DRAFT TERMS OF REFERENCE (TORs) for the Independent strategic evaluation of the performance and impact of UN-HABITAT programme managers (HPMs)

December 2005

1. Background information

The United Nations Human Settlements Programme (UN-HABITAT) is mandated by the United Nations General Assembly to promote, monitor and report on progress in the implementation of the Habitat Agenda. The Agency is also responsible for United Nations Millennium Declaration targets on slums, water and sanitation. In implementing its mandate, UN-HABITAT is guided by the General Assembly (GA) and its subsidiary organs, which include the Governing Council (GC) and the Committee of Permanent Representatives (CPR) to UN-HABITAT.

The organization works and cooperates with governments, local authorities, non-governmental organizations, the private sector and other agencies in promoting sustainable urbanization and reduction of urban poverty. Its work involves normative, operational, knowledge/capacity-building, monitoring advocacy and partnership building; at global, regional, national and local levels.

Following the elevation of United Nations Centre for Human Settlements (UNCHS) to UN-HABITAT (GA resolution 56/206), and the need for better presence and representation at the country level, to advocate the relevant Millennium Development Goals and the Habitat Agenda, UNDP and UN-HABITAT signed an Memorandum of Understanding (MOU) in October 2002 to establish the posts of the Habitat Programme Managers (HPMs). The MOU was on a pilot basis, and in the line with overall UN policy on inter-agency cooperation at country level. The GA welcomed HPMs initiative in its resolution 57/275 of December 2002 and called upon UN-HABITAT to continue to work closely with other organizations of the United Nations system.

The HPMs are recruited locally by UN-HABITAT and often posted within the UNDP structure. The generic TOR for HPMs recruitment are reviewed and amended to suit the specific needs of each country. The recruitment is participatory and involves UN-HABITAT, UNDP and Focal Point Ministries in the Government, and civil society representatives in case of countries in Latin America and the Caribbean. Once the HPM is selected, in most cases, a one-year fixed term contract of a National Officer is offered through UNDP.

By the end of September 2005, a total of 35 HPMs had been recruited in Africa, Asia and Pacific, Latin America and the Caribbean regions (see list of HPMs in annex 2). They are tasked to mainstream urban development and shelter issues in country level activities of the UN system such as United Nations Development Assistance Frameworks (UNDAFs), and in national poverty reduction strategies and developmental policies. They are also to promote the global and normative mandate, programmes and campaigns of UN-HABITAT; and to support operational activities of the UN-HABITAT at the national and local levels, and to identify areas of cooperation.

To familiarize HPMs with the mandate, strategic goals, priorities and structures of UN-HABITAT, a five days training seminar was organized at the Headquarters, Nairobi, in November 2004. Twenty eight HPMs attended the seminar. In addition, various workshops and seminars at subprogramme/division level of UN-HABITAT have built individual capacities of HPMs to improve
their performance and effectiveness. Several participated in the Second World Forum and the twentieth session of Governing Council to understand decision-making processes of UN-HABITAT.

1.1 Criteria for selecting countries for placement of HPMs

Priority is given to Least Developed Countries (LDCs). However, upon request of interested Government and UNDP Country Offices and given the importance of the UN-HABITAT portfolio and the challenge faced by the Human Settlements sector, UN-HABITAT may also select other priority developing countries.

1.2 Funding of HPMs

Presently, the funding of HPMs combines allocation from global programmes, earmarked contributions and general purposes. In some cases, recipient countries and project funding are utilized to cover part of the cost. Based on the MOU signed with UNDP, country offices hosting HPMs provide office space and overall administrative support. The programmes and projects generated at country level are expected to contribute to strengthening the financial base and quality of work of the HPMs.

1.3 Reporting and Monitoring of HPMs

Administratively, HPMs are working under the UN Resident Coordinator System and often represent UN-HABITAT in UN Country Teams. They report to designated officers in the Regional Offices of UN-HABITAT and to the Office of the Executive Director (OED). This reporting mechanism is intended to ensure coordination of all UN-HABITAT activities at country level.

