

Approved by
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ANNEX II.

TERMS OF REFERENCE
for the Final Evaluation of the UNDP Project
"Automation of voters's identification process during the electoral cycle in 2015-2017"
funded by the Government of Japan

Project Name (PPG)	"Automation of voters's identification process during the electoral cycle in 2015-2017" (PID 00095323)
Short title of Assignment:	International consultant to conduct final evaluation of the project
Type of Contract	Individual Contract (IC)
Duty station:	Home based with one up to 5-days mission to Kyrgyzstan, Bishkek
Duration of Contract:	27 working days in total (December 2016 - January 2017).

BACKGROUND

The Kyrgyz Republic gained independence from the USSR in 1991. After the revolution of 2005 unseated President Akaev and popular protests in April 2010 ousted President Bakiev, a new constitution was approved in June 27, 2010 referendum shortly after the inter-ethnic violence in the South of 10-14 June 2010. It is important to mention that both referendum of June 2010 and the Parliamentary elections which then held in October 2010 were evaluated as the most open, transparent and democratic ever happened in this country before. Following the presidential elections in December 2011, Interim President Roza Otunbaeva peacefully transferred power to Almazbek Atambaev, the winner. October 2015 Parliament elections first time in Central Asia and the whole CIS region were conducted with massive use of biometric data identification equipment and new automatic ballot boxes in accordance with the presidential Decree "On Measures on the Improvement of the Electoral System of the Kyrgyz Republic" of 22 May 2013. This elections were also recognized by international community as the fair, transparent and democratic.

At present the situation in the country is stable, but the root causes of earlier unrests are yet to be adequately addressed. The Government's legitimacy is often challenged and protests are frequent occurrences throughout the country. Corruption is pervasive and many citizens have lost faith in Government's ability to provide basic services, justice and security.

While the political opposition remains highly fragmented, potential problems in the social-economic sphere can trigger the growth of protests among the poorest part of the population, which is immediately

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taken advantage of by the opposition for their own purposes.

Main country policy goals were defined in the National Strategy for Sustainable Development (NSSD) of the Kyrgyz Republic for 2013-2017 approved by the Presidential Decree in January 2013. The Kyrgyz Government developed the Programme of Transition to Sustainable Development and the Government's Action Plan for the period up to 2017, which in content correspond to priorities and directions, as reflected in the NSSD.

Description of project

UNDP has developed this project document responding to an explicit request from the Authorities of the Kyrgyz Republic to provide a technical assistance and support aimed at conducting democratic and transparent elections.

The main goal of the project was to provide the State Registry Service and the Central Election Commission with modern electoral and identification equipment (introduction of ITC) and offer some capacity development in order to ensure an effective tool for recording and identification of voters and ensure the implementation of the electoral rights of citizens and guarantee peaceful, free and fair elections.

The project was envisioned to last for one year (within March-December 2015).

Donor: Government of Japan.

Budget: 740 million Japanese Yen or USD 5,956,693 USD (at rate of 124,24).

The grant of the Government of Japan aims at equipping the State Registry Service and the Central Election Committee for Elections and Referendums of the Kyrgyz Republic with modern electronic equipment to improve the registration process, voters' identification and guarantee their voting rights, as well to increase the capacity of the staff of relevant governmental agencies.

The handover ceremony took place with participation of the first Vice Prime Minister of the Kyrgyz Republic Tayirbek Sarpashev, Chairman of the CEC Tuigunaly Abdraimov, Chairperson of the SRS Alina Shaikova, Ambassador Extraordinary and Plenipotentiary of Japan to Kyrgyzstan Takayuki Koike, Resident Coordinator of the United Nations in the Kyrgyz Republic Alexander Avanesov, as well representatives from the Government's Office of the KR, international organizations and mass media.

Representatives from the State Registry Service under the Government of the Kyrgyz Republic, Embassy of Japan to the Kyrgyz Republic and UNDP in the Kyrgyz Republic have signed a handover document for the following set of equipment:

- 5000 laptops;
- 5950 fingerprint scanners;
- One set of server and network equipment;
- 5000 thermal printers;
- 3000 UPS (uninterruptible power supply);
- 2500 wall-mounted monitors.

