

UNITED NATIONS DEVELOPMENT PROGRAMME - INDIA

Terms of Reference for Outcome Evaluation of Governance and Livelihoods Programmes

A. National Development Context

The Tenth Five Year Plan set a target for reduction of poverty by 5 percentage points by 2007 and by 15 percentage points by 2011-12 and creation of high quality gainful employment during the Plan period. The challenge before the government and development agencies has been to improve and expand employment opportunities that provide enhanced incomes as well as enlargement and effective delivery of self and wage employment programmes. The Tenth Plan strongly recommended promotion of self-help groups and strengthening of institutions of local self governance (Panchayati Raj Institutions) for poverty alleviation. Accordingly, the key anti-poverty and livelihood programmes focused on:

- Enhancement of gainful and high quality employment and livelihood opportunities
- Focus on labour intensive activities which reflect availability of natural physical resources
- Focus on the poor residing in selected backward districts
- Targeted programmes to address needs of special groups – families below the poverty line, disadvantaged social groups and women

The Tenth Plan further noted that local governments, if properly supported with institutional flexibility, could gradually develop a comparative advantage in the promotion of effective poverty reduction strategies and implementation of poverty reduction and livelihood promotion programmes. Although the 73rd and 74th Constitutional Amendments passed more than a decade ago provided for political and administrative decentralization, limited devolution and inadequate capacity of local governments seem to have undermined the effectiveness of Panchayati Raj Institutions in poverty reduction. Hence, the Tenth Plan stressed the need for improved capacity and funding for major institutions of decentralization. It also emphasized the need to promote the social mobilisation approach to increase the participation of poor and women.

Given this context, the present UNDP India's country programme (2003-2007) formulated in close collaboration with the Government of India focuses on capacity building for decentralization and poverty eradication and sustainable livelihoods. The country programme also emphasizes that information and communication technology (ICT) will be harnessed to support sustainable, people-centred development objectives.

The present UNDP country programme is coming to a close in 2007 and the next country programme (2008-12) is under formulation. The formulation process coincides with the preparation of the Eleventh Five Year Plan of the Government of India which emphasizes rapid growth at 8.5% leading to faster poverty reduction (10% by 2015). However, it places special emphasis on '*broad-based and inclusive growth*' benefiting all parts of the country, especially the rural areas where 75% of India's poor live, as well as disadvantaged social groups.

The outcome evaluation for UNDP's decentralized governance and livelihoods programmes will enable stock taking and lesson learning leading to midcourse corrections as well as contributing

to the next country programmes that continues to focus on these thematic areas, but with a sharper focus on social inclusion and disadvantaged regions.

B. Outcomes to Be Evaluated

The proposed evaluation will evaluate the following country programme outcomes as stated in the Multi Year Funding Framework (MYFF).

Decentralized Governance

Outcome: Enhanced capacity of institutions of decentralized governance for local level planning, service delivery and ensuring participation, transparency and accountability

Indicator: Increase in the number of district plans prepared in collaboration with Panchayati Raj Institutions (PRIs) in partner states

Baseline: (i) Weak system and capacity in PRIs in a number of States with regard to planning and delivery of social services (ii) Civil servants at the cutting edge not suitably oriented for effective interface with decentralised governance

The main objective under this theme is to strengthen local governance and other institutions for local planning, greater participation, transparency and accountability. The various projects under this programme seek to strengthen and build the capacity of local institutions to sustain and manage development interventions and improve service delivery at multiple levels. A primary focus is on strengthening gender-responsive actions by local institutions and community organizations. Other initiatives in support of local governance include promoting the use of Information and Communication Technology (ICT) for facilitating citizens' access to information and enabling e-governance. Strengthening Access to Justice of the poor for poverty eradication and human development is another key UNDP-supported intervention under this theme.

This initiative includes support to operationalisation of capacity building for decentralized urban governance in the context of JNNURM; capacity building for Access to Justice (operationalisation of RTI Act); and support to the National Rural Employment Guarantee Act, etc.

Sustainable Livelihoods

Outcome: Gender-equitable and community-driven approaches to poverty elimination and sustainable livelihoods demonstrated for strengthening public policy.

