**TERMS OF REFERENCE FOR END-TERM EVALUATON OF THE JOINT PROGRAM SUPPORT FOR THE NATIONAL M&E SYSTEMS IN MALAWI**

1. **BACKGROUND**

Phase II of the Joint Program Support for Strengthening Monitoring and Evaluation Systems in Malawi (JPSMEII) was designed to be implemented from July, 2008 and June, 2012. The program has been extended to March, 2013 to allow finalization of outstanding activities. It aims at strengthening and developing sustainable national systems for monitoring and evaluation of development strategies and programs, in order to contribute to an improved national capacity to monitor the implementation and impact of the Malawi Growth and Development Strategy (MGDS), and ultimately, the Millennium Development Goals (MDGs).

The Ministry of Economic Planning and Development (MEPD) coordinates implementation of the Joint Program activities. The Program is funded via a basket fund with contributions from the UN system[[1]](#footnote-1), European Union, the Department for International Development (DFID), the German Technical Cooperation (GIZ) and the Government of Malawi. Other development partners have been supporting monitoring and evaluation activities through parallel funding.

**1.1 Program Objectives and Expected Results**

The specific objective of the Program is: to strengthen and develop sustainable national systems for monitoring and evaluation of development strategies and programs. To achieve this outcome, the program has been designed with seven key focus areas outlined below.

1. To strengthen coordination of the national M&E system for evidence-based development planning, budgeting and implementation;
2. To facilitate the MGDS annual reviews through Sector Working Groups;
3. To strengthen M&E systems in Sectors;
4. To strengthen M&E systems in Assemblies;
5. To strengthen M&E capacity for Civil Society Organizations (CSOs) and communities;
6. To promote the use of MASEDA and other statistics for planning and decision-making;
7. To strengthen national capacity for impact assessments, policy analysis and evaluation.

The expected results of the JPSMEII include the following: (a) improved coordination mechanisms of the national M&E system for evidence-based development planning, budgeting and implementation; (b) annual MGDS review reports produced; (c) strengthened M&E systems in Sectors, Assemblies, CSOs and communities; (d) enhanced use of Malawi Socio-Economic Data-base (MASEDA) and other statistics for planning and decision-making, and (e) improved national capacity for impact assessments, policy analysis and evaluation.

**1.2 Purpose of the End of Term Evaluation**

The purpose of the evaluation is to provide information on progress towards achievements of the programme outputs, outcome and impact. The evaluation will provide information on the state of monitoring and evaluation as tools for evidence-based planning and decision at the district, sector and national levels. It will also provide lessons on the design and implementation of similar projects in future.

The main users of the evaluation results include:

* Ministry of Economic Planning and Development;
* Ministry of Finance;
* Office of the President and Cabinet (OPC);
* Line ministries;
* District, town and city councils;
* Development partners;
* UN System

1. **OBJECTIVES OF THE EVALUATION**

The objectives of the End-Term Evaluation are:

* to determine the extent to which the program outputs and outcomes as defined in the Program Document have been achieved;
* to determine the impact, both positive and negative, from the contribution of the programme to national monitoring and evaluation capacities in Malawi;
* to determine the efficiency and effectiveness in the implementation of the program including the effectiveness of institutional arrangements, partnership strategies and sustainability of the results;
* to document challenges and lessons learnt in the course of implementation to inform future decisions in program design and management of similar interventions.

The end-term of evaluation is to be conducted during the 1st quarter, Feb-March, 2013. The key partners of the program are the Government of Malawi, the European Union (EU), GZ, the Department for International Development of the UK, UNFPA, UNICEF and UNDP.

1. **SCOPE OF THE EVALUATION**

**3.1 General**

# The evaluation will cover the period July. 2009 to March, 2013. Most of the information will be conducted in Lilongwe with limited travel to selected district councils. The evaluation will build on the findings of the mid-term evaluation of the programme which was conducted in 2011. The evaluation will be based on the following performance criteria:

***Effectiveness:***determine the extent to which planned outputs and outcomes achieved as well as establishing plausible links between inputs, outputs and outcomes.

***Relevance****:* Assess the relevance of the program in the light of capacity development initiatives for M&E pursued by other Development Partner parallel or outside the JPSME.

***Efficiency:*** Assess the efficiency of the approaches and implementation arrangements in the production of programme outputs.

***Sustainability:*** examine whether there are adequate conditions and arrangements for sustainability of programme results and activities after the development phase.

***Lessons learnt***: document key lessons learnt from implementation of the program.

***Cross-cutting issues***: examine how the program incorporated or addressed cross-cutting issues such as gender, HIV and environment.

