**TERMS OF REFERENCE**

**Consultant for Outcome Evaluation**

**UNDP Eritrea Country Programme Outcome:**

“Selected government institutions have the capacity to effectively and efficiently provide services to all”

**1. BACKGROUND AND CONTEXT**

According to evaluation plan of the UNDP County Office in Eritrea (hereinafter UNDP Eritrea), outcome evaluation is to be conducted in 2015 for the following Country Programme outcome “Selected government institutions have the capacity to effectively and efficiently provide services to all ” . 2014 is the second year of UNDP Eritrea Country Programme cycle. UNDP-funded project in support of the above mentioned outcome is to be completed at the end of 2016, and there is a need to assess how and why an outcome is or is not being achieved in a country context, and the role that UNDP has played. This outcome evaluation will also help to clarify underlying factors affecting the situation, highlight unintended consequences (positive and negative), recommend actions to improve performance in future programming and partnership building, and generate lessons learned.

In addition, similar programmes are currently being supported by other UN agencies, such as, UNFPA, UNHCR, UNAIDS and UNICEF. In addition, the Government of Eritrean and United Nations in Eritrea are developing a new Strategic Partnership Cooperation Framework (SPCF), which will cover 2017-2021.

**UNDP Eritrea Country Programme Outcome: “Selected government institutions have the capacity to effectively and efficiently provide services to all”**

Human and institutional capacity development is critical to the national development agenda and to the achievement of the MDGs. During the past GoSE-UNDP cooperation, efforts were made to strengthen the capacities of targeted public institutions such as the Ministry of Justice, Civil Service Administration, Ministry of Finance, National Union of Eritrean Women and Department of Immigration Nationality (DIN) amongst others. This support resulted in improved delivery of services in the targeted institutions and pointed to the need to expand to other public institutions.

UNDP carried forward this success and continue to support national capacity development efforts in following strategic areas, namely; 1) Development planning and data for development; 2) Implementation of International Obligations and Commitments**,** 3) Youth and Development; 4) Higher education; 5) Disaster Risk Reduction; and 6) Gender Equity and Advancement of Women. In this programme cycle efforts are made to strengthen the human and institutional capacity of the Ministry of Finance, Ministry of Justice, National Union of Eritrean Women, National Confederation of Eritrean Workers, National Union of Eritrean Youth and Students, Ministry of Labour and Human Welfare, Commission for Higher Education, Department of Water Resources, and Ministry of Health. The total budget allocated for Outcome- 4 (CPAP) for the year 2013-2016 is USD9, 346,000.

