

Terms of Reference
Final Evaluation of the Project ‘Advancing Reconciliation through Legislative Reforms and Civic Engagement’
(Implemented jointly by OHCHR, UN Women, and UNDP)

Title:	National Evaluation Consultant
Project:	End-term evaluation OHCHR Liberia Project: Advancing Reconciliation through Legislative Reforms and Civic Engagement
Type of Contract:	Individual Contractor
Post Level:	National consultant
Languages Required:	English
Starting Date	
Duration of Contract:	30 working days
Location:	Liberia
Section/Unit:	Evaluation
Typology of the consultancy:	National Consultant (National Evaluator)
Duration of Contract:	10 December 2020 to 25 February 2021

I. Background

OHCHR, UNDP and UN Women have implemented the *Advancing Reconciliation through Legislative Reforms and Civic Engagement Project* funded by the Liberia Multi Partner Trust Fund/Peace Building Fund from 7 March 2019 to 5 December 2020. The project sought to advance reconciliation processes in Liberia through the national law reform agenda and promoting parliamentary oversight. The project intended to take a holistic approach to reconciliation by undertaken activities that bring together legislative, political, economic reforms, social justice and reconciliation. In addition to offering training and mentoring to both the members and support staff of the different committees on human rights, peace and reconciliation, good governance and gender. OHCHR, UNDP and UN Women intended to develop practical guidelines on legal reform and parliamentary oversight, compile lessons learned from former members, and facilitate meetings with local constituents on a regular basis. Moreover, the project was geared towards reviewing existing laws and supporting the drafting of new legislation, with a view to underpinning the peacebuilding and reconciliation process. Legislative reforms, oversight and review of discriminatory provisions in the domestic laws were planned to directly address structural gaps and barriers which predispose certain special groups and other persons in vulnerable situations to discrimination, deprivation and human rights violation that were at the root of Liberia’s brutal civil war.

The *Advancing Reconciliation through Legislative Reforms and Civic Engagement Project*, through the OHCHR Liberia Country Office seeks to engage the services of a consultant to evaluate the impact of the project. The project aimed to achieve the following two priority outcomes and four outputs:

Outcome 1: Law-making, oversight functions of the Liberian Legislature and Law Reform Commission enhanced to review and align existing laws and bills for effective protection of human rights of all with emphasis on rights of socially marginalised groups

Output 1.1: Enhanced capacity of leadership/membership of relevant Committees, legislative drafting bureau to address triggers of conflict through appropriate legislations to sustain the peace.

Output 1.2: Interaction between the Liberian legislature and external oversight bodies, civil society organisations (CSOs) and the public increased to influence the legislature to promote HR based legislation that addresses emerging human rights and gender concerns

Outcome 2: Transitional justice processes increasingly facilitate the implementation of TRC recommendations to achieve national reconciliation and peace

Output 2.1: Transitional justice process accelerated through strengthened implementation of TRC recommendations

Output 2.2: Memorialization, truth-telling and atonement further consolidated and sustained

II. Purpose and use of the evaluation

The purpose of this consultancy is to carry out a terminal evaluation of the Advancing Reconciliation through Legislative Reforms and Civic Engagement Project to examine its outcome results after implementation of the project. The evaluation will generate substantial evidence for informed future policy choices and best practices. The evaluation will also focus on assessing the project relevance, effectiveness, efficiency, sustainability and gender equality and human rights. The findings will determine outcome results and initial impact against project projections. Findings will inform future joint programming and foster organizational learning and accountability.

The evaluation findings will be used by relevant stakeholders to:

- Enhance the collective capability of the Government at both the national and local levels to facilitate the implementation and monitoring of the National Human Rights Action Plan, the NAP on Women Peace and Security, and recommendations from different Human Rights regional and international mechanism including UPR and Special Procedure
- Enhance leadership and oversight skills of Lawmakers, relevant National Institutions, and advocacy skills of CSOs on issues and concerns of laws and policy reform specifically that of women and their participation in key decision-making structures
- Enhance participation of rural dwellers, primarily women, in peacebuilding and reconciliation initiatives including advocacy, laws and policy review, amendment, and enactment

The findings of this evaluation will also be used by the United Nations to further refine its approaches towards consolidation of reconciliation initiatives, including through promotion and protection of human rights. The results of the evaluation will be publicly accessible through LMPTF-reporting system to inform global learning.

