

TERMS OF REFERENCE

ASSESSMENT OF DEVELOPMENT RESULTS: REPUBLIC OF THE CONGO

1. BACKGROUND

The Evaluation Office of the United Nations Development Program (UNDP) regularly conducts a number of country evaluations, referred to as Assessments of Development Results (ADRs), in order to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level. Conducted in selected countries, ADRs focus on outcomes, critically examine achievements and constraints in the UNDP thematic areas of focus, draw lessons learned and provide recommendations for the future. The ADRs also provide considered 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 in order 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) achieved through UNDP support and partnerships with other key actors during a given multi-year period.

An ADR is planned for the Republic of the Congo between the end of 2007 and the beginning of 2008. It will cover the period from 2004–2007, as well as some previous years.

2. OBJECTIVES OF THE ASSESSMENT

The purposes of the evaluation are to assess UNDP contributions to development results and its strategic positioning in the Republic of the Congo, draw lessons learned and outline options for improvements. The ADR will:

- Provide an independent country-level assessment of the relevance and effectiveness of the 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;
- 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 key lessons, and provide a set of clear and forward-looking options for management to make adjustments in the current strategy and the next country programme.

3. RATIONALE FOR THE EVALUATION

The UNDP programme in the Republic of the Congo has been selected for an ADR. There were numerous reasons for selection. The completion of the 2004–2007 Country Cooperation Framework (CCF) presents an opportunity to evaluate the achievements and results over the past programme cycle and before. The findings will be used as inputs to the

2008–2011 country programme within the context of the new United Nations Development Assistance Framework. The challenges that the Republic of the Congo faced during the years under the CCF can be summarized as the process of re-establishing political, economic and environmental security. Assessing UNDP contribution to the process can yield lessons for the organization. In addition, the country office acknowledged the need for and the timeliness of the evaluation.

4. SCOPE OF THE EVALUATION

The ADR will review the UNDP experience in the Republic of the Congo and its contribution to overcoming social, economic and political challenges. The thematic focus of the evaluation will be the UNDP Country Cooperation Framework (2004–2007), as well as some of the previous UNDP assistance organized on an *ad hoc* basis. In the latter category, various UNDP projects focused on gradually re-establishing security, restoring basic social services, the recovery and/or creation of income-generating activities, and other activities in the areas of human rights, democratic governance and public affairs.

The 2004–2007 CCF was formulated based on the Interim PRSP and the government development strategy, *Nouvelle Esperance* (New Hope). It incorporates concerns related to the achievement of the Millennium Development Goals and of the New Partnership for Africa's Development.

The priorities stressed in the country programme refer to:

- Governance, which included building parliamentary capacity, support for anti-fraud and corruption measures, support for local governance by building the capacities of local communities, and support for the elaboration of governmental development strategies;
- Poverty reduction, such as UNDP assistance targeted at the promotion of youth employment and the reintegration of ex-combatants;
- Environmental and natural-resource manage-

ment, which included information, education and awareness-raising; fighting marine coastal pollution; urban environment and improvement of living standards; protecting the forest eco-system; and international waters, climate change and biodiversity; and

- Cross-cutting themes, such as HIV/AIDS, gender and development of new information and communications technologies.

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

- a) **Relevance of UNDP programmes:** How relevant are UNDP programmes to the country needs in the context of post-conflict recovery? Did changes in the UNDP approach reflect key national priorities? In sum, did UNDP apply the right development strategy within the specific political, economic and social context of the Republic of the Congo?
- b) **Effectiveness:** Did the UNDP programme accomplish its intended objectives and planned results? What are the strengths and weaknesses of the programme? What unexpected results did it yield? 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 or other key drivers that UNDP considers in assessing development effectiveness?

In addition, the evaluation will analyse the strategic positioning of UNDP, in order to:

- Ascertain the relationship of UNDP support to national needs, development goals and priorities, including its relevance and linkages to the goal of poverty reduction and attaining other Millennium Development Goals;
- Assess how UNDP anticipated and responded to significant changes in the national development context, particularly those affecting poverty reduction and governance reform for sustainable development;
- Review the synergies and alignment of UNDP support with other initiatives and partners—including the United Nations Development Assistance Framework, the Global Cooperation Framework and the Regional Cooperation Framework—and assess how effectively UNDP has coordinated its work with other development partners; and
- Consider the influence of systemic issues, such as the policy and administrative constraints affecting the programme, on both the donor and the programme country sides, as well as how the development results achieved and the partnerships established have contributed to ensure the UNDP relevance and strategic position.

5. METHODOLOGY

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

The evaluation team will examine, when appropriate, overall programming frameworks—e.g., United Nations Development Assistance Framework, Common Country Assessment, Country Cooperation Framework—to provide an overall picture of the country context. The team will also consider select project 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 validate its findings using triangulation of perceptions, documents and data.

The Evaluation Office envisages a strong participatory approach involving concerned stakeholders. The identification of the stakeholders, including government representatives of ministries, agencies, civil society organizations, private sector representatives, United Nations 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 in three multi-step phases.

