the continued development of capabilities (knowledge, skills, systems, procedures, targeted actions) for managing the electoral cycle, with emphasis on elections management, civic and voter education, gender equality, participation of women and youth, prevention of violence and monitoring of electoral processes; (b) implementation of the Legislature’s Modernization Plan aimed at improving core functions of oversight and outreach, based on effective internal structures, systems, skills and resources; (c) transparent and accountable management of public resources, specifically follow-through on the agreed national anti-corruption policy and strategy, based on a more capable and empowered LACC and GAC, as well as development of the media, women’s groups and other civil society organizations to perform a “watchdog” role, focusing on their ability to design, fund and manage monitoring and analytic work and advocacy and social mobilization initiatives; and (d) preparation of an implementation road map for the Decentralization Policy and its progressive roll-out across the country to develop basic functions of consultation, planning, budgeting, monitoring and feedback.

UNDP’s governance programmes support national government priorities as defined under the Agenda for Transformation (AfT) 2013 – 2017 and the Liberia Vision 2030. UNDP partners with the Government of Liberia, with other development partners and civil society, to support the implementation of governance and institutional capacity priorities. The UNDP Democratic Governance Unit, provides programme and project support to various institutions and line ministries. UNDP acts as the lead agency in the area of governance within the United Nations Development Assistance Framework (UNDAF).

# Evaluation Purpose

UNDP commissions outcome evaluations to capture and demonstrate evaluative evidence of its contributions to development results at the country level as articulated in both the UN Development Assistance Framework (UNDAF) and UNDP country programme document (CPD). These are evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy. In line with the Evaluation Plan of UNDP Liberia, outcome evaluations were to have been conducted in 2014 to assess the impact of UNDP’s development assistance across the major thematic and cross cutting areas of good governance, sustainable economic transformation and justice, peace and security outcomes. Due to the outbreak of Ebola Virus Disease in the sub-region, these evaluations had to be postponed.

The UNDP Office in Liberia is commissioning this evaluation on good governance to capture evaluative evidence of the relevance, effectiveness, efficiency and sustainability of current programming, which can be used to strengthen existing programmes and to set the stage for new initiatives. The evaluations serves an important accountability function, providing national stakeholders and partners in Liberia with an impartial assessment of the results of UNDP governance support. The evaluation will also provide perspective on the changing post-EVD landscape and priorities. Coming close on the heels of the just completed AfT, UNDAF and CPD reviews it will also provide Country Officers with insights as relates for needs for strategic re-alignments and prioritization with a specific focus within its governance sphere of work.

# Evaluation Scope

The outcome evaluation will be conducted during the months of June and July 2016, with a view to enhancing programmes while providing strategic direction and inputs to the preparation of the next UNDP country programme and the next UNDAF, both scheduled to start in 2017.

Specifically, the outcome evaluation will assess:

1. The relevance and strategic positioning of UNDP support to Liberia on good governance.
2. The frameworks and strategies that UNDP has devised for its support on good governance, including partnership strategies, and whether they are well conceived for achieving planned objectives.
3. The progress made towards achieving governance outcomes, through specific projects and advisory services, and including contributing factors and constraints.
4. The progress to date under these outcomes and what can be derived in terms of lessons learned for future UNDP governance support to Liberia.

The evaluation will consider the pertinent country programme outcomes and outputs focused towards good governance, as stated in the UNDAF and the 2013-2017 country programme document (CPD) for Liberia. The specific outcomes under the UNDP CPD are to be assessed relates to **UNDAF and country programme Outcome #4:** Liberian governance systems strengthened to ensure consolidation of peace and stability supported by effective and well-functioning institutions that foster inclusive participation of stakeholders, especially women and youth, with enhanced service delivery at local levels

As described in Annex A, the UNDP Liberia country office has implemented 4 programmes that reside within this outcome. An analysis of achievements across all 4 programmes is expected.

# Evaluation Questions

The outcome evaluation seeks to answer the following questions, focused around the evaluation criteria of relevance, effectiveness, efficiency and sustainability:

### Relevance:

* To what extent is UNDP’s engagement in governance support a reflection of strategic considerations, including UNDP’s role in the particular development context in Liberia and its comparative advantage vis-a-vis other partners?
* To what extent has UNDP’s selected method of delivery been appropriate to the development context?
* Has UNDP been influential in national debates on governance issues and has it influenced national policies on legal reforms and human rights protection?
* To what extent have UN reforms influenced the relevance of UNDP support to Liberia in the Governance sector?

### Effectiveness

* What evidence is there that UNDP support has contributed towards an improvement in national government capacity, including institutional strengthening?
* Has UNDP been effective in helping improve governance at the local level in Liberia? Do these local results aggregate into nationally significant results?
* Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver governance services?
* How effective has UNDP been in partnering with civil society and the private sector to promote good governance in Liberia?
* Has UNDP utilised innovative techniques and best practices in its governance programming?
* Is UNDP perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Liberia?
* Taking into account the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing governance support to national and local governments in Liberia?
* What contributing factors and impediments enhance or impede UNDP performance in this area?

