

TERMS OF REFERENCE

Individual Contractor

1. Assignment Information

Assignment Title:	Evaluation of UNDP Country Programme Action Plan (CPAP) 2016-2018
Cluster/Project:	UNDP Country Office
Post Level:	Senior Specialist
Contract Type:	Individual Contractor (IC)
Duty Station:	Home based with two weeks of field work in Cambodia
Expected Place of Travel:	TBC
Contract Duration:	35 days over the period November 2018 – January 2019

2. Background and Context

The UNDP Country Programme Document (CPD) and Country Programme Action Plan (CPAP) 2016-2018 were developed in 2015 and 2016 respectively. This was when Cambodia went through decades of profound and continuous economic and social transformation, political stability, peace and economic vibrancy. Gross domestic product grew at an average annual rate of 8.2 percent from 2000-2010 and at 7.4 percent from 2011-2013, making Cambodia the world's fifteenth fastest growing economy during the period¹. Cambodia was transitioning from a low to a lower-middle income country based on the World Bank classification. Against the backdrop of social and economic development, challenges remain. While poverty has declined, those who have escaped from extreme poverty remain highly vulnerable to falling back into poverty. Cambodia's subsistence farming is vulnerable to climate change. Even though the employment rate is high, the majority of the labor force is engaged in low skill and non-formal sectors. The forest-dependent livelihoods of 40 percent of rural households, including indigenous communities, are adversely affected by degradation of natural resources. Minority groups and other excluded groups such as Persons with Disabilities (PwDs) and People Living with HIV (PLHIV) have limited access to social protection schemes and basic services. The capacity of local administrations to perform their functions, to deliver services, and to reach out to and respond to the needs of people needs further strengthening. Gender inequality is an issue in a range of sectors, including formal sector employment, higher education, and representation in public office. Livelihoods in the poorest provinces of the northwest are still at risk due to landmines and explosive remnants of war. The level of Official Development Assistance (ODA) has dropped and is expected to continue to decline as Cambodia prepares for Least Developed Country (LDC)² graduation.

UNDP and the Royal Government of Cambodia signed the Country Programme Action Plan 2016-2018 in May 2016. The CPAP was aligned with the government's priorities as set out in the Rectangular Strategy Phase III, the National Strategic Development Plan 2014-2018 and relevant sector strategic plans that seek to address the aforementioned challenges.

¹ UNDP, 'Midterm review of UNDP country programme action plan, 2014 and the World Bank, website at http://data.worldbank.org/country/cambodia#cp_wdi.

² LDC is a UN country classification based on a country's gross national income, human asset index and economic vulnerability index.

The Country Programme Action Plan 2016-2018, which has three outcomes, represents UNDP's key contributions to the development priorities of the United Nations Development Assistance Framework (UNDAF) 2016-2018, with specific contributions to two outcomes of the UNDAF. These are **Outcome 1:** Sustainable and inclusive economic growth; and **Outcome 3:** Inclusive governance, participation and human rights. The CPAP was designed to support Cambodia in its middle-income transition using a two-pronged approach: to build a pathway out of poverty and expand the scope for public action. To realize these objectives, the action plan placed the following four thematic priorities at the center:

- i. Upgrading value chains;
- ii. Building resilience of the vulnerable population;
- iii. Strengthening the voice and participation of citizens and particularly women, persons with disabilities, people living with HIV, people living in mine-affected areas and other marginalized groups; and
- iv. Expanding the source of development finance.

The country programme implementation is guided by the UNDP Strategic Plan 2014-2017 and Country Office Gender Equality Strategy for the corresponding period. Following the Sustainable Development Goals principle of leaving no one behind, the CPAP 2016-18 and programmes/projects contributing to it, place strong focus on delivering results that matter for women and girls, youth, Persons with Disabilities, People Living with HIV, indigenous people, forest-dependent communities, communities vulnerable to the adverse impacts of climate change, and other vulnerable groups.

As the current CPAP (2016-2018) is reaching its end, UNDP Cambodia wishes to commission an independent evaluation of the CPAP 2016-18 to assess implementation progress and generate lessons learned during the three-year implementation.

3. Evaluation Scope and Objectives

This assignment is to undertake the Evaluation of the CPAP 2016-18. The objectives of this evaluation are: 1) for the UNDP and the government to jointly review the results achieved during the country programme period; 2) to identify lessons learned during the three-year implementation; and, 3) to inform UNDP's positioning in the context of the new government mandate and emerging priorities.