III. Objectives of the assignment

The evaluation will be guided by the standard OECD/DAC¹ evaluation criteria i.e., a focus on relevance, effectiveness, efficiency, sustainability, and Human Rights and Gender Equality.

The objectives of the evaluation are to:

- a. Assess the **relevance** of the intervention, strategy and approach in the implementation of the project;
- b. Assess the **effectiveness** and **efficiency** of the project towards the achievement of impact results;
- c. Assess sustainability of the project;
- d. Assess the quality of the inter-agency coordination mechanisms that were established at country level;
- e. Determine whether **human rights approach and gender equality** principles were integrated adequately in the project. Assess the sustainability of the results and the intervention in advancing gender equality.
- f. Identify and validate important lessons learned, best practices and, strategies for replication and provide actionable recommendations for the design and implementation of future interventions.
- g. Identify and validate innovative approaches in all aspects of the project
- h. Document and analyze possible weaknesses in order to improve next steps in terms of consolidation peacebuilding, human rights promotion and protection

IV. Methodology

The end of project evaluation is expected to include both qualitative and quantitative analysis. The evaluation will be based on a design matrix/framework and tools to ensure that information is gathered from both primary and secondary sources of information. The consultant should draw on varied methodologies to inform the documentation of good practices, lessons learnt and success stories stemming from the project.

It is envisaged that the evaluation will be based on information gathered from a variety of sources as follows:

- a) Desk review of key documents: To commence prior to the visit to the sampled institutions and continued during the evaluation process.
- b) Conduct Focus Group discussions and brainstorming sessions with key beneficiaries of the Project including trainings.
- c) Carry out Key Informant Interviews (KII) with project partners and focal points of the different institutions, and other stakeholders to generate information, impact stories and to triangulate the findings.
- d) With the guidance of the international consultant, the national consultant will conduct regional Field visits/missions (Counties will be selected based on the criteria of geographic representation). The field visits will form part of the information source for documentation and different aspects of OHCHR, UN Women, and UNDP country engagement activities with a view of identifying good practices, lessons learned and short term impacts of the different interventions, capacity building and training activities.
- e) Triangulation of information from various information sources: Triangulation of information and findings will be an important part of the process.

¹ <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

V. Evaluation questions and criteria

The evaluation should be guided but not limited to the evaluation questions listed below.

Relevance: *The extent to which the objectives of the project are consistent with national evolving needs and priorities of the beneficiaries, partners, and stakeholders and are aligned with government priorities.*

- Assess relevance of the programmatic interventions in contributing to changes in advocacy approach, laws and policy reform considering the human rights context and advancing reconciliation; extent to which the project interventions have been able to address capacity needs of targeted audiences (measure the effects of the training or intervention on the learner's organization/group and/or the broader community in the longer term connected to the learner's involvement in reconciliation initiatives, determining contributions to broader social change).
- To what extent has the project been catalytic in addressing some of the root causes of inequalities, especially those causing challenges for women in advancing reconciliation and participation in major decision making?
- Are the activities and outputs of the project consistent with the intended outcomes or impacts? Do they address the problems identified? Was Theory of change applied?
- How does the project reflect and align to Liberia's national agenda and to the peacebuilding needs/ conflict drivers identified at the time of the project?
- Do the project expected results address the major peacebuilding needs of the target groups?
- How did the intervention reflect/ align with local and national commitments and priorities are concerned?

