

# TERMS OF REFERENCE

## BACKGROUND

The Evaluation Office (EO) of the United Nations Development Program (UNDP) regularly conducts a number of country evaluations called Assessments of Development Results (ADRs) in order to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level. Undertaken in select countries, ADRs focus on outcomes and critically examine achievements and constraints in the UNDP thematic areas of focus, draw lessons learned and provide recommendations for the future. ADRs also provide strategic analysis for enhancing performance and strategically positioning UNDP support within national development priorities and UNDP corporate policy directions.

The overall goals of the ADR are to:

- Provide substantive support to the Administrator's accountability function in reporting to the Executive Board;
- Serve as a means of quality assurance for UNDP interventions at the country level;
- Generate lessons from experience to inform current and future programming at the country and corporate levels; and
- Provide stakeholders in the programme country with an objective assessment of the results (specific outcomes) that have been achieved through UNDP support and partnerships with other key actors during a given multi-year period.

An ADR is planned for the Republic of Benin at the beginning of 2008. It will cover the period from 2004–2008, as well as some of the previous years.

## OBJECTIVES OF THE ASSESSMENT

The purpose of the evaluation is to assess UNDP contributions to development results and strategic positioning in Benin, draw lessons learned and outline options for improvements. The ADR in Benin will:

- Provide an independent assessment of country-level development results achieved through UNDP support and in partnership with other development actors during the last five to seven years, with particular emphasis on the UNDP country programme, its relevance and effectiveness;
- Contribute to accountability and to learning from experience, taking into account self-evaluations (project and outcome evaluations) and the role of development partners;
- Provide an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context; and
- Present key findings, draw lessons and provide a set of clear and forward-looking options for the management to make adjustments in the current strategy and next country programme.

## RATIONALE FOR THE EVALUATION

The UNDP programme in the Republic of Benin has been selected for an ADR. It was selected for a number of reasons. The completion of the 2004–2008 Country Cooperation Framework (CCF) presents an opportunity to evaluate the achievements and results over the past programme cycle and previous periods. The findings will be used as inputs to the 2008–2011 country programme within the context of the new United Nations Development Assistance

Framework (UNDAF). The challenges that the Republic of Benin faced during the years encompassed by the CCF can be summarized as the establishment of political, economic and environmental conditions for development. Assessing the UNDP contribution to this process can yield lessons for the organization.

## SCOPE OF THE EVALUATION

The ADR will review the UNDP experience in Benin and its contribution to solving social, economic and political challenges. The thematic focus of the evaluation will be the UNDP 2004–2008 CCF and some previous UNDP assistance. Over the past 10 years, a series of reforms embracing all areas of economic, political and social life have produced some convincing results.

Government efforts to promote sustainable human development are mainly based on the National Long-Term Perspective Study ('Benin 2025'), the Poverty Reduction Strategy Paper (PRSP) and the government's plan of action. Formulated in light of government development strategy and the PRSP, the 2004–2008 CCF incorporates concerns related to the implementation of the Millennium Development Goals (MDGs).

The priorities stressed in the country programme refer to:

- **Campaign against poverty:** The anti-poverty sub-programme comprised upstream interventions that related to the design and assessment of poverty-reduction policies and strategies through advocacy and the promotion of policy dialogue. *Inter alia*, it comprised support for the development partners' forum for the implementation of the PRSP, the preparation and dissemination of National Human Development Reports and support for the implementation of national long-term perspective studies.
- **Good governance and consolidation of democracy:** The programme addressed decentralization and local, political and administrative governance, helping the Parliament acquire expertise in budgetary

control, carry out administrative reform and modernization, and strengthen the electoral system, while respecting human rights.

- **The fight against HIV/AIDS:** The program included qualitative and quantitative studies on the socio-economic impact of HIV/AIDS, capacity-building in structures involved in the fight against HIV/AIDS and support for establishing and publicizing legal mechanisms to protect persons living with the virus.