The aforementioned equipment for an electronic identification of the voters were purchased by the UNDP Procurement Center in Copenhagen in line with internationally recognized procedures. The UNDP Project has also provide relevant trainings (TOTs) for the staff of the State Registry Service on their proper use.

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II. Evaluation Purpose

The aim of the evaluation is to assess the contribution made by the UNDP Project, funded by the Japanese Government, to the electoral processes in the Kyrgyz Republic by a massive introduction of electoral and identification equipment. The evaluation will consist of an independent in-depth review of the Programme implementation progress, assess its impact on the development of democratic electoral processes and peaceful, free and fair elections; identify the lessons learned and to make recommendations regarding the specific actions that might be taken to further improve UNDP's project and development model. The analysis and recommendations presented by the evaluation will provide the basis for further development of UNDP support to democratic elections in the Kyrgyz Republic.

UNDP, the Kyrgyz Government, as well as other donor agencies, will benefit from the results of the evaluation. Central Elections Commission and other stakeholders will take into consideration the lessons learned and findings of the evaluation and will incorporate them into the future plans for project implementation.

The analysis and recommendations presented by project evaluation will provide the basis for further development of UNDP support to democratic elections in the Kyrgyz Republic.

OBJECTIVES

The overall objective of the project evaluation is to assess the extent to which the Programme achieved its overall objectives and outputs as identified in the Programme Document, to provide UNDP CO with a clear analysis of the progress and lessons learned and to make strategic recommendations that could enhance the programme supporting Government's efforts to contribute to the consolidation of good governance and democratic practices in Kyrgyzstan with the aim of promoting sustainable and effective institutional capacity to achieve recurring free and fair elections.

SCOPE OF ACTIVITIES

The approach to be used by the Consultant will include: extensive review of documentation and interviews. The Consultant will work closely with UNDP CO and Democratic Governance Programme (DGP) and the government counterparts and other project beneficiaries.

Desk Review

The Consultant will review the documents related to the project, prior to the start of the evaluation mission. The documents will be provided by the UNDP CO and the Election Project.

Interviews

- a. Meeting the key actors in the field of electoral administration and processes, electoral system reform, electoral assistance, civic and voter education;
- b. Interviewing the project staff and other key persons and institutions involved, with special attention to the Central Elections Commission of Kyrgyzstan.

Preparation of draft evaluation report.

The draft report will have to be presented to UNDP SM and Election Project team on the last day of evaluation.

Preparation of final evaluation report. Within 3 weeks after evaluation accomplished.

The evaluation will assess operational aspects, such as project management and implementation of activities and also the extent to which objectives are being fulfilled. Therefore, the evaluation will examine the following main issues:

relevance – the extent to which the programme design and delivery of activities was able to respond to and address the organizational and programming priorities of the EMBs (SRS and CEC), and other participating stakeholders;

effectiveness – the extent to which programme activities yielded expected outputs at the sub-component level and contributed to expected outcomes, e.g. improved:

- cost-effectiveness: to what extent are the inputs to the programme sustainable, for future elections, particularly large procurements and investments?
- value for money – the extent to which programme funds, expertise and time were used judiciously to achieve desired programme results?
- were programme inputs procured in a timely way and with intended results?
- sustainability – the extent to which the legislative and policy innovations, strengthened human capacities, and management systems are likely to benefit the EMBs and other recipient partners into the future with a view to the next scheduled elections.
- Sustainability should be assessed in particular with regard to the following: Improvements to the Voter's Register because biometric registration. Skills and expertise development. Creation of a peaceful and non violence political environment. Future use of other assets procured by the programme. Impact – the evaluation should seek to approximate or estimate the programme's contribution to free, fair and credible elections.

FINAL PRODUCT

Products	Timing (indicative)	PAYMENT STRUCTURE
Preparation (on line desk review of the documents)	3 working days after contract signing (December, 2016)	100%
Evaluation Mission conducted: a. Meeting with the key actors in the field of electoral administration and processes, electoral system reform, electoral assistance, civic and voter education; b. Interviewing the project staff and other key persons and institutions involved, with special attention to the State Registration Service and Central Election Commission. Draft Evaluation Report (presentation at UNDP CO)	10 working days after contract signing (December, 2016)	
Final Evaluation report provided (as per the template provided in Annex 1)	Within 27 working days after contract signing (January 2017)	

QUALIFICATION REQUIREMENTS

- Minimum Master degree or equivalent in law/ political science/public administration or international relations. Advanced degree in the aforementioned areas – is advantage;
- At least 5 years of professional experience in the field of democratic governance and/or electoral reforms;
- Experience in the CIS regions, at least 3 projects evaluated in the region;
- Language skills: fluency in English. Knowledge of Russian is an advantage.

