Annex 3

Terms of Reference

A. Background Information and Rationale, Project Description

Introduction

An independent evaluation of the results expected from the Papua New Guinea UNDAF 2018-2022 is scheduled for the second half of 2021. The evaluation will be used by the various stakeholders of the UNDAF 2018-2022, including the UNCT, Government of PNG (GoPNG), donors, development partners and implementing partners. The evaluation Terms of Reference (TOR) uses the outline stipulated by DCO, including the country context, evaluation questions, and the evaluation methodology. This evaluation's proposed timing, in 2021/22, indicates that the evaluation will assess the performance and results of the first four years of the current programme cycle. Also, the evaluation is early enough to inform the design of the following programme cycle. The key findings and recommendations of the evaluation will:

- Enable the UN Country Team and partners to take stock, identify bottlenecks, and adjust accordingly.
- Provide a comprehensive and strategic assessment involving a broad range of stakeholders and partners who will evaluate the UNDAF’s contribution to national priorities, the SDGs and the programmes’ relevance, coherence, effectiveness, and efficiency.
- Enable a fundamental component of evidence-based strategy, policymaking, and implementation.
- Inform the new UN Sustainable Development Cooperation Framework (UNSDCF) 2023-2028.

Country Context

This country context describes the economic, social, political, and environmental context in which the UNDAF is implemented. Papua New Guinea (PNG) has a land area of approximately 463,000 km² and a culturally, ethnically, and linguistically diverse population of 9 million (2019 worldometer.info estimates). The country is rich in natural resources and has significant potentials for further developing agriculture and tourism. About 88 per cent of the population lives in rural areas, and their livelihoods are primarily based on subsistence agriculture and small-scale sales of cash crops in the informal sector. Subsistence agriculture is the backbone of the food production sector in the PNG economy. The sector currently contributes 19 per cent of total exports and accounts for 25 per cent of the Gross Domestic Product (GDP) and provides employment, income-earning opportunities and subsistence consumption for the rural majority. PNG’s economy is dominated by a large – predominantly informal – agricultural sector and a mining and petroleum sector.

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### Key Economic Indicators of the PNG economy

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
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</thead>
<tbody>
<tr>
<td>Currency</td>
<td>Papua New Guinea Kina (PGK 1.00 = USD 0.288)</td>
</tr>
<tr>
<td>Fiscal Year</td>
<td>Calendar Year</td>
</tr>
<tr>
<td>Country Grouping</td>
<td>Lower Middle-Income Economy</td>
</tr>
<tr>
<td>Population</td>
<td>9 million (2019 estimates)</td>
</tr>
<tr>
<td>Gross Domestic Product</td>
<td>US$25 billion (nominal 2019 estimates)</td>
</tr>
<tr>
<td>GDP Growth (2010 – 2019)</td>
<td>5.6 percent (annual average)</td>
</tr>
<tr>
<td>GDP Per Capita</td>
<td>US$2,852 (nominal, 2019 est.)</td>
</tr>
<tr>
<td>GDP by Sectors</td>
<td>Agriculture 22 percent, Industry 43 percent, Services 35 percent</td>
</tr>
<tr>
<td>Inflation (consumer price index) 2010-2019</td>
<td>5.2 percent (annual average)</td>
</tr>
<tr>
<td>Population Below Poverty line</td>
<td>39.9 percent (2010 based on the last HIES)</td>
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<tr>
<td>Gini-coefficient</td>
<td>40.1 median 2019 estimates</td>
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<tr>
<td>Huan Development Index</td>
<td>0.54 low (2018 estimates)</td>
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<tr>
<td>Labor Force</td>
<td>2.7 million (2019 estimates)</td>
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<tr>
<td>Labour force by Occupation</td>
<td>Agriculture 85 percent, Industry 6 percent, Services 9 percent</td>
</tr>
<tr>
<td>Main industries</td>
<td>copra crushing, palm oil processing, plywood production, wood chip production; mining (gold, silver, copper); crude oil and petroleum products; construction, tourism, livestock (pork, poultry, cattle), dairy products, spice products (turmeric, vanilla, ginger, cardamom, chili, pepper, citronella, and nutmeg), fisheries products</td>
</tr>
<tr>
<td>Ease of Doing Business Rank</td>
<td>120 in 2020 (medium)</td>
</tr>
<tr>
<td>Exports of Goods</td>
<td>$11.4 billion (2019 estimates)</td>
</tr>
<tr>
<td>Export Goods</td>
<td>liquefied natural gas, oil, gold, copper ore, nickel, cobalt logs, palm oil, coffee, cocoa, copra, spice (turmeric, vanilla, ginger, and cardamom), crayfish, prawns, tuna, sea cucumber</td>
</tr>
<tr>
<td>Main Export Partners</td>
<td>Australia 19 percent; Singapore 17 percent; Japan 14 percent; China 13 percent; Philippines 5 percent</td>
</tr>
<tr>
<td>Imports of goods and services</td>
<td>Imports of goods $3.7 billion and imports of services $1.6 billion (2019 estimates). Items are mainly machinery and transport equipment, manufactured goods, food, fuels, chemicals</td>
</tr>
<tr>
<td>Main Import Partners</td>
<td>Australia 30.1 percent; China 17.3 percent; Singapore 10.2 percent; Malaysia 8.2 percent; Indonesia 4 percent</td>
</tr>
<tr>
<td>Foreign Direct Investment (stock)</td>
<td>$4.2 Million (31 December 2019 est.) Abroad: $473 Million (2019 31 December est.)</td>
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<tr>
<td>Current Account Balance</td>
<td>$5.2 billion (2019 est.)</td>
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<tr>
<td><strong>External Debt (gross)</strong></td>
<td>$19 billion (31 December 2019 est.)</td>
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<tr>
<td><strong>Public Debt</strong></td>
<td>37 percent of GDP (June 2020 est.)</td>
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<tr>
<td><strong>Budget Balance</strong></td>
<td>−4.8 percent (of GDP) (June 2020 est.)</td>
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<tr>
<td><strong>Revenues</strong></td>
<td>$3.638 billion (June 2020 est.)</td>
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<tr>
<td><strong>Expenses</strong></td>
<td>$4.591 billion (June 2020 est.)</td>
</tr>
<tr>
<td><strong>Credit Rating</strong></td>
<td>Standard &amp; Poor’s BB- (Domestic), B+ (Foreign), Outlook: Stable. Moody’s: B2. Outlook: Stable</td>
</tr>
<tr>
<td><strong>Foreign Reserves</strong></td>
<td>$2.1 billion (June 2020 est.)</td>
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</table>