The evaluation will undertake a comprehensive review of the UNDP programme portfolio and activities during 2004–2008. It will assess key results, specifically outcomes—anticipated and unanticipated, positive and negative—and cover UNDP assistance funded from both core and non-core resources. Specifically, the ADR will address:

- a) **Relevance of UNDP programmes.** The evaluation will examine how relevant UNDP programmes are to the country needs in the context of post-conflict recovery, and whether the changes in UNDP approach reflect key national priorities. In other words, did UNDP apply the right development strategy within the specific political, economic and social context of the Republic of Benin?
- b) **Effectiveness.** Did the UNDP programme accomplish its intended objectives and planned results? What are its strengths and weaknesses? What are the unexpected results it yielded? Should it continue in the same direction or should its main tenets be reviewed for the new cycle?
- c) **Sustainability.** Are development results achieved through UNDP contribution sustainable? Do they ensure sustainability with a focus on national ownership, an enabling policy environment, capacity development, gender equality, human rights and other key drivers that UNDP considers in assessing development effectiveness?

In addition, the evaluation will analyse the strategic positioning of UNDP. Specifically, it will:

- Ascertain the relationship of UNDP support to national needs, development goals and priorities, including its relevance and linkages to the goal of reducing poverty and other MDGs;
- Assess how UNDP anticipated and responded to significant changes in the national development context affecting poverty reduction and governance reform for sustainable development;
- Review the synergies and alignment of UNDP support with other initiatives and partners, including the UNDAF, the Global Cooperation Framework (GCF) and the Regional Cooperation Framework (RCF), as well as how UNDP has coordinated its work with other development partners; and
- Consider the influence of systemic issues, such as policy and administrative constraints affecting the programme on both donor and programme-county sides, as well as how the development results achieved and the partnerships established have contributed to ensure the relevance and strategic position of UNDP.

## METHODOLOGY

The assessment will use a multiple method approach that includes desk reviews, workshops and meetings, group and individual interviews at both headquarter and field levels. The appropriate methodology will be refined during the scoping mission and after discussions between the team of evaluators and various stakeholders.

The Evaluation Team will examine, when appropriate, programming frameworks (e.g., UNDAF, CCA, CCF) that provide an overall picture of the country context. The team will also consider select project documents and programme support documents, as well as any country-level monitoring and evaluation reports. Statistical data will be assessed where useful. The Evaluation Team will use a triangulation of perceptions, documents and data to validate its findings.

A strong participatory approach, involving concerned stakeholders is envisaged. The identification of the stakeholders—including

representatives of government ministries and agencies, civil society organizations, the private sector, UN agencies, multilateral organizations, bilateral donors, and beneficiaries—will take place. The team will visit significant project and field sites as required.

The ADR will follow the guidelines developed by the Evaluation Office in 2006. According to these guidelines, the process can be divided into three phases, each including several steps.

### PHASE 1: PREPARATORY PHASE

- **Desk review:** Carried out by the EO in close consultation with the Evaluation Team Leader, the country office and the Regional Bureau for Africa (RBA), based on the key questions for the evaluation developed by the EO Task Manager and Evaluation Team Leader in consultation with RBA.
- **Scoping mission:** In January 2008, the Evaluation Team will conduct a brief mission to the country to define the scope, identify stakeholders, and collect additional data and complete the evaluability assessment.
- **Development of an inception report, including the final evaluation design and plan:** Background to the evaluation, key evaluation questions, detailed methodology, information sources and instruments and plan for data collection, design for data analysis, and format for reporting.

### PHASE 2: CONDUCTING THE ADR AND DRAFTING EVALUATION REPORT

- **ADR mission of data collection and validation:** The main mission of two weeks will be conducted by the independent Evaluation Team, led by the Evaluation Team Leader.
- **Analysis and reporting:** The information collected will be analysed in the draft ADR report by the Evaluation Team within three weeks of the team's departure from Benin. The draft will be subject to factual corrections by key clients and to a technical review by the EO. The Team Leader, in close cooperation with the EO Task Manager, shall finalize the ADR report based on these final reviews.

### PHASE 3: FOLLOW-UP

- **Stakeholder meeting:** A meeting with the key national stakeholders will be organized to present the results of the evaluation. The comments will be incorporated into the final evaluation report by the Evaluation Team Leader.
- **Management response:** The preparation of the management response and tracking its implementation will be undertaken internally by UNDP.
- **Learning events:** The dissemination of the report's findings shall serve the purpose of organizational learning, as part of the overall EO dissemination and outreach strategy.