Effectiveness: *The extent to which the project's objectives were achieved or are expected/ likely to be achieved.*

- What has been the progress made towards achievement of the expected outcomes and results? What results were achieved? What progress has been made against the project indicators? The evaluator is expected to consider each outcome and output and provide sources/evidence for each finding.
- To what extent have capacities of relevant duty-bearers and rights-holders been strengthened?
- To what extent are the project approaches and strategies innovative? What types of innovative practices have been introduced? What are the unsuccessful innovative practices?
- What contributions are participating UN agencies making towards the implementation of international and regional human rights standards and safeguards against SGBV and HPs?
- Is there evidence of contributions of the project support to the promotion and protection of human rights in line with relevant international human rights standards (drafting and adoption of new policies, plans and programmes in line with recommendations from human rights bodies (including the Universal Periodic Review, Special Procedures and Treaty Bodies)?
- To what extent were the rights-based approach and gender mainstreaming applied in programme implementation; and what were their impact on promotion of gender equality

Efficiency: *A measure of how economically resources / inputs (funds, expertise, time, etc.) were converted to results.*

- Were resources appropriately utilized to achieve project objectives?
- Was the project implemented without significant delays? If so, how did the project team mitigate its impact?
- Was the project's organizational structure, management and coordination mechanisms effective in terms of project implementation? Are there any recommendations for improvement?

- Has the project facilitated building of synergies with other programmes being implemented at country level by United Nations, including International NGOs and the Government of Liberia?
- How effective have OHCHR, UN Women, and UNDP engaged with national partners in implementing the range of substantive areas in which the project focuses?
- Does the project have effective monitoring mechanisms in place to measure progress towards achievement of results?

Sustainability: *The likelihood of a continuation of project results after the intervention is completed or the probability of continued long-term benefits.*

- What is the likelihood that project results will be of use over the long-term? What is the likelihood that the results from the project will be maintained for a reasonably long period of time once the project ends?
- Which components of the project should be carried over into the next phase, and are there any recommendations for their improvement?
- Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/ local ownership, use of local capacity, etc.) to support positive changes in Gender Equality and Human Rights after the end of the intervention? To what extent were stakeholders involved in the preparation of the strategy?

Gender Equality and Human Rights

- To what extent has gender and human rights considerations been integrated into the project design and implementation?
- To what extent are GE&HR a priority in the overall intervention budget?
- Were there any constraints or facilitators (e.g. political, practical, and bureaucratic) to addressing GE&HR issues during implementation? What level of effort was made to overcome these challenges?
- Were the processes and activities implemented during the intervention free from discrimination to all stakeholders?

The questions above are a suggestion and could be changed during the inception phase in consultation with members of the Reference Group and UN Agencies. It is expected that the evaluation team will develop an evaluation matrix, which will relate to the above questions, the areas they refer to, the criteria for evaluating them, the indicators and the means of verification. The questions will be reviewed during the inception phase by the national and international evaluator forming the evaluation team for this evaluation. The evaluation will be gender sensitive and human rights focused.

VI. Scope of the evaluation

The evaluation will cover the implementation period of the project: 2 December 2019 – 5 December 2020.

It is intended that as much as possible the evaluation will provide a comprehensive assessment of the project covering all two levels of the program scope and their interconnections:

- Community level - assessing how the project initiatives, particularly by implementing partners on the ground, have created favorable conditions for consolidation of peace efforts, human rights promotion and protection in all the 15 countries.
- National level - analyzing achievements over the 21 months of implementation, more specifically what have

been the successes, opportunities missed, and constraints encountered.

The geographic scope of the evaluation will be decided in consultation with the evaluation team during the inception phase. The project targeted 15 project counties. Challenges that might hinder the data collection process at county level is the bad condition of roads during rainy season.

VII. Evaluation design (process and methods)

The evaluation process is divided in six phases:

- 1) Preparation Phase
- 2) Inception phase
- 3) Data collection phase
- 4) Data analyses and syntheses phase
- 5) Validation
- 6) Dissemination and Management Response

The evaluation team (the International and National Consultant) is responsible for phases two, three, four and five while the Phase one and phase six are the responsibility of the three implementing UN agencies in collaboration with the Resident Coordinator supported by the PBF Coordinator.