The scope of the evaluation is to assess 1) outcome-level achievements of the country programme; 2) UNDP's contribution to gender equality; 3) the effectiveness of the policy and advocacy function; and 4) opportunities for programming and policy engagement in response to the emerging context and priorities of the Cambodian government.

- (1) Assessment of country programme outcome-level achievements:

CPAP Outcome 1&3: Sustainable and inclusive growth (UNDAF Outcome 1)

Under these two outcomes, UNDP has been supporting the government in its effort to address multi-faceted vulnerabilities (social, economic and environmental) of Cambodian people through: i) strengthening the capacity of national institutions, policy dialogue and policy development in the areas of environmental governance, natural resource management, youth employment, climate resilience and disaster risk reduction, cassava value chain, mine action, social protection and development financing; and ii) strengthening resilience of local communities through investment in community-based climate change adaptation actions and mine clearance.

CPAP Outcome 2: Inclusive governance, participation and human rights (UNDAF Outcome 3)

This outcome has helped to 1) strengthen the institutional capacity of the national and sub-national institutions by creating platforms for dialogue between duty bearers and rights holders; 2) put in place policies and regulatory frameworks to enhance access to information and basic rights of persons with disabilities; and 3) strengthen government mechanisms to promote women in leadership.

The evaluation is envisaged to assess UNDP's contributions to country programme results at the outcome level in support of the government's efforts to address poverty, socio-economic vulnerabilities, environmental issues, social exclusion and gender inequality.

(2) Assessment of UNDP's contribution to gender equality:

The UNDP country programme is guided by the global and country office's Gender Equality Strategy 2014-17. In addition to UNDP's core gender programme, being implemented in partnership with the Ministry of Women's Affairs, gender mainstreaming architecture is embedded across the programme and project management cycles of UNDP from design to budgeting, implementation, monitoring and evaluation. Gender is mainstreamed throughout UNDP's support to the policy work of the government to ensure that policies and regulations are informed by comprehensive gender assessment, address gender concerns, and uphold and promote gender equality. This includes equal opportunity to participate in the public sphere and in decision making, and benefit from policies and regulations related to but not limited to climate change, environment, natural resources management, disabilities, skills development and employment, and demining. Policies and dialogues are pursued to promote the participation of women in politics and representation in public offices. The Official Development Assistance database and analysis has enabled policy makers and development partners to track and promote investment in gender programmes. On the ground, through UNDP's assistance, mechanisms are in place to ensure women and men benefit equitably from various programmes and projects related to climate change adaptation, natural resource management, decentralization, disability rights, employment, and mine action, among other areas. Specifically, at sub-national level, UNDP's support to decentralization, participation, and climate resilient agriculture takes into consideration gender issues. A number of key interventions took place to ensure that these issues were addressed and that women could participate and benefit from these interventions.

This evaluation will assess the effectiveness of UNDP's institutional mechanisms to integrate gender concerns into the programming process, UNDP's contribution to promoting gender

responsive policies and institutional arrangements of the government, progress toward gender-related outcomes and outputs, and the impact of UNDP's interventions on the empowerment of women and gender equality in Cambodia across the three outcomes.

(3) Assessment of the effectiveness of policy and advocacy function:

The country programme 2016-18 shifted from project-oriented programming towards policy-oriented programming. Policy advocacy thus became one of the core functions of UNDP in Cambodia. As a result, the Policy and Advocacy Unit was tasked with the main functions of programming, provision of policy advice and pioneering research, policy dialogues and advocacy to frame the public discourse on critical development issues. During the programme implementation, UNDP has contributed to the development of key national policies across all programmatic areas, mobilized financial resources in support of key development issues and raised awareness on critical emerging issues among policy makers and other stakeholders. This included mobilizing support for issues such as access to affordable medicine, disabilities, gender inequality, social protection for people living with HIV and for environmental issues such as solid waste management, forestry, climate change and renewable energy. The evaluation will review results achieved from the policy and advocacy angle and linkages from these policy level results to UNDP's development interventions on the ground.