Indicator: Government guidelines empowering and encouraging marginalised groups and grassroots women's groups to implement poverty eradication programmes.

Baseline: Largely top-down development programming.

The main objective under this theme is to support development of pro-poor livelihoods strategies for poverty reduction. Most projects are located at the district level and focus on social mobilization and supporting organizations of the poor such as self-help groups, community based user groups) to participate in planning, implementing and managing livelihood interventions. Linkages with district administration and Panchayati Raj Institutions (PRI) have been established that aim to strengthen the

livelihood base and diversify the portfolio of economic activities. Specific interventions have focused on strengthening livelihoods based on natural resources and rural tourism, predominantly with tribal communities, women and other socially disadvantaged groups. In addition, public-private-community partnership approach for livelihood promotion based on decentralised planning has been piloted in 4 districts. The first state wide support for livelihood promotion has been introduced in Rajasthan through the Rajasthan Livelihoods Mission launched by the state government. This involves formulation of livelihood strategies for creating employment opportunities, with a focus on poor, vulnerable groups and women; development of an institutional model for enhancing livelihoods for the state; and demonstration of partnership based livelihood models in select areas.

This initiative also includes a project each on National Strategy for Urban Poor (NSUP) and Skills & Knowledge for Improved Livelihood & Living Standards (SKILLS).

C. Objectives of Evaluation

The outcome evaluation seeks to:

- Review the relevant programmes of UNDP and their contribution to national priorities on decentralized governance and livelihoods for stock taking and lesson learning and recommending mid-course corrections that may be required for enhancing effectiveness of UNDP's development assistance.
- Assess the extent to which UNDP outputs and implementation arrangements have been effective for strengthened linkages between the outcomes?
- Provide recommendations for future country programme in the two outcomes and particularly for better linkages between the two

D. Scope of Evaluation

For each of the selected outcomes on decentralized governance and livelihoods, the outcome evaluation shall assess the following:

Outcome analysis

- What is the current national situation and possible trend in the near future with regard to outcomes particularly intended and unintended impacts for women and men?
- Whether the selected outcomes were relevant given the country context and needs, and UNDP's niche?
- Whether sufficient progress has been achieved vis-à-vis the outcomes as measured by the outcome indicators?
- What are the main factors (positive and negative) that have/are affecting the achievement of the outcomes? How have these factors limited or facilitated progress towards the outcome?
- Whether the outcome indicators chosen are sufficient to measure the outcomes?
- To what extent synergies in programming such as partnerships including among various UNDP programmes relate to outcome?
- What are the factors that influenced the differences in participation, benefits and results between women and men?

Output analysis

- What were the key outputs produced by UNDP that contributed to the outcome?
- Are the UNDP outputs relevant to the outcome?
- Has sufficient progress been made in relation to the UNDP outputs?
- Were the monitoring and evaluation indicators appropriate to link outputs to outcomes or is there a need to establish or improve these indicators?
- What are the factors (positive and negative) that affect the accomplishment of the outputs?
- UNDP's ability to advocate best practices and desired goals; UNDP's participation in national debate and ability to influence national policies and programmes.
- What are the recommendations for the existing portfolio?
- What are the lessons, especially pertaining to gender equality and social inclusion, and directions for future programming?

Output-outcome link

- Whether UNDP's outputs or other interventions can be credibly linked to the achievement of the outcome (including the key outputs, projects and assistance soft and hard that contributed to the outcome);
- What are the key contributions that UNDP has made/is making to the outcome, including programme and project management, monitoring and evaluation?
- What has been the role of UNDP assistance in helping achieve the outcome?
- With the current planned interventions in partnership with other actors and stakeholders, will UNDP be able to achieve the outcome within the set timeframe and inputs – or whether additional resources are required and new or changed interventions are needed?
- Whether UNDP's partnership strategy has been appropriate and effective; UNDP's capacity with regard to management of partnerships; UNDP's ability to bring together various partners across sectoral lines?
- UNDP's ability to develop national capacity in a sustainable manner (through holistic, participatory and gender-sensitive approach, building and strengthening institutional linkages, transparency and accountability, exposure to best practices in other countries, south-south cooperation); UNDP's ability to respond to changing circumstances and requirements in capacity development;
- What is the prospect of the sustainability and replicability of UNDP interventions related to the outcome (what would be a good exit strategy for UNDP)?

