

Annexes

Annex 1: Terms of Reference

Background

Organizational context:

Within the UNDP Afghanistan Country Office, Support Afghanistan Livelihoods and Mobility (SALAM) project is housed in the Livelihoods and Resilience Programme Unit which is responsible for project design, contracting, and project initiation. The focus of UNDP work on livelihoods and resilience is on reducing poverty and creating mechanisms that help men and women in the country to cope with socioeconomic stresses resulting from the humanitarian crisis and limited human development. The Livelihoods and Resilience Unit in UNDP Country Office in Kabul works with private sector to create jobs and economic growth, and with the government, to build infrastructure, link rural areas to markets, develop new forms of employment suited to the needs of the areas and to people movements. It promotes alternative livelihoods adapted to the threats of climate change with focus on value chains, that also help reduce illicit economy.

The Support Afghanistan Livelihoods and Mobility (SALAM) in Nangarhar is a joint project of UNDP, ILO and UNHCR in collaboration with the Ministry of Labour, Social Affairs, Martyrs and Disabled (MoLSAMD) with the aim to support the Government of the Islamic Republic of Afghanistan (GoIRA) in developing comprehensive, coherent and integrated national and sub-national policy and institutional approaches for enhancing livelihoods in a time of crisis and protracted conflict, and in the wake of the massive and ongoing return of Afghan people from Pakistan. SALAM brings together the Government and three UN Agencies: UNDP, UNHCR and ILO, along with the private sector and other partners, to seek durable solutions for Afghans in line with the Government's vision and strategies for employment generation and labour migration.

With initial funding support from the Government of Finland, the programme's main interventions promote the creation of an enabling environment for generating livelihood alternatives in Nangarhar. Customized support activities will also be provided to address the specialized needs of various groups, including IDPs, migrant returnees, young people, and women. SALAM also targets safer and more productive international labour migration for those who choose to leave Afghanistan, through initiatives that help identify regular opportunities for international migration. SALAM project is expected to deliver the following outputs:

- **Output 1:** Formalized institutional structures in support of regular labour migration for Afghan women and men are established;
- **Output 2:** National and international employment opportunities for women and men IDPs and returnees in Nangarhar province increased.

The geographic coverage of SALAM project is Kabul city and Jalalabad city of Nangarhar province.

In accordance with the revised project document, UNDP intends to conduct this Midterm Evaluation (MTE) of the SALAM project to **provide a comprehensive independent assessment of project performance and governance arrangements and provide recommendations for the remainder of the project implementation.**

SALAM Framework project was signed with an overall budget of US\$ 120 M covering 5 provinces, including Nangarhar. This project remained unfunded except for the Finnish funding earmarked for Nangarhar. A "subproject" was created to reflect the specific contribution of Finland in Nangarhar. The Nangarhar specific project document reflects a reduction in the scope of the SALAM Framework, including the number of provinces from 5 to one (Nangarhar), from 3 to 2 outputs, a corresponding change in the number of

indicators and activities (from 46 to 12 activities and an evaluation). In accordance with these changes, the budget was reduced from US\$ 120 million to US\$ 5 million and the revised time frame from 2021 to 2019.

The mid-term evaluation is expected to serve as **a means of validating or filling the gaps in the initial assessment of relevance, effectiveness, efficiency and sustainability obtained from monitoring**. The mid-term evaluation provides the opportunity to **assess early signs of project success or failure and prompt necessary adjustments**. Specifically, the mid-term evaluation is intended to provide a programme or project manager with a **basis for identifying appropriate actions** to:

- Address particular issues or problems in project design, identify potential project design issues or problems;
- Address particular issues or problems regarding project implementation;
- Address particular issues or problems regarding the project management;
- Assess progress towards the achievement of objectives and targets;
- Identify and document initial lessons learnt from experience (including lessons that might improve design and implementation of other L&R Unit projects);
- Identify additional risks (which are not part of the current risk log, if any) and counter-measures;
- Make recommendations and aid decision-making regarding specific actions that might be taken to improve the project and reinforce initiatives that demonstrate the potential for success.

The evaluation will also be used to reflect on the duality of the SALAM overall Framework and the SALAM project in Nangarhar and will include advice on how to revisit the larger SALAM framework for scaling up efforts and resource mobilization.

Against this background, UNDP is hiring an independent International consultant to carry out the Midterm Evaluation of the SALAM project which will be conducted through a consultative process with UNDP, UNHCR and ILO, MoLSAMD, the project donor and beneficiaries.

Evaluation Purpose

The **objectives** of the Mid-Term Evaluation (MTE) are to:

- Assist the recipient Government, beneficiaries, UNDP and, as appropriate, the concerned partners and stakeholders, to improve the efficiency, effectiveness, relevance, sustainability and impact of the project;
- Provide feedback to all parties to improve the policy, planning, appraisal and implementation and monitoring phases; and
- Ensure accountability for results to the project's financial backers, stakeholders and beneficiaries.

Evaluation Scope and Objectives

The Mid-term Evaluation (MTE) will assess progress towards the achievement of the project objectives and outcomes mentioned above and as specified in the SALAM Project Document, and assess early signs of project success or failure with the goal of identifying the necessary changes to be made to set the project on-track to help achieve its intended results. The MTE will also review the project's approach and methodology, its risks to results impact and sustainability and make recommendations on how to improve the project over the remainder of its lifetime.