PHASE 1: PREPARATORY PHASE

- **Desk review:** Carried out by the Evaluation Office in close consultation with the evaluation Team Leader, the country office and the Regional Bureau for Africa (RBA), the review will be based on the key questions for the evaluation, developed by the evaluation Task Manager and Team Leader in consultation with RBA.
- **Scoping mission:** The evaluation team will conduct a brief mission to the country to define scope, identify stakeholders, collect additional data and complete the evaluability assessment.
- **Inception report:** The report will include the final evaluation design and plan, background of the evaluation, key evaluation questions, detailed methodology, information sources and instruments, the plan for data collection, the design for data analysis, and the 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 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 departing from the country. The draft will be subject to factual corrections by key clients and to a technical review by the Evaluation Office. The Team Leader, in close cooperation with the 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. Comments will be incorporated into the final evaluation report by the Team Leader.
- **Management response:** The preparation of the management response and the tracking of 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 Evaluation Office dissemination and outreach strategy.

6. EXPECTED OUTPUTS

The expected outputs are:

- An inception report (maximum 20 pages); and
- A comprehensive final ADR report on the Republic of the Congo (maximum 50 pages plus annexes).

The final report of the ADR to be produced by the evaluation team should contain, at the minimum:

- Executive summary of conclusions and recommendations;
- Background, with analysis of country context;
- Assessment of strategic positioning and programme relevance;

- Review of programme performance;
- Lessons learned and good practices;
- Findings and recommendations; and
- Annexes (e.g., Terms of Reference, persons met, documentation reviewed, statistics).

7. EVALUATION TEAM

An international consultancy firm will undertake the assessment and will 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. The team members should have in-depth knowledge of developments in Africa and preferably be fluent in French.

The composition of the evaluation team shall reflect the independence and the substantive results-focus of the evaluation. The Evaluation Office will select the international evaluation consultancy firm.

8. MANAGEMENT ARRANGEMENTS

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

The country office will take a lead role in organizing dialogue and stakeholder meetings on the findings and recommendations. The office will act as a liaison between key local partners and the evaluation team, ensure the team's access to all available materials and provide support to logistics and planning.

The Evaluation Office 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 the preliminary research and the issuance of the final ADR report. The country will contribute in-kind support. The Evaluation Office will also cover costs of any stakeholder workshops as part of the evaluation.

The timeframe and responsibilities for the evaluation process are as follows:

- Desk review and analysis of documentation: January 2008
- Inception meetings in New York: 21–25 January 2008
- Scoping mission to the Republic of the Congo: 28 January – 4 February 2008
- Main ADR mission to the Republic of the Congo: 28 February – 12 March 2008
- Submission of final draft report: 25 March 2008
- Submission of final report: 22 April 2008

Annex II

KEY DOCUMENTS REVIEWED*

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* Project documents, reports and financial tables, as well as numerous briefing notes provided by the UNDP country office, are not listed.

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Annex III

PEOPLE CONSULTED

GOVERNMENT OF THE REPUBLIC OF THE CONGO

Germain Bemba-Bantsimba, Inspector
of Municipal Services, Township of
Pointe-Noire

Benjamin Boumakany, General Secretary of
the Government

Jean Marie Bossina, Third Secretary, Permanent
Mission of the Republic of the Congo to
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Chantal Maryse Itoua-Apoyolo, First
Counsellor, Permanent Mission of the
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Jocelyne Milandou, Vice President, Cour des
Comptes et de Discipline Budgétaire
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Pierre Ngollo, First Secretary, Bureau of the
National Assembly

Alphonse Nzoungou, President,
National Commission of the
Fight against Corruption

Jean-Christoffe Okandza, Chief of Staff,
Ministry of Planning

Emmanuel Okandze, Administrative Counsellor,
Bureau of the National Assembly

Luc Joseph Okio, Minister Counsellor,
Permanent Mission of the Republic of the
Congo to the United Nations, New York

M. Oko-Olingoba, Chief of Staff, Bureau
of the National Assembly

Mwaziby Olingoba, Commissioner for the
Economic Reintegration of Former
Combatants, HCREC

Jean-Baptiste Ondaye, Director General,
Ministry of Planning

Gilbert Pana, Director, Government Publication
and Documentation

Emilienne Raoul, Minister of Health, Social
Affairs and Family

Col. Michel Sangha, Prefect, Pool Department
Etari Wa Dzon, Planning and Development
Department, Ministry of Planning

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Lilian Barros, Coordinator, Comptoir Juridique
Junior (legal aid NGO)

Yvonne Bantsimba, Manager, Kinsoudi Primary
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Primary School, Brazzaville

El Hadj Djibril Bopaka, Union Nationale des
Opérateurs Economiques Congolais
(Employers Union)

Serge Bouiti-Viaudio, Coordinator, Human
Development Programme, TOTAL-Congo

Scholastique Dianzinga, Centre de Promotion
de la Femme en Politique (NGO for the
promotion of women in politics)

Father Christian de la Breteche, President,
Forum of Junior Enterprises (NGO)