The indicative evaluations questions to assist the consultant in the evaluation exercise have been provided in annex 1.

## 3.2 Specific Tasks and Schedules

The consultant will provide the following services as well as other activities, which are deemed necessary by UNDP as long as such activities are in line with the purpose and objective of this scope of work:

1. **Literature Review and Preparation of Inception Report:** Undertake a literature review of the program documents and other relevant documents and prepare an inception report within five (4) working days. The inception report should not exceed 15 pages excluding annexes and provide a detailed proposed methodology and instruments/data collection tools to be reviewed by an Evaluation Reference Group. The documents to be reviewed include, but are not limited to the following:
   * 1. Approved Program Document
     2. 2008-2011 Country Program Action Plan (CPAP)
     3. JPSME Mid-Term Evaluation Report, 2011
     4. EU Results-Oriented Monitoring (ROM) Mission Report, 2012
     5. Program Work plans
     6. Progress and Financial Reports
     7. Any other documents to get acquainted with the project activities and results.
2. **Data Collection and Analysis:** A total period of eight (8) working days is expected to be used for data collection. Most of the data will be collected from secondary sources at the Ministry of Economic Planning and Development (MEPD), NSO, UNDP and line ministries and selected district councils.
3. **Data Analysis and Preparation of Draft Report:** Four (4) working days is expected for data analysis and synthesise and interpretation of findings. An additional five (5) working days will be expected to be used to produce a quality draft report to be circulated to stakeholders for review.
4. **Presentation of draft report:** A presentation outlining the objectives of the evaluation, key findings including lessons learnt during project implementation and recommendations to stakeholders.
5. **Finalisation of the Report:** Consolidation of comments from reviews by stakeholders, and submission of final report in three (3) working days after the stakeholders’ meeting.

**4.0 METHODOLOGY**

The methodology to be used during the evaluation will include but not limited to: document review, interviews and participatory data collection methods such as focus group discussions, observation during site visits and questionnaires.

**Document Review:** The review of documents will be conducted as guided by section 3 a) above. This review may also be extended to any other project and related documents to get acquainted with the project activities and results.

**Interviews and Focus Groups:** the consultant is also expected to use in-depth interviews and participatory approaches to collect additional information to fill in information gaps and triangulate information from various sources. These methods will require the consultant to develop interview and focus group discussion guiding questions which needs to be included in the inception report.

The assignment is for a maximum of 22 full-time working days from the date the contract is signed. The assignment should be completed by 25 March, 2013 at the latest.

**5.0 COMPOSITION OF THE TEAM**

The evaluation team will be comprised of two members with evaluation experience and with one of them taking a leader’s role. The team leader will be responsible for with overall responsibility for providing guidance and leadership, and in coordinating the draft and final report.

**5.1 Team leader**

**Qualifications and experience**

* At least a Master’s degree in Social Sciences, Development Studies or related discipline.
* A minimum of seven years progressive professional experience in project/ programme reviews and evaluations.
* Working experience in developing countries.
* Excellent report writing skills.
* Strong communication skills.

**Required experience**

* Demonstrated knowledge of current evaluation theory and practice and several years of experience in evaluating development projects, preferably those that are related to the field of program design, management and institutional development.
* In-depth knowledge of monitoring and evaluation and results based management is must.

**5.2 Institutional capacity development expert**

**Qualifications and competencies**

* An advanced degree in development, economics, management, social or political sciences or related field;
* At least 5 years of relevant experience;
* Excellent drafting skills in the national working language;
* Sufficient competence in spoken and written English;
* Superior ability to produce high quality evaluation reports.

**Required experience**

* experience in organizational capacity development program design, implementation M&E in Malawi or within the region;
* proven experience in conducting organizational reviews and institutional capacity assessments
* knowledge and experience of the design and development of M&E systems in the public sector.

1. IMPLEMENTATION ARRANGEMENTS

a) Management arrangements – The UNDP country office will be responsible for liaising with the project team to set up the stakeholder interviews, arrange the field visits, co-ordinate with the Government the hiring of the consultants and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. These Terms of Reference follow the UNDP policies and procedures, and together with the final agenda will be agreed upon by the UNDP Regional Service Centre, UNDP Country Office and the Government working with the Evaluation Reference Group. These three parties will receive a draft of the final evaluation report and provide comments on it prior to its completion.

b) The Evaluators will be expected to be fully self-sufficient in terms of office equipment and supplies, communication, accommodation and transport.