(4) Informing the formulation of new programmes, projects, policy and research in the new country programme cycle:

The UNDP Country Programme Document 2019-23 has been drafted in consultation with the government, development partners and civil society organizations. In line with the government priorities set out in the Rectangular Strategy Phase IV and the UNDAF 2019-23, the new country programme identifies three programmatic areas:

Prosperity: expanding economic opportunities
Planet: sustainable living
Peace: participation and accountability

This evaluation is expected to provide recommendations to UNDP on the approaches and opportunities for future programming, research, advocacy and policy advisory in response to emerging and long-term development priorities of Cambodia. The evaluation should also look into new modalities of engaging with different partners including the private sector in advancing the development agenda.

4. Evaluation Questions

This evaluation is guided by the United Nations Development Group's Norms and Standards for Evaluation³ and the Organization for Economic Cooperation Development/ Development

³ <http://www.uneval.org/>

Assistance Committee (OECD/DAC)'s Evaluation Criteria for Evaluating Development Assistance⁴. The following questions have been defined to generate appropriate information to meet the objective of the evaluation, defined in alignment with the OECD/DAC criteria:

Relevance

- To what extent is the CPAP aligned with the national development priorities as stipulated in the National Strategic Development Plan 2014-18?
- To what extent is the CPAP responsive to the changing development context in Cambodia?
- To what extent does the CPAP address national development challenges identified in the Rectangular Strategy III, taking into account UNDP's comparative advantage and the roles of other key development players?
- To what extent are the policy and advocacy products relevant in responding to the key development issues in Cambodia, especially in the support of the country's LDC graduation?
- How could UNDP be better positioned to support Cambodia in the long term?

Effectiveness

- To what extent are the output and outcome level results of the CPAP achieved?
- What were the major factors influencing the achievement or non-achievement of the CPAP results?
- To what extent are the issues and needs of targeted population⁵ addressed?
- To what extent is the policy and advocacy intervention effective in influencing public and policy discourse on critical development issues such as access to affordable medicine, disabilities, gender inequality, social protection and environmental issues such as solid waste management, forestry, climate change, renewable energy, etc.?
- To what extent is the policy level intervention effective in influencing the outcome level results?
- To what extent are the policy level interventions and institutional capacity development works able to put in place policies, regulations and institutional mechanisms for promoting gender equality?
- How has UNDP's support at various levels contributed to addressing gender inequality issues in political participation and representation, and decision-making processes in the areas of intervention?
- Were there any observable improvements/changes to the status of vulnerable and disadvantaged populations, including youth, women, persons with disabilities, people living with HIV, forest-dependent and indigenous communities, as a result of UNDP interventions at policy and advocacy and programme implementation levels?
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Efficiency

- To what extent did UNDP leverage the synergy across different projects to enhance results and maximize cost efficiency?

⁴ <http://www.oecd.org/dac/evaluation/49756382.pdf>

⁵ women and girls, youth, Persons with Disabilities, People Living with HIV, indigenous people, forest dependent communities, communities vulnerable to the adverse impact of climate change and other vulnerable groups

- To what extent did the research, policy and advocacy work complement other development interventions?
- To what extent did UNDP leverage the partnerships and networks with other development partners, civil society, Government and other stakeholders in implementing the CPAP?
- To what extent did UNDP leverage innovation to look into new and efficient ways to deliver programme results?

Sustainability

- What is the likelihood that results achieved in the CPAP at institutional, national and sub-national, and the target group levels will be lasting/sustainable?
- To what extent has UNDP's intervention been scaled up by the government through the government's own resources?
- To what extent are various tools, mechanisms and frameworks developed by UNDP adopted and institutionalized by the government?
- To what extent are the key messages from UNDP researches and policy dialogues adopted and integrated into government policies?
- How has the policy and advocacy work contributed to strengthening the long-term impacts of key development results?
- How have the design and implementation arrangements of the programmes/ projects in the CPAP contributed to or hindered sustainability of results?
- To what extent does the change in institutional capacity and policies have the likelihood of promoting positive changes on the lives of women and other disadvantaged groups through the implementation of the policies and other legal framework?

5. Methodology

The evaluation will use combined quantitative and qualitative analysis methods based on data and information from different sources including but not limited to the national statistical sources, UNDP programmatic data, reports, evaluations, policy documents of the government and stakeholder interviews. Key stakeholders include government counterparts, policy makers, implementing partners of UNDP projects, development partners, Civil Society Organizations, UN Agencies and relevant UNDP staff. To ensure the maximum validity and reliability of the data, the evaluation will need to ensure triangulation of information from various sources.