1. **Development Planning and Data for Development:** The intervention comprises support to the Government in data collection, analysis, dissemination and utilization of gender-disaggregated data including the introduction of comprehensive civil and vital registration system. Support will also be provided to conduct national and sectoral surveys and in the establishment of a comprehensive and gender responsive national data management system and strengthened human and institutional capacities of the National Statistics Office (NSO) at sectoral and regional levels to collect, analyse and disseminate gender-disaggregated data to inform national development planning and management.
2. **Implementation of International Obligations and Commitments:** The support involves assisting the GoSE to design a programme to fulfil its reporting requirements under international and regional treaties, conventions and laws. Besides, the programme will support the Government’s ongoing efforts in the establishment of a well-functioning office to coordinate and follow-up on treaties, agreements and conventions signed by Eritrea. It will also assist the GoSE in tapping the skills of Eritrean professionals in the Diasporas to contribute meaningfully to the development process of the country; and establish a mechanism to help implementation of the UPR recommendations.
3. **Youth Training and Development:** This intervention will assist the GoSE in developing training programmes for young Eritreans in various technical fields and entrepreneurship aimed at increasing their employability in the economy; and will include but not limited to vocational training in micro-enterprises such as textile, leather, marble, and granite production.
4. **Higher Education:** The GoSE has embarked on a programme to enhance its human resource capacity in key sectors of the economy, including higher technical institutions. As such, the intervention will assist the Goseyun these institutions to enhance instructional and teaching capacity at all levels including the sciences (natural and social), digital information systems, and engineering, with special focus on geology and mining. The Orota School of Medicine will also be supported to enhance its human and institutional capacity.
5. **Capacity Building in the Ministry of Justice (MoJ):** This program will assist the MoJ to develop training programmes for community courts judges, replicate pilot case-flow management information system in other regions, and provide support to the implementation and coordination of civic education programme in the country.
6. **Gender Equity and Advancement of Women:** Recognising that gender is a cross cutting issue, UNDP will assist Government in its efforts to close the wide gender disparity gaps by mainstreaming gender policy and providing both technical and financial support for the following interventions: (i) strengthening institutional capacities of line ministries in gender management system, which includes gender analysis and gender mainstreaming into their respective policies and programmes; (ii) advocacy and awareness-raising on gender equity and equality among the general public and authorities with a special focus on the behavioural and attitudinal change with regard to deep rooted harmful traditional practices such Female Genital Mutilation, early marriage, test of virginity, etc.; (iii) strengthening the implementation and reporting capacity on international and regional human rights instruments such as CEDAW; (iv) Institutional capacity building of NUEW and its regional branch offices; and (v) finalization and implementation of the National Gender Action Plan.
7. **Labor Survey:** The objectives of the survey are to collect data on the economic activities of the population that includes detailed information on employment, unemployment, underemployment, and economically inactive persons and its causes according to background characteristics. This will provide current picture of the labour market across the country that could be used to develop, manage and evaluate labour market policies. The labour force survey in Eritrea will be undertaken at national level in 2015 taking sample of 5,000 households. The survey will cover the population living in private households and excluding Persons living in collective quarters, and Nomads.
8. **Support to the Ministry of Finance**: The project is designed to contribute to the achievement of the SPCF and CPAP outcomes and is targeted at building the capacities of the Ministry of Finance and the UN system in Eritrea to be more effective. It is expected that by strengthening the capacity of MOF to undertake more effectively its aid coordination role, this project will enable the GOE to mobilize increased external resources that are critical for the implementation of national development goals in general and the SPCF in particular, as well as the full attainment of the MDG goals and targets.
9. **National Confederation of Eritrean Workers**: One of the objectives of the NCEW is to ensure that labor education serves as an efficient means of improving the knowledge and skill capability of members to cope with the growing social, economic, political and cultural challenges that confront members and society at large. Thus, the project involves three major components for enhancing the capacity of the NCEW to enhance its labor education activities to train and raise the awareness of Eritrean workers on employment related issues. These three components are building the human resource/technical implementation capacity of the Confederation, Federation and base unions (affiliated membership), capacity building of the training centres in terms of strengthened structures and capacity to conduct and extend training programs to the other Regions/Zobas as well as integration the existing membership as well as potential members into structured training programs related to employment and labour such as productivity, rights at work, social dialogue and trade unionism
10. **Support to Ministry of Health:** Although not included as an area of intervention in the CPAP 2013-2016, the annual plan for 2013 was prepared to support the Ministry with focus on enhancing the capacity of the existing training centres, medical services unit and developing the capacity of the M&E unit of the Ministry and for finalizing the procurement of ICU equipment carried over from 2012.

**2. EVALUATION PURPOSE**

The timing of the outcome evaluation is very important in order to generate lessons learned and recommendations for improvement. This outcome evaluation will provide timely and valuable contribution to support strategic decision-making of UNDP Eritrea in the development of the upcoming programme interventions and discussions with national counterparts as well as prioritization of UNDP support towards achievement of other expected Country Programme outcomes.

**3. EVALUATION SCOPE AND OBJECTIVES**

The main objectives of this assignment are to:

1. Provide appraisal on the validity/relevance of the outcome for UNDP assisted interventions, and the extent to which the set objectives and envisaged outcomes have been achieved;

2. Assess the level of efficiency and relevance of the UNDP assisted interventions

3. Identify gaps and weaknesses in the strategy, and what could be recommended regarding the achievement of the envisaged outcomes.

4. Identify lessons learnt from ongoing interventions in this area with a view to ascertaining suitability of such interventions for continuation; discontinuation, refining and adoption in future work.

5. Take into consideration Gender issues in the evaluation process.

**Expected output**: The consultant is expected to produce a report that highlights the findings,

recommendations and lessons learnt, and give a rating of performance. This might be summarized into an Action List – with a description of best practices in selected areas or in the appropriate niche for UNDP interventions.