### EXPECTED OUTPUTS

The expected outputs are:

- An inception report (maximum 20 pages); and
- A comprehensive final report on the Republic of Benin Assessment of Development Results (maximum 50 pages, plus annexes).

The final ADR produced by the Evaluation Team should, at the minimum, contain:

- Executive summary of conclusions and recommendations;
- Background, with analysis of the country context;
- Strategic positioning and programme relevance;
- Programme performance;
- Lessons learned and good practices;
- Findings and recommendations; and
- Annexes (e.g., Terms of Reference, persons met, documentation reviewed, statistics).

### EVALUATION TEAM

An international consultancy firm will undertake the assessment and designate an Evaluation Team. The team will comprise three consultants, one of whom will be the Team Leader, a Team Specialist with specific skills in topical areas

relevant to the evaluation, and a National Consultant with extensive knowledge of the country situation. The Team Leader must have a demonstrated capacity in strategic thinking and policy advice and in the evaluation of complex programmes in the field. Team members should have in-depth knowledge of developments in Africa and, preferably, be francophone.

The composition of the Evaluation Team shall reflect the independence and the substantive results focus of the evaluation. The international evaluation consultancy firm will be selected by UNDP EO.

### MANAGEMENT ARRANGEMENTS

EO will manage the evaluation, ensure coordination and liaison with RBA and other concerned units at headquarter level. The EO Task Manager will manage the evaluation process, in close consultation with RBA and Benin country office management.

The country office will take a lead role in organizing dialogue and stakeholder meetings on the findings and recommendations. The office will also assist the evaluation team as a liaison with key partners and team discussions, provide the team with all available material and support evaluation logistics and planning.

The EO will meet all costs directly related to the conduct of the ADR. These will include costs related to participation of the Team Leader, international and national consultants, as well as preliminary research and the issuance of the final ADR report. The country office will contribute support in kind. EO will also cover costs of any stakeholder workshops as part of the evaluation.

The time-frame and responsibilities for the evaluation process are:

- New York briefing and inception meetings: 28–30 January 2008;
- Scoping mission to Benin: 11–15 February 2008; and
- Remaining schedule to be determined during inception meetings in New York.

## Annex 2

# PEOPLE CONSULTED

### UN HEADQUARTERS

Mr. Nurul Alam, Deputy Director, Evaluation Office, UNDP

Mr. Francesco Galtieri, Policy Specialist, Coordination Capacity Support, United Nations

Mr. Oscar Garcia, Coordinator, Africa and Latin America, Evaluation Office, UNDP

Mr. Gilbert Houngbo, Director, Regional Bureau for Africa, UNDP

Ms. Chandi Kadirgamar, Evaluation Advisor, UNCDF

Mr. Kamal Malhorta, Senior Adviser, Poverty Group, Bureau for Development Policy, UNDP

Ms. Maryline Py, Policy Analyst, United Nations Development Group Office

Ms. Laurence Reichel, Evaluation Officer, UNCDF

Ms. Karin Santi, HIV/AIDS Group, Bureau for Development Policy, UNDP

Ms. Diane Sheinberg, Programme Officer, Democratic Governance Group, Bureau for Development Policy, UNDP

Ms. Pauline Tamesis, Practice Manager, Democratic Governance Group, Bureau for Development Policy, UNDP

### FIELD MISSION MEETINGS

#### NATIONAL COMMITTEE FOR THE FIGHT AGAINST AIDS

Dr. Valentine Kiki-Medegan, Permanent Secretary

Dr. Jonathan Z. Amegnigan, Coordinator of the Public Health Unit

#### GLOBAL FUND TO FIGHT AIDS, TUBERCULOSIS AND MALARIA

M. Bello

### MINISTRY OF PUBLIC HEALTH

Ms. Evelyne Akinotcho, National Program for the Fight against AIDS

#### BENIN NETWORK OF ASSOCIATIONS OF PERSONS LIVING WITH HIV/AIDS

Mr. Comlan Houessou, President

Mr. Valentin Nassara, Secretary General

Mr. Rock Houngbo, Vice President in Charge of Information

#### ADECOI

Mr. Robert Tossou, Coordinator

#### SIAN'SON MICROFINANCE

Mr. Latif Aamadou, Executive Director

#### SOCIAL WATCH

Ms. Huguette Apklogan-Dossa, National Coordinator

Ms. Edmée Say-Guidi, Thematic Group Coordinator on Poverty and Nutritional Security

Mr. Benjamin Kiti, Communication Adviser

Mr. Gat-Abel, journalist

#### SONGHAI CENTRE

Mr. Guy Loueke, Director of Management and Training

#### UNICEF

M. Arnaud Houndégamè, BenInfo Counsellor

#### NATIONAL INSTITUTE OF STATISTICS AND ECONOMIC ANALYSIS

M. Hervé Gbo, BenInfo Administrator

#### MEDIA

Mr. Guy Constant Ehoumi, Media Professionals Union of Benin, Media House

Mr. Adrien Amoussou, journalist, *Quotidien de la République*

**AUTONOMOUS NATIONAL ELECTORAL COMMISSION**

Mr. Eugene Capo-Chichi, President

**MINISTRY OF DECENTRALIZATION, LOCAL GOVERNANCE, TERRITORIAL ADMINISTRATION AND DEVELOPMENT**

Mr. Issa Demonle Moko, Minister

**MINISTRY OF ENVIRONMENT AND PROTECTION OF NATURE**

Ms. Bernadette Dossou

Ms. Armande Zanou, Chief of Service, Environmental Policies

**MINISTRY OF THE FAMILY AND THE CHILD**

Ms. Catherine Agossouvo, Director, Women and Gender Promotion, Director of the PARPF project

Mr. Léonard Laléyé, assistant, PARPF project

**MINISTRY OF JUSTICE AND HUMAN RIGHTS**

Mr. Honoré Akpomey, Director of Cabinet

Ms. Moushou Emilienne, Director Programming and Development

Mr. Thierry Alia, Director of Human Rights

Mr. Dieudonne Todjihounde, Chief of Service of Human Rights Protection Associations Rights

**MINISTRY OF MICROFINANCE, OF SMALL AND MEDIUM ENTERPRISES, AND OF YOUTH AND WOMEN EMPLOYMENT**

Mr. Akueson, Director, Youth Employment Project

**MINISTRY OF STATE IN CHARGE OF THE ECONOMY, PLANNING, DEVELOPMENT AND EVALUATION OF PUBLIC POLICIES (MECEPDEAP)**

Mr. Pascal Irénée Koupaki, Minister of State

Mr. Antonin Dossou, Director of Cabinet

Mr. Martin Gbédé, Technical Adviser, Economy

Mr. Dahon, Director General of Development Policies

Mr. Mathias Pofagi, Assistant Director General of Development Policies

Mr. Chitou Fatahi, Director, Public Investments Programming

Mr. Sébastien Adjahatode, Deputy Director of External Resource Mobilization

Mr. Paul Dovi, Coordinator of Cooperation with UNDP

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Mr. Médar Padonou, NEX Unit

Mr. Nassirou, Principal Adviser, Priority Projects

Mr. Eric Vikey, Adviser, Priority Projects

Mr. Sosthen Gnansounou, Adviser, Priority Projects

Mr. Rigobert Laourou, Technical Secretary, Unit of Economic and Financial Programmes Monitoring

Mr. Orou Herman Takou, Assistant Technical Secretary, Unit of Economic and Financial Programmes Monitoring