In line with the above mentioned, the Evaluation Report will be subjected to UN-SWAP quality scoring and must demonstrate evidence of gender integration in the evaluation process and report. The methodology should clearly focus on highlighting emerging human rights and gender issues in the implementation of the project.

VIII. Methodology

The evaluation methodology will use mixed methods, including quantitative and qualitative data collection methods and analytical approaches to account for complexity of gender relations and to ensure participatory and inclusive processes that are culturally appropriate. Available monitoring data such as workshop reports, progress reports and other outputs of the project will be put at the disposition of the evaluation team by OHCHR, UNDP and UN Women.

The detailed methodology for the evaluation will be developed, presented and validated by the Lead agency with support from the other two implementing UN agencies in collaboration with the LMPTF/PBF at the inception of the evaluation

Participatory and gender sensitive evaluation methodologies will support active participation of women and girls, men and boys benefiting from the project interventions.

The Consultants will undertake the following tasks, duties and responsibilities:

- **Review of Documents:** The evaluators shall familiarize themselves with the project through a review of relevant documents, including, but not be limited to: project Work Plan, Annual progress reports, Project procurement and financial reports, Minutes of Project Management meetings, Policy briefs, studies and any other technical reports, etc.
- **Key Informant Interviews:** The lead evaluator (International Consultant) shall work with the National Consultant to conduct a comprehensive stakeholder mapping in the beginning to identify the key informant interviewees. The lead evaluator shall lead all key informant interviews, organized by the National Consultant, with major stakeholders. The interviews should be organized in a semi-structured format to

include for instance Focused Group Discussions; individual interviews; surveys; and/or participatory exercises with the community or individuals.

The evaluation team should take measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality and human rights. For example, the limitations of the sample (representativeness) should be stated clearly and the data should be triangulated (cross-checked against other sources) to help ensure robust results.

The Evaluation team is solely responsible for data collection, transcripts or other data analyses and processing work. Usage of online platforms and surveys as a complimentary and additional methodology is highly recommended. The evaluation team is expected to manage those platforms and to provide data analyses as defined in the Inception report.

The Evaluation team should detail a plan on how protection of subjects and respect for confidentiality will be guaranteed. In addition, the evaluation team should develop a sampling frame (area and population represented, rationale for selection, mechanics of selection, and limitations of the sample) and specify how it will address the diversity of stakeholders in the intervention

The evaluation should be conducted in accordance with LMPTF/PBF and OHCHR evaluation Policy, evaluation strategic plan, UN gender and diversity policy and the United Nations System-Wide Action Plan Evaluation Performance Indicators (UN-SWAP EP). The three implementing agencies with OHCHR as lead will provide all the policy documents.

IX. Stakeholder participation

The evaluators are expected to discuss during the Inception phase how the process will ensure participation of stakeholders at all stages, with a specific emphasis on rights holders and their representatives. Their participation is crucial at each stage as follows: 1. Design; 2. Consultation of stakeholders; 3. Stakeholders as data collectors; 4. Interpretation and 5. Reporting, dissemination, and usage of data. Furthermore, a stakeholder analysis should be provided in the inception report.

It is important to pay particular attention to the participation of rights holders - in particular rural women. The evaluators are expected to validate findings through engagement with stakeholders at stakeholder workshops, debriefings or other forms of engagement.