The report should include the following sections:

a. Summary including Action List

b. Background Information

c. Description of Approach/Methodology

d. Analysis of the situation with regard to outcome, outputs, resources, partnerships, management and working methods and/or implementation strategy

e. Rating on programme towards outcomes and progress towards outputs

f. Recommendations including those related to:

i. Strategies for continuing/concluding assistance towards the outcome

ii. Lessons learned – good practices in producing outputs, and linking them to outcomes and using partnerships strategically, as well as suggested action plan for follow-up.

**4. EVALUATION QUESTIONS**

**Key issues**

The outcome evaluation is based upon a set of very clear goals:

• Assess organizational and operational effectiveness of the projects in terms of their contribution to Outcome 4- Selected government institutions have the capacity to effectively and efficiently provide services to all

• Provide a platform for evidence-based strategic decision-making by UNDP

• Build knowledge, learning and ownership amongst all stakeholders

Principally these goals should be pursued through the prism of the following criteria

􀂾 ***Relevance:*** whether the activities are in line with local needs and national priorities (as

well as with donor policies);

􀂾 ***Efficiency:*** to what degree the outputs achieved derive from efficient use of financial,

human and material resources;

􀂾 ***Effectiveness:*** the extent to which objectives have been achieved, or can be expected

to be achieved;

􀂾 ***Impact*** which includes an assessment of the positive and negative effects of the projects

to date;

􀂾 ***Sustainability:*** assessing whether the right kind of approach has been taken to provide

the highest chance of long-term impact and durability of interventions.

The evaluation will need to address the following issues in depth taking into consideration the Gender Issues.

**1. Progress towards the outcome**

􀂾 Are the stated outcome, indicator and targets appropriate for the situation in Eritrea and

UNDP’s programme of assistance in this field?

􀂾 What is the current status and prospects for achieving the outcome with the indicated inputs and within the indicated timeframe?

􀂾 What are the main factors (positive and negative) within and beyond UNDP’s interventions that are affecting or that will affect the achievement of the outcome? How have or will these factors limit or facilitate progress towards the outcome?

􀂾 Are UNDP’s proposed contributions to the achievement of the outcome appropriate,

sufficient, effective and sustainable?

**2. Output analysis**

• What are the key outputs that have been or that will most likely be produced by

UNDP to contribute to the outcome?

• Are the UNDP outputs relevant to the outcome?

• Are the monitoring and evaluation indicators appropriate to link these outputs to the

outcome, or is there a need to improve these indicators?

• Is sufficient progress been made with regard to UNDP outputs?

**3. Resources, partnerships, and management analysis**

• Is UNDP’s partnership strategy in this field appropriate and likely to be effective in achieving the outputs and ultimately the outcome?

• Are the resources available adequate for achieving these objectives

• Are UNDP’s management structures and working methods appropriate and likely to be effective in achieving the objectives?

• Overall, assess the scope, relevance, efficiency and sustainability of UNDP’s partnership and management arrangements in achieving its objectives.

**4. Recommendations**

• Based on the above analysis, how should UNDP adjust its programming, partnership arrangements, resource mobilization strategies, working methods and/or management structures to ensure that the outputs and proposed outcome is fully achieved by the end of the programme period (31 December 2016).

**5. METHODOLOGY**

Information on the methodologies is given in Guidelines for Evaluators, issued by Evaluation

Office, UNDP. The evaluators are expected to use all relevant methods to obtain data and information for their analysis and drawing up of findings, conclusions, lessons learnt and recommendations. These include:

a) Documentation review: Begin with the Country Programme Document for a description of the intended outcome, the baseline for the outcome and the indicators and benchmarks used. Examine contextual information and baselines contained in corresponding project documents, their evaluation reports and other sources;

b) Use interviews, field visits, questionnaires and meetings to validate information about the status of the outcome; also use to the extent possible and appropriate the data collected and analysis undertaken by the country office prior to the outcome evaluation; and examine local sources of knowledge about factors influencing the outcome;

c) Identify the major contributing factors that “drive” change. Do not identify or elaborate all conceivable factors;

d) Probe the pre-selected outcome indicators, go beyond these to explore other possible outcome indicators, and determine whether the indicators have actually been continuously tracked;

e) Undertake a constructive critique of the outcome formulation itself; determine whether or not individual outputs are effective in contributing to outcomes, drawing the link between UNDP outputs and outcomes.

f) Analysis of intended or unintended effects of the interventions.

g) Determine whether or not the UNDP strategy and management of overall country operations appears to be coherently focused on change at the outcome level. Examine whether UNDP’s in-house planning and management of different interventions has been aligned to exploit synergies in contributing to outcomes.

h) Determine whether or not there is consensus among UNDP actors, stakeholders and partners that the partnership strategy designed was the best one to achieve the outcome; Look at how the partnerships were formed and how they performed; Look at how the partnership strategy affected the achievement of or progress towards the outcome.