1.4 Why evaluate HPMs?

In accordance with the Regulations and Rules governing Programme Planning, the Programme Aspects of the Budget, the Monitoring and Implementation and the Methods of Evaluation (PPBME) contained in UN SG’s bulletin (ST/SGB/20008), and in the overall context of the SG’s Reform Programme to improve Programme Performance, the Office of Internal Oversight Services (OIOS) carried out an in-depth programmatic evaluation of the UN-HABITAT. The evaluation was undertaken in September 2004, to assess the achievements and effectiveness of the UN-HABITAT major objectives and goals. The findings and recommendations articulated in the evaluation report (E/AC.51/2005/3), were welcomed by the CPR and the GC. One of the major recommendations (Recommendation 7), was to conduct an independent strategic evaluation of the performance and impact of the HPMs before the end of 2006; for review by senior management of both UN-HABITAT and UNDP, and to be reported to the UN-HABITAT Governing Council at its twenty-first session, as requested in resolution GC/20/15.

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1 The Office of Internal Oversight Services (OIOS), was established by the General Assembly in 1994 to enhance the internal oversight within the United Nations. It is an independent office reporting directly to the UN Secretary General. It conducts in-depth evaluations and makes the evaluation reports available to the General Assembly to assist intergovernmental bodies in assessing the relevance, efficiency, effectiveness and impacts of UN Programmes.
2. Purpose of the Evaluation

The purpose of the independent evaluation is to assess the performance, effectiveness, relevance, value added and impact of HPMs in mainstreaming urban development and human settlements issues in country level activities. The evaluation is a forward looking lesson-learning exercise to yield findings that will be incorporated into the decision-making process by UN-HABITAT and UNDP, Governing bodies of UN-HABITAT (CPR and GC) and other stakeholders. It will be evaluated as a programme rather than looking at a single staff performance. The evaluation will draw lessons learned and recommend improvements for strengthening the HPMs overall performance and support country level activities. It is intended to:

(a) Assess relevance and value added of HPMs to UN-HABITAT strategic goals and priorities, country needs, partners and donor policies. A comparison with countries where there are no HPMs will be necessary for purposes of relevance.

(b) Examine effectiveness of HPMs in contributing to UN-HABITAT’s capacity to achieve its developmental goals at country level;

(c) Assess HPMs contributions to integrating shelter and urban poverty issues into the United Nations Development Assistance Frameworks (UNDAFs) and national poverty reduction strategies; promoting the global and normative mandates; and supporting operational activities of UN-HABITAT at the national and local levels;

(d) To assess capacity of HPMs to generate cooperation initiatives;

(e) Provide pointer as to what needs to be done and identify areas where further actions are needed to make HPMs cost-effective in integrating human settlements issues at country level;

(f) Draw lessons, identify good practices and suggest improvements;

(g) Make concrete recommendations on follow-ups and modalities of sustainability.

3. Evaluation scope and focus

Essentially, the independent evaluation is expected to be carried out over a three-month period beginning June 2006. It will assess HPMs performance during the period 2002 to 2006. It will involve all countries where UN-HABITAT has posted HPMs. The evaluation will focus on the performance of HPMs as they relate to their job description including; (i) their active participation in UN country activities and United Nations common strategic planning, (ii) advocating UN-HABITAT’s normative mandate into national coordinating structures, with the overarching goal of reducing poverty and achieving the Millennium Development Goals (MDGs) on slum dwellers, water and sanitation; and contributing to national policy in areas of secure tenure, urban governance, urban urban environment, gender equality, HIV/AIDS, urban safety and security, and Disaster Management; (iii) increasing visibility and influence, positive changes in attitudes and perceptions among the UN-HABITAT partners; (iv) mobilizing resources and supporting operational activities. The evaluation should also focus on systemic issues including policy, administrative and funding constraints and integration of HPMs in UNDP structures that impact on the HPMs performance; and assess relationships and balances of HPMs with UN-HABITAT Regional Offices.

4. Phases and Methodology

The evaluation exercise will be carried out in three phases:

(i) Self assessment of HPMs themselves, in March 2006

(ii) Assessment of HPMs by Headquarters, UNDP and Regional offices, in April -May 2006

(iii) Independent evaluation, by external consultants, in June-September 2006
For the assessments, a structured format will be prepared by the UN-HABITAT Secretariat and be discussed at Senior Management Board meeting. The main frame of reference will be HPMs TOR as specified in their contracts. A structured self-assessment should highlight achievements and challenges of the HPMs initiative. The assessments will set footing and contribute to the smooth independent evaluation exercise.

Independent evaluation will employ a variety of methodologies including desk review of relevant documents, client survey questionnaires, interviews, meetings and discussions with selected stakeholders, and field visits.

The evaluation team will consider thematic papers, project documents, and programme evidences, HPMs progress reports as well as available documentation from countries that may reflect HPMs contributions. A wide stakeholder consultation and involvement is envisaged. The consultants will contact Government Ministries/institutions, NGO, private sector representatives UN Agencies, bilateral donors and beneficiaries. They will also visit representative sample of countries and communities, to be coordinated with the regional offices and UNDP offices to ensure a balanced coverage.

5. Implementation arrangements
(a) Who is responsible for organizing and guiding the evaluation?

It is suggested that a small group (a steering Group) consisting of at least two members of UN-HABITAT Secretariat, three representatives of beneficiary countries (Africa and Arab states, Asia and Latin America and the Caribbean); and two representatives of major UN-HABITAT donors be formed to provide guidance and support to the evaluation. This issue was discussed by the CPR working Group 2 in relation with resolution 20/15: Human Settlements Programme Managers and Regional Offices.

It was suggested that Draft TORs be finalized by UN-HABITAT Secretariat, and to be circulated a again for final comments. Unfortunately the Working Group did not form the anticipated steering committee to go into details and finalize the implementation arrangements, including funding of the evaluation. It is hoped that comments on these TORs will include suggestions on the steering committee and next steps to take.

(b) How much time will the independent evaluation require?

(I) Inception: preparation and presentation a detailed evaluation plan revealing overall approach, methodology and suggested timeframes (two weeks);
(ii) Diagnosis: scanning for key issues related to HPMs performance and other parallel activities including: (i) desk review of relevant documents; (ii) selection of interviewees at Headquarters, country offices and other stakeholders (one month);
(iii) Field visits in selected countries; (ii) interviews with external key informants from related organizations and country ministries; (iii) extensive use of secondary data such as reports and national documents where HPMs contributions are emerging (two month);
(iv) Drafting of evaluation report (two weeks);
(v) Debriefings (two weeks);
(vi) Preparation of the final report: presenting findings and conclusions and proposing specific and achievable recommendations for improvements (2 weeks).
In total the independent evaluation exercise will take 3 work months, spread over 4 months.
(c) Selection of sample countries

A maximum of 8 (to be selected out of the 35 countries) is suggested to be a good sample for this evaluation. The criteria for selection of countries will by region and where the HPMs have operated for more than two years. By region, four countries under the Regional Office for Africa and the Arab States (ROAAS); two under the Regional Office for Latin America and Caribbean (ROLAC); and two under the Regional Office for Asia & Pacific.

6. Evaluation team composition and competencies

The evaluation is to be carried out by an independent team of consultants to be selected on a competitive basis. Because of the time, negotiations and costs involved when contracting companies, it is anticipated that individual consultants will be used for this evaluation. Four consultants will be needed for the evaluation in three regions (1 team leader and 3 other consultants).

After Approval of TORs the next step will be to call for proposal for undertaking the evaluation. Competitive proposals from individual consultants will be assessed on education, knowledge, expertise, abilities, skill and experience appropriate to undertake the proposed evaluation exercise. As a whole, the evaluators should have the following competences:

- Experience in human settlement and development issues;
- Significant knowledge and experience conducting evaluations;
- Consultancy experience in developing countries;
- At least one of the consultants will have worked extensively with United Nations system and be familiar with gender issues; if possible the remaining three consultants, each come from each of the three regions.
- Facilitation skills, particularly of stakeholders consultations exercises;
- Strong qualitative and quantitative data collection and analysis skills;

CPR members are called upon to propose names of consultants able to undertake the evaluation.