The CPAP Monitoring and Evaluation Framework serves as the major guiding framework of this evaluation. The CPAP M&E framework is part of UNDP's contribution to the results framework of the UNDAF 2016-18 and the National Strategic Development Plan 2014-18.

The methodology will be further elaborated during the inception stage based on consultation between the evaluators and UNDP. Detailed methodology is to be reflected in the evaluation inception report to be prepared by the evaluator after the inception stage.

6. Expected Outputs and Deliverables

The evaluation will begin with a desk review of available information (home-based), as well

as an initial discussion with UNDP to firm up the methodology and approach for data collection and analysis. An Inception Report will be prepared by the Evaluators. Following the approval of the Inception Report, the Evaluators will commission field work to collect necessary data and interviews with key stakeholders. The main deliverable of the evaluation is the final Evaluation Report which synthesizes the analysis from the desk review, qualitative and quantitative data and stakeholder interviews.

The content of the Evaluation Report should consist of the following:

1. List of Acronyms and Abbreviations
2. Executive Summary
3. Introduction
4. Evaluation Scope and Objective
5. Evaluation Approach and Methods
6. Data Analysis
7. Evaluation Findings and Conclusion
8. Recommendations
9. Lessons Learned

Below is a summary of process and expected deliverables:

N	Deliverables/Outputs	Estimated Duration to Complete	Target Due Dates	Review and Approvals Required <i>(Indicate designation of person/team who will review outputs and confirm acceptance)</i>
1	Desk review on key government policy documents, CPAP and UNDP programmatic reports, relevant researches and other literatures.	3 days	1 st week of November	Country Director
2	Inception report outlining detailed approach and methodology for data collection and analysis.	3 days	2 nd week of November	Country Director
3	Field work: data collection and key stakeholder interviews.	15 days	Mid-November – Mid December	Country Director
4	Draft CPAP Evaluation Report	10 days	End December	Country Director
5	Final Evaluation Report	4 days	End January	Country Director

7. Evaluation Ethics

The Evaluators must read and be familiar with the evaluation ethics and procedures^{6 7} of the UN System to safeguard the rights and confidentiality of information. For example, measures to ensure compliance with legal codes governing areas such as provisions to collect and report data, particularly permissions needed to interview or obtain information about children and young people; provisions to store and maintain security of collected information; and protocols to ensure anonymity and confidentiality.

8. Institutional Arrangement

The evaluation is jointly managed by UNDP and the Council for the Development of Cambodia. An evaluation management group consisting of representatives from the CDC, UNDP Country Director, Assistant Country Director/ Programme, Policy Advisor, and Oversight Analyst will provide input and quality assurance on the approach and methodology, inception report and evaluation report to ensure the evaluation meets its intended objectives and adheres to established evaluation principles and standards.

The evaluation team will include the Evaluation Team Leader (International), a National Evaluation Expert and a Gender Evaluation Expert to be recruited separately by UNDP.

The Evaluation Team Leader (International) will be responsible for leading the evaluation team, comprised of the National Evaluation Expert and Gender Evaluation Expert, to complete all required deliverables outlined in Section 6 above. Under the direction of the Evaluation Team Leader, the National Evaluation Expert will be responsible for planning, coordination, and completing research, data collection, key stakeholder interviews, and analysis for the evaluation. Also under the direction of the Evaluation Team Leader and in close collaboration with the National Evaluation Expert, the Gender Evaluation Expert will contribute to the planning, coordination, data collection and analysis to ensure the this evaluation meets the second objective specifically and ensure that gender aspect is sufficiently integrated in other objectives.

9. Duration of the Work

This assignment is for 35-person days covering a period from the 2nd week of November 2018 to the end of January 2019. The assignment is home-based with expected field work in Cambodia for two weeks to conduct data collection and key stakeholder interviews.

The consultants have to complete the *Basic Security in the Field (BSIF) training* (<https://dss.un.org/dssweb/WelcometoUNDSS/tabid/105/Default.aspx?returnurl=%2fdssweb%2f>) prior to travelling to Cambodia.