**Data Source:** Bank of PNG Quarterly Economic Bulletin; Department of Treasury; National Statistical Office; UNDP estimates

**UNDAF/UNSDCF highlights**

The UNDAF 2018-2022² explains how the UN in PNG supports the Government towards achieving the SDGs and is consistent with existing national development priorities, including the Vision 2050, the Strategy for Responsible Sustainable Development (StaRS), the Development Strategic Plan 2010-2030, the Medium-Term Development Plan, and sectoral strategies and policies. The UNDAF 2018-2022 was developed in an inclusive and participatory manner through consultations with the Government and development and civil society partners. In addition, the UN undertook a thorough diagnostic of its systems and the country’s situation to inform better what type of support it should provide. Twenty UN agencies signed the UNDAF.³

The resulting support of the UN focuses on four Outcome areas, which in turn are grounded in the critical elements of the Sustainable Development Goals (SDGs) that underpin the achievement of the Government’s Vision 2050:

- The People outcome for Inclusive Human Development & Equitable Services
- The Prosperity outcome for Inclusive & Sustainable Growth
- The Planet outcome for Sustainable Management of Natural Resources, Biodiversity Conservation, Strengthened Climate & Disaster Resilience
- The Peace outcome for Promoting Inclusive, Governance, Justice & Peace

The theory of change of the UNDAF informed the current Results and Resources Framework that the UN in PNG is using to monitor and evaluate its programmes according to the improved governance structure, which includes a more substantial alignment of non-resident agencies. An independent evaluation of the UNDAF 2012 – 2017 informed the development of the UNDAF 2018 – 2022. The evaluation found that the next UNDAF’s governance structures need to rationalize the existing interagency outcomes and corresponding result groups to reflect the interconnected 2030 Agenda for Sustainable Development and enable greater cross-sectoral engagement and coherence. This recommendation was reflected in the UNDAF 2018 – 2022 Theory of Change. Given the country’s fluid socio-political environment and to cater to the country’s humanitarian and emergency needs, the UNDAF outcomes and outputs were made broad so that any new developments can still be aligned to the UNDAF results framework. M&E indicators levels are fixed but can be revised through an evaluation to address any significant

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³ Signatories to the UNDAF: FAO, UNDP, UNCDF, UNHabitat, IFAD, UNDSS, UNITRAL, UNHCR, ILO, UNESCO, UNICEF, IOM, UNOPS, UNWOMEN, UNOCHR, UNEF, UNAIDS, UNESCO, WFP, UNFPA, WHO.
change to the UNDAF outcomes. However, key activities can be added or revised to contribute towards the achievement of UNDAF outputs. Global indicators are provided to the UNCT outside of this results framework. These global indicators are monitored separately but on the one e-database (UNINFO) as the UNDAF IRRF. For any national indicators outside of the existing results framework, the activities producing data for these indicators are captured in the UNDAF IRRF as critical activities aligned to the Outputs of the UNDAF.

The Assumptions for the UNDAF included the primary assumption that increased public participation and engagement with the SDGs, especially those relating to civic action and citizens' involvement in the decision-making process. Another assumption is the favourable participation of the private sector and their buy-in with the policies and regulations of the new Government and the 2030 Agenda. Utilizing entry points for leveraging current partnerships, and developing new and innovative partnerships, is fundamental to the cross-cutting approach of the PNG UNDAF 2018-2022. The UNDAF 2018-2022 notes that the management structures and the supporting 'Delivering as One' coordination architecture include the Common Budgetary Framework, the Joint Programme Steering Committee, the UNCT, the Programme Coordination Committee, and Coordination architecture with all working groups.