The questions regarding aspects of relevance, efficiency, effectiveness, impact and sustainability of the project will cover the design, start-up, project management, and project implementation phases from January 2017 to the time of the evaluation (expected in August 2018).

MTE Approach and methodology

The MTE must provide evidence-based information that is credible, reliable and useful. The consultant will review all relevant sources of information including documents (reference the 'Documents to be consulted' section below). The consultant will also interview all relevant stakeholders including all parties who have been contracted by the project or participate in meetings and discussions with the project. The consultant is expected to follow a collaborative and participatory approach ensuring close engagement of all stakeholders (See section below: 'Evaluation Target Groups and sources of information').

The consultant will produce an Evaluation Inception Report based on a review of all relevant documents and initial consultations and present it to the UNDP Livelihoods and Resilience Unit, the Programme Strategy and Results Unit (PSR), UNDP Senior Management and other stakeholders to explain the objectives and methods adopted for the mid-term evaluation.

In addition to the Evaluation inception report, the consultant will produce: a) an Initial findings presentation on the final day of the in-country mission to Afghanistan, b) a Draft evaluation report, and c) a Final evaluation report based on below evaluation criteria and feedback received and including all tools and questionnaires that were used.

Evaluation Questions:

Relevance:

- Is the project design appropriate to address the substantive problem that the project is intended to address? How useful are the project outputs to the needs of the target beneficiaries;
- What is the value of intervention in relation to the national and international partners' policies and priorities (including SDG, UNDAF and UNDP Corporate Strategic Plan; Afghanistan National Peace and Development Framework and the National Priority Programmes, the UNHCR Solutions Strategy for Afghan Refugees (SSAR);
- Are the project objectives consistent with substantive needs, and realistic in consideration of technical capacity, resources and time available.

Efficiency:

- To what extent were adequate resources secured prior to project implementation? Did the project use the resources in the most economical manner to achieve its objectives;
- To what extent were project start-up activities completed on schedule;
- How well is the project managed, and how could it be managed better;
- Is there an appropriate mechanism for monitoring the progress of the project? If yes, is there adequate usage of results/data for programming and decision making;
- What is the project status with respect to target outputs in terms of quality and timeliness;
- What is the potential that the project will successfully achieve the desired outcomes;
- What are the potential challenges/risks that may prevent the project from producing the intended results.

Effectiveness:

- Are the project's objectives and outcomes clearly articulated, feasible, realistic;
- Are the underlying assumptions on which the project intervention has been based valid? Is there a clear and relevant Theory of Change;
- To what extent did the project start-up activities adhere to the agreed approach and methodology;
- If there were delays in project start-up, what were the causes of delay, and what was the effectiveness of corrective measures undertaken? Do start-up problems persist;
- To what extent has the project implemented activities as envisaged? To what extent have those activities contributed to achieving the project objectives;
- What factors have contributed to achieving/not achieving the intended results;

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- To what extent have the project implementation modalities been appropriate to achieve the overall objectives;
- To what extent has the project managed to implement activities across the target project locations;
- To what extent do external factors, such as logistical or security constraints, have impact on project implementation;
- To what extent is the project logic, concept and approach appropriate and relevant to achieving the objectives.

Impact:

- What is the wider perception of the project, its image, applicability and performance? Are project communications effective in positively promoting the project to a wider audience;
- What are the results (or preliminary results) of the intervention in terms changes in the lives of beneficiaries against set indicators?

Sustainability:

- What are the Implementing Partner's resources, motivation and ability to continue project activities in the future;
- Is there adequate all-party commitment to the project objectives and chosen approach;
- To what extent is there constructive cooperation among the project partners? What are the levels of satisfaction of government counterparts, donors and beneficiaries;
- What has been the quality of execution of the implementing partner, and if applicable where are there specific areas for improvement;
- What is the likelihood that the project results will be sustainable in terms of systems, institutions, financing and anticipated impact;
- What is needed for the project intervention to be adapted/replicated further.

In addition to assessing the evaluation questions above, the team should analyze any other pertinent issues that need addressing or which may or should influence future project direction and UNDP, ILO and UNHCR engagement in the country.

Conclusions and Recommendations:

- The MTE will include a section of the report setting out the MTE's evidence-based conclusions, in light of the findings;
- What corrective actions are recommended for the design, start-up phase, managerial arrangements and project implementation, including sustainability, of the project? An actionable recommendation table should be put in the report's executive summary;
- What actions are recommended to follow up or reinforce initial benefits from the project;
- What are the main lessons that can be drawn from the project experience that may have generic application.

Evaluation Target Groups and sources of information:

- The consultant should strive to reach as many people as possible, ensuring diversity of various stakeholder groups, as well as to review existing reports and data for an enriched evaluation;
- A provisional list of stakeholder groups that should be consulted during the evaluation is given below and will be updated once the consultant is on board:
 - Government of Afghanistan: MoLSAMD, and its relevant Directorates, DoLSAMD and DiREC in Jalalabad, Nangarhar Governor's Office;
 - Beneficiaries: MoLSAMD, Trainees and Job Placement Returnees, Private Sector Employers and Employers;
 - International Organizations: UNHCR, ILO, IOM, Oxfam, World Bank;
 - Donor: Government of Finland;
 - UNDP Country Office;

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- SALAM Project Staff in Kabul and Nangarhar.