October 2018

# Joint Ceasefire Monitoring Committee - Support Platform Project 

## (JMC-SPP)

Terms of Reference - Finall Independent Evaluation (FIE)

## A. Context

1. These Terms of Reference (ToRs) outline the conduct of the Final Independent Evaluation (FIE or final evaluation) of the JMC-SPP Project Implementation Plan (PIP), by a team of senior independent and external expert consultants. Project background is provided in attachment 1 . The final evaluation was provided for in the December 2016 UN Peacebuilding Fund (PBF) project document that outlined the JMC-SPP proposal, and was approved by the JMC Union level tripartite committee (JMC-U). The plan is that the FIE be independently and professionally conducted to international standards, with JMC engagement throughout, and at least its Executive Summary will be publicly available. The PBF's Peacebuilding Support Office (PBSO) will provide expert guidance. ${ }^{\text {ii }}$

## B. Evaluation objectives and team composition

2. The PBF project document outlines that "The Project will be subject to a final external evaluation.. to understand if the benchmarks in the initial phase of the platform have been achieved. The outcome of the evaluation will be very important to inform the planning and implementation of the next phase of the JMC support platform". iii The UN's global guidance for the PBF outline the concept and rationale for final evaluations. ${ }^{\text {iv }}$ Several key elements of this FIE, that follow global practice, are that it will be independent and impartial, conducted by a team of external experts, and guided by an Evaluation Reference Group.
3. Scope of evaluation: The FIE team will review the $\$ 6.5$ million PIP project as a whole, including JMC Result \#1, and UN/DP ${ }^{\text {v }}$ results \#2 and \#3, not just how PBF's \$2.3million funds were spent. During project design in 2016, agreeing to a single final evaluation of the whole project avoided four separate donor plus one overall evaluation. The final evaluation will focus on the two years January 2017 to December 2018, the project results as well as areas for improvement and learning. In particular it will assess the Project Initiation Plan (PIP) JMC-SPP April 2017 to December 2018 for relevance, efficiency, effectiveness and sustainability of the project. This will lead to recommendations for the PBF, for the JMC and its Phase 2 Multi-Support Platform (JMC-MSP), and for the UN, donors (as applicable) and technical assistance providers.
4. FIE team selection: UN/DP (including the PBSO) and JMC-TSC will conduct the application and selection processes for the FIE team, based on these ToRs, and UNDP rules. The team will be
selected either as individual consultants on UNDP contracts or through an institutional contract procured through UNDP.
5. FIE team composition: The FIE team needs to be largely self-sufficient, to have an experienced team leader with peacebuilding evaluation experience, military - ceasefire - armed conflict expertise, and Myanmar country-specific (including native-speaker) expertise. The team should have (or at least have access to) subject matter expertise to cover the JMC's core mandate, ceasefire related matters and protection of civilian provisions in the Nationwide Ceasefire Agreement (NCA). ${ }^{\text {vi }}$ All team members need fluency in English. During the inception period, the availability and quality of baseline data will be assessed, and a decision taken whether it needs to be augmented, and how. The proposed team composition and / or expertise needed and available to the team are:
a. Team leader: peacebuilding evaluation expert with experience in managing teams;
b. Senior international ceasefire expert: armed forces and armed conflict expert; knowledge of UN peacekeeping and of comparative ceasefire mechanisms worldwide highly preferable; other thematic expertise relevant to the JMC's core mandate highly preferable;
c. Senior Myanmar analyst: national or international expert in Myanmar's armed conflict and transition; other thematic expertise relevant to the JMC's core mandate highly preferable; fluency in Myanmar or another ethnic language preferable; and
d. Senior Myanmar / English translator and interpreter: experience translating with government and with Ethnic Armed Organisations highly preferable; experience interpreting and / or translating in civil-military, armed conflict and ceasefire-related terms preferable.
e. Administrative and logistics coordinator: national or international (locally-based) expert; or these services may be contracted to a locally-based company