Under the leadership of the Resident Coordinator, the UNCT is responsible for implementing, monitoring, and reporting the UNDAF in partnership with the Government. The UNCT has produced three annual reports (2018-2020) on the implementation of the UNDAF. Coordination among agencies on the UNDAF implementation is done through the Priority Working Groups and the M&E Working Group. Over the first three years of the UNDAF, the UNCT implemented an average of US$63 million in programmes for each year. Also, several joint programmes have been implemented over the years, including the Highlands Joint Programme, the Spotlight Initiative, and the STREIT joint programme. The geographical coverage of the UNDAF programme includes several of the country's twenty-one provinces, including the National Capital District (NCD), Autonomous Region of Bougainville (ARoB), Southern Highlands, East Sepik, and Western Province.

B. Specific Objectives

The evaluation will follow the United Nations Evaluation Group’s norms, standards, and guidance, serving as an accountability and learning tool for the UN Country Team and partners. The evaluation will support more significant learning about what works, what doesn't and why, in the context of the UNDAF in PNG. This evaluation will provide vital information for strengthening programming and results at the country level, specifically informing the planning, decision-making and improving the next programme cycle. In addition, evaluation is a fundamental component of evidence-based strategy, policymaking, and implementation. The primary users of the evaluation include the UNCT and the government. The secondary users of the evaluation include the development partners and the beneficiaries of UN development programmes. The independent evaluation of the UNDAF 2018-2022 serves the following primary purposes:

1. **To promote greater learning and operational improvement.** The evaluation will provide important information for strengthening Joint UN System programming to emphasize the systems focus of this evaluation and results at the country level, specifically informing the planning and decision-making for the next Cooperation Framework programme cycle and improving United Nations coordination at the country level. In addition, the UNCT, host government and other UNDAF stakeholders can learn from the process of documenting good practices and lessons learned, which can then be shared with DCO and used for the benefit of other countries.

2. **To support greater accountability of the UNCT to UNDAF stakeholders.** By objectively providing evidence of results achieved within the framework of the UNDAF and
assessing the effectiveness of the strategies and interventions used, the evaluation will enable the various stakeholders in the UNDAF process, including national counterparts and donors, to hold the UNCT and other parties accountable for fulfilling their roles and commitments.

The objective of the evaluation includes:

1. To assess the contribution of the UNDAF to national development results through evidence-based judgements using evaluation criteria (accountability).
2. To identify the factors that have affected the UNDAF’s contribution, answering why the performance is and explaining the enabling factors and bottlenecks (learning).
3. To reach conclusions concerning the UN’s contribution across the scope being examined.
4. To provide actionable recommendations for improving the UNDAF’s contribution, especially for incorporation into the new UNDAF programming cycle. These recommendations should be logically linked to the conclusions and findings of the evaluation and should draw upon lessons learned identified through the evaluation.
5. Provide clear recommendations that will inform the UNSDCF 2023 – 2028, including an opportunity for the UNCT to reflect on how best to support PNG’s development

C. Scope

The evaluation will be a comprehensive and strategic assessment of the UNDAF’s contribution to the achievement of national priorities, the SDGs and the strategic relevance, effectiveness, efficiency, coherence, and sustainability of the UNDAF.

In consultations with the UNCT, the evaluation will involve a broad range of stakeholders and partners. The UNDAF evaluation covers all activities implemented during the 2018 – 2022 cycle until the evaluation starts, including the management processes and arrangements (as enabling factors) to achieve these results. It may also cover activities implemented before starting the UNDAF cycle if their effects appear more prolonged than a single UNDAF cycle. The geographic coverage of the evaluation includes all the PNG provinces where UNDAF activities have taken place. The evaluation will integrate cross-cutting issues – gender equality and women’s empowerment, human rights, disability inclusion, and environmental sustainability. The evaluation will be used by the various stakeholders of the UNDAF 2018-2022, including the UNCT, Government of PNG (GoPNG), donors, development partners and implementing partners.

In principle, the UNDAF evaluation is not expected to conduct a complete evaluation of UNCT members’ programmes, projects, or activities but rather the UNDAF as an entire system, building on each agency’s programme and project evaluations. However, where a paucity of data necessitates a quick assessment of a contribution, this should be carried out using appropriate evaluation methodologies that identify contributions at the outcome level and ascertain the plausibility of causal relationships between activities and outcomes.

The inception phase of the evaluation will further define and narrow the scope of the evaluation to meet the stated objectives and ensure that the evaluation is feasible given the resources and time available. Also, the provinces and thematic areas to be covered during the evaluation would be explicitly detailed in the inception phase.
1. Evaluation criteria and preliminary evaluation questions

a. Evaluation criteria

The UNDAF will be evaluated according to the OECD-DAC criteria - relevance, coherence, effectiveness, efficiency, impact and sustainability. The additional criterion for the evaluation is the cross-cutting issues of the UNDAF adherence to the guiding principles and modes of implementation. The UNDAF guiding principles include: 1) Leaving no one behind, 2) Human rights-based approach to development, 3) Gender equality and women’s empowerment, 4) Resilience, 5) Sustainability and 6) Accountability. In addition, modes of implementation are: 1) Results focused programming, 2) capacity development, and 3) coherent policy support.

b. Preliminary evaluation questions

The evaluation will answer questions under the OECD-DAC evaluation criteria. In addition, to the separate section with questions on the cross-cutting issues criterion, questions addressing the guiding principles and modes of implementation have also been embedded across the different evaluation criteria questions. The evaluation team will refine the evaluation questions during the inception phase of the evaluation.

The evaluation questions to be answered are as follows:

Coherence

✓ Has the UNDAF contributed effectively by providing greater clarity and transparency of results achieved and resources used?
✓ Did the UNDAF promote effective partnerships and strategic alliances around the main National development goals and UNDAF outcomes areas with the government and development partners? Has the UNDAF strengthened the coherence of support by UNCT members towards the common objectives and to deliver quality, integrated, SDG-focused policy support?

Relevance

✓ Has the UN system supported the achievement of national development goals and targets in alignment with relevant national plans and frameworks?
✓ Has the UN system focused on the UN Common Country Assessment’s vital issues and development challenges to achieve the Sustainable Development Goals?

Efficiency

✓ Has the UN system leveraged all sources of financing and investments, rather than mainly relying on donor funding for its activities, to ensure the scale of impact necessary for attaining the 2030 Agenda?
✓ How well were the resources used? Were the results achieved at reasonably low/lowest possible cost?
Effectiveness

✓ Has the UN system support extended in such a way to build national and local capacities and ensure long-term gains?
✓ To what extent has the UNDAF contributed to fundamental institutional, behavioural and legislative changes that are critical for catalyzing progress towards the UNDAF desired impact?

Sustainability

✓ Will the net benefits of the intervention continue, or are they likely to continue?
✓ What mechanisms, if any, has the UNDAF established to ensure socio-political, institutional, financial and environmental sustainability?

Impact

✓ What difference have the interventions made?

Cross-cutting issues

✓ To what extent and in what ways were gender equity and equality concepts reflected in the UNDAF implementation?

2. Evaluation process

Preparatory Phase

The UNCT agreed on the roadmap for the evaluation in November 2020. At the November 2020 meeting, the UNCT appointed the UNDAF Joint Steering Committee as the Steering Committee for the UNDAF. They also appointed the Chair of the M&E Working Group as the Evaluation Manager. The approved preparatory stage also included drafting and finalizing the Evaluation terms of reference and hiring the independent Evaluation team. The finalizing of the terms of reference will include quality assurance from UNEDAP and DCO. The UNCT approved roadmap included the implementation phase, which consisted of the theory of change workshops being conducted, the completion of the inception report, the conduct of the evaluation, the stakeholder workshop on the findings & recommendations, the writing of the evaluation report, preparation of the management response and the dissemination meeting.

Design phase

The evaluation team will conduct a desk review of relevant documents, refine the evaluation questions, develop the evaluation matrix, and finalize the evaluation methodology, including convening a theory of change workshops. The purpose of the theory-of-change workshop is to develop a shared understanding of what happened to achieve the goals, what the UN activities achieved, and what interaction took place with other actors, including the government. The
outcome of the theory of change workshops should be used to design the evaluation and analyze the evidence collected. The outcomes of the workshop could be annexed to the inception and final reports as appropriate. Inception meetings will also be held with programme managers, and an inception report prepared.

Field Phase
The Evaluation team will meet with stakeholders and collect sample data during this stage. The data collection and sampling strategy agreed upon at the design stage will be implemented during the field phase. Data collected would also be triangulated and validated during this stage. Further, a stakeholder workshop to present all the findings and recommendations as well as validate data.

Reporting Phase
The Evaluation Team will write the report according to the UNEG standards. The report would be reviewed by the Evaluation Manager and the Consultative Group at the country office level. At the regional level, the UNEDAP will review the report, followed by the review by DCO. The Evaluation team would then revise the report based on the consolidated comments. The revised report would then be shared with the Evaluation Steering Committee for final comments before the report is considered final.

Management response, Dissemination and use Phase
The UNCT and RCO would collaborate in preparing the management responsibilities under UNEG guidelines. The management response would then be shared with UNEDAP and DCO for review, and revisions made accordingly. In addition, the RCO would lead on the convening of the dissemination workshop and take forward the evaluation report as part of the planning for the next CF.

3. Management of the evaluation

a. The steering committee

✓ Supports the evaluation process, guide the Evaluation Team and facilitate access to stakeholders and information.
✓ Provides input to the evaluation TOR and selection of evaluation issues and questions.
✓ Facilitates stakeholder identification and consultations and provides access to information sources (documents and interviewees) to support data collection.
✓ Provides overall comments on the main deliverables of the evaluation, including the inception report and draft evaluation report.
✓ Prepares a management response to the evaluation, in consultation with the UNCT members, within two months of receiving the final evaluation report.
✓ Ensures the evaluation report and its results are disseminated and shared with DCO and other key stakeholders, promoting the use of evaluation and lessons.
D. Methodology, Approach, Quality Assurance and Assessment

a. Methodology
The evaluation will use a combination of document reviews, analysis of other quantitative secondary data, individual interviews with key informants and focus groups or other types of group discussion to collect data. The evaluation team will develop the evaluation methodology in accordance with the evaluation approach and design tools to collect appropriate data and information as strong, evidence-based answers to answer the overall evaluation questions. The methodological design will include an analytical framework, a strategy for data collection and analysis; specially designed tools; an evaluation matrix; and a detailed work plan. The data collection, analysis, participation and inclusion, and presentation of findings should be responsive to and include issues relating to gender equality, women’s empowerment, diversity inclusion and non-discrimination, human rights, and environmental sustainability are considered.

To consider the COVID-19 context, PNG nationals that live in PNG are expected to be part of the Evaluation Team. Also, remote data collection, as well as online presentations, will form part of the methodology. The methodology would use the UNDAF 2018 – 2022 Integrated monitoring and evaluation plan (IMEP). The IMEP is updated by agencies when strategic documents are developed by the agency or by inter-agency and inter-pillar programmes. The purpose of the IMEP is to monitor progress towards achieving the defined strategic outcomes in the UNDAF Results Framework. The IMEP comprises M&E activities ranging from surveys and studies, monitoring systems, joint field monitoring visits, reviews, evaluations, MRE Capacity Development, and publications and reports.

Sampling approach:

A systematic purposive sampling approach should be used to select programmes (joint workplans; agencies’ programmes) that will be covered in the scope of the UNDAF evaluation. The selected programmes should have a sufficient level of transformational intent (depth, breadth, and size) and maturity. The systematic purposive sampling approach will also be used to target groups and stakeholders to be consulted. The selection will be informed by the portfolio analysis and comprehensive stakeholder mapping undertaken during the inception phase of the evaluation. This analysis will yield information on the relevant initiatives and partners to be part of the evaluation (including those that may not have partnered with the UNCT but play a key role in the outcomes to which the UNDAF contributes). The evaluation team should clearly outline the sample selection criteria and process and any potential bias and limitations.

Representativeness: The sampling technique should ensure that the selected samples adequately reflect the diversity of stakeholders of the intervention and pay special attention to the inclusion, participation and non-discrimination of the most vulnerable stakeholders. Failing to do so may affect the credibility and technical adequacy of the information gathered.

Sampling will make adequate consideration of the 14 different socioeconomic categories), then the choice of entities/partners/structures and other categories of informants to be interviewed according to the intervention area (outcomes; outputs) of the UNDAF.

Data collection: The evaluation will use quantitative and qualitative approaches, including literature review, statistics at national and local levels, survey data, semi-structured interviews, direct observation, focus groups and workshops. As noted in the Context, PNG has sensitive settings in the areas of GBV and post-conflict. Consequently, the data collection methodologies
on these topics should consider the best practices for the data collection on sensitive subjects, including creating a safe space for asking the questions and being prepared to deal with the impact of the questions asked.

**Quality assurance**: The data collected should be subjected to rigorous quality assurance for validation purposes, using various tools, including triangulation of information sources and permanent exchange with the UNDAF implementation entities at the Country Office level.

**Evaluation Matrix**: The evaluation team will use the evaluation matrix template provided by the evaluation manager to systematically structure and consolidate the data collected for each evaluation question. This matrix will allow them, among other things, to identify the missing data and thus fill these gaps before the end of the collection. This matrix will also help to ensure the validity of the data collected.

**Participation and inclusion**: This evaluation should be conducted using a participatory and inclusive approach, involving a wide range of partners and stakeholders. The evaluation team will carry out a stakeholder mapping to identify the direct and indirect partners of the UNDAF, specifically targeting United Nations organizations and representatives of the national government. Stakeholder mapping may include civil society organizations, the private sector, other multilateral and bilateral cooperation organizations, and, above all, the program’s beneficiaries.

**Contribution analysis (based on the “theory of change”)**: The evaluation will be conducted based on a theoretical approach, which means that the evaluation methodology will be based on a careful analysis of the expected results, outputs, and contextual factors (which may affect the implementation of the UNDAF interventions) and their potential to achieve the desired effects. The analysis of the UNDAF’s theory of change and the reconstruction of its intervention logic, if necessary, will therefore play a central role in the design of the evaluation, in the analysis of the data collected throughout the evaluation, in communicating results and in developing relevant and practical conclusions and recommendations. The four pillars of the UNDAF to be considered when writing the theory of change are – people, prosperity, peace and planet.

The theory of change analysis should be limited to the soundness of the agencies’ and joint workplans outputs to the outcome level and SDG indicators. Evaluators will base their evaluation on the analysis and interpretation of the logical consistency of the results chain: linking program outputs to changes at a higher level of outcomes, based on observations and data collected during the process along the results chain. This analysis should serve as a basis for the evaluators’ judgment on the contribution of the current UNDAF to the achievement of the outcome level results as targeted by the UNDAF. The analysis should also take into account unexpected outcomes of the current UNDAF.

In order to ensure adequate analysis and potential reconstruction of the theory of change, a stakeholders meeting including the PMT members, the evaluation team members and the evaluation manager will take place. The purpose of this technical meeting is to analyze the ToC that informed the development of the UNDAF, how it evolved over the implementation period and what it became at the time of the evaluation.

**Finalization of the evaluation questions and assumptions**: The evaluation team will finalize the evaluation questions after consultations with the evaluation steering committee and thematic groups. The final evaluation questions should be a reasonable number, generally not exceeding
15. They should reflect the evaluation criteria and the indicative evaluation questions listed in this Terms of Reference. They should also take advantage of the reconstruction of the intervention logic of the cooperation framework. The evaluation questions will be included in the evaluation matrix (see appendix). They should be supplemented by sets of hypotheses that capture the key aspects of the intervention logic associated with the scope of the question. Formulated quantitative and qualitative indicators will guide data collection for each assumption, also indicated in the matrix.

b. Evaluation approach
The evaluation approach will be appropriate for analyzing the gender equality and human rights issues identified in the scope. The restrictions imposed by the COVID-19 pandemic will also influence the evaluation approach. A rapid evaluability assessment as part of the inception phase will inform the approach.

c. Quality assurance and assessment
The evaluation will adhere to UNEG’s ethical guidelines for UN evaluations. The four UNEG guiding ethical principles for evaluation are Integrity, Accountability, Respect, and Beneficence⁴.

✓ Integrity is the active adherence to moral values and professional standards, essential for responsible evaluation practice. Integrity in evaluation requires honesty and truthfulness, professionalism, and independence, impartiality and incorruptibility.

✓ Accountability is the obligation to be answerable for all decisions made, actions taken, be responsible for honouring commitments without qualification or exception, and report potential or actual harms observed through the appropriate channels. Accountability in evaluation requires transparency, responsiveness, taking responsibility, and fair and accurate reporting to stakeholders.

✓ Respect involves engaging with all stakeholders of an evaluation in a way that honours their dignity, wellbeing and personal agency while being responsive to their sex, gender, race, language, country of origin, LGBTQ status, age, background, religion, ethnicity and ability and cultural, economic, and physical environments. In addition, respect in evaluation requires access to all relevant stakeholders’ evaluation processes and products, meaningful engagement and fair treatment, and fair representation.

✓ Beneficence means striving to do good for people and the planet while minimizing harms arising from evaluation as an intervention. Beneficence in evaluation requires explicit and ongoing consideration of risks and benefits, maximizing benefits, doing no harm, and ensuring evaluation make an overall positive contribution.

The evaluation team members will be required to sign the UNEG Code of Conduct for Evaluators⁵. The evaluation would also adhere to UNEG Reporting Standards⁶; and the UN System-Wide Action Plan (UN-SWAP) on gender equality⁷.

The quality assurance process would also include the engagement of the Evaluation Steering Committee, together with the Evaluation Manager and Consultative Group, to guide the whole evaluation process. Further, the Evaluation Adviser at DCO and the UNEDAP focal point would

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⁵ [Detail of UNEG Code of Conduct for Evaluation in the UN system (unevaluation.org)](https://www.unevaluation.org/document/detail/607)
also be engaged in the Quality Assurance and Assessment. The roles and responsibilities are described in the Governance and Accountability section of this TOR.

E. Deliverables and Schedules/Expected Outputs

The evaluation deliverables are as follows:

1. Inception report and accompanying presentation (in-person/online)

The Evaluation Team produces the inception report and summary presentation to elaborate on how it will conduct the evaluation. It normally contains:
   ✓ an assessment of the evaluability of the UNDAF, including identification of data gaps and a proposal to address any limitation identified.
   ✓ An elaboration of the evaluation questions into methodological sub-questions (by programme or project, by data-collection method)
   ✓ Sources and methods for collecting data for each methodological sub-question;
   ✓ a concrete plan of evaluation activities and a timeline, possibly with a tentative list of interviews to be arranged or plans for travel to other locations (e.g., municipalities, project sites). The plan should consider the COVID-19 travel restrictions.
   ✓ Confirms to the UNEG guidelines, including a section on ethical protocols

2. The evaluation report and preliminary findings presentation (in-person/online)

The evaluation report should meet the UNEG Evaluation Report guidelines written clearly and concisely to follow its logic easily. The report should have an upper limit of 50 pages or 35,000 words. The report should conform to UNEG Quality Checklist for Evaluation Reports. It should not be overly filled with factual descriptions, especially those available elsewhere. The report’s focus should be to present the findings, the conclusions, and the recommendations logically and convincingly. It should contain:
   ✓ what was evaluated and why (purpose and scope);
   ✓ An Executive Summary
   ✓ Annexes (including the Evaluation Matrix, List of persons interviewed, sites visited, documents consulted, data collection instruments, evaluator biodata, etc.)
   ✓ The national and global context has a bearing on the objectives of the evaluation
   ✓ how the evaluation was conducted (objectives and methodology).
   ✓ what was found and on what evidence (findings and evidence/analysis) – clearly indicating the number the findings
   ✓ the report should use gender-sensitive and human rights-based language throughout, including data disaggregated by sex, age, disability,
   ✓ what was concluded from the findings and in response to the central evaluation questions (conclusions), providing adequate information on gender equality and human rights.
   ✓ Number conclusions and link them to the related findings
   ✓ what was recommended (recommendations), number the recommendations and link them with the conclusions, and
   ✓ what could be usefully learned, if any (lessons learned).
   ✓ Revision of the report based on comments from the evaluation manager and consultative group (first round of comments), evaluation advisers (second round of comments), and evaluation steering committee (final round of comments).
3. Recommendations

Recommendations should be developed to help the UNCT improve its support towards achieving national goals and the Sustainable Development Goals. Recommendations:

✓ must logically follow the findings based on evidence and the conclusions drawn, clearly explaining their rationale.
✓ must be relevant to the country context and the improvement of the UN system support towards the achievement of national goals and the Sustainable Development Goals.
✓ should be developed with the involvement of relevant stakeholders to ensure the relevance, coherence, and feasibility of the actions to follow; and
✓ must not be overly prescriptive to allow the UNCT to design concrete actions for implementation in the management response.
✓ For further guidance on recommendations, refer to relevant UNEG guidance materials.\(^8\)

4. National Validation workshop (in-person/online)

A national stakeholders’ workshop will be organized to validate the final report of the evaluation. This provides an opportunity to generate buy-in of the evaluation findings, conclusions and recommendations, and the management response. The workshop ensures that the UNCT, national counterparts, and development partners are on the same page regarding future strategic direction through open discussion. The participation of the team leader in the workshop is advisable.

A broad range of partners should be invited to the workshop. These include high-level government officials, representatives of funding partners and civil-society organizations, local-government officials from areas where there were programme activities and representatives of other stakeholder groups, as appropriate. Ideally, the invitation should be extended by the highest-ranking government official and the Resident Coordinator to encourage participation. The evaluation report and the management response should be presented at the workshop, and the way forward should be discussed.

<table>
<thead>
<tr>
<th>Schedules/Expected Outputs</th>
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### Key milestones | Payment Percentage | Schedule |
<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>• Theory of Change Workshop conducted, inception presentation and Inception Report completed</td>
<td>30 percent</td>
<td>One month from the starting date of the contract</td>
</tr>
<tr>
<td>• Presentation of evaluation findings and recommendations to the stakeholder workshop</td>
<td>30 percent</td>
<td>Two months from the starting date of the contract</td>
</tr>
</tbody>
</table>

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• Final evaluation report and recommendations and participation in dissemination | 40 percent | Three months from the starting date of the contract

F. Governance and Accountability

1. The Evaluation Manager

Oversees the entire process of the evaluation, from its preparation to the dissemination and use of the final evaluation report. The duties include:

✓ Technically oversees the evaluation and reports regularly to the evaluation steering committee by organizing regular evaluation steering committee meetings. In addition, the Evaluation Manager works in close collaboration with DCO for quality assurance purposes and technical support.
✓ With support from the RC’s office, compiles a preliminary list of background information and documentation on both the country context and the CF and list these in an Annex of the TOR.
✓ Sets up meetings during the fieldwork phase and organizes briefing and debriefing sessions between the Evaluation Team and evaluation users.
✓ Organizes theory-of-change and stakeholder workshops as needed.
✓ Coordinates comments on and ensures the quality control of deliverables submitted by the Evaluation Team throughout the evaluation process, ensuring that the UNEG Norms and Standards, Code of Conduct and Ethical Guidelines for Evaluations, as well as guidance on integrating human rights and gender equality in evaluation are followed/adhered to.
✓ Sends all evaluation products to DCO for approval.
✓ Ensures concerned units/agencies/bodies provide the management response.
✓ Clears payment of the Evaluation Team once outstanding issues have been addressed satisfactorily.

2. UN DCO Evaluation Adviser

The UN DCO Evaluation Adviser will:
✓ Support the Resident Coordinator’s Office and UNCT in the evaluation process
✓ Oversee the process to ensure the independence and quality of the evaluation, and Lead and ensure the dissemination and use of evaluation results.
✓ Ensure accountability mechanisms, submission of the management response, track the implementation of the recommendation, and the use of the evaluation in the design of the next CCA and CF.

G. Facilities to be provided by UNDP

The project will assist in finding the documents for the consultants to review, setting up appointments with key stakeholders identified by the evaluation team, organizing stakeholder workshops and theory of change workshops, and briefings by the evaluation team. However,
the project will not provide logistical support, office space, computers, editing, design and printing services.

H. Expected duration of the contract/assignment

a) The duration of the contract is 45 person-days over the period January 2022 to May 2022.
b) The estimated target date of commencement of work is January 24th and the expected completion date is May 31st, 2022.
c) The estimated time for reviewing outputs, providing comments, and accepting and approving outputs is ten (10) business days.

I. Duty Station

a) The contractor is expected to have team members who are PNG nationals resident in PNG and have team members who work remotely.
b) The Lead Consultant is expected to provide weekly updates to the Evaluation Manager on the progress of the consultancy and submit the outputs on the agreed dates.

J. Professional Qualifications requirements of the Successful Contractor and its key personnel

Proposers are expected to meet the minimum required criteria as mentioned in the table below. The key staff mentioned are the minimum required positions estimated for these tasks; the proposers may include additional staff to the proposed team as they deem fit.

| The Company | • Valid Business Registration/license  
|             | • Minimum 5 years of experience in conducting evaluations.  
|             | • Minimum 2 years of experience working with bilateral/multilateral companies and agency or government institutions  
|             | • Minimum 2 contracts of similar value, nature and complexity implemented over the last 5 years (please provide copies of the contracts)  
|             | • good understanding of the SDGs, other relevant regional or global frameworks and their implications for development cooperation.  
|             | • good understanding of multilateralism and the role of the UN System in development cooperation in the context of PNG  
|             | • understanding of the UN Reform and its implementation implication at the country level  
|             | • sound knowledge of the country context and an in-depth understanding of at least one area of work of UNCT members; collectively, Evaluation Team members should broadly cover all areas of UNCT activity; and  
|             | • an absence of conflicts of interest (never employed by UNCT members or implementing partners, nor expected to be employed soon, no personal relationships with any UNCT members).  
| Evaluation Team Leader (1 CV) | The evaluation team leader leads the entire evaluation process, working closely with all team members. He/she will conduct the evaluation process on time, regularly communicate with the evaluation manager, and highlight progress made/challenges encountered. In addition, the team leader will be responsible for producing the inception report and the draft and final evaluation reports.  
<p>| Education: |</p>
<table>
<thead>
<tr>
<th>Role</th>
<th>Education</th>
<th>Experience</th>
</tr>
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</table>
| Evaluation Manager   | Minimum Master’s degree related to evaluation or other relevant fields    | • Minimum 10 years of proven experience in conducting evaluations of complex programmes and themes  
• Extensive knowledge of and experience in evaluation, including as a team leader and preferably with the UN system.  
• Demonstrated analytical capacity, particularly in the case of the team leader, including on political economy and financing for development, and in the cross-cutting areas of gender equality, human rights and environment  
• Experience and background in gender equality/gender analysis and gender-responsive evaluations.  
• Proven track record in writing evaluation reports demonstrated ability to write and communicate clearly in languages appropriate for the country.  
• Strong understanding and knowledge of development issues, including the SDGs in PNG, environment and climate change, social development, and economic development  
• Excellent facilitation skills with experience in leading multistakeholder discussions  
• Excellent oral and written communication skills in English  
• Knowledge about the UN system |
| Evaluators (Minimum 3 CVs) (At least one evaluator should be a PNG national) |                                                                 | The team members contribute to the evaluation process substantively through data collection and analysis. They will share responsibilities for conducting desk review and interviews, field visits to the identified project sites, and collecting data. They will provide substantive inputs to the inception report, the presentation of preliminary findings as well as to the draft and final reports  
The Team should be built with consideration to:  
• Cultural and language balance  
• Gender balance  
• Coverage of relevant subject areas of work by UNCT member agencies  
• Coverage of key cross-cutting issues, including gender equality, human rights and environmental sustainability.  
• The collective knowledge of the national context in various areas of UN work  
• Language skills: English required, and Tok Pisin for the local evaluator. |
**Education:**
Minimum Bachelor's degree in relevant subject

**Experience:**
- Minimum 3 years of proven experience in conducting evaluations of complex programmes and themes.

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### K. Price and Schedule of Payments

<table>
<thead>
<tr>
<th>Key milestones</th>
<th>Payment Percentage</th>
<th>Review and Approvals</th>
</tr>
</thead>
<tbody>
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<td>30 percent</td>
<td>Review by Evaluation manager in consultation with the Priority Working Groups Approval by Evaluation Steering Committee</td>
</tr>
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</tr>
<tr>
<td>Final evaluation report and recommendations and participation in dissemination</td>
<td>40 percent</td>
<td>Review by Evaluation manager in consultation with the Priority Working Groups Approval by Evaluation Steering Committee</td>
</tr>
</tbody>
</table>

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### L. Additional References or Resources

The documents to be consulted by the evaluation team include the following:

1. The PNG 2018-2022 UNDAF
2. UN in PNG Annual Report 2018
3. UN in PNG Annual Report 2019
4. UN in PNG Annual Report 2020