TRAVEL REQUIREMENTS

This assignment is home based with one up to 5-days mission to Bishkek, Kyrgyzstan and it will not include travels outside Bishkek.

All envisaged travel costs must be included in the financial proposal. This includes all travel to join duty station/repatriation travel. In general, UNDP should not accept travel costs exceeding those of an economy class ticket and daily allowance exceeding UNDP rates. Should the IC wish to travel on a higher class he/she should do so using their own resources.

In the case of unforeseeable travel, payment of travel costs including tickets, lodging and terminal expenses should be agreed upon, between the respective business unit and Individual Consultant, prior to travel and will be reimbursed.

UNDP CONTRIBUTION

UNDP will provide the International Consultant with the following, needed for effective and timely implementation of the assignment tasks:

- Available national strategic and analytical documents;
- Contact details of stakeholders;
- Provide logistical support during the missions include organization workshops and arranging meeting;
- Security charges are not applicable.

ADDITIONAL REQUIREMENTS FOR THE RECOMMENDED CONTRACTOR

Statement of Medical Fitness for Work.

Individual Consultants/Contractors whose assignments require travel and who are over 62 years of age are required, at their own cost, to undergo a full medical examination including x-rays and obtaining medical clearance from an UN - approved doctor prior to taking up their assignment.

Where there is no UN office nor a UN Medical Doctor present in the location of the Individual Contractor prior to commencing the travel, either for repatriation or duty travel, the Individual Contractor may choose his/her own preferred physician to obtain the required medical clearance.

Inoculations/Vaccinations.

Individual Consultants/Contractors are required to have vaccinations/inoculations when travelling to certain countries, as designated by the UN Medical Director. The cost of required vaccinations/inoculations, when foreseeable, must be included in the financial proposal.

SCOPE OF PRICE PROPOSAL AND SCHEDULE OF PAYMENTS Contracts based on lump-sum

- Lump sum contracts

The financial proposal shall specify a total lump sum amount, and payment terms around specific and measurable (qualitative and quantitative) deliverables. Payments are based upon output, i.e. upon delivery of the services specified in the TOR. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of this lump sum amount (including travel, per diems, and number of anticipated working days).

Preferred Currency of Offer: United States Dollars (US\$)

For local contractors in Kyrgyzstan UNDP shall effect payment in Kyrgyz Som based on the prevailing UN operational rate of exchange on the month of payment. The prevailing UN operational rate of exchange is available for public from the following link: <http://treasury.un.org/operationalrates/OperationalRates.aspx>

Security Clearance.

The Consultant should undertake the Basic Security in the Field (BSIF) training and Advanced Security in the Field (ASIF) tests prior to travelling. These requirements apply for all Consultants, attracted individually or through the Employer.

Annex 1. Template of Evaluation Report

Purpose/Description of the Evaluation Report:

The evaluation report is the key product of the evaluation process. Its purpose is to provide a transparent basis for accountability for results, for decision-making on policies and programmes, for learning, for drawing lessons and for improvement.

This note draws extensively from the Standards for Evaluation for the UN system.

Format:

The Evaluation Report should contain the following:

- Title Page
- List of acronyms and abbreviations
- Table of contents, including list of annexes
- Executive Summary
- Introduction: background and context of the programme
- Description of the program – its logic theory, results framework and external factors likely to affect success
- Purpose of the evaluation
- Key questions and scope of the evaluation with information on limitations and delimitations
- Approach and methodology
- Findings
- Summary and explanation of findings and interpretations
- Conclusions
- Recommendations
- Lessons, generalizations, alternatives
- Annexes

Quality Criteria:

A good evaluation report must be guided by the criteria of utility, credibility, and relevance/appropriateness as defined below.