**MINISTRY OF ADMINISTRATIVE AND INSTITUTIONAL REFORM**

Mr. Idrissou Boukary, Secretary General

Mr. Adamou Amidou, Director of Cabinet

Mr. Adeyemi Adje, Director of Programming Institutional Reform

Mr. Arouna Seidou, Development Aid Committee

Mr. Prosper Koukoui, Coordinator, PARAI Project

**NATIONAL ASSEMBLY**

M. Comlan Dadégnon, Director of Cabinet

M. Michel T. Dedehouanou, Director, State Budget Analysis, Oversight and Evaluation Unit

Magistrate Fayomi Isaac, Director of Legislative Services

M. René Koto Sounon, Assistant Administrative Permanent Secretary

**NATIONAL ASSOCIATION OF MUNICIPALITIES OF BENIN**

M. Glele Ahanhanzo Blaise Onesiphore, President

M. Arnos Sossou, Secretary General

## **MUNICIPAL OFFICIALS**

Mr. Bourahima Imoun, Mayor, Municipality of Kalalé

Mr. Chabi Bah Guera, Mayor, Municipality of N'dali

Mr. Abdoulaye Zime, Mayor, Municipality of Sinendé

Mr. Issuou Babio I., Mayor, Municipality of Péréré

Mr. A. Soule Biaou, Mayor, Municipality of Tchaouro

Mr. Yacoubou Bah N'gobi, Chief of Technical Service, Municipality of Nikki

Mr. Toukourou Orou Batta, Chief of Technical Service, Municipality of Kalalé

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## **OBSERVATORY OF SOCIAL CHANGE**

Ms. Justine Odjougbe, Coordinator

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Mr. Anselme Koumassou, Chief of Department Administration and Management

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## **DONOR EMBASSIES**

Mr. Albrecht Conze, Ambassador, Federal Republic of Germany Embassy

Mr. Patrick Engelbert, Director of Cooperation, Cooperation Bureau, Belgian Embassy

Mr. Gert Meineke, Ambassador, Royal Danish Embassy

Ms. Esther Lonstrup, First Counsellor, Royal Danish Embassy

Mr. Jan Vlaar, Assistant Chief of Post, Royal Netherlands Embassy

Mr. Francis Laleye, Governance Expert, Royal Netherlands Embassy

Ms. Élisabeth Feret, Ambassador and Chief of the Delegation, European Union

## **UN SYSTEM AGENCIES IN BENIN**

Mr. David Houssou, Habitat Programme manager, UN-Habitat

Mr. Armand Houndeganme, Deputy Manager, Monitoring and Evaluation, UNICEF

Mr. Edouard Nizeyimana, Deputy Country Director, World Food Programme

Mr. Gratién Ekanmiam, Adviser, AIDS Monitoring and Evaluation, Joint United Nations Programme on HIV/AIDS

Mr. Jean Prosper Koyo, Country Representative, Food and Agriculture Organization of the United Nations

Mr. Stefan Rummel-Shapiro, Senior Technical Adviser, UNCDF

Mr. Louis Blaise Tchabi, Programme Officer, UNCDF

## **UNDP BENIN**

Ms. Edith Gasana, Resident Representative

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Mr. Christian Hazoumé, PADEX Project Officer

Mr. Jacques Abodji Houensou, Poverty

Mr. Mathieu Houinato, Environment (GEF Microfinance Programme)

Mr. Pierre Kohevi, Cross-Cutting Issues

Mr. Ibrahima Nyagpey, Democratic Governance

Mr. Jean-Jacob Sahou, Environment Focal Point



## Annex 3

# KEY DOCUMENTS REVIEWED

### BENINESE DOCUMENTS

Degboe, A. Kouassi et I. Okambawa, 'La problématique du refinancement des institutions de micro crédits au Bénin, Institut National de la Statistique et de l'Analyse Économique', Cahier de recherche ELIFID, août 2002'. French only.

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## **PROJECT AND PROGRAMME ASSESSMENTS**

- Baril, D. et coll., ADECOI. 'Projet d'appui au Développement Communal et aux initiatives locales dans le Borgou. Évaluation à mi-parcours'. Rapport final, Fonds d'Équipement des Nations Unies, PNUD, Fonds Belges de Survie, Gouvernement du Bénin et des communes du Borgou, décembre 2005. French only.

## UNDP/UNDG COUNTRY OFFICE DOCUMENTS

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## DONOR DOCUMENTS

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## PROJECT SYNTHESSES AND STUDIES

- Benin Joint Programs (8) of various durations from 2001–2008 covering three key areas in the strategy (i.e., poverty alleviation, health and HIV/AIDS, and community development).
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