### Efficiency

* Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country (political stability, post crisis situations, etc)?
* Has UNDP’s governance strategy and execution been efficient and cost effective?
* Has there been an economical use of financial and human resources?
* Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?
* Were alternative approaches considered in designing the Projects?

### Sustainability

* What is the likelihood that UNDP governance interventions are sustainable?
* What mechanisms have been set in place by UNDP to support the government of Liberia to sustain improvements made through these governance interventions?
* How should the governance portfolio be enhanced to support central authorities, local communities and civil society in improving service delivery over the long term?
* What changes should be made in the current set of governance partnerships in order to promote long term sustainability?

*Partnership strategy*

* + Has the partnership strategy in the governance sector been appropriate and effective?
  + Are there current or potential complementarities or overlaps with existing national partners’ programmes?
  + How have partnerships affected the progress towards achieving the outputs
  + Has UNDP worked effectively with other international delivery partners to deliver on good governance initiatives?
  + How effective has UNDP been in partnering with civil society (where applicable) and the private sector to promote good governance in the region?

The evaluation should also 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 have poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefitted from UNDPs work in support of good governance?

### Gender Equality

* To what extent has gender been addressed in the design, implementation and monitoring of governance projects? Is gender marker data assigned to projects representative of reality (focus should be placed on gender marker 2 and 3 projects)?
* To what extent has UNDP governance support promoted positive changes in gender equality? Were there any unintended effects? Information collected should be checked again data from the UNDP country office’ Results-oriented Annual Reports (ROAR) during the period 2013 - 2015.

Based on the above analysis, the evaluators are expected to provide overarching conclusions on UNDP results in this area of support, as well as recommendations on how the UNDP Liberia Country Office could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities to ensure that the governance portfolio fully achieves current planned outcomes and is positioned for sustainable results in the future. The evaluation is additionally expected to offer wider lessons for UNDP support in Liberia and elsewhere based on this analysis.

# Methodology

The outcome evaluation will be carried out by an external team of evaluators, and will engage a wide array of stakeholders and beneficiaries, including national and local government officials, donors, civil society organizations, academics and subject experts, private sector representatives and community members.

The outcome evaluation is expected to take a “theory of change’’ (TOC) approach to determining causal links between the interventions that UNDP has supported, and observed progress in good governance at national and local levels in Liberia. The evaluators will develop a logic model of how UNDP governance interventions are expected to lead to improved national and local government management and service delivery. In the case of the governance related outcome for Liberia, a theory of change was not explicitly defined when the outcomes were established. The evaluators are expected to construct a theory of change for the outcome, based against stated objectives and anticipated results, and more generally from UNDPs global governance and capacity development strategies and techniques.

Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations and technical papers, stakeholder interviews, focus groups, surveys and site visits.

The following steps in data collection are anticipated:

## 5.1 Desk Review

A desk review should be carried out of the key strategies and documents underpinning the governance work of UNDP in Liberia. This includes reviewing the UNDAF and pertinent country programme documents, the midterm review of the UNDAF and UNDP CPD as well as a wide array of monitoring and evaluation documents of governance projects, to be provided by the UNDP country office.

The evaluators are expected to review pertinent strategies and reports developed by the Government of Liberia that are relevant to UNDPs governance support. This includes the government’s Agenda for Transformation (AfT), the Liberia Vision 2030, and other national reports, to be made available by the UNDP country office.

The evaluators will examine all relevant documentation concerning the 4 programmes implemented within the governance area, including project TORs, evaluations, and technical assessment reports.

## 5.2 Field Data Collection

Following the desk review, the evaluators will build on the documented evidence through an agreed set of field and interview methodologies, including:

* Interviews with key partners and stakeholders
* Field visits to project sites and partner institutions
* Survey questionnaires where appropriate
* Participatory observation, focus groups, and rapid appraisal techniques

# Deliverables

The following reports and deliverables are required for the evaluation:

* Inception report
* Draft Governance Outcome Evaluation Report
* Presentation at the validation workshop with key stakeholders, (partners and beneficiaries)
* Final Governance Outcome Evaluation report

One week after contract signing, the evaluation manager will produce an **inception report** containing the proposed theory of change for UNDPs work on governance in Liberia. The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools and methods to be used. Annex 3 provides a simple matrix template. The inception report should detail the specific timing for evaluation activities and deliverables, and propose specific site visits and stakeholders to be interviewed. Protocols for different stakeholders should be developed. The inception report will be discussed and agreed with the UNDP country office before the evaluators proceed with site visits.