Utility: An evaluation report is useful when the report is:

- Complete in providing information on the context for the evaluation to allow reader to decide on the value it will derive from the evaluation (i.e. evaluability assessment, stakeholder involvement, evaluator or institutional credibility, alignment of evaluators with national institutions, bases for interpretation, budget, timing, national involvement and alignment).
- The presentation of the evaluation process and findings are complete and well structured to provide ease in accessing information needed for decision-making and for assessing how justified conclusions are based on the linkages among the parts of the report.
- The recommendations are clear and actionable.
- Information on expected plans for follow-through with the evaluation by key stakeholders is provided.

Credibility: An evaluation report is credible when there is professional rigor for objectivity, validity and reliability of the procedures and instruments used.

- Evaluators are competent professionals and valid in the eyes of the users/stakeholders.
- There is accuracy and validity (programme content and contextual factors, instruments, information coverage/sampling, external validity or linkage with other development findings).
- There is reliability or consistency in the information provided.
- The bases for making judgments are transparent and based on negotiated agreements.

Relevance, appropriateness and added-value: A report is relevant, appropriate and adds value when information provided addresses priority or strategic information needs, is not duplicative, and is appropriate given institutional goals. The conduct of evaluation is aligned with national systems.

- The purpose and incentives for use are clear.
- There is alignment with national and government demands, harmonization and coherence within UN and organizational lens: human development and human rights.
- Addresses organizational mandate and the Strategic Plan priorities.
- Advances knowledge or priorities for development (equity, capacity, cooperation and others).

The following provides for each criterion, performance indicators which would provide the basis for assessing report quality in an objective and reliable manner.

1. Utility – Enhancing use and impact of information provided

1.1 The title page and opening pages provide key basic contextual information

- Title of the evaluation that includes a clear reference to the project / programme being evaluated.
- Links to the evaluation plan (with information on strategic value, national involvement and alignment, timing, resources and financing).
- Links to UNDAF outcomes and the Strategic Plan priorities.
- Geographical coverage of the evaluation.
- Name and organization of the evaluators and information in annex for assessment of competence and trustworthiness.
- Name of the commissioning organization (e.g. UNDP country office X).
- Date when the evaluation report is completed.
- Expected actions from the evaluation and dates for action.
- Dates for stakeholder meetings and status of meetings.
- Name of UNDP contact point for the evaluation (e.g. evaluation task manager).

1.2 For a joint evaluation or for the evaluation of a joint programme, the roles and contributions of the different UN organizations or other partners, are clearly described. The report should describe who is involved, their roles and their contributions to the subject being evaluated, including:

- Financial and in-kind contributions such as technical assistance, training and logistic support.

- Participation and staff time.
- Leadership, advocacy and lobbying.

1.3 For a country-led joint evaluation, the framework for the leadership, governance, conduct, use and capacity development are clearly described, and norms and standards for the evaluation are delineated if necessary.

1.4 The information in the report is complete, well structured and well presented. The report should provide information on:

- The purpose of the evaluation.
- Exactly what was evaluated.
- How the evaluation was designed and conducted.
- What evidence was used in the evaluation.
- What conclusions were drawn.
- What recommendations were made.
- What lessons were distilled.

1.5 The report should be clear and easy to read with complementary graphics to enhance understanding:

- The report should apply a plain, non-specialist language.
- Graphics, tables and illustrations should be used, when applicable, to enhance the presentation of information.
- The report should not exceed 50 pages, excluding annexes.
- In the case of an outcome evaluation, the related projects should be listed in the annex, including timelines, implementation arrangements and budgets.

1.6 The executive summary of the report should be brief (maximum 2-3 pages) and contains key information needed by decision-makers. It should contain:

- Brief description of the programme.
- Evaluation purpose, questions and scope of evaluation.
- Key findings.
- Conclusions.
- Key recommendations.

The executive summary should not include information that is not mentioned and substantiated in the main report.

1.7 The recommendations are relevant and realistic, with clear priorities for action.

- Recommendations should emerge logically from the evaluation's findings and conclusions.
- Recommendations should be relevant to the purpose of the evaluation and decisions to be made based on the evaluation.
- Recommendation should be formulated in a clear and concise manner and be prioritized to the extent possible.