**6. EVALUATION PRODUCTS (DELIVERABLES)**

The evaluation team will be accountable for producing:

* **Evaluation inception report—**An inception report should be prepared by the

evaluators before going into the full-fledged data collection exercise. It should

detail the evaluators’ understanding of what is being evaluated and why, showing

how each evaluation question will be answered by way of: proposed methods,

proposed sources of data and data collection procedures. The inception report

should include a proposed schedule of tasks, activities and deliverables, designating

a team member with the lead responsibility for each task or product. The

inception report provides the programme unit and the evaluators with an opportunity

to verify that they share the same understanding about the evaluation and

clarify any misunderstanding at the outset.

* **Draft evaluation report—**The programme unit and key stakeholders in the

evaluation should review the draft evaluation report to ensure that the evaluation

meets the required quality criteria

* **Final evaluation report.**
* **Evaluation brief and other knowledge products** or participation in knowledge

sharing events, if relevant

At the end of the mission period, the draft Outcome Evaluation Report will be shared with UNDP Country Office, the Ministry of National Development, and other key stakeholders for comments. Draft report comprising especially the findings, outline lessons, conclusions and recommendations should be made available one working week prior to the scheduled completion date of the evaluation mission. This draft report will be discussed with stakeholders and UNDP management to validate findings, lessons and recommendations. A wrap up meeting will be held two working days prior to the scheduled completion date of the evaluation mission. Final Outcome Evaluation Report and any other associated documents should be submitted to the Resident Representative, UNDP Eritrea within two weeks of completion of the evaluation mission

**7. EVALUATION TEAM COMPOSITION AND**

**REQUIRED COMPETENCIES**

**Qualifications:**

* Master’s degree or higher level relevant academic training in public administration,

economics, development management, or other relevant field

* At least 5 years hands-on experience in the evaluation and/or management of complex

programmes in relevant field

* Experiences in gender analysis
* Experience in programme design

**Competencies:**

* A demonstrated capacity for strategic thinking
* A good knowledge of public sector capacity building
* Knowledge of results-oriented evaluation principles and methodology and familiarity with

UNDP operations and knowledge of relevant UNDP’ policies

* Strong analytical skills
* Good interpersonal skills and ability for team work
* Fluency in written and spoken English.
* Negotiation skill

**8. EVALUATION ETHICS**

The evaluations will be conducted in accordance with the principles outlined in the UNEG ‘Ethical Guidelines for Evaluation’64 and should describe critical issues evaluators must address in the design and implementation of the evaluation, including evaluation ethics and

procedures to safeguard the rights and confidentiality of information providers, for example: measures to ensure compliance with legal codes governing areas such as provisions to collect and report data, particularly permissions needed to interview or obtain information about children and young people; provisions to store and maintain security of collected information; and protocols to ensure anonymity and confidentiality.

**9. IMPLEMENTATION ARRANGEMENTS**

The principal responsibility for managing this evaluation rests with the UNDP CO Eritrea, which will contract the consultant and ensure timely provision of travel (including per diems) arrangements within the country for the review team. The Unit Head for the Strategic Governance under the guidance of the Deputy Resident Representative will be responsible to set up stakeholder interviews, arrange field visits and coordinate with the Implementing Partners (IPs).

**10. TIME FRAME FOR THE EVALUATION PROCESS**

The mission will commence on 25 July 2016. The duration of the mission is 16 days. The mission has to prepare an Inception Report (Work Plan).

Evaluation design, methodology and detailed work plan 25 – 16 July (2 days)

Desk review 08- 10 August 2016 (3 days)

Field visits, interviews, consultations 11 – 23 July 2016 (11 days)

Submission of draft evaluation report prior to debriefing 23 August, 2016

Debriefing management 23 August 2016

Submission of the final evaluation report 25 August 2016

**11. COST**

The total resources available for the evaluation is USD 20,000.00

**12. ANNEXES**

ANNEXES I Key stakeholders and partners

ANNEXES II Documents to be consulted

ANNEX III. EVALUATION TERMS OF REFERENCE