7. Expected deliverables

Evaluation plan, draft evaluation report and final evaluation report are the main expected deliverable from the consultants. The final report must conform to the UN-HABITAT Evaluation Report Standard Format (see annex 1 attached). It should be provided in hard copy and electronic version, in Microsoft word.

8. Indicative budget to be discussed by the CPR Working Group 2

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<th>Item</th>
<th>Description</th>
<th>Total cost</th>
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<tr>
<td>Fee for 4 consultants</td>
<td>Four consultants at US$8,000 per month for 3 months (4 x 3 x 8,000)</td>
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<tr>
<td>Field missions</td>
<td>Travel for consultants in 8 selected countries (4x 8 x 2000)</td>
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<td>DSA</td>
<td>30 days x 4 consultants x US$ 200 (two weeks in the field plus 2 weeks in Nairobi for debriefing)</td>
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<td>Miscellaneous</td>
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<td><strong>Total</strong></td>
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Annex 1: Suggested Structure of UN-HABITAT Evaluation Report

(i) Title page and opening pages
(ii) Table of contents to include:
   • Chapters and sub-headings;
   • List of tables;
   • List of figures;
   • List of annexes;

(iii) Acronyms

(iv) Executive Summary

This should be a stand alone synopsis of the report to include project findings, lessons learned, conclusions and recommendations. It should contain, in not more than 3 pages, information on:
   • Context of the evaluation;
   • Purpose and scope;
   • Brief description of the methodology rationale;
   • Main findings;
   • Conclusions;
   • Recommendations;
   • Lessons learned.

1. Introduction/ Evaluation Background

The Introduction should contain:
   • Purpose of the report;
   • Scope of the programme/project;
   • Scope of the evaluation
   • Structure of the report;
   • Representation of the evaluators/consultants.

2. Programme/project description

The programme description should cover:
   • Dimensions of the programme to be evaluated;
   • Selection criteria for countries and placement of HPMs;
   • Stakeholders;
   • UN-HABITAT, UNDP and Regional Offices Contexts
   • Issues to be addressed;
   • Linkages to other UN-HABIAT programmes/policies;
   • References to relevant documents and mandates;
   • What results were expected to be achieved;
   • Reporting and Monitoring of HPMs;
   • Funding and sustainability HPM programme;
   • Other information (phases, timeline, budgets, etc.).
3. Evaluation Methodology

The evaluation methodology should cover general approach used including:
- Design of the evaluation/justification of the methodology used;
- Data sources, collection methods and analysis used;
- Limitations associated with methodology;
- Performance expectations (indicators);
- Participation/stakeholders’ contribution;
- Specifics for addressing evaluation questions;

2. Evaluation findings

The evaluation findings should include:
- Answers to evaluation issues arrived at by analysis of data with the evidence;
- Findings regarding programme relevance;
- Findings about efficiency (the extent to which the programme objectives have been met);
- Progress achievements/challenges/constraints;
- Findings on resources utilization (cost-benefit analysis);
- Findings on effectiveness (achievements of objectives at the time of evaluation);
- Findings about outcomes and impact;
- Findings on sustainability.

3. Conclusions

Conclusions should:
- Add value to the findings;
- Focus on issues of significance related to key questions of performance

4. Recommendations

Recommendations should:
- Contain suggestions to improve future performance;
- Be supported by evidence and findings;
- Be adequate in terms of the TOR;
- Facilitate implementation taking into consideration of regional differences.

5. Lessons learned

Major lessons learned related to:
- Programme design and implementation;
- Best practices needing replication;
- Avoiding mistakes;

6. Annexes

Annexes should contain: TOR; List of persons consulted; List of important documentation. Evaluation work plan; Data collection instruments (if any).
### Annex 2: List of Habitat Programme Managers

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<thead>
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