2. Credibility - accuracy, reliability, and objectivity

2.1. *The subject or programme being evaluated is clearly and accurately described.*

- The goals and objectives of the programme/project/subject are clearly described and the performance indicators presented.
- The conceptual linkages or logic theory among programme/project strategy, the outputs and the outcomes should be described, explaining their relation to national priorities and goals.
- The context in which the programme/project existed is described so its likely influences in the program can be identified.
- The level of implementation of the programme/project and major divergences between the original implementation plan or approach should be described and explained.
- The recipient /intended beneficiaries, the stake holders, the cost and the financing of the programmes/projects should be described.

2.2. *The report provides a clear explanation of the scope of the evaluation.*

- The objectives, scope and coverage of the evaluation should be explicit and its limitations should also be acknowledged.
- The original evaluation questions from the TORs should be made explicit as well as those that were added subsequently or during the evaluation and their rationale provided.
- The results of an evaluability assessment are noted for its effects on defining the scope of the evaluation. Evaluability is the extent to which *there is clarity in the intent of the subject to be evaluated, sufficient measurable indicators, assessable reliable information sources and no major factor hindering an impartial evaluation process*¹.

2.3. *The methodology is fully described for its role in ensuring the validity and reliability of the evaluation.*

Any description of the methodology should include the following in addressing the questions of the evaluation:

- The universe of data needed to answer the questions and the sources of this data.
- The sampling procedure applied to ensure representativeness in collecting information from these sources (area and population to be represented, rationale for selection, mechanics of selection, numbers selected out of potential subjects, limitations to sampling).
- Procedures applied (including triangulation) to ensure the accuracy and reliability of the information collected.
- Bases for making judgments and interpretation of the findings including performance indicators or levels of statistical significance as warranted by available data.
- Description of procedures for quantitative and qualitative analyses.
- Innovations in methodological approach and added value to development evaluation.
- How the evaluation addressed equity in its design and in the provision of differentiated information to guide policies and programmes.

¹ Norms for Evaluation for the United Nations System, para 7.2.

- How a human development and human rights perspective provided a lens for the evaluation and influenced the scope of the evaluation.

2.4. *The findings of the evaluation address the following in response to the key questions of the evaluation.*

- Cost efficiency and relevance.
- UNDP partnership strategy and the extent to which it contributed to greater effectiveness.
- External factors influencing progress towards the outcome.
- UNDP contribution to capacity development and institutional strengthening.

2.5 *Conclusions are firmly based on evidence and analysis.*

- **Conclusions are the judgment made by the evaluators. They should not repeat the findings but address the key issues that can be abstracted from them.**
- Conclusions are made based on an agreed basis for making judgments of value or worth relative to relevance, effectiveness, efficiency, sustainability.
- Conclusions must focus on issues of significance to the subject being evaluated, determined by the evaluation objectives and the key evaluation questions.

2.5. *Annexes are complete and relevant.*

- The original Terms of Reference for the evaluation.
- Details on the programme and its context in development.
- Details of data and analyses.
- Data collection instruments (e.g. copies of questionnaires, and surveys).
- Evaluation plan.

Relevance and Added Value

3.1. *The purpose and context of the evaluation are described.*

- The reason(s) why the evaluation is being conducted should be explicitly stated.
- The justification for conducting the evaluation at this point in time should be summarized.
- Who requires the evaluative information should be made clear.
- The description of context should provide an understanding of the geographic, socioeconomic, political and cultural settings in which the evaluation took place.

3.2. *The report includes an assessment of the extent to which issues of equity and gender, in particular, and human rights considerations are incorporated in the project or programme.*

The evaluation report should include a description of, *inter alia*:

- How a human development and human rights perspective was adopted in design, implementation and monitoring of the projects or programme being evaluated.
- How issues of equity, marginalized, vulnerable and hard-to-reach groups were addressed in design, implementation and monitoring of the projects or programme being evaluated.

- How the evaluation addressed equity in its design and in the provision of differentiated information to guide policies and programmes.
- How the evaluation used the human development and human rights lens in its defining the scope of the evaluation and in the methodology used.

3.3 The report presents information on its relationship with other associated evaluations and indicates its added value to already existing information.

ANNEX 2. EVALUATION CONSULTANT CODE OF CONDUCT AND AGREEMENT FORM

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form²

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: _____

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at *place* on *date*

Signature: _____

²www.unevaluation.org/unecgcodeofconduct