## C. Team deliverables and evaluation methodology

6. The evaluation team would at least produce ${ }^{\text {vii. }}$ an Inception Report; a full draft report for review, and; a Final Report, with a stand-alone Executive Summary. All reports will be in English and Myanmar, using the JMC-SPP glossary of terms. The team will organise a validation workshop, with ERG and other JMC participation, to test the team's assumptions, findings, and recommendations. The report should utilise high quality info-graphics and other means of communicating the data and their findings. Final editing is with the evaluation team, supported by PBSO. While the principle is that the PBF's final evaluation reports are publicly available, ${ }^{\text {viii }}$ in order to respect confidentiality of the JMC and the NCA signatory parties, ${ }^{\text {ix }}$ the co-chairs of the ERG through consultations with the ERG and other key stakeholders if necessary, will advise the PBSO if the report should be publicly available in full or in part. ${ }^{\mathrm{x}}$ The following are indicative phases and timelines:
a. Phase 1 - ERG formation, and team selection: October - November
b. Phase 2 - Desk review and inception report: November (several weeks)
c. Phase 3-Data collection in Myanmar: November - December (several weeks)
d. Phase 4 - Draft and final report writing: December to 22 February $2019^{\text {xi }}$ (usually more than 4 weeks)
7. International best practices from the PBF's evaluation methodology will be applied to the JMC-SPP final evaluation. xii The evaluation will be guided strongly by the JMC's core mandate in the NCA, and the JMC's terms of reference and standard operating procedures (ToRs and SOPs), which the TSC will make available to the team. ERG members will make other documents available and the team will ensure arrangements to protect sensitive documents. A detailed evaluation methodology will be proposed by the evaluation team in its inception report, which would include: conducting Key Informant Interviews (KII) and Focus Group Discussions (FGD) as appropriate with key stakeholders (e.g., UN/DP, donors and JMC's technical assistance providers); utilising quantitative and qualitative mixed-methods; an extensive document review; methods of capturing perceptions of communities in NCA signatory conflict-affected areas; and field work that is balanced and inclusive of as many JMC-

U/S/L Tatmadaw and Ethnic Armed Organisation (EAO) representatives, civilian members and TSC staff as relevant and practical. The team would need to work closely with the TSC who would generally arrange JMC meetings and field trips.

## D. Management arrangements

8. The Evaluation Reference Group: In order to maximize the credibility, relevance and utility of the evaluation process and the resulting report, the PBF ensures the participation of key stakeholders through different ways including the establishment of an Evaluation Reference Group (ERG). The ERG will be co-led by the UN/DP and JMC. The Peace and Development Adviser, UN Resident Coordinator's Office will be Secretary of the ERG, in partnership with the JMC-TSC. The ERG, an advisory body, will provide a sounding board for the FIE team while protecting its independence, and help the tripartite JMC have ownership of the report's findings and recommendations. The ERG will support the conduct of the evaluation, including to: provide feedback to the evaluation team on the inception report; participate in the final report validation; provide comments on the draft; ensure distribution of the final report, and; initiate implementation of its recommendations. Its ToRs will include: composition, 10-12 members (likely JMC, UN (including PBSO), donors and subject matter experts), mandate and governance, and anticipated time commitment.
9. The following arrangements will also guide the FIE team's work:
a. Both UNDP and JMC-TSC will each nominate an Evaluation Focal Point
b. Day to day communication and coordination will be exercised between the FIE team leader, the ERG Secretary, the UNDP and JMC-TSC evaluation focal points, the JMCTSC Executive Director and Deputy Executive Director, and the CTA/PM.
c. The UNDP and JMC-TSC evaluation focal points will be responsible for facilitating data availability to the FIE and data collection in Myanmar, including scheduling and logistics, to plan and coordinate assignment-related travel.
d. The team will otherwise work independently.
e. Other arrangements including consulting days per team member and schedule of payments will be defined in individual contracts or an institutional contract.

Signed on behalf of UN/DP:


13 November 18
Date: $\qquad$
Signed on behalf of the JMC-U Technical Secretariat Center:


Dr. Sui Khar
JMC-U Secretary 1


Col. Wunna Aung
JMC-U Secretary 2

Date: $\qquad$ 6.11. 2018

Date: $\qquad$ 6.11 .2018

## Attachment 1: Project background

1. On $15^{\text {th }}$ October 2015, the Government of Myanmar (GoM) and eight Ethnic Armed Organizations (EAOs) signed a Nationwide Ceasefire Agreement (NCA) ${ }^{\text {xiii }}$ signaling the start of a new effort for political dialogue to end the country's armed conflict. The NCA sets-up a Joint Ceasefire Monitoring Committee (JMC) as the key instrument to implement provisions of the NCA, monitor adherence (of the parties) to the Military Code of Conduct, investigate alleged violations and undertake problem-solving functions. The JMC is a tripartite mechanism, comprised of Government/Tatmadaw and EAO representatives, and civilian members. It follows a cascading structure from Union, to State/Region to Local levels (JMC-U/S/L). ${ }^{\text {xiv }}$ Where the JMC is a political structure, the Technical Secretariat Center (JMC-TSC) functions as its implementation arm, and has a parallel cascading U/S/L structure.
2. On 24 February 2016, the JMC requested the United Nations to consider institutional, financial and technical support. On 16 May 2016, the Office of the State Counsellor advised the UN to support the JMC in the interim and to prepare a Myanmar-based UN platform for longer-term support. Following these requests, on 1 June 2016, the UN Resident Coordinator's office and UNDP (UN/DP) initiated a 3-month interim support to the JMC, subsequently extended until end-March 2017, to bridge the time needed to set-up the platform. The Government of Norway and the UN (UNDP and UN Peacebuilding Fund) provided resources during this transition phase up to March 2017.
3. In August 2016 the UN hosted a high-level Formulation Mission, who undertook consultations with the JMC-TSC, the JMC leadership, the Government of Myanmar, EAOs and development partners. The mission recommended: creating a JMC Support Platform Project (JMC$S P P$ ); established and managed in-country; and serving as a conduit for international technical assistance (TA) to, and providing coordinated financial, institutional and technical assistance in support of the JMC's mandate and functions to implement the relevant parts of the NCA. The mission recommended adopting a phased approach, with a preparatory phase and a subsequent scale-up phase. The JMC and UN/DP drafted a proposal, designed the JMC-SPP, and on 23 February 2017, presented and had the project endorsed by the Joint Coordination Body (JCB) for peace process funding, including its US\$6.5 million budget. ${ }^{\text {xv }}$
4. The project - a Project Initiation Plan (PIP) ${ }^{\text {xvi }}$ mechanism - began from 1 April 2017 and has three outputs: 1) Under result \#1 the JMC-TSC acts as Responsible Party and receives donor funds through UNDP, for its five main activities - the functioning of JMC's U/S/L committees, all TSC operations, monitoring, verification and conflict resolution (MVR), knowledge sharing and training, and public outreach; 2) Under result \#2 the UN conducts Technical Needs Assessment (TNA) for JMC to consider its ceasefire capacity development needs, and the UN/DP coordinates and provides TA, across a wide range of thematic areas determined by the parties in the JMC-U; 3) Under result \#3 the UN receives and manages donor funds, conducts assessment and monitoring of the TSC's administrative and financial systems, and provides TA on institutional capacity development. Finally, this work is supported through a Project Management Unit (PMU) led by the international UN Chief Technical Advisor / Project Manager (CTA/PM) who matrix reports to both the UN Resident Coordinator Office's Peace and Development Adviser, and UNDP (UN/DP). The project is administered by the UNDP Myanmar Office.
5. During the JMC-U's $133^{\text {th }}$ meeting in November 2017 the JMC decided to begin steps to transition to a JMC-managed funding mechanism, with subsequent details outlined in its $14^{\text {th }}$ meeting in January and $15^{\text {th }}$ meeting in March. On 3 April 2018 the project board then endorsed several new elements of the project timeline: 1) in response to a 7 February 2018 request to the UN from the three joint chairs of the JMC-U, the PIP project overall was extended 12 months with an annual work plan to March 2019, approved by UNDP headquarters; 2) two donors - the Joint Peace Fund (JPF) and Norway - decided on 19 February to proceed with a 6-month no-cost extension, concluding on 30

September, and; 3) support to the JMC-TSC as Responsible Party would extend six months with a new Letter of Agreement to 30 September, decided by resolution in the JMC-Union level $15^{\text {th }}$ meeting 2123 March.
6. On 26 July the JMC hosted stakeholders and potential donors for a Call for Contributions towards Phase 2, the JMC Multi-Support Platform (MSP), and on 16 August the JMC Chairs requested continued UN support. To allow more time to complete the transition and generate new funds, in its $18^{\text {th }}$ meeting the JMC-U decided to request the UN and the project board to extend the JMC-SPP platform two more months to 30 November.
${ }^{i}$ UNDP, Project Initiation Plan for Joint Ceasefire Monitoring Committee - Support Platform Project: Phase 1, 1 April 2017-31 March 2018, Project Document (PIP / ProDoc), approved by the Myanmar Joint Coordination Body for Peace Process Funding (JCB), on 23 February 2017, signed by UNDP 28 March 2017, https://info,undp.org/docs/pdc/Documents/MMR/JMC-SPP\ signed\ pro-doc.pdf
${ }^{\text {ii }}$ The concepts in these ToRs were discussed between the PMU, UN/DP, JMC-TSC and PBSO in August September. PMU then prepared a note to file that was translated and shared with the JMC, and discussed with and endorsed by the JMC-U leadership. That note was then shared with and presented to the project board on 28 September 2018: UN/DP, "Note to file: The final external and independent project evaluation", UNDP/G\&P/JMC-SPP-PMU/114/18/YGN, 12 September 2018
${ }^{\text {iii }}$ UN Peacebuilding Support Office, Immediate Response Facility (IRF) Project document: Support to JMC Support Platform, signed 5-9 December 2016, http://mptf.undp.org/factsheet/project/00103670, pp. 30 and 35
${ }^{\text {iv }}$ See UN, Secretary-General's Peacebuilding Fund (PBF): Guidelines, 2018, http://www.unpbf.org/applicationguidelines/, p. 27:
7.1 Project and PBF portfolio evaluation:

- Independent evaluations provide an impartial assessment of the project/portfolio in accordance with the OECD DAC evaluation criteria and UNDG Guidance. Every PBF project needs to undertake an independent evaluation, the funds for which must be included and clearly visible in the project M\&E budget in order to be approved by PBSO.
- Factors to consider in planning for a high-quality evaluation include: 1) procuring teams with adequate peacebuilding, regional and subject matter expertise; and 2) providing for sufficient numbers of days for the consultant(s) to complete an inception phase, field work, and data analysis/ report writing (usually more than 4 weeks). Evaluation TORs and draft reports should be shared with PBSO for comment and quality assurance. Evaluation findings should be included in the final project report and serve to highlight PBF results as well as areas for improvement and learning

See also UN PBF Application Guidelines, Section 7. Monitoring and Evaluation (M\&E) of PBF programmes, Sub-section 7.5 Independent Programme Evaluations, http://www.unpbf.org/application-guidelines/7-monitoring-and-evaluation-me-reflective-peacebuilding/

- Final external project evaluations are mandatory for certain IRF projects (those that are above $\$ 1.5$ million, those that last more than 12 months and those that are particularly innovative/risky)
- End of programme/ project evaluations and should take place 6 months prior to the financial closure of the programme, and at or around operational closure.
${ }^{\mathrm{v}}$ On the UN side, the project has been co-managed by the UN Office of the Resident Coordinator, UNDP, and with professional ceasefire expertise provided by the Mediation Support Unit, Department of Political Affairs ${ }^{\text {vi }}$ See, in particular, the JMC mandate in Chapters 2, 3 and 4; The Nationwide Ceasefire Agreement Between The Government of the Republic of the Union of Myanmar and Ethnic Armed Organizations (NCA), 15 October 2015, http://peacemaker.unlb.org (unofficial English translation)
${ }^{\text {vii }}$ There is no specific policy for deliverables for this JMC-SPP project, or for other emergency window or IRF funding projects. The team should still be guided by these Terms of Reference, and the note on country project portfolios: UN, Secretary-General's Peacebuilding Fund (PBF), Guidance Note 5.3: Terms of Reference for evaluation of PBF country project portfolios, http://www.unpbf.org/application-guidelines/7-monitoring-and-evaluation-me-reflective-peacebuilding/\#fn-1984-1
viii For other completed PBF final evaluations, see: http://www.unpbf.org/document-archives/?category=14
${ }^{\text {ix }}$ See: JMC, "Terms of Reference for the Joint Ceasefire Monitoring Committee at Various Levels," (JMC ToRs) Approved on 17 November 2015 at 2nd meeting of the JMC-U in Nay Pyi Taw (unofficial English translation), Chapter 9, Articles 83-85
${ }^{x}$ After receipt of the final report, the ERG co-chairs may decide to produce two versions of the final report: one public, and; one for the organisations of ERG members only.

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[^0]:    ${ }^{x i}$ Regardless of decisions on confidentiality, the FIE team must submit the final report no later than 22 February 2019, to allow at least two weeks for the completion and UN/DP and JMC management approval of the end of project report due by 12 March 2019, three months after the operational closure of the PBF project. See: UN Peacebuilding Support Office, Immediate Response Facility (IRF) Project document: Support to JMC Support Platform, signed 5-9 December 2016, http://mptf.undp.org/factsheet/project/00103670, p. 36
    ${ }^{\text {xii }}$ See reference to UN, Secretary-General's Peacebuilding Fund (PBF): Guidelines, 2018, and M\&E guidelines
    ${ }^{\text {xiii }}$ The Nationwide Ceasefire Agreement Between The Government of the Republic of the Union of Myanmar and Ethnic Armed Organizations (NCA), 15 October 2015, http://peacemaker.unlb.org (unofficial English translation)
    ${ }^{\text {xiv }}$ The JMC ToR was approved by the Joint Implementation and Coordination Meeting (JICM), comprised of top leaders from both sides on 18th November and legally established by Presidential Decree on 19th November 2015. The TSC ToR and structure was approved by the JMC-U on 6-7 January 2017.
    ${ }^{x y}$ Myanmar News Agency, "[The Joint Coordination Body for Peace Process Funding] JCB reaches six agreements," 24 February 2017, http://www.globalnewlightofmyanmar.com/jcb-reaches-six-agreements/
    ${ }^{x v i}$ UNDP, Project Initiation Plan for Joint Ceasefire Monitoring Committee - Support Platform Project: Phase 1, 1 April 2017-31 March 2018, Project Document (PIP / ProDoc), approved by the Myanmar Joint Coordination Body for Peace Process Funding (JCB), on 23 February 2017, signed by UNDP 28 March 2017, https://info.undp.org/docs/pde/Documents/MMR/JMC-SPP\%20signed\%20pro-doc.pdf