⁶ UNEG Ethical Guideline (<http://www.uneval.org/document/detail/102>)

⁷ UNEG Norms and Standards for Evaluation (<http://www.uneval.org/document/detail/1914>)

10. Minimum Qualifications of the Individual Contractor

Minimum Qualifications of the Evaluation Team Leader (International)

Education:	At least a Master's Degree in development economics, social sciences, development, or another relevant field from an internationally recognized university.
Experience:	<ul style="list-style-type: none">▪ At least 10 years of cross-country experience in multi-sectoral programme/project management, capacity building and policy advisory▪ Proven experience in programme and project evaluations. Experience in leading evaluation of UNDP Country Programme from a strategic point of view is desirable. A sample of an evaluation document is to be submitted▪ Experience working in the context of a middle-income country transition▪ Previous engagement in gender thematic evaluation or similar exercise.
Language Requirement:	Fluency in English

Minimum Qualifications of the National Evaluation Expert

Education:	At least a Master's Degree in development economics, social sciences, development studies, or another relevant field from an internationally recognized university.
Experience:	<ul style="list-style-type: none">▪ At least 7 years of experience in multi-sectoral programme/project management, capacity building and policy advisory▪ Proven experience in conducting programme and project evaluations.▪ Familiarity with the evaluation principle of the UN organizations.
Language Requirement:	Fluency in English and Khmer

Minimum Qualifications of the Gender Evaluation Expert (International)

Education:	At least a Master's Degree in gender studies or a relevant social
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	science field from an internationally recognized university.
Experience:	<ul style="list-style-type: none"> ▪ At least 7 years of experience conducting thematic gender evaluations at a programme level, engaging in gender-sensitive assessments, capacity development and policy advisory. A sample of a gender evaluation document is to be submitted ▪ Experiences working in the context of a middle-income country transition or the context of Southeast Asia is desirable ▪ Familiarity with the evaluation principle of the UN organizations.
Language Requirement:	Fluency in English

11. Criteria for Evaluation of Level of Technical Compliance of Individual Contractor

Technical Evaluation Criteria for the Senior Evaluator (International)	Obtainable Score
At least a Master's Degree in development economics, social sciences, development studies, or another relevant field from an internationally recognized university.	20
At least 10 years of cross-country experience in multi-sectoral programme/project management, capacity building, and policy advisory.	30
Solid experience in programme and project evaluations. Experience in leading evaluation of UNDP Country Programme from a strategic point of view is desirable.	25
Experience working in the context of a middle-income country transition	15
Previous engagement in gender thematic evaluation or similar exercise.	10
Total Obtainable Score:	100

Technical Evaluation Criteria for the National Evaluation Expert	Obtainable Score
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At least a Master's Degree in development economics, social sciences, development studies, or another relevant field from an internationally recognized university.	20
At least 7 years of experience in multi-sectoral programme/project management, capacity building, and policy advisory.	35
Solid experience in conducting programme and project evaluations.	30
Familiarity with the evaluation principle of the UN organizations.	15
Total Obtainable Score:	100

Technical Evaluation Criteria for the Gender Evaluation Expert (International)	Obtainable Score
At least a Master's Degree in gender studies or a relevant social science field from an internationally recognized university.	20
At least 7 years of experience conducting thematic gender evaluations at a programme level, engaging in gender sensitive assessments, capacity development and policy advisory.	35
Experience working in the context of a middle-income country transition or the context of Southeast Asia.	25
Familiarity with the evaluation principle of the UN organizations.	25
Total Obtainable Score:	100

12. Payment Milestones

This is a fixed output-based contract price regardless of extension of the herein specific duration. The consultant will be paid on a lump sum basis under the following installments.

N	Outputs/Deliveries	Payment Schedule	Payment Amount
1	Upon satisfactory completion of Inception Report	End November 2018	20%
2	Upon satisfactory completion of Draft Report	Mid December 2018	30%
3	Up on satisfactory completion of Final Report	1 st week February 2019	50%

13. Annexes

1. United Nations Development Assistance Framework (UNDAF) 2016-18
2. Draft UNDAF 2019-23
3. UNDP Country Programme Action Plan 2016-18
4. Draft UNDP Country Programme Document 2019-23
5. National Strategic Development Plan 2014-18 and Mid-term Evaluation
6. UNDP Thematic Evaluation on Poverty 2016
7. Evaluation of the UNDAF cycles 2011-15 and 2016-18

14. Approval

Signature:

Name: Nick Beresford

Title/Unit/Cluster: Country Director

Date: