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Terms of Reference

Outcome Evaluation: Justice and Security Trust Fund - JSTF

1. Background

The breakdown of law and order and the over centralization of the rule of law institutions in Liberia especially in Monrovia and some county capitals was identified as one of the key root causes of Liberia's civil conflict, and as such the development of an effective, efficient, accessible affordable and equitable justice and security system was seen as one of the vital means of consolidating peace and security. The Government of Liberia and its international partners established the Justice and Security Joint Program (JSJP) to address this key challenge during the period of recovery of which the Justice and Security Trust Fund was established as one of the funding mechanisms. The support was aligned to Pillar One of the Poverty Reduction Strategy which provided "Enhanced Justice and Security and restore the rule of law, revitalize the economy, and improve basic social service delivery" as the key focus.

The Justice and Security Trust Fund (JSTF) was established in 2010 as a funding mechanism to strengthen the operational and technical capacity of the Ministry of Justice and its auxiliaries (the Liberia National Police and the Liberia Immigration Service) and the Judiciary with the aim of supporting the overall justice and security sector reform. Specifically, the JSTF was intended to provide strategic, capacity strengthening, operational, logistics and infrastructure support. In addition to the above, the Trust Fund was intended to enhance effective and sustained operations ensuring the maintenance of law and order as well as promote justice throughout Liberia reflective of modern democratic principles and respect for citizens' human rights with emphasis on women and children.

This evaluation covers component of the project implemented with the Government of Sweden's contribution to the JSTF from January 2015 to December 2018. The evaluation is being commissioned to capture evaluative evidence of relevance, effectiveness, efficiency and sustainability as well as enhancing access to justice. It will also look at how women and men as well as disadvantaged groups have benefited from the intervention of the project. It is expected to capture Lesson learnt and provide concrete recommendations to enhance the justice and security sector and review the support provided to the different justice and security sector institutions in the context of the Justice and Security Trust Fund (JSTF) and assess the impact if any the JSTF has made.

2. Evaluation Purpose

UNDP conducts evaluations to understand the extent to which an intervention has impacted the lives of beneficiaries. Projects funding through the Justice and Security Trust Fund Project were designed to support the efforts of the Government of Liberia (GoL), through the Judiciary, the Ministry of Justice and its various agencies as well as civil society in the consolidation of Liberia's recovery through a focus on reforms aimed at strengthening Justice and security institutions. As of 2011, the Justice and Security Trust Fund (JSTF) component of the JSJP was launched and has primarily focused on support

to the Government of Liberia/ UNMIL Transition Plan through basic and specialized trainings for justice and security actors; construction of needed infrastructure, provision of logistics to ensure efficient and effective service delivery as well as support to enhance response and prosecutorial support for sexual and gender-based violence cases.

3. Evaluation Scope

As part of the project closure requirements, a final evaluation is expected to be undertaken by an independent consultant preferably an international supported by a national counterpart. The evaluation will assess the progress made toward achieving the following outcomes as set out in the project document:

Outcome I: Enhanced Institutional Capacity Development and Professionalization of Justice and Security Institutions:

The above outcome was designed to provide institutional support to the justice and security institutions through man-power development by professionalizing their services and investing in critical areas such as training medical pathologist.

Outcome II: Improved infrastructure for Justice and Security institutions (LNP, BIN, Customs and DEA) and Judiciary

This outcome was designed to support the renovation and construction of critical infrastructure for the justice sector. This included construction of magisterial courts in four counties (Lofa, Bong, Nimba and Montserrado).

Outcome III: Justice and Security Institutions' Capacities Strengthened to Protect Border Points, Monitor Security and Respond to Crimes.

In lieu the porous borders and the lack of infrastructure at the official crossing points, the JSTF was designed to provide additional support to the Security institutions dealing border security (Liberia National Police, Liberia Immigration Services, and Drug Enforcement Agency). The infrastructure originally designed to support the Security agencies, will provide the enabling working environment to other government agencies working at the border like the Liberia Revenue Authority (LRA), the Ministry of Agriculture and Ministry of Health.

Outcome IV: Mechanisms for Effective prosecution of SGBV in Montserrado & Hub 1 strengthened.

Consistent with the approval of the 2015 Justice and Security Board approval, this outcome was designed to strengthen the prosecutorial capacity of the Sexual and Gender Based Violence Crimes Unit at the Ministry of Justice in Hub one (Gbarnga, Bong County and Central office Monrovia). As a result of the support provided, the Crime Unit experienced an increase in their capacity there by increasing the number of SGBV cases prosecuted, psychosocial and counselling services provided as well as hotline for victims and public to report cases.

The evaluation is expected to assess the overall impact of the project with a view of looking at the above outcome areas and other subsidiary support that may have been provided through the JSTF during the period cited above. It is also expected to provide concrete recommendations if any on the lessons learnt, and recommendation to guide future intervention/design in supporting the sector.

In particular, it is hoped that the independent outcome evaluation will:

- Provide a comprehensive assessment of the overall impact of the JSTF
- Assess if and how activities and interventions have been implemented in a mutually reinforcing manner, including vis-à-vis other activities and interventions in support of the Liberian rule of law sector;

- Appraise the extent to which the government have sustain some of the key interventions made;
- Assess relevance and utilisation of M&E processes;

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- Assess relevance and utilisation of M&E processes;
- Capture key lessons learned and provide concrete recommendations

4. Evaluation Questions

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

Relevance:

- How well has the programme aligned with government and agency priorities?
- To what extent has JSTF's selected method of delivery been appropriate to the development context?
- Has JSTF project been influential in influencing national policies on legal reforms and human rights protection?
- To what extent was the theory of change presented in the outcome model a relevant and appropriate vision on which to base the initiatives?
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Effectiveness

- What evidence is there that the JSTF has contributed towards an improvement in national government capacity, including institutional strengthening?
- Has the JSTF programme been effective in helping improve justice and security service delivery at the local level in Liberia? Do these local results aggregate into nationally significant results?
- To what extent have the outcomes been achieved or has progress been made towards their achievement.
- What has been the contribution of partners and other organizations to the outcome, and how effective have the JSTF partnerships been in contributing to achieving the outcome?
- What were the positive or negative, intended or unintended, changes brought about by JSTF's work?
- What contributing factors and impediments enhance or impede JSTF's performance?

Efficiency

- Are JSTF's approaches, resources, models, conceptual framework relevant to achieve the planned outcomes?
- To what extent were quality outputs delivered on time?
- Has there been an economical use of financial and human resources?
- Did the monitoring and evaluation systems that JSTF has in place help to ensure that activities and outputs were managed efficiently and effectively?
- Were alternative approaches considered in designing the JSTF?

Sustainability

- What is the likelihood that the JSTF's project interventions are sustainable?
- What mechanisms have been set in place by JSTF to support the government of Liberia to sustain improvements made through these interventions?
- To what extent has a sustainability strategy, including capacity development of Key justice and security institutions been developed or implemented?
- To what extent have partners committed to providing continuing support?
- What indications are there that the outcomes will be sustained, e.g., through requisite capacities (systems, structures, staff, etc.)?

Impact

- What has happened as a result of the programme or project?
- What real difference has the activity made to the beneficiaries?
- How many people have been affected?

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 JSTF's interventions?

Gender Equality

- To what extent has gender been addressed in the design, implementation and monitoring of the JSTF projects
- To what extent has the JSTF promoted positive changes in gender equality? Were there any unintended effects?

- How did the JSTF promote gender equality, human rights and human development in the delivery of outputs?

Based on the above analysis, the evaluators are expected to provide overarching conclusions on JSTF's results in this area of support, as well as recommendations on how to improve follow-up rule of law interventions in its programming, partnership arrangements, resource mobilization strategies, and capacities to ensure that the rule of law programmes have sustainable results in the future. The evaluation is additionally expected to offer wider lessons for UNDP's support in Liberia and elsewhere based on this analysis.