The **draft evaluation report** will be shared with stakeholders, and presented in a validation workshop, that the UNDP country office will organise. Feedback received from these sessions should be taken into account when preparing the final report. The evaluators will produce an ‘audit trail’ indicating whether and how each comment received was addressed in revisions to the **final report**.

The suggested table of contents of the evaluation report is as follows:

Title

Table of contents

Acronyms and abbreviations

Executive Summary

Introduction

Background and context

Evaluation scope and objectives

Evaluation approach and methods

Data analysis

Findings and conclusions

Lessons learned

Recommendations

Annexes

# Evaluation Team Composition and Required Competencies

The outcome evaluation will be undertaken by 2 external evaluators, hired as consultants, comprised of an Evaluation Manager and an Associate Evaluator. Both international and national consultants can be considered for these positions.

## Required Qualifications of the Evaluation Manager

* Minimum Master’s degree in economics, political science, public administration, regional development/planning, or other social science;
* Minimum 10-15 years of professional experience in public sector development, including in the areas of democratic governance, regional development, gender equality and social services.
* At least 5 years of experience in conducting evaluations of government and international aid organisations, preferably with direct experience with civil service capacity building;
* Strong working knowledge of the UN and its mandate in Liberia, and more specifically the work of UNDP in support of government and civil society in Liberia;
* Sound knowledge of results-based management systems, and monitoring and evaluation methodologies; including experience in applying SMART (S Specific; M Measurable; A Achievable; R Relevant; T Time-bound) indicators;
* Excellent reporting and communication skills

The **Evaluation Manager** will have overall responsibility for the quality and timely submission of the draft and final evaluation report. Specifically, the Evaluation Manager will perform the following tasks:

* Lead and manage the evaluation mission;
* Develop the inception report, detailing the evaluation scope, methodology and approach;
* Conduct the project evaluation in accordance with the proposed objective and scope of the evaluation and UNDP evaluation guidelines;
* Manage the team during the evaluation mission, and liaise with UNDP on travel and interview schedules’
* Draft and present the draft and final evaluation reports;
* Lead the presentation of draft findings in the stakeholder workshop;
* Finalize the evaluation report and submit it to UNDP.

## Required qualification of the Associate Evaluator

* Liberian citizen or persons with extensive experience working in Liberia during the last 5 years;
* Minimum master’s degree in the social sciences;
* Minimum 5 years’ experience carrying out development evaluations for government and civil society;
* Experience working in or closely with UN agencies, especially UNDP, is preferred;
* A deep understanding of the development context in Liberia and preferably an understanding of governance issues within the Liberia context;
* Strong communication skills;
* Excellent reading and writing skills in English, and preferably also Shona.

The Associate Evaluator will, *inter alia*, perform the following tasks:

* Review documents;
* Participate in the design of the evaluation methodology;
* Assist in carrying out the evaluation in accordance with the proposed objectives and scope of the evaluation;
* Draft related parts of the evaluation report as agreed with the Evaluation Manager;
* Assist the Evaluation Manager to finalize the draft and final evaluation report.

# Evaluation Ethics

The evaluation must 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. In particular, evaluators must be free and clear of perceived conflicts of interest. To this end, interested consultants will not be considered if they were directly and substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the outcomes and programmes under review. The code of conduct and an agreement form to be signed by each consultant are included in Annex 4.

# Implementation Arrangements

The UNDP CO in collaboration with Government will select the evaluation team through an open process, and will be responsible for the management of the evaluators. The Head of Unit/DCDP will designate a focal point for the evaluation that will work with the M&E Specialist and Programme Manager to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.). The CO Management will take responsibility for the approval of the final evaluation report. The M&E Specialist or designate will arrange introductory meetings within the CO and the DCDP or her designate will establish initial contacts with partners and project staff. The consultants will take responsibility for setting up meetings and conducting the evaluation, subject to advanced approval of the methodology submitted in the inception report. The CO management will develop a management response to the evaluation within two weeks of report finalization.

The Task Manager of the Project will convene an Advisory Panel comprising of technical experts to enhance the quality of the evaluation. This Panel will review the inception report and the draft evaluation report to provide detail comments related to the quality of methodology, evidence collected, analysis and reporting. The Panel will also advise on the conformity of evaluation processes to the UNEG standards. The evaluation team is required to address all comments of the Panel completely and comprehensively. The Evaluation Team Leader will provide a detail rationale to the advisory panel for any comment that remain unaddressed.

The evaluation will use a system of ratings standardising assessments proposed by the evaluators in the inception report. The evaluation acknowledges that rating cannot be a standalone assessment, and it will not be feasible to entirely quantify judgements. Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency and sustainability.

While the Country Office will provide some logistical support during the evaluation, for instance assisting in setting interviews with senior government officials, it will be the responsibility of the evaluators to logistically and financially arrange their travel to and from relevant project sites and to arrange most interviews. Planned travels and associated costs will be included in the Inception Report, and agreed with the Country Office.

