

TERMS OF REFERENCE

Project Title: Technical Support to the Lebanese Parliament

Project ID: 00077103

BACKGROUND:

The Lebanese Parliament has three main functions: legislative, oversight and representation. However, given the concept of separation of powers, these roles are not necessarily decisive. Government is accountable to Parliament, as the system resembles a parliamentary democracy. Hence, Parliament is one of the main pillars representing the country's long history of multi-party democracy, and the institution in which Lebanon's legislative power is vested.

The most recent parliamentary elections in Lebanon were held on 6 May 2018, after Parliament adopted, on June 2017, a new proportional electoral law for the first time in the history of the country. Although originally scheduled for 2013, the election was postponed three times in 2013, 2014 and 2017 under various pretexts, including the security situation, the failure of the Parliament to elect a new President, and the technical requirements of holding an election.

Over the years, many factors have led to the weakening role of Parliament in Lebanon, evident in the lack of legislative initiatives, lack of awareness about human rights and gender mainstreaming in legislation and a very limited parliamentary oversight role over the executive authority.

Technical support to the Lebanese Parliament Project

In 1999, the Lebanese Parliament and the United Nations Development Programme (UNDP), jointly initiated a three-year project to respond to the needs of the Parliament and parliamentarians, in the framework of a cooperation agreement signed by UNDP and the Speaker of Parliament. The project has been modified and renewed every 3 years, ever since, (2002, 2005, 2007, 2010, 2013, 2017) and extended in 2018, in order to respond to the changing needs but also to keep abreast with requirements as a result of the political situation in the country (presidency vacuum until October 2016, extension of Parliament's mandate) until the parliamentary elections took place in May 2018. During this period, the Parliament has been paralyzed and the project has been functioning at minimal capacity in terms of resources. In 2018, a substantive revision was conducted to the Project Document to add the 2018 strategy and annual work plan and modify the budget accordingly.

The project mainly aims at strengthening the legislative, oversight, and representative capacities of the Lebanese Parliament, by working with parliamentary committees and the parliament's administration. It also aims at strengthening the relationship between the Parliament and civil society and social groups. Currently, its activities focus on implementing the 2030 SDG agenda, promoting gender equality, empowering women legislation, ensuring environmental sustainability, and extending the partnership to consequently achieve Human Rights protection.

The project, located at the premises of the Lebanese Parliament, builds up on the strategic partnership already established with Parliament for over 18 years and utilizes its vast network with civil society organizations (CSOs) allowing for their greater participation and increased dialogue between them and parliamentary committees. UNDP also uses its presence in most ministries and public institutions and in the various regions of Lebanon to effectively link them with the Parliament through periodic sessions of review of progress and dialogue. Work developed by the project with Parliament, over the years, has built trust between both institutions and has strategically positioned the project to continue in its mandate of supporting Parliament, building on past investments and achievements and moving forward.

Throughout the different phases of implementation, the project has had different donors, and partners, including the Belgian Ministry of Development, the government of the French Republic, and UN/UNDP sources. Currently, it is being co-funded by UNDP and Parliament. The project's budget varied at the different stages, and depending on the specific implemented activities, with a yearly average budget of more than 250,000.00 USD.

Project Results:

To date the following main project achievements can be reported among others:

- Capacity Development for parliamentarians, parliamentary committees, and staff members.
- Support of Parliamentary committees to present draft law proposals in various subjects.
- Preparation of a National Human Rights Action Plan in close cooperation with the Human Rights Parliamentary Committee and UN-OHCHR.
- Publishing and distributing parliamentary periodic publications and several sectoral studies on Education, Health, Transport and other subjects.
- Conducting research and organizing workshops in support of relevant draft laws.
- Organizing regional development hearings with Members of Parliament (MPs), municipal leaders and Public agencies and issuing relevant oversight reports.
- Providing training and supporting the administration in languages, logistics and IT skills.
- Strengthening Parliamentary cooperation by organizing work visits for exchange of expertise with foreign Parliaments.
- Establishing the Lebanese Parliamentary Internship Programme for Lebanese Youth.
- Implementing Information, Communication and Technology strategies for Parliament with regards to website restructuring and launching an animated movie explaining legislative process for youth.

Most importantly, the project has been conducting regular consultations, closely following-up with Parliamentarians to measure the progress of the project, depict improvement, and identify and assess the changing needs.