5. Methodology

In order to understand the extent to which the project was able to provide access to justice to people and how they benefitted from these services or why they did not benefit from the services; the evaluators are expected to use mixed-methods as their methodology. By using this approach, the project hope to both quantify the beneficiaries of the project as well as get a deeper understanding into what work or didn't and why. The evaluators would be expected to construct the appropriate evaluation technique that would capture the most relevant data. Through discussions with the M&E Specialist, the technique chosen would be discussed and validated before work begins. The evaluators would also be expected to conduct a document review and field visit within the framework of the technique best adequate for this evaluation.

5.1 Desk Review

A desk review should be carried out of the key strategies and documents underpinning the programme's scope of work. This includes reviewing the programme document, different reports, documents kept at the Ministry of Justice , the Judiciary and government entities, the Agenda for Transformation (AfT), country programme document, the UNDP Governance and Public Institution midterm review and final report of the Justice and Security Joint Program, as well as any monitoring and other documents. The consultants may choose to work remotely considering the current restrictions and impacts brought to bear by the COVID- 19 virus across the world.

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 and consultation with partners and other stakeholders, 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

6. Deliverables

The following reports and deliverables are required for the evaluation:

- An evaluation inception report, totalling 10 pages excluding annexes, which outlines the methodology and includes a proposed schedule of tasks and activities (5 days upon commencement, 30%);

- An evaluation report, totalling 20 pages plus annexes, with an executive summary of not more than 5 pages describing key findings and recommendations. The incumbent will be expected to present the (draft) review with number of stakeholder meetings (20 days after commencement 30%). A final report incorporating all comments is expected five days after the stakeholders' validation meeting., 40%).

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

7. Evaluation Team Composition and Required Competencies

The evaluation will be undertaken by 2 external evaluators (One International and one National) hired as consultants. The International Consultant will serve as the Team Lead and the National Evaluator will serve as Associate Evaluator. Both international and national consultants will be considered for these positions.

Required qualification of the National Consultant/Associate Evaluator

- Liberian citizen or persons with extensive experience working in Liberia during the last 5 years;
- Minimum Bachelor'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

The National Consultant/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.

8. 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 outcomes under review. The code of conduct and an agreement form to be signed by each consultant are included in Annex 4.

9. 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/DRR/P will designate a focal point for the evaluation that will work with the M&E Analyst 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 Analyst or designate will arrange introductory meetings within the CO and the DRR/P or his/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.

10. Timeframe 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 October 1, 2020. The final draft evaluation report is due the October 30, 2020.

The following table provides an indicative breakout for activities and delivery:

Activity	Deliverable	Days for work completion
Review materials, develop work plan and Participate in an Inception Meeting with UNDP Liberia country	Inception report, evaluation matrix and draft inception report	5

office and present draft inception report		
Stakeholder consultations, conduct field visits, analyse data and present draft report at Country Office	Draft Report	11
Present draft Evaluation Report and lessons at Validation meeting with key stakeholders	Draft evaluation	1
Finalize and submit evaluation and lessons learned report incorporating additions and comments provided by stakeholders	Report	5
	totals	22

11. 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	20%
Draft Evaluation Report	40%
Final Evaluation Report	40%

ANNEXES

ANNEX 1 - LIST OF JSTF OUTCOMES TO BE EVALUATED

JSTF OUTCOME 1	Enhanced Institutional Capacity Development and Professionalization of Justice and Security Institutions:
JSTF OUTCOME 2	Improved infrastructure for Justice and Security institutions (LNP, BIN, Customs and DEA) and Judiciary
JSTF OUTCOME 3	Justice and Security Institutions' Capacities Strengthened to Protect Border Points, Monitor Security and Respond to Crimes
JSTF OUTCOME 4	Mechanisms for Effective prosecution of SGBV in Montserrado & Hub 1 strengthened.

ANNEX 2 - DOCUMENTS TO BE CONSULTED*

- JSP Document
- JSTF Annual Work Plans 2015- 2018
- UNDP Country Programme Document 2015 – 2018

** This is by no means an exhaustive list. The evaluators are required to seek, and research all documents relevant to the programme.

- Agenda for transformation
- UNDP PME Handbook
- UNDP Evaluation Guide and addendum
- UNDG RBM Handbook
- UNDG Ethical Code of Conduct of Evaluators

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[†]

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: _____

[†] www.unevaluation.org/unegcodeofconduct