Linkages between the outcomes

- Do the UNDP outputs and indicators contribute to effective linkages between the two outcomes?
- Are the implementation arrangements appropriate and effective for strengthened linkages between the outcomes?

E. Products Expected from Evaluation

The key product expected from this outcome evaluation is a comprehensive engendered analytical report that should, at least, include the following contents:

- Executive summary

- Introduction
- Description of the evaluation methodology
- An analysis of the situation with regard to the outcome, the outputs and the outcome-output linkages;
- Analysis of salient opportunities to provide guidance in the upcoming country programme cycle;
- Key findings (including best and worst practices, lessons learned)
- Conclusions and recommendations, including suggestions for future programming.
- Annexes: TOR, field visits, people interviewed particularly women, documents reviewed, etc.

Note: It is expected that the report should include analysis of the outcomes pertaining to women and men throughout the report and that gender analysis is not confined to a separate chapter.

F. Methodology or Evaluation Approach

Though the evaluation methodology to be used will be finalized in consultation with the UNDP India Country office, the following elements should be taken into account for the gathering and analysis of data:

- Desk review of relevant documents including Evaluation report for the country on gender mainstreaming in 2005.
- Discussions with the Senior Management and programme staff of UNDP India;
- Interviews with and participation of partners especially with women's groups and other stakeholders;
- Field visits to select key projects
- Consultation meetings

G. Evaluation Team

The evaluation team consists of four consultants: one international consultant each for Decentralized Governance and Livelihoods and two national consultants as team members. The international consultants should have at least a Masters and fifteen years of work experience in the field of decentralization and livelihoods respectively, with expertise in evaluating multifaceted programmes and results-oriented monitoring and evaluation. Previous experience of conducting evaluations, assessments and reviews is mandatory. The international consultant will take the overall responsibility for the quality of the evaluation report (including finalization of the evaluation report in English). The national consultants will be the national experts in the areas of Decentralized Governance and Livelihoods. It is proposed that one among the national consultants is an expert on gender issues. The national consultants will have at least a Masters degree in the relevant field and have at least 10-15 years of experience in their respective areas of expertise. Excellent interpersonal skills and ability to work in teams are required together with strong analytical and writing skills.

Specifically, the international consultants will perform the following tasks:

- Lead and manage the respective thematic outcome evaluation mission with particular attention being paid to women and disadvantaged groups;
- Design the detailed evaluation outline the scope and methodology from a gender perspective (including the methods for data collection and analysis);

- Decide the division of responsibilities and work within the evaluation team;
- Conduct an analysis of the outcome and outputs (as per the scope of the evaluation described above);
- Draft related parts of the evaluation report; and
- Finalize the evaluation report.

Each national consultant will perform the following tasks with a focus on their respective thematic area:

- Review documents;
- Participate in the design of the evaluation methodology;
- Conduct an analysis of the outcome and outputs (as per the scope of the evaluation described above); and
- Draft related parts of the evaluation report.
- Assist respective international consultants in finalizing the document.

H. Implementation Arrangements

Though the evaluation will be fully independent, to facilitate the outcome evaluation process, UNDP India will set up an Evaluation Focal Team (EFT), under the chairpersonship of Senior Deputy Country Director (Programme) of UNDP, which will provide both substantive and logistical support to the evaluation team. The ARRs of the Public Policy and Local Governance (PPLG) and Human Development Resource Centre (HDRC) with the support of concerned Programme Officers will facilitate the evaluators in the specific areas of expertise, to develop plan, methodology and scope of evaluation; conduct field visits; and organise interaction meetings. During the evaluation, UNDP India will help identify the key partners for interviews by the evaluation team.

The outcome evaluation will include the following key activities:

- Evaluation design and workplan
- Desk review of existing documents
- Briefing with UNDP India
- Field visits
- Interviews with partners
- Drafting of the evaluation report
- Debriefing with UNDP India
- Finalization of the evaluation report (incorporating comments received on first draft)

The outcome evaluation will be carried out over an 8 week period in the second quarter of 2007. Duration of assignment of individual consultants would be worked out separately based on detailed evaluation programme being developed.