X. Deliverables and Time frame

The evaluation and defined deliverables are expected to be conducted according to the following time frame:

Tasks	Time frame	Responsible party
<p>Desk review and inception meeting The evaluators will attend a virtual inception meeting where orientation on project objectives will be offered, as well as on progress made. At this stage of the evaluation, the evaluators will have the chance to speak with the three implementing UN agencies and LMPTF/PBSO Secretariat in Liberia as well as with selected stakeholder representatives. The evaluators will be given key programme documents for review and the Terms of Reference of the Evaluation. The inception meeting, desk review of key project</p>	10 – 15 December 2020	Evaluation Team

documents (e.g. project documentation, contracts, agreements, progress reports, monitoring reports, etc.)		
<p>Submission of draft inception report</p> <ul style="list-style-type: none"> Inception report to include a methodology plan, evaluation matrix (data collection plan, questionnaires, work plan and timeline) Itinerary for the mission, along with any instructions Presentation of inception report <p>The evaluators are expected to discuss during the Inception Workshops how the process will ensure participation of stakeholders at all stages, with a specific emphasis on rights holders and their representatives.</p>	<p>16 December 2020: Submission of draft inception report</p> <p>17 December 2020: Inception workshop</p>	Evaluation Team
<p>Submission of Final Inception Report. The inception report should capture relevant information such as proposed methods; proposed sources of data; and data collection procedures. The inception report should also include an evaluation matrix, proposed schedule of tasks, activities and deliverables and should also contain background information.</p> <p>The inception report should be approved by the LMPTF/PBF Secretariat, PBSO and OHCHR Senior Management in consultation with the other 2 implementing UN agencies (UN Women and UNDP)</p>	21 December 2020	Evaluation Team (Payment 30% /10 working days)
<p>Data collection</p> <p>Data collection will include both in-country, face-to-face and/or virtual (telephone, video conferencing) interviews.</p>	6-15 January 2021	Evaluation Team
<p>Presentation of preliminary findings to the three agencies (OHCHR, UN Women, and UNDP) project team</p> <p>The evaluator will share preliminary findings and recommendations with the project team. Prior to this presentation, The Consultant will share the initial findings and recommendations with the lead agency (OHCHR) programme team.</p>	18 January 2021	Evaluation Team
<p>Submission of interim Evaluation Report and a draft PPT for presentation. Report structure should follow UNEG evaluation reporting guidance. OHCHR will review the report as part of quality assurance and will share it with the reference group for their feedback.</p>	31 January 2021	Evaluation Team Payment 50% (15 working days)
<p>The two evaluators will facilitate a presentation of the draft report to stakeholders in a validation meeting, based on a PPT prepared by the international evaluator and with workshop facilitation of the national consultant.</p> <p>The report should be finalized on the basis of feedback from the reference group.</p>	<p>09 February 2021: Presentation of Draft Report</p> <p>18 February 2021: Submission of comments from the reference group</p>	Evaluation Team Reference Group

<p>Submission of a Final Evaluation Report. The final report will be structured as follows:</p> <ul style="list-style-type: none"> a. Table of Contents b. List of abbreviations and acronyms c. Executive summary d. Background and context e. Evaluation purpose f. Evaluation objectives and scope g. Evaluation methodology and limitations h. Evaluation findings <ul style="list-style-type: none"> i. Design j. Relevance k. Efficiency l. Effectiveness m. Sustainability n. Gender, Equity and Human Rights o. Conclusions p. Recommendations q. Lessons learned r. Annexes <ul style="list-style-type: none"> s. Terms of Reference t. Documents consulted u. List of persons institutions interviewed, and sites visited v. Evaluation tools (questionnaires, interview guides, etc.) w. List of documents/publications reviewed and cited x. Summary matrix of findings, evidence, and recommendations y. Evaluation brief 	<p>25 February 2021</p>	<p>Evaluation Team (Payment 20% / 6 working days)</p>
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Upon receipt of the deliverables and prior to the payment of installments, the deliverables and related reports and documents will be reviewed and approved by OHCHR. OHCHR will approve the deliverables when it considers that they meet quality standards for approval.

XI. Management of evaluation

An evaluation reference group (ERG) will be consulted comprising of relevant stakeholders: Ministry of Internal Affairs/PBO, PBF Secretariat, PBSO, OHCHR, INCHR, UN Women, UNDP, Law Reform Commission.