# Time-Frame for the Evaluation Process

The evaluation is expected to take 22 working days for each of the two consultants, over a period of six weeks starting 20 June 2016. A tentative date for the stakeholder workshop is 29 July, and the final draft evaluation report is due the 9nd of August 2016. The following table provides an indicative breakout for activities and delivery:

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Activity** | **Deliverable** | **Work day allocation** | | **Time period (days) for task completion** |
|  |  | **Evaluation Manager** | **Associate Evaluator** |
| Review materials and develop work plan | Inception report and evaluation matrix | 4 | 3 | 7 |
| Participate in an Inception Meeting with UNDP Liberia country office |
| Draft inception report |
| Review Documents and stakeholder consultations | Draft evaluation report  Stakeholder workshop presentation | 13 | 16 | 30 |
| Interview stakeholders |
| Conduct field visits |
| Analyse data |
| Develop draft evaluation and lessons report to Country Office |
| Present draft Evaluation Report and lessons at Validation Workshop | Final evaluation report | 5 | 3 | 7 |
| Finalize and submit evaluation and lessons learned report incorporating additions and comments provided by stakeholders |
|  | totals | 22 | 22 | 6 weeks |

# Fees and payments

Interested consultants should provide their requested fee rates when they submit their expressions of interest, in USD. The UNDP Country Office will then negotiate and finalise contracts. Travel costs and daily allowances will be paid against invoice, and subject to the UN payment schedules for Liberia. Fee payments will be made upon acceptance and approval by the UNDP Country Office of planned deliverables, based on the following payment schedule:

|  |  |
| --- | --- |
| Inception report | 10% |
| Draft Evaluation Report | 70% |
| Final Evaluation Report | 20% |

# ANNEXES

## ANNEX 1 - LIST OF Programme/Projects TO BE EVALUATED

\*Please also see the attached CPAP Result and Resources Framework.

|  |  |  |
| --- | --- | --- |
| UNDAF OUTCOME 4 | **UNDAF and country programme Outcome #4:** Liberian governance systems strengthened to ensure consolidation of peace and stability supported by effective and well-functioning institutions that foster inclusive participation of stakeholders, especially women and youth, with enhanced service delivery at local levels | Projects |
| CPAP Outcome 1 | **UNDAF and country programme Outcome #4:** Liberian governance systems strengthened to ensure consolidation of peace and stability supported by effective and well-functioning institutions that foster inclusive participation of stakeholders, especially women and youth, with enhanced service delivery at local levels |
| Outputs | * Strengthening Key Governance Institutions: By 2017 Liberia has governance institutions equipped with inclusive systems to perform effectively * Public Sector Institutions and Civil Service Reform: By 2017, Liberia has an improved and decentralized public sector and civil service providing fair and accountable basic services to people. * Constitutional and Legal Reform: By 2017, a review of the Constitution is completed with a framework that guarantees democratic governance and equal rights of all citizens | 71201 – County Support Team  75179 – Support to 2011 Electoral Cycle  86820 – Liberia Decentralization Support Programme  86954 – Support to Constitutional Review Process  87022 – Strengthening Transparency Accountability and Oversight |

## ANNEX 2 - DOCUMENTS TO BE CONSULTED

* United Nations Development Assistance Framework 2013 – 2017
* UNDP Country Programme Document 2013 – 2017
* UNDAF Action Plan 2013 – 2017
* UNDP PME Handbook
* UNDP Evaluation Guide and addendum
* UNDG RBM Handbook
* UNDG Ethical Code of Conduct of Evaluators
* Project Documents, reports and project evaluation reports

## Annex 3: EVALUATION MATRIX

Evaluation matrices are useful tools for planning and conducting evaluations; helping to summarize and visually present an evaluation design and methodology for discussions with stakeholders. In an evaluation matrix, the evaluation questions, data sources, data collection, analysis tools and methods appropriate for each data source are presented, and the standard or measure by which each question will be evaluated is shown.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| Relevant  evaluation  criteria | Key  Questions | Specific Sub-  Questions | Data  Sources | Data collection  Methods/Tools | Indicators/  Success  Standard | Methods for Data  Analysis |
|  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |

## Annex 4: Ethical Code of Conduct for UNDP Evaluations

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and: respect people’s right not to engage. Evaluators must respect people’s right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders’ dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

**Evaluation Consultant Agreement Form[[1]](#footnote-1)**

**Agreement to abide by the Code of Conduct for Evaluation in the UN System**

**Name of Consultant:** \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**Name of Consultancy Organization** (where relevant)**:** \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Signed at \_\_\_ on \_\_\_\_\_\_

Signature: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

1. www.unevaluation.org/unegcodeofconduct [↑](#footnote-ref-1)