Project Outcome and Output:

The project's 2017-2020 United Nations Strategic Framework (UNSF) outcome is "Effective and accountable governance of state institutions and public administrations is improved" and it is expected to contribute to the Country Programme Document (CPD) output 2.2: "Inclusive and participatory policies and decision making processes enhanced".

As for the project's output, the 2018 results and resources framework includes one: "Technical support provided to enhance inclusive participation in public policy and the legislative process with effective support to achieve the SDGs".

In this framework, the project still aims at developing the capacity of parliamentarians, parliamentary committees, and the Parliament's administration in order to provide them with adequate and qualified support to enhance the functions of Parliament, and looks for ways to create a clear systematic mechanism to enhance the use of expertise from civil society organizations (CSOs) and think tanks, especially youth and women, in public policy legislation as well as improve and increase Information Technology and public access to information at Parliament.

Evaluation Purpose

In accordance with applicable policies, UNDP should carry out project evaluations so that critical information is available before higher level analysis takes place (for example, outcome level evaluations). Moreover, the evaluation is necessary considering the changes in the country context, notably the recent parliamentary elections, as well as the changes in the UN/UNDP programming cycle approach and the approval of the new United Nations Strategic Framework (UNSF 2017-2020) and Country Programme Document (CPD 2017-2020) and the UNDP Strategic Plan, 2018-2021, that describes how to support countries to achieve the 2030 SDG Agenda. Consequently, the purpose of this evaluation is to inform UNDP as well as key stakeholders on the improved project design to support the newly elected parliament for the upcoming period.

The evaluation is expected assess the level of progress made towards achieving project outputs since 2011. The evaluation should result in concrete and actionable recommendations for improvements, and adjustments to the implementation approach, and alternatives as required in the context of an improved project design and implementation framework. The recommendations will be reflected subsequently by UNDP in a new Project Document for the future phase post 2018 elections, based on an agreement of the Project Board in a meeting held on May 14, 2018. The project evaluation should enable UNDP's management and national counterparts to benefit from the project's competitive advantage, and to decide on a more specialized, sustainable and efficient future course of action for the period beyond 2019 to support the newly elected parliament.

Evaluation Scope and Objectives

UNDP intends to undertake an independent evaluation to assess the UNDP-Parliament project at the macro level covering the period 2011-2018. The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts. The evaluator need to ensure that

women and disadvantaged groups are adequately represented. In order to make excluded or disadvantaged groups visible, to the extent possible, data should be disaggregated by gender, age, disability, ethnicity, wealth and other relevant differences where possible.

The final report should comply with the UNEG Quality Checklist for Evaluation Reports. The evaluation will use the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability, as defined and explained in the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results.

Relevance: The evaluator will assess the degree to which the project considers the local context and problems and the extent to which the objectives of the project are consistent with beneficiary requirements and needs (including connections to SDGs, government strategies and activities of other organizations). The evaluator will also review the extent to which the project design requires an update, and it will assess the link between activities and expected results, and between results and objectives to be achieved. Under this evaluation criterion the evaluator should, inter alia:

- Assess the relevance of the project in the context of Lebanon's parliamentary system;
- Assess the ability of the project to identify and address Parliament's needs and priorities.
- Assess mechanisms of coordination with other donors and actors working with Parliament;
- Provide recommendations for the post 2019 phase, in line with the priorities of the newly elected parliament, and with UNDP's new strategic plan. for 2018-2021
- Assess the extent to which the project has addressed the issues of gender inclusion, women's equality and empowerment, and the extent to which gender perspectives have been mainstreamed into the design and implementation of the project;
- Assess how well the results being achieved are addressing the interests and rights of marginalized and vulnerable groups in the society.
- Review the project's efforts to ensure the application of UNDP's people centered/human rights based approach;

Effectiveness: The evaluator will assess the extent to which project's objectives have been achieved and consider if the planned activities are coherent with the overall objectives and project purpose. Under this evaluation criterion the evaluator should, inter alia:

- Validate results achieved against Project Document (and subsequent revisions) as well as the related standard framework for M&E;
- Review the main challenges faced by the project, including the ways in which the project has sought to overcome them.

Efficiency: The evaluator will assess how economically inputs, such as expertise and time, are converted to results. Under this evaluation criterion the evaluator should, inter alia:

- Assess the existing governance structure of the UNDP project and analyze areas of strength and weakness as well as provide concrete recommendations on possible new models and approaches for future phase post 2018 elections.

- Assess the value added of the partnership between UNDP and the Lebanese Parliament (incl. parliamentary administration, committees, and Members of Parliament) in the framework of the project's implementation;
- Assess relevance and utilization of M&E processes;
- Undertake a comprehensive risk assessment for the future phase post 2018 elections;
- Assess the multiple stakeholders approach, engaging with different partnership levels with public institutions, Civil Society Organizations, the international community, UN agencies, and experts/academia.

Impact: The evaluator will provide credible observations regarding the impact achieved by the project with regards to the beneficiaries.

- Assess benefits to beneficiaries that can be directly attributed to the project
- What are the direct or indirect, intended or unintended changes that can be attributed to the project's assistance?

Sustainability: The evaluator will assess the project capacity to produce and reproduce benefits over time by considering to what extent intervention benefits will continue even after the project is concluded.

- Review the efforts of the project to ensure the national ownership and the measures that serve to enhance national capacity enough to guarantee the sustainability of results.

Evaluation Questions

To define the information that the evaluation intends to generate, the following potential evaluation questions have been developed:

- Are the previous outputs and outcomes of the project still relevant in the context of Lebanon and Parliament post May 2018 elections (especially that the implementation phase was extended at several instances, faced the paralysis of parliament and subsequent slowdown in activities, and was subjected to the impacts of the Syrian crisis, which entailed changed national priorities)?
- What is the extent to which the previous Project Documents provided a solid and workable basis for a successful project implementation?
- What factors have contributed to achieving (or not achieving) the intended outputs and outcomes?
- Did the UNDP project systematically include knowledge management (evaluations, reviews, participatory assessments etc.) for relevant activities during project design?
- How do MPs, Parliamentary Committees and Parliamentary Administration interact with the project? And are they satisfied from its implementation of activities?
- How do other partners interact with the project? Were established partnerships effective
- What are the results achieved by the project since 2011?
- Was the project's structure the most optimal to achieve the set objectives?

- What are the current gaps in the project’s implementation?
- Has the project managed risks effectively and what are potential challenges to be mitigated for the future phase?
- What are the MPs, parliamentary administration and committees’ new priorities for the future phase post 2018 elections, in terms of legislation, oversight and representation?
- What are potential opportunities for cooperation with other UNDP projects working in support of foreign Parliaments?
- How can new activities and implementation for Parliamentary support make more impact?
- What is the competitive advantage or added value of the project, especially in terms of legislation and oversight?
- What are the appropriate indicators with clear targets at all levels for main stakeholders to be guided by for the future phase post 2018 elections?
- How to make the project more inclusive, by further mainstreaming gender, and engaging youth and vulnerable communities?
- How to take advantage of the new funding opportunities in the country to enhance the project’s scope?
- How to make sure that the project will reflect on the UNDP strategic framework and strategic priorities, be aligned with the UN Strategic Framework, the Country Programme Document, and mainstream SDGs?
- Are national partners contributing financial and other resources towards the continuity of the results of this programme? Are there public/private partnership in place?
- Is there an exit strategy for the project and how feasibly is it?

The above questions may be amended at a later stage and upon consultation with the relevant stakeholders.

Methodology and Duration

The methodology described in this section is UNDP’s suggestion that will likely yield the most reliable and valid answers to the evaluation questions. However, final decisions about the specific design and methods for evaluation should emerge from consultations among UNDP, the evaluator, and key stakeholders.

Key tasks/deliverables/outputs	Indicative duration	Review and Approval Required (<i>Indicate designation of person who will review output and confirm acceptance</i>)
Review all documentation related to the project since 2011, including the existing literature, project documents, annual work plans, progress reports, agreements, concept notes, previous assessments and knowledge products, decisions, and any other relevant assessments of the project (Refer to Annex 1).	1 week	Governance Programme Manager and Project Manager and Lebanese Parliamentary Administration