Hervé Diata, Dean, Faculty of Economic
Sciences, Marien Ngouabi University

Georgette Ingani, Regional Director,
Centre Régional pour l'Eau Potable et
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Florent Mboundou, Executive Director,
Association Congolaise du Bien-Etre
Familial (family welfare NGO)

Loamba Moke, General Secretary, Association pour la Défense des Droits Humains et de l'Univers Carcéral (human rights and prisons NGO)

Jules Arsène Myningou, Chief, Environment Department, TOTAL-Congo

Octave Gildas Ndalla-Bikoumou, Micro-finance Expert, Forum of Junior Enterprises (NGO)

Jeannin Ndamba, Environment Expert, Free University of the Congo

Roch Euloge Nzobo, Programme Officer, Observatoire Congolais des Droits de l'Homme (human rights NGO)

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J.J. Samba, General Secretary, Union Patronale et Inetr-Professionnelle du Congo UNICONGO (employers union)

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Annex IV

INFORMATION NOTE*

The Evaluation Office of the United Nations Development Programme (UNDP) has requested that Abacus International Management L.L.C. provide a team of independent consultants to evaluate the contribution of UNDP to development results in the Republic of the Congo. This exercise will primarily concern the period of 2004 to 2007. It will endeavour to analyse the projects and activities of UNDP and to compare the results of these actions to those that were anticipated when the currently ending programme cycle was adopted. The evaluation will take place between January and April 2008. The evaluation team is entirely independent from UNDP. It is composed of Abdenour Benbouali, Hyacinthe Defoundoux-Fila and Carrol Faubert, who will act as Team Leader.

For its research work, the evaluation team will visit the Republic of the Congo between 24 February and 10 March. It will meet, individually or in groups, with the principal partners of UNDP in the government, as well as with donors, international agencies and organizations, international financial institutions, non-governmental organizations and civil society representatives. The evaluation team will also meet persons and groups who are not directly engaged in a partnership with UNDP, but who can contribute to the understanding of actions in favour of development, reconciliation and reconstruction.

The evaluation will analyse the major themes of the 2004–2007 programme, which support:

- Good governance;
- Poverty reduction;
- The preservation of the environment and the management of natural resources;

- Prevention and reconstruction in a post-conflict situation; and
- The cross-cutting themes of gender, HIV/AIDS and new information and communications technologies.

The team will also be concerned with non-budgetary activities and those implemented with small budgets, including advocacy, the development of partnerships, the development of national capacities, etc.

With regard to activities and programmes, the analysis carried out by the evaluation will address the relevance of strategic and programmatic choices of UNDP, the efficiency of intervention, the sustainability of results achieved, the national ownership, the strategic positioning of UNDP and its comparative advantages.

The following list represents some of the principal questions, to which the evaluation team will try to find answers. These questions will constitute the thread of discussion the team will have with you and other persons consulted.

1. What have been the main UNDP contributions to development in the Republic of the Congo? What could it have done differently to improve these contributions? Has UNDP made the right strategic choices?
2. Has UNDP been able to correctly analyse an evolving situation and to anticipate and adapt its interventions, programmes and projects to the environment in which it operates?
3. Have UNDP programmes correctly reflected national priorities? Do programmes fit in

* Unofficial translation from an original in French.

harmoniously with the efforts of other components of the international community in the Republic of the Congo?

4. Have the results achieved, positive or negative, in the areas of UNDP intervention been due to the efforts and activities of UNDP or to external factors?
5. Are these results of a permanent nature? Can they be sustained?
6. Do you see UNDP as a reliable and useful partner? How could it improve its relations with you and, generally, its image as an efficient partner for the development of the Republic of the Congo?
7. According to you, what determines the strategic and programmatic choices of UNDP? What are the external factors influencing UNDP choices?
8. Is UNDP perceived as an important agent of change in the areas of governance, poverty reduction, environment protection, reconciliation and reconstruction, the promotion of gender equality and the fight against HIV/AIDS?
9. Does the entire UNDP programme and its various projects, particularly in the areas of governance and poverty reduction, convincingly incorporate the stated priority of the promotion of women?
10. Does UNDP play an important part in the coordination between the different actors supporting development in the Congo? According to you, what is the UNDP “value added” in the development aid set up in the Republic of the Congo?
11. What do you think of UNDP interventions in advocacy activities, coordination, the development of partnerships and capacity building? Do you think that the actions and interventions of UNDP have an effect on sectoral and national policies?
12. Do the UNDP interventions contribute efficiently to supporting national efforts for the attainment of the Millennium Development Goals?

Should you wish to send the evaluation team written comments prior to its arrival, you may do so by sending an e-mail directly to the Team Leader, or to the officer responsible for this evaluation in the UNDP Evaluation Office in New York. We would also be grateful if you could identify any documentation that could be useful to the evaluation team and, if the documents exist in electronic form, send them to the addresses above or provide a copy at the time of meeting with the team. The evaluation team will need documents, statistics and precise facts.

The evaluation team,
Brazzaville, February 2008