The Evaluators will provide the UNDP JPSME Trust Fund Manager with regular feedback on the progress of the evaluation process.

The Evaluators will ensure strict adherence to timely delivery of the report.

1. **METHOD OF APPLICATION FOR EVALUATORS**

Please submit your technical and proposals in separate envelopes to the Resident Representative, UNDP, P O Box 30135, Lilongwe. Attention: Procurement Unit, following the checklist provided below. Envelopes should be markedly clearly “**Technical Proposal-JPSME**” and “**Financial Proposal-JPSME**”, respectively. Technical proposals should also be forwarded by email to the following address: procurement.mw@undp.org

The Technical Proposals should cover the following items:

* CVs of each member of the evaluation team
* An outline of evaluation methods and/or approaches to be used to make judgments of adequacy, effectiveness and efficiency of the program in not more than 2 pages of A4 size paper, in font size of not more than 12.

The financial proposal should cover the following items:

1. Professional fees
2. Vehicle usage
3. Field Subsistence allowances
4. Supplies and equipment
5. Report production
6. Communication

**Proposals should be received by 25 February, 2013**

**ANNEX I: INDICATIVE EVALUATION QUESTIONS**

**Program Conceptualization/Design:**

1. Whether the problem the program is addressing is clearly identified and the approach soundly conceived;
2. Whether the target beneficiaries and end-users of the results of the program are clearly identified;
3. Whether the objectives, outcome and outputs of the program were stated explicitly and precisely in verifiable terms with observable success indicators;
4. Whether the relationship between objectives, outcome, outputs, activities and inputs of the program are logically articulated and;
5. Whether the program started with a well-prepared work-plan and reasons, if any, for deviations.

**Programme Relevance:**

1. Whether the program is relevant to the development priorities of the country and;
2. Given the objectives of the programme, whether appropriate institutions have been assisted.

**Programme Implementation/**

1. Whether the management arrangements of the programme were appropriate and adequate;
2. The fulfilling of the success criteria as outlined in the programme document;
3. The responsiveness of the program management to significant changes in the environment in which the program functions (both facilitating or impeding program implementation);
4. Lessons from other relevant programs if incorporated in the program implementation.
5. The monitoring and backstopping of the programme as expected by the Government and UNDP;
6. The delivery of Government counterpart inputs in terms of personnel, premises and equipment and;
7. Program’s collaboration with industry associations, private sector and civil society, if relevant.

**Summation of Results/Success of the programme/effectiveness**:

The overall outputs and their meaning are as defined in the program support documents and project documents that should form the main basis for this evaluation. In addition to the end-term targets in the logical framework, the details of the **specific project impact to** be provided are:

1. What are the major achievements of the program vis-à-vis its objectives.
2. What are the potential areas for program’s success? Please explain in detail in terms of impact, sustainability of results and contribution to capacity development.
3. What major issues and problems affected the implementation of the program and what factors could have resolved them.
4. Given an opportunity, what actions the evaluation team members would **have recommended** to ensure that this potential for success translated into actual success.
5. Level of institutional networking achieved and capacity development of key partners, if done in a structured manner at different stages – from inception to program operations.
6. Any underlying factors, beyond control, that influenced the outcome of the program.
7. Have there been any unplanned effects?

**Programme Performance/Efficiency:**

1. Whether the program resources (financial, physical and manpower) were adequate in terms of both quantity and quality and timely;
2. Whether the program resources are used effectively to produce planned results (Are the disbursements and project expenditures in line with expected budgetary plans)?;
3. Whether the program is cost-effective compared to similar interventions;
4. Whether the technologies selected (any innovations adopted, if any) were suitable;
5. The role of UNDP CO and its impact (positive and negative) on the functioning of the program.
6. Whether there is evidence to support accountability of programs and for UNDP to use in its accountability requirements to its partners;
7. The effectiveness of financial arrangements including: a) the basket fund with UNDP as the Managing Agent and b) parallel funding with the Government of Malawi making cash contributions to the program through annual budget allocations.

**Sustainability:**

1. What systems and mechanisms have been put in place by government to sustain the results of the program?
2. Will the systems, tools and M&E frameworks put in place and capacities developed by the program continue to be used and produce benefits after the closure of the development phase?

**Lessons Learnt:**

1. What are the main lessons (positive and negative) that can be drawn from the program’s experiences since its inception?

**Cross-cutting themes:**

1. How did the program affect the way issues relating to gender, human rights, HIV/AIDS and environment were addressed in monitoring and evaluation functions and activities?

1. UNDP, UNICEF, UNFPA [↑](#footnote-ref-1)