Interview key actors and stakeholders , to gather relevant feedback. The consultant will meet with current team members, along with the counterparts at the Lebanese Parliament, the administration and Members of Parliament (previous, returning, and newly elected), the UNDP Country Office's Senior Management and representatives of the Governance portfolio, and other relevant partners, stakeholders, and beneficiaries. The meetings will provide additional background information to be discussed and incorporated in the report. (Refer to Annex 2).	2 weeks	Governance Programme Manager and Project Manager and Lebanese Parliament Administration
Provide a draft evaluation report with PowerPoint presentation which includes an analysis of the project, including obstacles faced, opportunities seized, and results achieved. The analysis will also include feedback on the mandate and objectives of the project, outcomes and outputs, its structure, use of resources, overall management, and extract lessons learned. The draft report will also include recommendations for the future phase of the project post 2018 elections. The recommendations will suggest improvements, and adjustments to the implementation approach and strategies. The consultant is requested to present its draft report in the form of a PowerPoint presentation at a mid-mission validation meeting attended by all relevant stakeholders such as Parliament's administration, the project manager and the governance programme manager.	1 week	Governance Programme Manager and Project Manager and Lebanese Parliament Administration
Review of draft report by UNDP and Parliament	2 weeks	Governance Programme Manager and Project Manager and Lebanese Parliament Administration
Draft a final comprehensive evaluation report Finally, the consultant will review the report based on the feedback and comments of UNDP and Parliament stakeholders and finalize it with an executive summary and evaluation and recommendations for a new project post 2018 elections to be used in the 2019-2021 Project Document.	1 week	Governance Programme Manager and Project Manager and Lebanese Parliament Administration
Total expected duration	7 weeks	

Deliverables

1-An **evaluation methodology report**, which outlines the methodology as well as proposed schedule of tasks and activities (including list of meetings).

2-A **draft evaluation report with PowerPoint presentation**, with an executive summary describing key findings and recommendations. The PowerPoint presentation will be prepared on methodology, key evaluation findings and recommendations, and the consultant will be expected to present the draft report during a mid-mission validation meeting with stakeholders for feedback.

3-A **final comprehensive report**, modified as per comments of relevant stakeholders after the validation meeting. The report should include an evaluation of the project since 2011 and recommendations for a new project post 2018 elections to be used in the development of the new Project Document.

Institutional arrangements

- The consultant will work in close coordination with the UNDP Governance portfolio and Lebanese Parliament counterparts, and report to the Governance Programme Manager, as well as the Lebanese Parliament administration and UNDP Project Manager.
- The consultant can, if needed, establish a support team, to assist him/her on collection of information and technical areas. The consultant shall bear the responsibility of the team (financially and administratively).
- The Consultant will meet with project's staff and stakeholders. The consultant will present the final evaluation report to the Governance Programme Manager at UNDP, and the UNDP Project Manager and Lebanese Parliament Administration.

Duration of work

The duration of this consultancy is 7 weeks (ref. to methodology and duration) after contract signature. UNDP and the Lebanese Parliament administration will take 2 weeks after submission of the final evaluation report to review final outputs, give comments, certify approval/acceptance of outputs, and use the provided information to substantively review the current project, and cover the post 2018 elections phase and beyond.

Duty Station

Beirut, Lebanon. The Consultant should work from home, but can potentially be provided space within the UNDP office at the Lebanese Parliament.

Qualifications Required

Education: Graduate Degree (Masters or equivalent) in Public Administration, Political Science, Management or related Social Science fields.

Experience:

- At least seven (7) years of professional experience in Projects' M&E, preferably in governance related projects.
- Previous experience in evaluating projects of similar nature for Lebanese and/or International Organizations.
- Knowledge of the Lebanese public administration framework is an advantage.
- Ability to collect and analyze information from a variety of sources; advanced knowledge of the Lebanese public administration; Familiarity with organizational structures.

Competencies:

- Proficiency in Arabic and English. Knowledge of French is a plus.
- Outstanding written skills demonstrated through previous publications.
- Previous experience in developing work plans and strategies.

Scope of Price Proposal and Schedule of Payments

The price proposal should be all-inclusive.

The payments will be made upon receipt of deliverables as follows:

- Payment 1: 50% to be disbursed of the total fee upon completion of Deliverable 1 and 2
- Payment 2: 50% to be disbursed of the total fee upon completion of Deliverable 3

**Annex 1: UNDP-“Technical Support to the Lebanese Parliament” project
Documentations List:**

- 1- Project Documents (2011-2013); (2014-2018)
- 2- Annual Work Plans (Yearly annual work plans since 2011)
- 3- Progress Reports (4 Quarterly reports per year since 2011)
- 4- Mapping of Publications and Studies published by the project since 1999
- 5- Mapping of Draft laws and procedures since 2011
- 6- UNDP Brochure (2000-2007); (2011)

**Annex 2: UNDP-“Technical Support to the Lebanese Parliament” project
Key Informant Interview List:**

- 1- Secretary General of the Lebanese Parliament
- 2- Secretary General of Foreign Affairs /National Focal Point for the Project
- 3- Director Generals at Parliament

- 4- Parliamentarians from different political parties (previous, returning, and newly elected)
- 5- UNDP CO Staff
- 6- Civil Society Representatives
- 7- Current team members