The joint project implementing team led by OHCHR in collaboration with the LMPTF/PBF Secretariat will undertake the following responsibilities: Ensure oversight of the evaluation methodology, review draft reports; ensure that the deliverables are of quality; participate in meetings as required; manage the evaluation by requesting progress updates on the implementation of the evaluation workplan, approve deliverables, organize meetings with key stakeholders, and identify strategic opportunities for sharing and learning.

The ultimate responsibility for this evaluation rests with OHCHR as lead agency. OHCHR will share the inception and draft report with the evaluation reference group for review and comments. OHCHR will consolidate management response to the evaluation findings on behalf of the agencies (UN Women, UNDP). The PBF

Secretariat will provide technical support. The evaluation will comply with UN Norms and Standards and UNEG ethical guidelines.

XII. Evaluation team composition, skills and experiences

The evaluation team will be comprised of two evaluation experts: The Evaluation Team Leader (International Consultant) and Evaluation Team Member (National Consultant). The Evaluation Team Leader will have the overall evaluation responsibility and accountability for the report writing and data analyses. The independent consultants or team will report to and be managed by OHCHR.

XIII. Required competencies and qualifications for the National Consultant

National Consultant

Education

Master's Degree in social sciences, Monitoring and evaluation, development studies, gender studies, International relations or related fields;

Experience and Skills

- The candidate should also have a minimum of five (5) years of experience in evaluation of projects and programmes
- The candidate should have a minimum of five years of experience in programme development and or implementation with at least one year of that time in women peace and security
- A reasonable level of expertise in assessing the value for money of programmes
- Proven experience with gender-responsive evaluations is a requirement
- Fluency in English, with the ability to produce well written reports demonstrating analytical and communication skills
- Good mastery of information technology required for organized presentation of information, including quantitative information and graphical presentations, and for organizing information and materials is desirable
- Excellent understanding and commitment to UN's mandate
- Previous experience working with the UN an advantage

Language and other skills:

- Proficiency in oral and written English
- Computer literacy and ability to effectively use the Internet and email.
- Excellent facilitation skills
- Should have the ability to work with people of different cultural background irrespective of gender, religion, race, nationality and age

XIV. Ethical code of conduct

The United Nations Evaluations Group (UNEG) Ethical Guidelines and Code of Conduct for Evaluation in the UN system are available at: <http://www.uneval.org/document/detail/100>; Norms for evaluation in the UN system: <http://unevaluation.org/document/detail/21> and UNEG Standards for evaluation (updated 2016): <http://unevaluation.org/document/detail/1914>.

Relevant Documents

The following documents, among others, have been identified as relevant information sources for the evaluation:

- Project document;

- 2019/2020 work plan and budget documents;
- TCC meeting minutes;
- Monitoring reports;
- Annual reports;
- Reports from international monitoring and evaluation;
- Implementing Partner reports;
- 2019 Truth and Reconciliation Commission Report and 2012 Strategic Roadmap for National Healing, Peacebuilding and Reconciliation
- UN Office of the High Commissioner for Human Rights (OHCHR) – Universal Human Rights Index: <http://uhri.ohchr.org/en>
- UN Statistics – Gender Statistics: <http://genderstats.org/>
- UNDP Human Development Report – Gender Inequality Index: <http://hdr.undp.org/en/content/gender-inequality-index-gii>
- World Bank – Gender Equality Data and Statistics: <http://datatopics.worldbank.org/gender/>
- Organization for Economic Co-operation and Development (OECD) Social Institutions and Gender Index: <http://genderindex.org/>
- <http://ebrary.ifpri.org/cdm/ref/collection/p15738coll2/id/129719>

Annexes

1. UNEG Ethical Guidelines and Code of Conduct for Evaluation in the UN system
<http://www.uneval.org/document/detail/100>
2. UNEG Norms for Evaluations: <http://unevaluation.org/document/detail/21>
3. UNEG Standards for Evaluation: <http://unevaluation.org/document/detail/22>