



FINAL EXTERNAL EVALUATION REPORT
Support Afghanistan Livelihoods and Mobility (SALAM)
25 January 2020

P. Madhava Rao PhD

SENIOR INTERNATIONAL CONSULTANT
GOVERNANCE AND STATE BUILDING

Table of Contents

ACKNOWLEDGEMENT.....	ii
Executive Summary.....	iv
1. INTRODUCTION.....	1
1.1. Introduction of Intervention and Purpose of Evaluation.....	1
1.2. Conflict, Forced Displacement, and Migration.....	3
1.3. The objective of the evaluation.....	5
1.4. Scope of the evaluation.....	6
2. METHODOLOGY.....	7
2.1. Evaluation Criteria.....	7
2.2. Evaluation Phases and approaches.....	10
2.3. Data collection methods.....	10
2.4. Analytical approaches.....	11
3. FINDINGS OF EVALUATION.....	12
a. What did the Mid-Term Evaluation say?.....	12
b. Design Analysis- Project document design and development.....	12
a. Output setting.....	12
b. Revised Annual work plan for 2019.....	16
c. Implementation and Results Analysis.....	16
d. Analysis of National Level Partnerships.....	21
e. Analysis of Crosscutting issues.....	24
4. Evaluation Criteria.....	24
a. Relevance:.....	24
b. Effectiveness:.....	25
c. Efficiency:.....	25
d. Sustainability of Results.....	26
5. Other findings and General observations.....	27
6. Project Management and SWOT Analysis.....	29
7. Conclusions.....	30
8. Recommendations.....	32
8.1. Specific Recommendations.....	33
8.2. Generic Recommendations.....	34
9. Lessons learned.....	34
10. ANNEXES.....	35
10.1. People consulted.....	36
10.2. Documents Reviewed.....	37
10.3. ToR for the consultancy.....	38

ACKNOWLEDGEMENT

Evaluation of Project for 'Support Afghanistan Livelihoods and Mobility (SALAM)' that was launched jointly by ILO, UNHCR, UNDP with Ministry of Labour and Social Affairs, Afghanistan, funded by Government of Finland under some noble compulsions is not an easy task. A Project that was formulated for supporting livelihoods and labour migration of internally displaced people, returnees, and migrant population really needs to be evaluated with sincerity and commitment considering the circumstances and conditions under which it was formulated and launched.

I sincerely, thank all those who have honestly supported the process to accomplish this otherwise tough task.

The support and guidance provided by Mr. Mohammad Salim, Ms. Laura Rio, Ms. Mayu Sakagachi, Ms. Nilofer Malik from UNDP; Mr. Shaoor Kashmir from Finland Embassy; Mr. Malang Ibrahim from UNHCR; Mr. Akbar from ILO, were of great importance and added value to the Report. But for their insights into the conditions under which the programmes formulated and implemented, the evaluation findings could have been incomplete. I, as an evaluator, thank them from the core of my heart.

The technical, secretarial, and logistical support provided Mr. Edrees Bahadur, and Ms. Soraya Sofie Zada Programme personnel has been immensely helpful, their untiring support, and continued persuasion with the Government officials and Logistics people despite their busy schedules during the volatile security situation in Kabul, and holiday season has been particularly useful. I thank them a lot.

My special thanks go to Ms. Khatera Sadiqi, Procurement Clerk, Mr. Thorialai Rahimi Protocol and Travel Associate who has been persistent in their inquiries about, my contract, and my VISA. I owe them a lot.

Finally, I thank those all who have been instrumental in giving a shape to this evaluation and request the pardon of those whose names are not found in this acknowledgement. Non-mention of the names here is a space constraint but not deliberate. Thank you all.

P. Madhava Rao PhD

ABBREVIATIONS AND ACRONYMS

ANPDF	Afghanistan National Peace and Development Framework
APR	Annual Project / Progress Report
CO	Country Office
DAC	Development Assistance Committee
GIZ	Gesellschaft für Internationale Zusammenarbeit
GoIRA	Government of Islamic Republic of Afghanistan
IDP	Internally Displaced Persons
ILO	International Labour Organisation
IP	Implementing Partners
M&E	Monitoring and Evaluation
MoLSA	Ministry of Labour, Social Affairs
NGO	Non-Governmental Organisation
OECD	Organisation for Economic Cooperation and Development
QPR	Quarterly Project/Progress Report
PLACED	Placing Labour Abroad and Creating Employment Domestically
SALAM	Support Afghanistan Livelihoods and Mobility
SDG	Sustainable Development Goals
SWOT	Strengths Weaknesses, Opportunities and Threat
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations development Programme
UNDPAP	United Nations Development Programme Action Plan
UNEG	United Nations Evaluation Group
UNHCR	United Nations High Commissioner for Refugees
UNV	United Nations Volunteers
US	United States
USD	United States Dollar
WB	World Bank

Executive Summary

Support Afghanistan Livelihoods and Mobility (SALAM) was a three-year joint programme of ILO, UNHCR, and UNDP funded by Government of Finland, and implemented by Ministry of Labour and Social Affairs (MoLSA). The project document envisages an end of project external evaluation by an independent consultant and therefore, this final evaluation report.

The project had been under implementation from January 2017 to December 2019. Originally, SALAM framework project, signed with the Afghan Government in March 2017, covered five provinces with an overall budget of USD 120 million and a timeframe to 2021. The only contribution to date is EUR 4.5 million from the Government of Finland, which was agreed in December 2016. This has been defined as a subproject and is specific to Nangarhar province. It reduced programmatic scope to two outputs compared with three in the overarching framework and has a reduced timeframe of three rather than five years. The total budget is USD 5,315,000 with a USD 400,000 contribution from UNDP TRAC, with additional TRAC funding of USD 400,000 during 2019. The project has two 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 evaluation was conducted in the month of November 2019 and December 2019 through home-based activity and field visits to Afghanistan, interviewed stakeholder on Skype, meeting personally, and desk review of documents, seeking information through questionnaires, validation of initial findings, and with further inputs on Zero drafts. The evaluation has adopted UNDP/UNEG evaluation guidelines, presented the report in the structure suggested by the evaluation group, analysed project's relevance, efficiency, effectiveness, and sustainability. The evaluation report makes some conclusions, enlists some recommendations, and lessons learned.

Evaluation Findings

Relevance: The project was highly relevant in the context of Afghanistan's commitment to vulnerability reduction among Internally Displaced People, Returnees, and Immigrants whose number is increasing every year. UN Agenda 2030 for Sustainable Development, implementation of SDGs in Afghanistan reiterate that no one should be left behind in development. Thus, SALAM was a project that promised labour migration, and sustainable employment for the most vulnerable group of population.

Effectiveness: This was a continued challenge in the project. It could have been more effective than it was. The project could not muster needed support from the Government. Effective institutional structures have not been established, neither assured job creation has been done. Instead of job creation activities, the project focused more on making a select group of people job ready. Such number of people over the period of three years is not exciting. As on the date of writing this report there are only 1225 such persons who are benefited from the project training and skill development interventions against a project assurance of 2500 households. Considering the size and duration of the project this is a very small number. Again, it is 2019 that saved the project from total failure, therefore, the effectiveness can be given unsatisfactory evaluation grade considering the conditions under which it was operated, and that too for its delivery in 2019 and partial achievements it made against highly unsatisfactory performance during 2017 and 2018.

Efficiency: All through the duration of the project, SALAM faced efficiency challenges. During the year 2018 financial delivery has improved but some targets are transferred to 2019. There has been a challenge of relationships and trust between the UN partners and MOLSA. Recruitment delays have further frustrated the intent of the project and hampered the relations. There is a strong feeling among the Government counterparts that a large amount of project funding has been spent on benefits and entitlements of project staff than for project plan expenditure. In a project under national implementation modality, huge amounts of salaries and allowances (48.11% of total expenditure) to staff should have not been paid for such a small project covering one province. Instead, available National Talents should have been hired and trained by the project. Thus, project has been blamed on its inefficient delivery. It is only after midterm evaluation and with new AWP in 2019 with revised outputs, the project delivery speeded up.

Conclusion:

- a. SALAM is a very relevant project if it had been implemented in the way the outputs were structured. Government of the Republic of Afghanistan is looking at job creation and skill development of IDPs and returnees for vulnerability reduction among this category of the population. UN Sustainable Development Goals look at such projects for livelihood support and poverty reduction among the vulnerable population across the globe. If projects like SALAM are designed in collaboration with multiple cooperating partners and managed in letter and spirit, the projects will become very relevant to the country context.
- b. SALAM project had a strong capacity development angle that could develop institutional and individual capacity for the purpose of creating an enabling environment to support livelihoods and mobility of vulnerable population ensuring a Humanitarian Development, Peace, and Security nexus. However, this opportunity was not fully utilised by the implementing line Ministry.
- c. The overall rating that can be given to the project is UNSATISFACTORY considering the conditions under which it is operated more reasonably keeping in view the project implementation during 2019 and partial achievement of results. Again, the challenges, limitations, and the circumstances under which the project operated have been taken into account while assigning the rates. The Project implementation was not satisfactory for two years, i.e. 2017, and 2018. To list a few major challenges, MoLSA did not know the National Implementation Modality, the major bone of contention between MoLSA and UNDP was that MoLSA was demanding full ownership of the project; There were leadership gaps at MoLSA; a Flagship project that addresses Human Rights and Livelihood challenges did not have a full-time Chief Technical Advisor for the full duration of the project; the concept of One UN has not operated in the right spirit. Inter-agency rivalries, a lot of blame game, and shifting the responsibilities have unearthed during the evaluation. Names not given to protect the privileges and privacy of informants.
- d. Initial years have been spent by MOLSA to understand National Implementation Modality, and UNDP during initial years failed to train MOLSA project director in National Implementation Modality. Now MOLSA is very enthusiastic to run projects like these to create sustainable employment opportunities for the returnees and IDPs. (See the recommendation for phase II).
- e. For two implementation years of the project, the output two was designed to create national and international job opportunities which were more ambitious and far from reality and scope of the project. Job creation is not the placement of people in available jobs. Job creation is creating new employment opportunities for the unemployed to take up the jobs. Jobs can be created by setting up industries and businesses, by restructuring government departments, and ministries; by enhancing economic activity in the country; by increasing investment

opportunities; by creating an environment of ease of doing business; by providing tax concessions, security for businessmen etc. These are all out of the scope of SALAM, not the mandate of MoLSA. In that way, the language of output 2 was misleading ultimately restricting itself to training and skill development. The second part of output 2 is a more difficult one. Creating international employment opportunities is not within the control of one nation. It depends on the economy of the country where Afghan citizens are accepted in employment and business.

- f. Furthermore, the employment generation is not the mandate of MoLSA. The Ministries across the globe are mandated to regulate employment law, labour relations, industrial disputes, and facilitate labour movement, and social security. Employment generation is a larger issue of political economy, and industrial development. Both UNDP, and MoLSA erred in understanding the mandates and priorities of MoLSA. Thus, employment opportunities as promised could not be created under SALAM. Nevertheless, SALAM has strong component of capacity development of institutions function in MoLSA that could support livelihoods and mobility. MoLSA could not fully utilise the support provided by SALAM to strengthen this area.
- g. At the end, however, during 2019, the output two is revised with activities that were taken up matching the intent of the project. These activities cannot be either standalone or for any specific year of operation. Their continuity ensures deployment of talents globally and serves the purpose of livelihood support.
- h. Government of Afghanistan, UNDP, and Government of Finland, the Donor has taken very hasty decisions regarding the project duration, cut funding, restrict the project to one province and finally premature closure of the project. Donor does not agree this and argues that it was because of the ground realities. This has, however, a political reason of being responsive to the decisions of a neighbouring country on its refugee retention policy. Instead, the project should have been taken over by UNDP/One UN under DIM modality hiring a senior CTA to run the project to show better results for few years, and then transferred to the Government under NIM. Furthermore, SALAM project implementation was marred by poor relations among all the project stakeholders.
- i. There is no approach of targeting in the project document. The selection process of target beneficiaries is missing in the entire programme of supporting for livelihoods. UNRWA has a very good Mechanism of targeting and assessment of poverty among returnees and refugees. Such Mechanism should have been there to screen the beneficiaries under the project.
- j. Project document has been rewritten, only with an AWP 2019, to speak out project intentions clearly in outputs, activities, and action plans. Intuitional strengthening for employment generation, policy formulation, putting in place employment facilitation centres could have been more appropriate.
- k. Based on the lessons learned, and as a result of Mid-Term evaluation, an Annual Work Plan (AWP) for 2019 has been developed and implemented. Although AWP 2019 captures the intent of the original project in letter and spirit, the activity set, approaches, and action plan is very exhaustive and ambitious. While designing an overall project, many this are to be kept in mind. Policies and strategies require far and wide consultations, legislative approvals, cabinet decisions, and parliament passing, and presidential approval and notification of decrees/acts. These minimum requirements consume a lot of time particularly in countries like Afghanistan. Sometimes, passing one law might take more than the duration of a project/ AWP does not consider this aspect but promises to “Support to the development of national legislation and policy instruments, in line with international standards and regional good practices to include linkages of regular migration with the overarching employment, the national labour policy and strategy” This is one example from AWP 2019.

- l. The project has a very successful model of employment generation and deployment albeit very small contribution to the gigantic project. The project contracted out job creation and deployment to a private agency that identified the people, assessed their capacities, developed their skills and deployed in jobs with private sector employers. SALAM has subsidised the salaries of these employed IDPs and returnees for few months to motivate the private sector in providing sustainable employment. This model is being used by another similar project of employment generation in the Northern provinces of Afghanistan.
- m. When the project started showing desired results, and the Ministry convinced that SALAM can be of greater support for livelihoods among IDPs and returned, the decision to close the project during 2019 is a premature decision. Furthermore, there is a strong demand from the job seekers for training and deployment in jobs that were possible through projects like SALAM. Therefore, this is the time, in reality, to re-design and re-run the project under NIM with more technical and financial assistance.

Recommendations:

Some of the recommendations made here are specific, and some are generic. The specific recommendations include launching a second phase of the project with more provinces under operations and with a strong capacity development for livelihood generation component. Inter-agency expertise can be mobilised to support various capacity development activities. For example, ILO can support labour policy formulation, UNHCR can share the technical expertise on Humanitarian assistance and peacebuilding nexus, UNDP can share the expertise on institutional strengthening, IOM can support on migration policies and migration issues. The generic issues include working on overall public sector reforms, working on national industrial policy, working on national investment policy, working with other line Ministries, and having in place strong systems that ensure public private partnerships in public works, and socially relevant economic and infrastructure development activities. The recommendations can be listed as under.

Specific Recommendations

- a. The Support to Livelihoods and Migration is a project that can be emulated in other countries as well where there are challenges of security, livelihoods, and development since these are interlinked. Therefore, it is recommended that the project should not be closed with SALAM. A second phase of the project is recommended that will have clearly articulated outputs, actions, activities, and resources;
- b. The second phase of the project should focus more on capacity strengthening at the individual and institutional levels. The Human resources deployed to support labour migration, policy implementation, enforcement of labour laws, and contracting with the private sector should be trained to take up the challenges of implementation;
- c. Output one of SALAM is very important. Activities to strengthen institutional structures should continue under the new phase of the project. Under this output, the activity of strengthening institutional structures in MoLSA should be linked to expected functions, roles, responsibilities, duties, work processes, operational guidelines, and creation of a database of job opportunities;
- d. Output two should be purely a skill development output. The activities under this output should include assessment of available skills in the market; required skills for the industry and business, liaison with industry and business, development of linkages with prospective employers; and placement services, liaison with universities and colleges for educational enhancement programmes, liaison with embassies for educational loans and scholarships.

- e. MoLSA with the support of UNDP can give a skill-specific unemployment card to the registered returnees and IDPs; If there is a mismatch between required skills and available skills, private players in the market may be temporarily used for skill development of target population. Simultaneously, capacity strengthening of training institutions under MoLSA's supervision should be strengthened in terms of equipment, logistics, trainers, curriculum, and course material;
- f. The second phase of the project should have a very specific component and a dedicated technical assistant to assess current training courses offered by other agencies like GIZ, World Bank's PLACED; liaise with other line Ministries, departments, UN projects and programmes, and the private sector to identify available job opportunities, develop a database, match with the skills of registers IDPs, and migrants, and facilitate their deployment;
- g. The employment generation is a larger agenda (please see generic recommendations), and definitely is not the mandate of MoLSA. It should be removed from the main activities of the project in the second phase. The Ministry of Labour at the best can formulate labour policies, employment regulations, wage policies, standards of recruitment, career progression, discipline, and workplace benefits and entitlements. Therefore, the second phase of the project can focus on labour regulations and policy framework that supports livelihoods generation and migration;
- h. The second phase of the project, if taken up, should be fully under National Implementation Modality with national staff to run and supervise. If international expertise is required to address some capacity gaps, they may be hired only as consultants who can come to Afghanistan, develop required products, train the people to use the developed tools, test run and leave the country;
- i. A fulltime International chief technical adviser should be recruited and assigned to MoLSA to guide the Ministry and the staff deployed by the Ministry for the project.

Generic Recommendations

- a. Overall employment generation in Afghanistan is not the mandate of MoLSA. Therefore, a national investment strategy, a national industrial policy, national ease of doing business policy, industrial licensing policy and other support systems for establishment of industry and business should be advocated at Government level;
- b. Country's infrastructure facilities, backward and forward linkages for markets in the country, enabling environment for industry and business to grow, tax systems and structures, preferential entry of qualified returnees, and IDPs into public service/civil service can make part of such strategy as may be developed for job creation;
- c. Enterprise capacity development can be another area of support in the next phase, where small and micro enterprises can be supported to update the technology they use, upgrade the machinery in place, and enhance accounting and management skills;
- d. Returnees' literacy programme is another area. The government of Afghanistan can the capacity of admitting the returnees and IDPs in Government literacy programmes/ Adult literacy centres. The centres for adult literacy should be strengthened;
- e. MoLSA may take initiatives in association with the Ministry of Education for enhancing the educational opportunities for returning children, they can be straight away sent to Government schools;
- f. Develop linkages with other projects, other agencies, and other donors for the development of a long-term strategy for employment generation/job creation. UNDP can support working on a long-term job-creating strategy for Afghanistan in association with all the actors/cooperating partners in development.

1. INTRODUCTION

1.1. Introduction of Intervention and Purpose of Evaluation

The purpose of this evaluation is assessment achievements and shortfalls in implementation of project for Support Afghanistan Livelihoods, and Mobility (SALAM) implemented by Ministry of Labour, Social Affairs (MoLSA) which under National Implementation Modality (NIM). This is the lead Government line Ministry responsible for international labour migration, labour market intermediation and informal skill development policies and program implementation. SALAM is a joint project of UNDP, ILO and UNHCR in collaboration with the Ministry of Labour, Social Affairs (MoLSA). The project aimed to support the government to develop comprehensive, coherent and integrated national and sub-national policy and institutional approaches for enhancing livelihoods in a time of crisis and protracted conflict. It aimed to work with the private sector and other partners to seek durable solutions in line with the Government of Afghanistan's vision and strategies for employment generation and labour migration. The expected project outcome is 'Improved economic livelihoods, especially for vulnerable populations and women.'¹

SALAM project was designed in 2016 and implemented in January 2017 in response to continued influx of migrants, forced displacement, and decades of conflicts in the Afghanistan. More specifically, it can be seen that between March 2002 and September 2018, over 5.2 million refugees returned to Afghanistan, with a spike of 693,000 in 2016 and 561,000 in 2017². (See para1.2. below). As stated by UNDP in its status paper on 'Migration and Displacement' in 2016, migration and displacement is not a short term crisis but a long term trend. Therefore, countries like Afghanistan should come forward to design and implement programmes of support for livelihoods and re-settlement. Furthermore, 'the Sustainable Development Goals (SDGs) urge all states and development partners to protect migrant workers' labour rights, promote safe and secure working environments (Target 8.8), implement planned and well-managed migration policies (Target 10.7), reduce the transaction costs of migrant remittances (Target 10.c), produce high-quality, timely and reliable data disaggregated among others by race, ethnicity, and migratory status (Target 17.18), and eliminate all forms of violence, abuse, exploitation and trafficking of women (Target 5.2) and children (Target 16.2). As highlighted in the 2030 Agenda for Sustainable Development, recognition of the positive contributions of migrants to inclusive growth and sustainable development, and the commitment to "leave no one behind" by addressing the specific needs of migrants, refugees and other displaced persons; Commitment to address the root causes of large movements of refugees and migrants, including through achieving the Sustainable Development Goals (SDGs), in particular those on early crisis prevention, peacebuilding, mediation and sustainable development'³ SALAM, thus has come quite handy to address the challenges of migrants, and align national priorities with SDGs.

The project had been under implementation from January 2017 to December 2019. More clearly, the SALAM framework project, signed with the Afghan Government in March 2017, covered five provinces with an overall budget of USD 120 million and a timeframe to 2021. The only contribution to date is EUR 4.5 million from the Government of Finland, which was agreed in December 2016. This has been defined as a subproject and is specific to Nangarhar province. It reduced programmatic scope to two outputs compared with three in the overarching framework and has a reduced timeframe of three rather than five years. The total budget is USD 5,315,000 with a USD 400,000 contribution from UNDP TRAC, with additional TRAC funding of USD 400,000 during 2019.

With funding support from the Government of Finland, the programme's main interventions were expected to promote the creation of an enabling environment for generating livelihood alternatives

¹ Project Document 2017

² Solutions Strategy for Afghan Refugees 2018-2019. UNHCR

³ UNDP position paper on Migrants and Displacement submitted in 2016 UN summit for migrants and refugees.

in Nangarhar Province. Customized support activities provided were expected to address the specialized needs of various groups, including IDPs, migrant returnees, young people, and women. SALAM also targeted 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 two 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 was Nangarhar province of Afghanistan.

In accordance with the revised project document, UNDP intends to conduct this final Evaluation of the SALAM project to provide a comprehensive independent assessment of project performance and governance arrangements. The Evaluation has assessed progress made towards the achievement of the project objectives and outcomes mentioned above and as specified in the Project Document and related Document and assess project success or failure. This Evaluation has also reviewed the project's approach and methodology, its risks to results impact and sustainability and make recommendations on the future generations of livelihood generating employment and training related projects.

The questions regarding aspects of relevance, efficiency, effectiveness, impact and sustainability of the project have covered the design, start-up, project management, and project implementation phases from January 2017 to the time of evaluation (expected September 2019). SALAM project underwent a Mid-Term Evaluation in October 2018. Main recommendations included confirmation of the leadership role of MoLSA; development of an Annual Workplan for 2019 with realistically achievable indicators of activities so that SALAM can come to a conclusion; Revisit the governance arrangement of SALAM project; Development of an exit strategy and consider the future beyond SALAM.

First two years of the project have been spent for grounding and inception stage of the project without much achievement in outputs. This cannot be attributed to project management inefficiency but to inadequate preparation by the implementing line Ministry that is new to UNDP National Implementation approach of project management. Furthermore, recruitment delays, non-availability of a suitable candidate for the position of International Technical Advisor, participant selection, identification of capacity development areas for job placement, assessment of required skill sets etc which were not included in project activities have consumed the productive time. Meanwhile, the project has been reduced to operate only in one province, and budgets were cut to USD 5milion. Finally, in the concluding year of the project, a new AWP 2019 combining both the outputs of the project has been put into implementation. Evaluator has observed that there was a departure from the main outputs of the establishment of institutional structures and job creation to a revision of institutional structures and training the people in skill development to take available jobs. With the results, the interviews revealed that only 1225 people were trained and a few of them offered jobs after training by SALAM. At this point in time, the World Banks project PLACED emerged with the agenda of creation of jobs and structural changes that is just similar to SALAM questioning SALAM s relevance. However, SALAM has been able to create its presence felt among counterpart Government, IDPs, and returnees. Now the Government is looking at the continuity of the programme with enhanced participation.

A mid-term evaluation of SALAM was conducted in December 2018, and the final external evaluation conducted on 18th November 2019. Furthermore, the project has been in implementation only in Nangarhar province of Afghanistan as clearly stated in the project output 2.

This evaluation assessed the outcome of various interventions introduced through a joint programme of partners of UNDP and the Government of Afghanistan, in terms of verifiable indicators identified while formulating the project document. This report is drafted after desk review of project documents, a mid-term evaluation, progress reports, and annual reports; and after conducting a few preliminary rounds of discussions and assessments. This report defines the scope, design and associated methodology as well as a specific implementation plan for outcome evaluation. The evaluation is preceded by an inception report that laid out a road map for final external evaluation. This report clarifies the criteria adopted for the conduct of evaluation and sequencing of activities of evaluation. United Nations Evaluation Group (UNEG), and UNDP guidelines and standard templates suggested for drafting the final evaluation report are followed.

Furthermore, this evaluation followed the direction given in the inception report that outlined a clear overview of the evaluation approach, including:

- The purpose, objective, and scope of the review
- The approach included a summary of the data collection method, and the criteria on which the methodologies were adopted
- A work plan including a schedule of tasks, activities, and deliverables
- A final Evaluation review matrix, specifying the main review criteria and the indicators or benchmarks against which the criteria have been assessed
- Any limitations for the final review

The above areas of review and approach have been covered and addressed in this report even if they are not attempted in the above seriatim. This report further looked at the perspective of global democratic governance, Afghanistan context of democratic governance and the goals and responsibilities of democratic governance that take up the challenges of job creation and poverty reduction among the vulnerable population more particularly migrants and internally displaced people (IDPs).

1.2. Conflict, Forced Displacement, and Migration

Afghanistan has been in a state of conflict for almost 40 years. The democratisation of Governance has been a major challenge in Afghanistan ever since this concept has been introduced in the country through the electoral process. The Governance as such has been contested since the beginning of the twentieth century, with historic internal tension between traditionalists and modernisers. Supporting Migrant population, war victims, persons with disabilities, war widows, and the other poor in the country has been a growing concern. The Soviet intervention of 1979-1989 placed Afghanistan at the centre of the Cold War era and led to around six million Afghans fleeing as refugees to the neighbouring countries, Iran, Pakistan, and to other countries far and near. After the collapse of the Soviet government in 1992 and the mujahideen-led government that followed, the country descended into civil war and lawlessness, creating another round of refugees and internal displacement.

In 2001, in the aftermath of the attacks in the United States of America, the US-led War on Terror brought about the collapse of the Taliban regime. During the transitional government and through the first Presidential election in 2004 there was a sense of hope and large numbers of refugees

returned. However, by 2005 the insurgency had revived and governance has continued to be violently contested despite a huge international military presence until 2014. Power changed hands in a disputed election in 2014 and a Government of National Unity emerged. By 2017, civilian losses reached an all-time high since 2001, the Taliban continued to increase their territorial control and the Islamic State–Khorasan group (Daesh) had emerged as a new actor.

Between March 2002 and September 2018, over 5.2 million refugees returned to Afghanistan, with a spike of 693,000 in 2016 and 561,000 in 2017⁴ Additionally there are an estimated 2 million IDPs in the country as of September 2018. Of the total people forced into movement, more than 300,000 are estimated to be located in the eastern province of Nangarhar. In global terms, Afghanistan remains the second largest country of origin of refugees after Syria with almost 2.4 million registered refugees (some 1.4 million in Pakistan and 950,000 in Iran), as well as some 3 million undocumented Afghans, estimated to be living in Pakistan and 2 million in Iran.

The political economy of Afghanistan is very challenging. The massive inflow of aid - estimated at over USD 57 billion in official development assistance – has brought benefits but at the same time fuelled corruption, hampered the development of state institutions, reduced government legitimacy and reinforced the fragmentation of actors. The Afghanistan National Peace and Development Framework 2017-2021 (ANPDF) identifies four interrelated challenges – conflict, corruption, criminality and unemployment – as the key tests of the government’s reform agenda. It states that, without a big increase in jobs, Afghans may continue to resort to desperate measures such as illicit narcotics production, out-migration, and joining violent criminal networks.

Afghanistan is committed to achieving the SDGs and there is the capacity to achieve progress in certain sectors. However, widespread insecurity and the absence of a peace settlement means that developing sustainable solutions for the complex problems, including the sustainable return of refugees and IDPs, is extremely challenging. The government identifies three main barriers: financing in an unstable and aid-dependent economy; formalizing dedicated partnerships between the Government, civil society organizations, private sector actors, the United Nations, and international partners; localizing the SDGs by adjusting the national targets and indicators at the provincial level.⁵

Some Challenges

SALAM project was not free from any challenges. In the context of mobilising the required funds appeared to be a big challenge for the implementation of the project. Government’s ownership of processes and implementing the project in national implementation modality seems to be a major challenge in project delivery. In the context of development, the private sector needs to play a bigger role in ensuring economic growth. However, there are some major constraints for private sector growth in Afghanistan like a volatile security situation, poor infrastructure, basic amenities, and a lack of access to electricity. Afghanistan continues to rely on foreign aid, with stable inflows critical to keeping the current investment rate high. It is important that the country generated its own resources reducing its dependency on foreign aid.

Despite this progress, UNDP felt that there were opportunities and challenges for enhancing the inclusive participation, institutions of accountability, evidences-based governance, and capacity

^{3 4} Solutions Strategy For Afghan Refugees 2018-2019. UNHCR

⁵2017 SDGs Progress Report. Government of Afghanistan

development in providing support in creating livelihoods through employment generation and capacity development.

1.3. The objective of the evaluation

The main objectives of the evaluation are:

2. To assist the recipient Government, beneficiaries, UNDP and, as appropriate, the concerned partners and stakeholders, to assess the efficiency, effectiveness, relevance, sustainability and impact of the project;
3. To provide feedback to all parties on the design, policy, planning, appraisal and implementation and monitoring phases; and
4. To ensure accountability for results to the project's financial backers, stakeholders and beneficiaries through capturing and collation of lessons learned, challenges faced and best practices with an aim to inform future UNDP programme strategy via actionable recommendations.

This end of project evaluation covered the implementation period at the time of the evaluation. It followed and built upon the midterm evaluation of the project conducted in 2018. The Project has been in implementation for 36 months (January 2017-December 2019). The evaluation is forward-looking. It has not given much weight to the minor management lapses, or minor coordination issues. It has captured the major lessons learnt and provided information on the nature, extent and where possible, the potential impact and sustainability of the SALAM project. The evaluation has assessed the project design, scope, implementation status and the capacity to achieve the project objectives. It has collated and analysed the lessons learnt, challenges faced and best practices obtained during implementation which have informed the programming strategy in the next UNDP programming phase 2020-2025 in response to the Government's national priority programmes notably those of the Afghanistan National Peace and Development Framework (Ensuring a better future for our refugee, returning migrants and internally displaced people); the Sustainable Decent Work Through Skills Development and Employment Policies for Job-Rich Growth and the Human Capital Development Programmes.⁶

⁶ ToR for engagement of consultant for end of project evaluation

1.4. Scope of the evaluation

The scope of evaluation was an evaluation of the extent of achievement defined outputs for which the contribution has been extended by the UNDP, ILO, and UNHCR jointly with MOLSAMD. More specifically, the evaluation has developed on the findings of Mid-Term evaluation and the extent of implementation of recommendations, and final results. As discussed earlier, the two project outputs have focused outcomes with defined indicators:

Output 1 *Formalized institutional structures in support of regular labour migration for Afghan women and men are established:* The aim of this output is to help enhance the institutional arrangements for managing and regulating the migration of Afghans to other countries. Under this output, activities help ensure that Afghans who choose to migrate for livelihood reasons do so in ways that are safe and productive. Regarding the latter, SALAM also supports initiatives to promote more efficient remittances.

Output 2 *National and international employment opportunities for women and men IDPs and returnees in Nangarhar province increased:* The aim of this output is to increase both the availability of employment opportunities and the ability of people to access and obtain them. This work is specifically designed to fit the context of Nangarhar and focuses on achieving three results: (1) Improving the capacity of public and private sector actors to support local economic development; (2) Enhancing the local enabling environment for private sector development and job creation; and (3) Strengthening the skills of Afghans in Nangarhar—especially IDPs, returnees, young people, and women—to better match the needs of the labour market domestically and internationally.

Keeping these two outputs, and findings of Mid-Term evaluation in view, this final evaluation assessed the effectiveness of the implementation strategy and the results. This includes the national implementation modality and UNDP support to it, roles and responsibilities, coordination, partnership arrangements, institutional strengthening, beneficiary participation, replication and sustainability of the programme. The evaluation has reviewed project design and assumptions made at the beginning of the project development process. It has also reviewed the level of response to the Midterm Evaluation recommendations (see above). It has assessed the extent to which the project results have been achieved, partnerships with private sector and government at the national and provincial level established, government and private sector capacities built, and whether issues of gender and human rights have been addressed. It has also assessed whether the project implementation strategy has been optimal and recommend areas for improvement and learning. To achieve these objectives; the evaluation has focused on the questions of relevance, efficiency, effectiveness, impact and sustainability of the project covering the design, start-up, project management, and project implementation phases from January 2017 to the time of the evaluation.

More specifically, the evaluation has focused on the following:

- **Outcome status:** Determine whether the outcome (i.e. Improved economic livelihoods, especially for vulnerable populations and women) has been achieved and, if not, whether there has been any progress made towards its achievement, and identify the challenges for the attainment of the outcome. Identify innovative approaches and capacities developed through UNDP assistance. Assess the relevance and adequacy of UNDP outputs to the outcome. Evaluate if programme strategies and activities were relevant to achieve outcomes and what is their contribution to recorded outcome achievements. Identify livelihoods, and

income generation policy changes in comprehension, practices, behaviours which could be attributed to programme activities and outputs.

- **Underlying factors:** Analyse the underlying factors beyond UNDP's control that influenced the outcome. Distinguish the substantive design issues from the key implementation and/or management capacities and issues including the timeliness of outputs, potential financial constraints, the degree of stakeholders and partners' involvement in the completion of outputs, and how processes were managed/carried out.
- **Strategic Positioning of UNDP:** Examine the distinctive characteristics, comparative advantages and features of UNDP's governance and peacebuilding programme and how it has shaped UNDP's relevance as a current and potential partner in Afghanistan. The Country Office (CO) position was analysed in terms of communication that goes into articulating UNDP's relevance, or how the CO is positioned to meet partner needs by offering specific, tailored services to these partners, creating potential added value by responding to partners' needs, mobilizing resources for the benefit of the country, not for UNDP, demonstrating a clear breakdown of tailored UNDP services and having comparative advantages relative to other development organizations in area of democratic governance.
- **Partnership strategy:** Ascertain whether UNDP's partnership strategy has been appropriate and effective. What were the partnerships formed? What was the role of UNDP and how it contributed to support programme activities? How did the partnership contribute to the achievement of the outcome? What was the level of stakeholders' participation including of IPs, UN agencies and development partners? Examine the interagency UN collaboration and partnership among development partners in the relevant field. This was also aimed at validating the appropriateness and relevance of the environment's outcome to the country's needs and the partnership strategy and hence enhancing development effectiveness and/or decision making on UNDP future role in governance. Assess the role pattern and stakeholder's analysis to determine how the partnership benefited the programme outcomes.
- **Lessons learnt:** Identify lessons learnt and best practices and related innovative ideas, in relation to management and implementation of project activities to achieve the related outcome. This has supported learning lessons about UNDP's contribution to the project outcome over the UNDP cycle to inform an optimal assistance strategy for the programming cycle. Identify cross-learning themes from the programme experimentation captured during the course of programme activities implementation. Identify opportunities that could inform the next programme design and programming.

2. METHODOLOGY

2.1. Evaluation Criteria

The evaluation criteria were to analyse to what extent the project is relevant, how effective was it to achieve the desired outcomes, was the programme ran efficiently utilising available resources, and whether the achieved outcomes are sustainable. Furthermore, The Analytical and methodological framework told us how the evidence generation and analysis have taken place, and within which different methods have been applied. This analytical approach included:

1. **Design analysis:** This has dealt with the analysis of programme design and joint programming approaches adopted for deepening of democracy, access to justice, and civil society organisation. Design linkages with expected results have been analysed.
2. **Results analysis:** This analysed the results of the programme both expected and actual in relation to outcomes at national level within the ambit of programme assurance.

3. *Analysis of National Level Partnerships, National Ownership and People-Centred Approaches:*
This deals with the level of national ownership of processes and national ownership of programme management with special focus on outcomes. It might look an organisational assessment but, management arrangements are ultimately for achieving the outcomes.
4. *Analysis of Crosscutting issues:* Gender, Human Rights, Rights of Children, rights of persons with disabilities and their mainstreaming into governance programmes to establish that the government has been accountable across the sections of the society.

EVALUATION CRITERIA MATRIX (Table 1)				
Evaluation Criteria	Questions to be addressed	Purpose	Data sources	Data collection methods
RELEVANCE	<ul style="list-style-type: none"> • Is the project aligned with national priorities of vulnerability reduction, economic independence, and livelihoods creation? • Is the project consistent with governance needs and with the specific development challenges in the country? • Does the project focus on Gender mainstreaming and Human rights issues? 	<ul style="list-style-type: none"> • To see how does the project align with national priorities in a specific thematic area? • Do the outputs, and identified activities and actions addressed the achievement of the desired outcome? 	<ul style="list-style-type: none"> • Programme documents • Annual progress reports • Mid-term evaluation • Meetings with implementing partners, beneficiaries, and UNDP and other UN agencies, • Government reports on development, and national strategies, 	<ul style="list-style-type: none"> • Desk reviews of secondary data • interviews with government partners • interviews with select NGOs partners • Interviews with funding agencies and other UNCT • Interview with civil societies in the concerned sector • Interview with the commission on Human Rights, Women Rights, child rights, and disabled people organisations, Afghanistan etc.
	<ul style="list-style-type: none"> • Are UNDP approaches, resources, models, conceptual framework relevant to achieve the planned outcome? • To what extent has implementing partners adopted participatory approaches in planning and delivery of the initiative and what has been feasible in the context of Afghanistan? 	<ul style="list-style-type: none"> • What analysis was done in designing the programs • To what extent stakeholders have been involved at the programme formulation stage • Are the resources allocated sufficient to achieve the outcomes? 	<ul style="list-style-type: none"> • UNDP Programme Unit • Participating UN agencies • UNV, Women, • Implementing partners Select civil society Organisations 	Interviews and collection of answers to a specific question in the questionnaires designed for the purpose.
EFFECTIVENESS	<ul style="list-style-type: none"> • Did programme implementation contribute towards the desired outcome? • Are there any processes developed that move towards achievement of outcomes? • How does UNDP measure its progress towards expected outcomes? 	<ul style="list-style-type: none"> • What outcomes do the programs intend to achieve? • What are the achieve outputs? • What percentage of the program results at the output level has been achieved? Were there any changes as a result of these outputs? 	<ul style="list-style-type: none"> • Programme evaluation reports • Progress reports on Programs • Governance Unit Staff • Development partners • Implementing partners • Beneficiaries 	<ul style="list-style-type: none"> • Desk reviews of secondary data • Interviews with government partners, development partners, UNDP and Participating One UN agencies' staff, civil society partners, associations,

	<ul style="list-style-type: none"> • How broad are the outcomes? National reach out or local level? 	<ul style="list-style-type: none"> • How are the results designed? 	<ul style="list-style-type: none"> • Evaluation reports • Progress reports 	<ul style="list-style-type: none"> • Desk reviews of secondary data
	<ul style="list-style-type: none"> • Who are the main beneficiaries? • To what extent do the poor, women, and other disadvantaged and groups benefit? 	<ul style="list-style-type: none"> • To what extent have they been reached by the Program? • How have the particular needs of disadvantaged groups been taken into account in the design and implementation, benefit sharing, monitoring and evaluation of the programme? 	<ul style="list-style-type: none"> • Programme documents • Annual Work Plans • Evaluation reports • Human Development Reports 	<ul style="list-style-type: none"> • Desk reviews of secondary data
EFFICIENCY	<ul style="list-style-type: none"> • Has the programme been implemented within deadline and cost estimates? • Have the UNDP and other partners have taken prompt actions to solve implementation issues? 	<ul style="list-style-type: none"> • Have there been time extensions on the Program? What were the circumstances under which such an extension was given? • Has there been any over-expenditure or under-expenditure on the Program? • What is the M&E mechanism? 	<ul style="list-style-type: none"> • Programme documents • Annual Work Plan • Mid-term Evaluation reports • UNDP ATLAS reports • Government partners • Development partners Governance Programme Unit 	<ul style="list-style-type: none"> • Desk reviews of secondary data • Interviews with government partners and development partners
	<ul style="list-style-type: none"> • Were resources focused on the set of activities that were expected to produce desired results? • How did the Program Implementation Support Unit assist the efficiency of programme delivery 	<ul style="list-style-type: none"> • Were the resources released only for specific activities with definite budget estimates 	<ul style="list-style-type: none"> • Annual Work Plans • Progress reports • Government partners • Development partners • Programme Implementation Support Unit 	<ul style="list-style-type: none"> • Desk reviews of secondary data • Interviews with government partners and development partners
SUSTAINABILITY OF OUTCOMES	<ul style="list-style-type: none"> • Were initiatives designed to have sustainable outcomes? 	<ul style="list-style-type: none"> • Is there any exit strategy for the programme? • Does it take into account the institutionalisation of activities and actions designed to achieve the desired outcome? 	<ul style="list-style-type: none"> • Programme documents • Annual Work Plans • Progress reports 	<ul style="list-style-type: none"> • Desk reviews of secondary data
	<ul style="list-style-type: none"> • What threats to sustainability identified that could emerge during implementation? • What corrective measures were adopted? 	<ul style="list-style-type: none"> • What additional sustainability threats emerged during implementation? 	<ul style="list-style-type: none"> • Progress reports • Programme Unit 	<ul style="list-style-type: none"> • Desk reviews of secondary data Interview UNDP programme staff

	<ul style="list-style-type: none"> • What were the programmes of national capacity development? 	<ul style="list-style-type: none"> • What corrective measures did UNDP, implementing partners take? 		
--	--	--	--	--

2.2. Evaluation Phases and approaches

A phased evaluation approach is adopted to develop synergies between various requirements of data collection and analysis. The phased manner was also useful to avoid overlaps in data collection and analysis. Also, this approach avoided avoidable lapses and sequence the activities in a seriatim.

The five phases of evaluation are:

Phase I: Inception phase (10th to 18th November) where an inception report is submitted describing approaches and methodology for conducting the evaluation. Evaluation questionnaires designed, methodology and work plan agreed. This phase includes desk review of relevant documents, initial discussions with the programme teams, and scheduling appointments with relevant partners and stakeholders. All logistics for evaluation also were finalised in this phase;

Phase II: Desk Review and Skype discussions phase (19th November to 5th December) wherein data were collected through a further desk review of any additional documents, interviews, and field visits. This data and evaluation validate initial finding, correlates with project document assurances and feeds into the final report;

Phase III: Data Analysis Report writing phase (6th December to 20th December) involved final analysis of data and writing a draft report for circulation among the stakeholders;

Phase IV: Field visit and finalisation phase (21 December and 27 December) involved a field visit to Afghanistan, further interviews with stakeholders, discussions with project staff and finalisation of the report;

2.3. Data collection methods

Data collection methods for this evaluation have been manifold. Data collection questionnaires and tools are prepared after a full desk review of documents. Required data were collected from different sources, starting with a desk review of documents that include Programme/ Project documents; progress reports, annual reports, work plans submitted by implementing partners, mid-term evaluation report, and UNDAF.

Data was also be collected through interviews. The interview is divided into:

- UNDP Programme Management team, Project team, Country Director, and other units engaged in support of this programme;
- Partner UN agencies- UNDP, ILO, and UNHCR who are signatories to the programme documents; the focal points/ programme coordinators are the target interviewees for data collection;
- Implementing partners in the Government is the third group from where data was collected;

2.4. Analytical approaches

Collected data was analysed in the background of programme priorities and outcomes. Questionnaires designed for this purpose were used to collect the data. Both qualitative and quantitative techniques were applied, and for quantitative analysis, percentage terms were deployed to match with the verifiable indicators spelt out in the programme documents. Sample data were collected separately for each output and the analysis presented in lucid and simple English of UNDP standards. SWOT analysis of project implementation is done. Evaluation results are analysed in accordance with the satisfactory levels of performance as perceived by the users, stakeholders, supporters, and implementers of the project.

METHODOLOGY (Table 2)

Evaluation phase	Specific methods	Output expected
Phase I Inception Phase	<p><i>Preliminary data collection and review, development of questionnaires in conformity with outcomes and outputs in the programme documents.</i></p> <ul style="list-style-type: none"> • Collection and desk review of documents relevant for evaluation and finding relevant data that can be further validated through interviews and further study of additional documents. Enough evidence was collected to form a base evaluation. The documents are expected to speak for themselves the intentions of the programme designers and implementers. The findings were linked to evaluation matrix • Inception validation workshop to strategize evaluation approach. 	Inception report drafted, presented and agreed.
Phase II Data collection and evaluation phase	<p><i>wherein data was collected through a further desk review of any additional documents, interviews, and field visits. This data and evaluation validate initial finding, correlates with project document assurances and feeds into the final report;</i></p> <ul style="list-style-type: none"> • A systematic review of documents was conducted • Skype interviews with project staff were conducted, • Project documents, progress reports, contract documents, annual reviews reports, and donor reports, financial performance statements were collected and reviewed <p>A structured survey questionnaire was designed and applied. The questionnaire has different questions for different stakeholder groups. The questionnaire was applied to collect perception and qualitative data on the core indicators against the Evaluation Questions. Quantitative data were collected from secondary sources documented by implementing partners.</p>	Filled in questionnaires, raw data, notes from interviews, notes from a further desk review of documents, list of interviews conducted, list of documents reviewed.
Phase III Data Analysis Report writing phase	<p><i>will involve final analysis of data and writing a draft report for circulation among the stakeholders</i></p> <p>Analytical methods to include:</p> <ul style="list-style-type: none"> • Both qualitative and quantitative techniques were applied to analyse the data collected. The quantification was in percentages of achievement where ever possible that relates to expected programme result verification. • Redundancies removed from the collected data in relation to the evaluation matrix and programme outcomes • Interconnection between the programmes identified and established wherever visible and interconnectivity was examined in the context of core government assurances to offer accountable and transparent governance. • Factors explaining the operating environment, internal design, implementation approaches and synergies were identified • Interdependency of themes, and relevance of cross-cutting issues, and the extent of their recognition were discussed and shortcomings identified with data. • SWOT analysis of project implementation was conducted 	Draft report
Phase IV Field Visit and finalisation	<ul style="list-style-type: none"> • Visit Kabul • Discussions and meetings with the stakeholders, • Finalisation of reports and submission 	Draft reports and final report

3. FINDINGS OF EVALUATION

a. What did the Mid-Term Evaluation say?⁷

The Mid-Term evaluation in its conclusions and recommendations say “The scope of this final external evaluation is to assess the project implemented after the recommendations of Mid-Term evaluation that are very comprehensive and indeed assessed the project very deeply. Therefore, presenting a brief description of what has been stated in the Mid-Term evaluation is felt very appropriate.

The Mid-Term evaluation conducted in just a year before that is on 14 December 2019 has submitted the following conclusions and recommendations.

Recommendations

1. Of equal priority, confirm the leadership role of the Project Director and recruit a Project Manager.
2. Develop and Annual Workplan for 2019 with realistically achievable indicators of activities so that SALAM can come to a satisfactory conclusion.
3. Revisit the governance arrangement especially the purpose and membership of the Technical Working Group, paying attention to the appropriate hierarchy
4. Revisit the role of the international staff so that MOLSAMD can re-establish ownership
5. Develop an exit strategy and consider the future beyond SALAM”

This final external evaluation is developed over the above conclusions and recommendations. However, an overall perspective to the evaluation criteria is also given in this final evaluation.

b. Design Analysis- Project document design and development

To start with, a thorough review of the project document review, drafting Results and Resources Framework, description of activities, and suggested implementation methodology were taken up.

a. Output setting

The Results and Resource Framework (RRF) has not been properly constructed in the project document. It does not strictly follow the Results-Based Management Tools. In fact, outputs should flow from activities and actions and address outcomes. Outputs are perceivable products. Whereas in the project document this is not so making it difficult to measure. The project document tries to enlist some output indicators that do not match either the outputs or intended outcome (If the outcome is employment generation?). For example, see table 1 on the next page.

The output One: *Formalized institutional structures in support of regular labour migration for Afghan women and men are established.*

A plain reading of this output suggests and makes one believe that there were institutional structures with rules, regulations, policy and legal framework with an organigram headed by different cadres

⁷ The Terms of Reference for evaluation consultancy states that “This end of project evaluation covers the implementation period at the time of the evaluation. It follows and builds upon the midterm evaluation of the project conducted in 2018.” Therefore, this paragraph of an overview of Mid-Term evaluation inserted here, otherwise, normally such references are redundant.

of human resources with defined and definite roles and functions to support labour migration for Afghan women and men. Furthermore, the institutional structures will have user-friendly operational procedures and work manuals, forms, and systems that enable the clients to approach the institutional for service delivery. Service delivery standards will also form part of institutional structures.

Instead of the above, the output indicators put: 1.1 Number of people trained to use regular migration channel (Disaggregated by gender and skill level (Unskilled, semi-skilled and skilled). It appears that output is not a result of an action or an activity. Neither the proposed activities match the intent of the output.

So is output 2 which reads:

Output Two: *National and international employment opportunities for women and men IDPs and returnees in Nangarhar province increased.*

The output indicators for this output as well are strange. The indicators read Number of SALAM beneficiaries having completed vocational training. This indicator appeared to have been inserted at the insistence of MoLSA against strong resistance of UNDP.

Completing a training programme is not increasing employment opportunities. On the other hand, it is making people ready for utilising the available employment opportunity. The output, in fact, has a very noble intent of creating employment opportunities. Creating employment is a supply side market, whereas the activities are making the people ready constitute the demand side. The activities are in total contrast with the proposed output. The activities should have been developing public-private partnerships for employment generation, establishment of micro, small and medium enterprises that generate employment; liaison with industries and supporting them with policies of ease of doing business with enhances employment. Outsourcing some training and placement activities to training and placement agencies as was done by the project may not be a public-private partnership in the full sense of employment generation through the establishment of major industries and business. Activities at macro level include revision of labour and employment policies for industries, inviting foreign direct investments, creation of industrial parks, special export zones, creation of backward and forward linkages for the industry and businesses to grow and may such other activities that are attractive for prospective investors to come forward, establish businesses, and enterprises that generate employment and seek skilled workers. At this stage comes the role of enhancing the capacities and skill development of IDPs and returnees. Instead of focusing on creating an enabling environment for the industry and business grow, the output indicators speak of conducting training programmes.

The original and the revised project documents state “With a focus to improve access to livelihoods and jobs through market-based programming, SALAM Nangarhar continues its support to various National Priority Programmes, i.e. the Private Sector.

Development Programme; Urban Development Programme; Human Capital Development; the Women’s Economic Empowerment Programme; and National Infrastructure Plan. SALAM also align its work with a new policy framework for return and reintegration noting long-term actions must be planned in parallel with and linked to humanitarian action. UNDP with its support to Governance and Area Based Development programming and UNHCR with its work on protection and the IDP programming is committed to ensuring maximum coherence and linking with MoRR and several line ministries and Government entities (e.g. MRRD, The High Peace Council) in addition to MoLSAMD (the project implementing agency).”⁸ However, there is no enough evidence to show that the project has

⁸ Page 6 of revised project document

initiated any sustainable actions or activities in this direction that can create long term livelihood opportunities including sustainable employment. The two contracts given to outside agencies for training and placement have not generated enough employment which matches the time, money, and effort this project has invested. While the influx of immigrants and IDPs have been in hundreds of thousands, the training, employment, and self-employment opportunities provided by the project have been 1225.

Furthermore, the project document does not clarify specific approaches to creating employment opportunities. On the other hand, the project document specifies “A modular and evidence-based approach has been chosen for SALAM implementation. The SALAM methodology calls for the design of initiatives that are specifically tailored to suit the local market context of Nangarhar. This means local labour market assessments are necessary and inform the development of tailored training courses. SALAM approach looks at labour through a value chain lens to help design initiatives that help returnees and displaced people to find employment and that potential employers understand the impact of employee training on production quality. Under SALAM critical local assessments and analyses were conducted to ensure appropriate design of subsequent initiatives including answering questions about existing connections between the conflict and the market. SALAM in Nangarhar uses an area-based development approach tailored to Nangarhar as a specific geographical area challenged by a high influx of returnees and displaced people in a socio-economic context characterised by chronic needs and protection concerns following conflict, insecurity and socioeconomic disruptions. In the specific context of Nangarhar the approach aims at stimulating economic recovery by improving the business environment, entrepreneurial and vocational skills, and providing assistance to entrepreneurs and the private sector. Area-based development is at the core of the project strategy to foster stability, strengthen communities and build local and national capacity. Nangarhar was chosen based on a variety of criteria, including demographic profile, the pattern of employment, security situation, the scale of migrant entry and exit and protracted displacement. This approach allows for a set of integrated activities address the key issues of vulnerability, diversification, and access to opportunities and integration prospects and to inform and scale-up project design in other provinces if SALAM Nangarhar is successful’. (Revised project document in implementation).

This approach of the project very positive and very important in the context of increasing returnees, and the need to provide livelihoods to the vulnerable returnees. Nangarhar should have become an example if from the beginning the project has focused more on institutional strengthening and working with private players for employment generation and placement. However, at the end of the project, now in 2019, the project has realised major lapses as identified by Mid-Term evaluation and re-worked and came out with AWP 2019.

Activities to achieve the expected results

SALAM activities targeting the project two outputs are tailored to respond to the specific migration and employment challenges in Nangarhar. In total, there are 12 activities contributing to two outputs.²² Activities and resources have been refocused and re-allocated to help respond to the unique challenges faced by IDPs and returnees in Nangarhar, whose lack of resources and societal connections necessitates both short-term relief and activities to promote long-term self-sufficiency. Activities are tailored to meet the different needs of unskilled, semi-skilled, and skilled Afghans. Activities are designed to support the burgeoning youth population (those 18-29 years old), along with targeted initiatives for enhanced livelihoods’ development for women in Nangarhar.” This has been the real challenge in Nangarhar. The project has identified this challenge of returned and host communities and wanted to put it into project deliverables. The outputs as they are in the project document do not speak this. If this has been the real intent of the project, the outputs should have been defined/constructed as under with three interlinked outputs instead of only two for the size of this project:

Output one: Capacities of Government structures enhanced with training the human resources that support regular labour migration;

Output two: Women and men IDPs and returnees in Nangarhar province have enhanced skills and job-ready and available for employment in national and international jobs;

Output three: MoUs signed with select countries to enable Afghan women and men IDPs and returnees to travel to these countries and seek employment.

Thus, the project document missed out on output setting and elaborating on the intentions of otherwise and an excellent project that is in line with the national priority of income generation for the youth.

OUTPUTS AND INDICATORS

(Table 3)

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)			DATA COLLECTION METHODS & RISKS
			Value	Year	Year	Year	FINAL	
					2018	2019		
Output 1 Formalized institutional structures in support of regular labour migration for Afghan women and men are established	1.1 Number of people trained to use regular migration channel (Disaggregated by gender and skill level (Unskilled, semi-skilled and skilled)	MoLSAMD database	0	2017	300	300	600	Statistics reported from recipient countries and MoLSAMD ---- See Risk Log in Annexe
	1.2 Number of SALAM training graduates who submit applications for inclusion in the Labour Migration Database	MoFA and MoLSAMD	0	2017	200	200	400	reporting ---- See Risk Log in Annex
Output 2 National and international employment opportunities for women and men IDPs and returnees in	2.1 Number of SALAM beneficiaries having completed vocational training	MoLSAMD	0	2017	Plan for 2019	800	800	Project reports

Nangarhar province								
increased	2.2 # of SALAM trainees that are employed (M/F, local/ international)	Project reporting files and DoLSAMD	0	2017	Plan for 2019	600	600	Project reporting ---- See Risk Log in Annexe

b. Revised Annual work plan for 2019

As suggested in the Mid-Term evaluation, a revised Annual Work Plan for 2019 (AWP) has been developed and implemented merging the two outputs into one. Now, output 1 has become redundant. In fact, the Output one of the project documents should have been there to focus on the creation of institutional structures and strengthening the current training outfits at MoLSA with infrastructures and operational manuals. This could have been a permanent contribution from SALAM. The findings of the evaluation reveal that the revised AWP 2019 is more focused, direct, and ensures achievement of the objective of the project but for the time limit and funding. Establishment of institutional structures, policy, a legal framework for migration, public-private partnerships for employment generation, and making target population ready to take employment have been capsuled into AWP2019. We can say, in all humility, that AWP 2019 has become the soul of SALAM project, and this could have been the approach from the beginning with re-defined activity set. However, on the implementation front, the AWP 2019 is very exhaustive and very ambitious. It has encapsulated entire activity of three years into a one-year deliverable. This is the time when the project is already decided to close down without any indication of further no-cost extension or with no technical leadership to give direction to the project. The international M&E/ Reporting expert has taken the responsibility of as acting project manager that was not appreciated by the stakeholders for it was a project under national implementation modality. In this situation, as explained by UNDP “four main factors that helped to re-establish improved linkages with MoLSA were: first the removal of the National Programme Coordinator; the second the change in the leadership in MoLSA; the third the more active and positive role played by the representative of MOLSA in Nangahar; the fourth the clear efforts made by the subcontractors to work closely with MOLSA as the UNDP National Implementing Agency both at Kabul and Nangahar level.” The representatives of MoLSA and the cooperating partner agencies also believe that UNDP’s National officer from the project has been able to establish lost linkages with MoLSA and lead the project to a logical conclusion. With this, the non-performance of the project during 2017 and 2018 has been covered up to a large extent in AWP 2019 and its implementation. Achievements during 2019 have been extensively covered in the draft annual report of 2019 therefore not repeated here.

c. Implementation and Results Analysis

If the result of the project is construed to be the outcome of the project, the project does not have any specific outcome clearly spelt out in the results’ framework. However, the narrative part of the project spells out the project outcome and CPD output 6 as Improved economic livelihoods, especially for vulnerable populations and women.

The project document further expects the following results:

“Overall, SALAM targets safe, regular, and more productive international migration for those who choose to seek employment abroad, with initiatives that identify regular channels for international migration and protections for those who do migrate. In Nangarhar, SALAM promotes the creation of an enabling environment for generating livelihood alternatives for Afghans. This includes activities to increase the availability of employment opportunities and the ability of people to access and obtain them, especially IDPs, returnees, young people, and women.

Specifically, SALAM focuses on two broad, interlinked intervention areas:

1. Enhance institutional structures to support regular and safe labour migration for Afghan women and men;
2. Increase employment opportunities, especially IDPs and returnees, and strengthened technical skills to fill available jobs in Nangarhar province.

With focused initiatives on IDPs, returnees, as well as unskilled and semi-skilled young people and women, SALAM targets highly vulnerable populations in Nangarhar who need support securing sustainable livelihoods, aiming to integrate them into local labour markets through either direct placement, or placement following a vocational or technical skills training. Secondly, SALAM works with the representative of GoIRA in Nangarhar to enable regular migration opportunities abroad so that migration becomes safer, migrant’s rights are protected, and remittances strengthen local economies.

To achieve these results, the project proposes the following outputs:

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

The expected results are very noble in nature they definitely follow the specified project outcome and objective. However, to promote safe, regular, and more productive international migration for those who choose to seek employment abroad, with initiatives that identify regular channels for international migration and protections for those who do migrate, there should be well established institutional structures with definite functions, policies, legal framework, rules, regulations, work processes, human resources, and service delivery system. The project document also articulates this well in its construction of expected outputs. But the challenges are in the design of activities. The activities designed and implemented are not fully in conformity with expected outputs. During first two years of the project, the project implementation struggled to establish regular linkages with the implementing line Ministry due to uncertainty of leadership at the Ministry and the time taken by the Ministry to work with UNDP in the way it proposed to deliver. Nevertheless, SALAM project launched National Labour Migration Strategy (NLMS), draft implementation and action plan to implement NLMS and formalized an inter-ministerial task force with the name of Joint Coordination Working Committee on Managed Labour Migration (JCW-COM). Through SALAM project women and men of returnees, IDPs and host communities were trained in different occupation with job placement opportunities in Nangarhar. Even though it is small, it is a big achievement for the project even it is a departure from main intent of the outputs under the circumstances it functioned, change of implementation cycles it underwent, restriction of implementation geographic area it was imposed on, and uncertainty of leadership at the line Ministry. (Original project document revised and signed on 05/03/2017 between the Ministry of Labour, Social Affairs, (MoLSA) and the United Nations Development Programme (UNDP), funded by the government of Finland as part of request to the Government of Finland for a no-cost extension. Project geographic and programmatic scope revised from five provinces to

Nangarhar province and from three outputs to two outputs; the decrease in the budget from USD120,000,000 to Euro 4,500,000 and US\$ 400,000 and revised timeframe from January 2017 - December 2021 to March 2017 - December 2019 under a no-cost extension).

There is enough evidence to show that the project travelled through the political turbulence within Afghanistan, and in neighbouring countries. When the Government of Afghanistan wanted to rise to the occasion and help the in migrants coming in with employment and economic opportunities, SALAM project with UNDP and Government of Finland support has come out quite handy and therefore there was a design to support the project activities with USD120 million. However, with the policy change in the neighbouring country to retain the immigrants for some more time, the influx stopped, funding to the extent required could not be mobilised, Government of Finland has come out with a Nangarhar specific funding thus leading UNDP and the Government of Afghanistan cut down the size of the project, delaying its implementation and downsizing its deliverables. This uncertain political atmosphere, and the resultant impact on returnees, and IDPs attracted all the blame of being a non-functional project.

Coming to specifics of results expected in output 2- creating of national and international job opportunities in Nangarhar province, the project has been able to make only 1225 job-ready with support of private training and placement agencies. If these 1225 were gainfully employed, the people about 80,000 dependents on these 1225 considering the average size an Afghan family would have been benefited. The activities under the output spell out the strategies formulated to create employment opportunities, public-private partnerships established; new industrial policies incorporating therein the intentions of the government to create employment opportunities for migrant population and IDPs. However, training programmes have been conducted to make the IPDs and returnees' employable. With this, about 80 per cent of the trainees under the project have been gainfully self-employed in sectors like tailoring, handicrafts, generator mechanics, electricians. However, there is data insufficiency to identify the number of jobs created with the support of the project under national and international employment markets. Therefore, it can be concluded that activities under output 2 contributed to skilling the jobseekers, and enhancing their knowledge, and making them employable, and retention of trained personnel by very few employers. Table 4 below illustrates the achievements and challenges of outputs.

**SALAM PROJECT- ACHIEVEMENTS AND CHALLENGES
2017-2019
(Table 4)**

Year	AWP Indicators	Actual Activities	Achievements	Challenges	Remarks
Output 1 Formalized Institution Structures in Support of Regular Labour Migration for Afghan Women and Men are Established					
2017	1.1. a. Number of MoLSAMD and other government officials trained on international standards and good practices on law/regulations and policy coherence;	<ol style="list-style-type: none"> 1. Extensive consultations held engaging UNDP, UNHCR, MoLSAMD and ILO to finalize the revised Annual Workplans for 2018 and 2019. 2. The project document has been revised with 3. Revised Prodo finalised with yearly plans and budgets 	No substantial achievements were documented. However, the project took this time to lay a strong foundation for future delivery	Some of the challenges rightly identified by the project management are: <ol style="list-style-type: none"> 1. Change in leadership at MoLSAMD 2. Difficulties in the fund transfer process between UNDP and ILO 3. Delayed Harmonized Approach to Cash Transfers assessment 	<ol style="list-style-type: none"> 1. The project operated for only nine months in this year for the Prodo was signed in the month of March. 2. This 1.1 activity does not belong to 2017 3. Indicators do not match the output 1. Training is not a direct indicator of the establishment of institutional structures to support labour migration. However, training could be a later part when institutional structures are formalised, functions defined, and people deployed to deliver 4. No direct relevance to the expected results specified in the project document under

				<p>4. Delayed recruitment of project staff</p> <p>5. Low financial (actual activity-related) delivery</p> <p>6. Unrealistic expectations for SALAM capacity to meet emerging challenges</p>	the heading of SALAM project expected results.
	1.1.b Extent to which national laws and regulations align with international Labour standards (scale 0-10)	Project management and technical staff seriously engaged with partner agencies and the line Ministry to implement to take up the activities and implement the plans. However, could not achieve intended results due to the reasons beyond their control like leadership changes at the line Ministry, coordination issues with the line Ministry.			Indicators do not match the output 1. Alignment of national laws with international labour standards does not indicate the establishment of institutional structures:
	1.1.c.e. % of increase of knowledge and understanding of the trained officials (scale 0-10)		Not achieved		The indicator does not match the output 1. The indicator is not measurable. It is very vague. Knowledge and understanding in this context are abstract terms and not measurable. No direct relevance to the expected results specified in the project document under the heading of SALAM project expected results.
	1.2. Number of BLAs on Labour migration signed with countries of destination.			No policy and legal framework exist for this	The indicator does not match the output 1.
	1.3. Number of contracts signed with employers/agents in destination countries each year (by country, by sector, by # of workers in demand letters)		Not achieved	No policy and legal framework exist for this	The indicator does not match the output 1.
	1.4. The average cost of migration in the Afghanistan - Saudi corridor, using ILO-World Bank methodology				The indicator does not match the output 1. Very vague indicator
2018	1.1 Number of people trained to use regular migration channel (Disaggregated by gender and skill level (Unskilled, semi-skilled and skilled)			Targeted to train 200 personnel but shifted to output 2	None of these two has been achieved. Furthermore, 1.1. has been moved to output 2
	1.2 Number of SALAM beneficiaries who submit applications for inclusion in the Labour Migration Database				The indicator is not conformity with the intentions of output 1
Overall under Output 1		<p>1. No new structures have been established, but available structures are supported to enhance their capacity. The <i>Directorate of Labour Migration</i> functions under the Directorate General of Manpower of the Ministry of Labour and Social Affairs (MoLSA). The SALAM project conducted an exposure visit on labour migration in Sri Lanka, specifically for this department, to improve the department's function and manage the labour migration effectively.</p> <p>2. The Directorate of Labour Migration, after support from the project, has been able to implement labour migration practices effectively and is now working closely with a World</p>			

		Bank-funded programme on <i>Placing Labour Abroad and Creating Employment Domestically (PLACED)</i> . The <i>National Labour Migration Strategy</i> , which was developed in 2014, was reviewed through far and wide consultations, translated into Dari and Pashto, printed and launched in January 2019 with support from the project. This way, SALAM to certain extent worked towards achievement of its outputs at the end of the project implementation period.			
Output 2 National and International Employment Opportunities for Women and Men Potential Migrants and Returnees in Kabul and Five Pilot Provinces are Increased					
2017	2.2 Number of SALAM training program graduates, that are locally employed (M/F, by provinces)	Activities like staff recruitment, the establishment of project office and coordination undertaken. All these helped to ground the project on a sound footing.		Time spent on the establishment of the project on sound footing.	The output is very vague and not achievable under a project of this size. Increasing employment opportunities is linked to national industrial policy, and national HR policy. Secondly, it is not clear from the project document how international employment opportunities are increased. Countries should be ready to accept migrating people without hurting in-country sentiments, feelings and needs, for employment.
	2.2.a Standardized courses and curricula developed				
	2.2.b Number of people trained in selected priority sectors				
	2.6. Clients satisfaction from ESCs services provision (scale 1-10)				
2018	2.1 Number of SALAM beneficiaries having completed vocational training.	Project management and technical staff seriously engaged with partner agencies and the line Ministry to implement to take up the activities and implement the plans. However, could not achieve intended results due to the reasons beyond their control like leadership changes at the line Ministry, coordination issues with the line Ministry.			These activities could not take place due to the decisions to include them in 2019 action plan. The beneficiary selection has not been confirmed by MoLSAMD. Therefore, these planned activities have not been taken up in their intended spirit this year. Annual reports clearly indicate this as well.
	2.2. Number of SALAM trainees, that are employed by existing entities (M/F, local/ international)				
	2.3. Number of new local jobs created by new entrepreneurs, SMEs and producer groups which received the SALAM Entrepreneur Support Package				
2019	2.1 Number of SALAM beneficiaries having completed vocational training.	As an independent evaluator, I did not find any major inconsistencies with the annual reporting during this period. However, again, the activities mainly focused on training and development of Afghan women and men IDPs and returnees. During the year SALAM activities operated in Nangarhar province. Consolidation of activities and reaching their higher-level performance is seen in this year. An excellent gender balance is seen in the selection of participants in skills development, and job-ready programmes in the year. (Job creation 52%, Youth internship and Skill development 42% against the target of 35%) The overall participation has been very high and, in all reality, 2019 has been a year of performance. Furthermore, the performance report of 2019 rightly says “As part of the second component of SALAM work with the Afghanistan Chamber of Commerce and Investment in Nangarhar, in Q3 an evaluation committee formed in close collaboration with the Nangarhar Directorate of Labour and Social Affairs awarded micro-grant awards valued at USD 400 to Start and Improve Your Business (SIYB) training graduates to help start their own microbusiness. The grant was awarded to each participant who successfully presented a business plan to the evaluation committee. Of 300 total participants (105 female and 195 male), 244 (84 female and 160 male) were successfully considered for the grant award. The amount was credited into individual accounts in Q4. Additionally, 8 entrepreneurship trainers who were certified by the ILO Global SIYB platform (2 women and 6 men) were selected to attend a 3-week certification program in Bangladesh originally planned for Q3, however, due to the participants’ visa issues, this activity has been delayed to Q4”. in output 2- creating of national and international job opportunities in Nangarhar province, it is not clear from the project annual reports or from the data collected from the stakeholder on how many such jobs have been created for and available for trained job seekers, and strategies adopted for the creation of jobs in the province. Reports say that up to 2019 1225 persons can be deployed on the jobs as a result of SALAM projects efforts during 2019 accounting to about roughly 80,000 people dependent on 1225 persons if employed as per Afghanistan’s standard size of the family. Neither the activities under the output spell out the strategies formulated to create employment			
	2.2. Number of SALAM trainees, that are employed by existing entities (M/F, local/ international)				
	2.3. Number of new local jobs created by new entrepreneurs, SMEs and producer groups which received the SALAM Entrepreneur Support Package				
	2.4. Number of trainers, disaggregated by gender, trained on "Start and Improve Your Business";				
	2.5. The number of trainers, disaggregated by gender, trained on Assessment and Certification of Vocational Training).				

		<p>opportunities, public private partnerships established; new industrial policies incorporating therein the intentions of the government to create employment opportunities for migrant population and IDPs. However, training programmes have been conducted to make the IPDs and returnees' job-ready. With this, about 80 per cent of the trainees under the project have been gainfully self-employed in sectors like tailoring, handicrafts, generator mechanics, electricians.</p> <p>Conclusively, World Bank's PLACED- a project with USD 50 million covers this entire output 2 in one project- on <i>Placing Labour Abroad and Creating Employment Domestically</i>. World Bank project is very practical in the sense, that it does not promise to create jobs abroad, it places people abroad on available jobs, and supports the creation of jobs domestically.</p>
--	--	---

Overall, the interviews with the stakeholders revealed that “Output 1 related to labour migration and Output 2 to skills development and both are linked to each other; however, the project focused on institutional capacity development and the training component from output 1 was moved to output 2 (by the SALAM project board). As a result of SALAM project interventions, a more informed and capacitated labour migration department exists that will work with the Department of Skills Development to ensure programs are aligned with the work requirements in the receiving countries.” If this is true, there should have been well established institutional structures functioning, a new set of rules, regulations, strategies, and work procedures. However, such new structures are not visible.

Reasons for shifting of activities under output 1 to output 2 are not well documented. If the activities under output 1 are not directly linked to the establishment of institutional structures, they should have been re-drafted and actions should have been initiated to establish institutional structures with definite and defined functions instead of removing entire output 1.

Transformation of project from three outputs to two outputs, and finally one output; from five years project duration to three years duration; and five provinces to one province is undoubtedly explains the conditions under which the project was operated (more particularly, non-availability of funding, volatile security situation, leadership crisis at implementing line Ministry, no assured leadership of a CTA for the project, disunity among participating UN agencies) in supporting labour migration and vulnerability reduction in IDPs and migrant population.

d. Analysis of National Level Partnerships

SALAM is a project implanted in partnership with different development partners, and Government of Islamic Republic of Afghanistan. More particularly, the Ministry of Labour Social Affairs (MoLSA) has been partnering with UNDP under national implementation modality with increasing interest. UNDP Country Director, Deputy Country Director, Project staff have to meet with the MoLSA leadership to explain the importance of the project and establish central and sub-national relations for it was important for the project work with Provincial Director of MoLSA in Nangarhar, Provincial Governor of Nangarhar who is not accountable to MoLSA but an appointee of President of Afghanistan. Over the years, MoLSA has come out of initial challenges of change of leadership and working under national implementation modality. One of the strongest points of management of the project is its National Level Partnerships. MoLSA and Ministry of Martyrs and Disabled (MMD) before their merger into a single line Ministry have experienced management of DIM projects for Labour, employment, pensions; rights, welfare, and advocacy of Martyrs and Disabled. SALAM has been the first project that recognized the capacity of MoLSA and ran the project under NIM. This approach has boosted the confidence of the line Ministry and continued with the decisions taken by the earlier leadership of the Ministry even after changes occurred in leadership. In fact, this helped the project to sustain its existence until the end of 2019. Partners like Ministry of Labour, Social Affairs at Kabul, its Provincial Directorate in Nangarhar, ILO, UNHCR, NGO Consortium, Durable solutions working group, Labour

Migration working group, Office of the Governor Nangarhar province, United Nations Inter-Agency Cooperation, Nangarhar, Chamber of Commerce and Industry have been supporting the project implementation and achievement of deliverables under the project. Achievements and successes are summarized in the following box.

SALAM ACHIEVEMENTS AND SUCCESS

2017

After the postponement of implementation year to 2017, there were no achievements against any output or activities during 2017. The year was spent to ground the project, establish working relations with MoLSA, pool up required resources, and endeavour to recruit required national and international staff. Extensive consultations were held among UNDP, ILO, UNHCR, and MoLSA during this year, annual work plans for 2018, and 2019 were drafted.

In December 2017 a joint mission to Jalalabad was taken up by UNDP-UNHCR. This helped the project to identify joint programming locations. The project inception workshop was organized in Jalalabad by UNDP and Directorate of MoLSA. The Provincial Governor and in cooperation with the Nangarhar Province Chamber of Commerce and Investment (ACCI) have assured their support to SALAM. Internal processes of SALAM, central and sub-national governance relations, and areas of interest and expertise of ILO, UNDP, and UNHCR were finalized during 2017 that helped the project take up its activities in the following years.

2018

The year 2018 was a year of actions in accordance with outputs spelt out in the project documents. Although required results were not delivered, momentum to deliver, efforts, actions, and endeavours to achieve the outputs are seen in this year.

OUTPUT 1: Formalized institutional structures in support of regular labour migration for Afghan women and men are established.

This output supports labour migration with strengthened institutional support. Such strengthening of institutions as assured did not happen. However, the Decent Work specialists from ILO India office and MoLSA Directorate of Skills Development and Manpower promoted Bilateral Labour Agreements (BLA) with Governments of Qatar, UAE, Saudi Arabia, Bahrain, Turkey, Iran, Iraq, Azerbaijan, Kuwait, Singapore, Jordan, and Tajikistan, and on the development of training courses to help people use regular migration channels, in support of formalizing institutional structures for labour migration. Another activity is taken up in support of regular labour migration was the translation 12 Bilateral Agreements from English to local language. National Labour Migration Strategy launch was also supported by SALAM in November 2018.

Activities further included, a study tour to Sri Lanka for MoLSA officials; support to MoLSA to develop Labour Migration Database (LMIS) and electronic platform to help collect disaggregated data on migrants, IDPs, and returnees. MoLSA acknowledged their learning and documented the lessons learned in a report submitted to UNDP. At the request of MoLSA support was provided through an international consultant to work full time on the Labour Migration Database (LMIS) for 2019, while ILO Headquarters provided technical expertise in the field of labour migration to resolve LMIS development issues. However, the activity was stalled 'due to bureaucratic and technical considerations.'⁹

OUTPUT 2: National and international employment opportunities for women and men IDPs and returnees in Nangarhar province increased.

Under this output, SALAM has facilitated a capacity development activity for the Director-General of MoLSA for developing technical skills and establishment of the TVET board. As a result of this activity, the concept note for the establishment of the TVET Board was developed for follow up in 2019. SALAM has also taken up an activity for the development of the Public-Private Partnership

⁹ SALAM Annual report 2018

(PPP) model for MoLSA's established Vocational Training Centres by concept development with technical assistance from UNDP's Regional Office in Bangkok. Eight Curriculum Development consultations and workshops were held to develop National Occupational Skills Standards (NOSS) and curriculum for training

Another activity taken up during 2018 was contracting private training and placement agencies for "Job Creation in Nangarhar" and "Skills Training in Nangarhar". The contractors worked closely with local government, the private sector and SALAM project partner, UNHCR, to select and identify 800 beneficiaries. A skill Assessment and Certification training were delivered to 20 MoLSA officials. SALAM project has also signed agreements with the Afghanistan Chamber of Commerce and Industries (ACCI) for conducting Start and Improve Your Business (SIYB) training for 300 beneficiaries in Jalalabad. Also, SALAM initiated a Training of Trainers (ToT) program to create a pool of 200 entrepreneurship trainers for MoLSA.

2019

OUTPUT 1: Formalized institutional structures in support of regular labour migration for Afghan women and men are established.

This is the project closing year at the same time this is the year where all the previous year's activities have been consolidated, restructured, and implemented with a revised annual work plan 2019(AWP 2019. During this year, output 1 became almost extinct and some of the activities under output 1 were moved to Output 2. Overall reduction of funding, cancellation of labour migration activities under Output 1, and transfer of remaining activities to out 2 were the major changes that occurred during 2019.

The activities under Output 1 remained were collaborative work in support of the Inter-Ministerial Task Force which aims to improve coordination and oversee the adoption, implementation and monitoring of the National Labour Migration Strategy; and finalisation of the report on Public-Private Partnership in Afghanistan for Vocational Education Sector.

OUTPUT 2: National and international employment opportunities for women and men IDPs and returnees in Nangarhar province increased.

SALAM activities under this output speeded up in Jalalabad city during 2019. In the job placement training contracted out, 178 out of 200 (89%) successfully completed the programme. Out of these 178 beneficiaries 95 were women, indicating that women successfully completed the project at a higher rate than men. In terms of job placements after training, 128 out of 178 persons (62%) received ongoing contracts from their host enterprises. The most successful skills were tailoring, carpentry, management and finance. The knowledge capture reports submitted by the two contracting agencies reveal that the trained beneficiaries are confident that they could secure gainful employment of establishing their own self-employment units. The youth Internship programme, skill development, and identification of local employment skills and training are some of the other activities taken up by SALAM to enhance employability skills of the target population.

Additionally, the Afghanistan Chamber of Commerce and Investment in Nangarhar in close collaboration with the Directorate of Labour and Social Affairs and with the support of SALAM has formed an evaluation committee. Furthermore, micro-grants valued at USD 400 each have been awarded to Start and Improve Your Business (SIYB) trainees to help start their own microbusiness. The grant was awarded to each participant who successfully presented a business plan to the evaluation committee. Of 300 total participants, 244 (84 female and 160 male) were awarded the grants.

e. Analysis of Crosscutting issues

Crosscutting issues mainly include a balance of Gender, Disability, and Poorest of the Poor. Since the project is to support the vulnerable, selection of poorest of the poor is inherent in project delivery. Therefore, data to this effect is not collected. In regard to Differentially Abled people/ Persons with Disability, the project has been able to incorporate mainstreaming disability into training and employment through outsourcing training and placement with a definite percentage of five for this vulnerable group. With regard to gender balance, the project has been able to achieve this to a great extent continuously. All contracts have met the minimum set 35% gender target for female participation, ranging from 42% to 53%. However, the project failed to maintain gender balance its project management team. The project ran with 13 male and only two female staff members. Although gender balance is achieved in the identification of project beneficiaries, there has been a challenge of recruiting and retaining female staff for the project. However, this has not impacted project delivery in terms of ensuring gender balance in beneficiary selection.

4. Evaluation Criteria

Having analysed the project results, let us now go to an overview of evaluation criteria. As stated earlier, the evaluation criteria have been identifying the relevance of the project, its efficiency in utilising the funds, its effectiveness in achieving and sustaining the objectives, and sustainability of outcomes. The mid-term evaluation has evaluated the project relevance, efficiency, effectiveness, and sustainability every very elaborately, and extensively. Less than a year elapsed since the approval of Mid-Term evaluation report, there are no major changes in the context of these criteria. Therefore, to avoid duplication of what has already been stated, a brief description of these criteria is attempted here.

a. Relevance:

In the context of Government of Islamic Republic of Afghanistan's agenda for vulnerability reduction and employment generation, conceptually SALAM was a highly relevant project at the time of design in 2016 and it continues to be relevant until irreversible poverty reduction among IDPs, returnees, and migrants is ensured. The strength of the project was that it recognised the need to support job creation and sustainable livelihoods through a strategy of local economic development. However, the output design and activity structure made the project delivery irrelevant to the main intentions and outcomes. Therefore, it is not the intention of the project that was irrelevant, but it is a design defect that made a departure from direct relevance. Conclusive statements may not be attempted here, but it is apt to say that the project has conceptually a strong relevance to entire Afghanistan and future project with this intent may be designed and delivered. However, it appears that SALAM with its current project design is losing its relevance in the presence of the World Bank's PLACED project. (Please see next page). Considering the livelihoods issue as a basic human rights issues, and there is a continued effort is going on in Afghanistan to protect human rights of vulnerable groups, including IDPs and returnees; and SALAM has articulated well its intentions of supporting livelihoods, the project relevance to the context takes a Satisfactory grade in evaluation grading.

PLACING LABOUR ABROAD, CONNECTING TO EMPLOYMENT DOMESTICALLY (PLACED)

(Box 1)

Placing Labour Abroad – Migration Management System

The project will support an initial test program placing 2000 male Afghan job seekers in the UAE, the destination country for the first managed labour migration corridor Afghanistan could open based on a Bilateral Labour MoU. The placement will happen with the outcome-based contracting model through 3rd party prime contractors. Scaling up the program will be done through new waves of contracting with larger employment placement volumes, different labour destination countries and broader sourcing of jobseekers within Afghanistan. The migration management system will also enhance worker protection in destination countries, will make the country exit procedures more efficient and it will invest in prospecting new labour migration destination countries.

Connecting to Employment Domestically – National Employment Service System

The project will support initial test programs placing 1200 female and 1200 male job seekers in Kabul with high school or lower educational attainment level in jobs. The test program will establish a 2-step labour market intermediation solution with initial direct job search assistance for all participant, and more involved practical work experience provision with continued job search for those who did not find jobs in step 1. The program will be delivered through an outcome-based contracting architecture with 3rd party providers to whom the bulk of the rewards will be paid for jobs placement and jobs sustainability outcomes. The test program will be further developed into a National Employment Service System through multiple waves of contracting. Consequent rounds of contracting will increase the volume of program participant jobseekers, spread the geographic distribution of sourcing job seekers, alter the enrolment criteria (e.g. educational attainment) and will add step 2 intervention options beyond practical work experience. The National Employment Services System will acquire an individual jobseeker case management system with obligatory use by all the program affiliated 3rd party providers.

b. Effectiveness:

This was a continued challenge in the project. It could have been more effective than it was. The project could not muster needed support from the Government. Effective institutional structures have not been established, neither assured job creation has been done. Instead of job creation activities, the project focused more on making a select group of people job-ready. Such a number of people over a period of three years is not exciting. As on the date of writing this report, there are only 1225 such persons who are benefited from the project training and skill development interventions against a project assurance of 2500 households. Considering the size and duration of the project this is a very small number. Again, it is 2019 that saved the project from total failure; therefore, the effectiveness can be given unsatisfactory evaluation grade considering the conditions under which it was operated, and that too for its delivery in 2019 and partial achievements it made against highly unsatisfactory performance during 2017 and 2018.

c. Efficiency:

All through the duration of the project, SALAM faced efficiency challenges. The real progress in delivery is clearly visible only during 2019, where 2017 and 2018 were virtually utilised for inception and grounding of the project. However, the evaluation does not find any inherent incapacity either at the implementing ministry or at the UNDP, it is only an inadequate preparation to take the poverty head-on with the activity set linked to outputs in the project document

During the year 2018 financial delivery has improved but some targets are transferred to 2019. There has been a challenge of relationships and trust between the UN partners and MOLSA. Recruitment

delays have further frustrated the intent of the project and hampered the relations. There is a strong feeling among the Government counterparts that a larger amount of project funding has been spent on benefits and entitlements of project staff than for project plan expenditure. In a project under national implementation modality, huge amounts of salaries and allowances (48.11% of total expenditure) to staff should have not been paid for such a small project covering one province. Instead, available National Talents should have been hired and trained by the project. Thus, the project has been blamed on its inefficient delivery. It is only after midterm evaluation and with new AWP in 2019 with revised outputs, the project delivery sped up. The efficiency of the project takes a Not Satisfactory grade for its efficiency.

Project Budget estimates		Funds Released	Funds Spent	Donors
2017	USD 1,601,563	USD 3,397,028	USD 304,080	Finland & UNDP
2018	USD 3,106,295		USD 1,404,072	Finland & UNDP
2019	USD 1,104,810	USD 704,810	USD 1,832,445	Finland & UNDP
TOTAL	USD 5,812,668	USD 4,101,838	USD 3,540,597	Finland & UNDP
EXPENDITURE (USD)				
On HR- Regular, Consultants, National, International, (Benefits and entitlements paid to staff and consultants)	On training and development (Course design, material, delivery, and Logistics,	Activities contracted out/outsourced	Operational expenditure (Stationery, Procurement, logistics etc.)	Other expenditure
1,703,384	35,050	791,699	580,430	430,034
48.11%	0.99%	22.36%	16.39%	12.15%

PROJECT FINANCIALS

d. Sustainability of Results

Sustainability focuses on meeting the needs of the present without compromising the ability of future generations to meet their needs. The concept of sustainability is composed of three pillars: economic, environmental, and social—also known informally as profits, planet, and people¹⁰. For this evaluation, sustainability is understood to be a continuation of results without compromising on the quality in future or without creating additional resource burden for delivery. The results should continue to extend benefits to the beneficiaries of results without stress.

This is a big question. If the project output one is fully achieved, the project deliverables could have been sustainable with working structures in place with defined and definite functions, rules, regulations, and work processes in the years to come. But it was not so. No institutional structures were established excepting some incremental changes to the existing structures. Therefore, the project with the current implementation approach is not sustainable. It will not be sustainable if the project is not re-designed and all activities are not directly linked to outcomes and outputs.

There is another contradictory and hypothetical theory saying the results are sustainable. If the 1225 persons trained to be employed are gainfully employed with the capacity of earning livelihood for their over 80,000 dependents and are not thrown out of employment unless there is an economic recession or closedown of business and industry, the results are sustainable. The result of 1225 if employed is sustainable because they continue to work and get work with the experience they pooled up through employment, and through training extended by SALAM. Therefore, to some extent the results are sustainable. However, the final employment of this 1225 is a big question. Different reports and interviews have given different numbers on the employment of these 1225 persons. Some say, only 1225 people have been trained, and they can be employed. Some reports say that only 580 of these have been gainfully employed by those employers with whom these

¹⁰ Investopedia.com

persons were interned. Each of the trained has been given a tool-kit for self-employment, and distribution of tool kits does not constitute employment generation. Another interview reveals that no one excepting a score of people employed. Even we consider for a while that all 1225 trained are gainfully employed, they constitute a minuscule percentage of total IDPs, Returnees, and Migrants. Data mismatch and non-availability of clear acceptable final data has been a big question.

5. Other findings and General observations

(These general observations are a consolidation of opinions shared by other partners in the implementation of SALAM like ILO, UNDP, Embassy of Finland, and UNHCR, plus, the observations independently made by the evaluator).

1. The project struggled a lot to start, and after starting never had it a smooth sail due to many reasons beyond the control of the project management. For example, the IP was not fully ready to operate the project; non-availability of full funding and restriction to one province; MoLSA did not have any experience of implementing UNDP supported projects under National Implementation Modality, therefore the Ministry could not start the project on time and implementation suffered from inconsistencies in a mismatch with outputs and actions, timelines, and job creation.
2. Although the concept of One UN and joint programming is strongly advocated across the globe, and has been successful in many countries, it appears that it is still in a formative stage in Afghanistan. The project has not been able to echo one voice of all the supporting UN agencies participating SALAM. Interviews revealed a cold War like situation among the participants. Shifting of responsibilities, and the blame game is strikingly visible in a one-to-one conversation. In fact, under joint programming approach pooling of resources and pooling risks is possible. At the same time multiplicities and duplication of delivery and support can be avoided. In SALAM, such duplication or multiplication of support to the Government or delivery has not been documented, some agencies expressed their concerns right from the beginning on the approaches and methodology of implementation of SALAM, contracting out, international recruitments, and project design. In this blame game stead, they should have sat together, discussed the issues, brainstormed the required implementation, and project management approaches, and come out with an implementation plan supporting MoLSA's mandate. Add to this, UNDP- Finland, and MoLSA tripartite relations have been through rough weather all along. On one hand dysfunctional One UN approach, on the other hand, poor tripartite relations have plagued the project. A win-win opportunity is lost.
3. The project's Results and Resources Framework has not been properly designed. For example, Output 1: Formalise institutional structures in support of regular labour migration. No such institutional structures with specific functions, regulations, policies, legal framework and Human resources contingent have been established. Activities under this output to not match the intent and language of the output. Output 2: Does not appear very practical. It assures the creation of national and international employment opportunities. There is a general opinion among supporting agencies that implementation of 12 MoUs signed with other countries is subject to the political economy of those countries. Instead, the project could enhance the support to youth to develop their employability skills to utilise national and international opportunities. Such enhancement is seen in the new AWP 2019 that merged output one and two together and came out with a very ambitious work plan that cannot be implemented in one year.
4. The project focused more on design and delivery of training courses than the establishment of sustainable and permanent structures that support migration, employment generation, and liaise with prospective employers. Focus on job creation has not yielded any results but

job placement has been given due importance. In fact, the project should have been a project in letter and spirit to enhance the capacities of returnees and IDPs to take up available employment opportunities and to get self-employed.

5. The project has adopted an approach of contracting out some of its activities like training and placement to two private players. In reality, the was a facilitator project for placement of the target population, and not an employment generation project. The contracting out was in the right direction. However, the two private companies to which the training and job placement has been contracted out could only deliver training and skill enhancement inputs to 1225 persons constituting a minuscule percentage of a large number of immigrants, IDPs, and returnees. SALAM could not take it further and enhance participation of these or similar agencies to address ever-increasing challenges of employment of target population. SALAM suffered from institutional incapacity at the implementing line Ministry and lack of policy support.
6. The recruitment delays further delayed the project implementation, secondly, the project was designed for 120 M USD but could not mobilize these funds thereby abolishing CTA position in the middle of the project. Role of a TA is very important in such projects that have a requirement of high technical expertise to deliver sustainable results and leadership. Some partners complained that in the absence of a full-time Project Manager, International Planning Monitoring and Reporting Specialist has acted as acting project manager as though the project was under Direct Implementation Modality (DIM) side-lining the national interests and National Implementation Modality. This was not liked by other partners and MoLSA.
7. There was another challenge very peculiar to Afghanistan. Afghanistan constitutionally is a central Government. Local Governments do not have enough administrative and financial authority at the sub-national level. Provincial Governor (PG) reports to the President of Afghanistan whereas provincial directorates of line Ministries report to their line Minister and do not have clearly defined reporting lines with the Provincial Governor. While the PG has the overall responsibility of Provincial Development, and the Directorates of Central Line Ministries operating in the province have to work in tandem with provincial development policies, their supervisors sitting in Kabul have a different line of authority on their line departments at the province. Independent Directorate of Local Governance (IDLG) is the boss of Provincial Governor, and MoLSA is the boss of Provincial Director of Labour Social Affairs, (PDLA) and SALAM had to work with PDLA. This has been a real challenge to coordinate and convince the local and central authorities and deliver.
8. There is also a strong opinion among the stakeholders excepting UNDP that in a project under National Implementation Modality, senior international TAs and other staff are not required. However, the donor suggested that the international Technical Adviser may be retained. Representatives of MoLSA felt that full freedom should be given to the implementing line Ministry either to hire International Technical experts or run the project with available National expertise. However, there are documented capacity gaps and challenges in the line Ministries of Afghanistan with which the UNDP and other international cooperating partners in Afghanistan are hesitant to take the risk of parting with recruitment responsibility of international expertise.
9. Out of total duration of three years of the project, full one year was spent on establishment and launch of the project; the second year of the project struggled to implement the project with minimal achievements; third-year again focused on consolidation, review, and evaluation. Furthermore, Output one became inoperative in the third year of the project. However, reports reveal that MoLSA has shown an increasing interest in the project during

the year 2019. MoLSA has actively engaged itself in the management of the project under national implementation modality thereby registering an achievement of results more than they could during earlier years.

10. MoLSA's disinterest in the project is clearly visible. It has not taken the required ownership in the initial years. By the time it realised the importance of ownership and NIM modality, the project was already half-way through implementation with reduced duration, reduced funding, and reduced geographical area of operation. The new leadership at the Ministry has realised the importance and geared up the implementation of the project to give it a logical conclusion. Now, MoLSA is very much in line with the intentions of the project and more interested to continue the activities for employment generation.
11. Quarterly reports and annual reports of the project have been excellently drafted in terms of content, analysis of achievement, the reasoning for non-achievements, limitations, and progress whatever was possible. However, they lacked documentation of the contribution made by other participating agencies/project partners in the implementation and progress of the project.
12. Resource mobilization strategy is not clarified in the project document. There is another side to this view. Since the project is SALAM Nangarhar, and the required funding was assured and released by the donor, and there were no further activities that could be designed and implemented. Therefore, a resource mobilization strategy would become redundant. Nevertheless, all projects designed in accordance with UNDP project design guidelines will have a Resource Mobilisation Strategy, M&E approach, Risk log, and Exit strategy. Thus, the project does not have a resource mobilisation strategy.
13. There is a passing statement in the project document "Conduct an assessment (baseline study) of a ministry or provincial line department/unit's current capacity to fulfil their roles and responsibilities." However, there is no activity of reporting on the actions taken, assessments conducted, or progress analysis taken up by the line Ministry is documented in the periodical reports submitted.
14. UNDP's risk assessment approaches and designing modalities of releasing funds were misunderstood by National Implementing partner to be UNDP's hegemony of being an international development agency. Under National Implementation Modality, it is not always a full transfer of money to the implementing Government to run the projects. In countries like Afghanistan, where National Capacity Development has been a challenge, development partners cannot vest the financial management fully in the hands of implementing Government agencies. Calculated decisions have to be taken to part with all implementing authorities. Just this happened in case of SALAM project implementation leading to a misunderstanding of direct management by UNDP. However, by 2019, implementing line Ministry has realised the challenges and started implementing the project in accordance with the Annual Work Plan.

6. Project Management and SWOT Analysis

The national implementation modality of the project was a challenge during the initial years of the project. The implementing line Ministry felt that it was not given desired autonomy in the implementation of the project. Dependency on UNDP for funds release has been a concern for the Ministry. International Staff acted as *defacto* project managers of a DIM project that concerned the implementing partners and other agencies. UNDP's risk assessment approaches and designing

modalities of releasing funds were misunderstood to be UNDP’s hegemony of being an international development agency. Recruitment delays, non-availability of a candidate for project management position after several rounds of the selection process, gender imbalance in the staff have been on the negative front. However, monitoring and reporting staff of the project have made an outstanding contribution to the project knowledge management by producing high-quality reports and quarterly progress analyses. Timely reporting, coherence and comprehension in reporting, coverage of results, results analysis in the annual reports have been exemplary and worth emulating by other projects.

SWOT ANALYSIS

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • The Project outcome is very strong and focused. It guides the implementors for easy implementation of the Project- Effective Policy Coordination and Resource Mobilisation- does not require any clarification or elaboration. Thus, the Project outcome’s framing of the sentence itself is a great strength. • Project is demand-driven in NIM modality • The Government has realised the importance of Institutional and Individual Capacity Development and MOLSMAD is directly leading the programme coordination • UNDP has comparative advantage IPs look at UNDP in preference to others in the sector • UNDP and One UN have adopted a flexible approach that meets the demands of GoIRA to run the project under NIM <p>UNDAF outcomes just match project outcomes (See ProDoc)</p>	<ul style="list-style-type: none"> • Project design suffers from articulating intention of outputs in the actions and the activities listed. They do not lead to the output • Project budgets have been reduced to the barest minimum since 2017 onwards thereby giving a virtual closure to the Project • Low capacity of implementing partners, Reporting and communication of implementing partners need strengthening • The project suffered from recruitment delays and donor’s disinterest in extending the project to other provinces • No strong inter-linkages between the implementing partners; coordinated efforts to produce the result. • The project has not articulated excepting Gender, other cross-cutting issues like Disability, and Human Rights more conspicuously in the Project document
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • The strong political will to develop vulnerability reduction and support IDPs and returnee Afghan women and men • The government gives high priority to private investments and employment generation that address poverty reduction as envisaged in ANDS and other strategies • Afghanistan National Peace and Development Framework 2017-2021 aligns with the United Nation’s priorities • Government is keen in introducing reforms, the reform agenda is an opportunity to introduce accountability systems • UNDP, UNHCR, and ILO have come together to support the project initiatives; There is scope to strengthen the relations under One UN umbrella. 	<ul style="list-style-type: none"> • No efforts are visible to formulate and mobilise funds for the next phase of the SALAM Project • Similar project PLACED is in operation by World Bank • The long duration of inception time is a big threat to achieving the objective. While implementation is shifted from 2016 to 2017, five years project is reduced to a three years project and three outputs to two to one. The project started showing results only in the closing year threatening the sustainability of results

7. Conclusions

- a. SALAM is a very relevant project if it had been implemented in the way the outputs were structured. Government of the Republic of Afghanistan is looking at job creation and skill development of IDPs and returnees for vulnerability reduction among this category of the population. UN Sustainable Development Goals look at such projects for livelihood support and poverty reduction among the vulnerable population across the globe. If projects like SALAM are designed in collaboration with multiple cooperating partners and managed in letter and spirit, the projects will become very relevant to the country context.

- b. SALAM project had a strong capacity development angle that could develop institutional and individual capacity for the purpose of creating an enabling environment to support livelihoods and mobility of vulnerable population ensuring a Humanitarian Development, Peace, and Security nexus. However, this opportunity was not fully utilised by the implementing line Ministry.
- c. The overall rating that can be given to the project is UNSATISFACTORY considering the conditions under which it is operated more reasonably keeping in view the project implementation during 2019 and partial achievement of results. Again, the challenges, limitations, and the circumstances under which the project operated have been taken into account while assigning the rates. The Project implementation was not satisfactory for two years, i.e. 2017, and 2018. To list a few major challenges, MoLSA did not know the National Implementation Modality; There were leadership gaps at MoLSA; a Flagship project that addresses Human Rights and Livelihood challenges did not have a full-time Chief Technical Advisor for the full duration of the project; the concept of One UN has not operated in the right spirit. Inter-agency rivalries, a lot of blame game, and shifting the responsibilities have unearthed during the evaluation. Names not given to protect the privileges and privacy of informants.
- d. Initial years have been spent by MOLSA to understand National Implementation Modality, and UNDP during initial years failed to train MOLSA project director in National Implementation Modality. Now MOLSA is very enthusiastic to run projects like these to create sustainable employment opportunities for the returnees and IDPs. (See the recommendation for phase II).
- e. For two implementation years of the project, the output two was designed to create national and international job opportunities which were more ambitious and far from reality and scope of the project. Job creation is not the placement of people in available jobs. Job creation is creating new employment opportunities for the unemployed to take up the jobs. Jobs can be created by setting up industries and businesses, by restructuring government departments, and ministries; by enhancing economic activity in the country; by increasing investment opportunities; by creating an environment of ease of doing business; by providing tax concessions, security for businessmen etc. These are all out of the scope of SALAM, not the mandate of MoLSA. In that way, the language of output 2 was misleading ultimately restricting itself to training and skill development. The second part of output 2 is a more difficult one. Creating international employment opportunities is not within the control of one nation. It depends on the economy of the country where Afghan citizens are accepted in employment and business.
- f. Furthermore, the employment generation is not the mandate of MoLSA. The Ministries across the globe are mandated to regulate employment law, labour relations, industrial disputes, and facilitate labour movement, and social security. Employment generation is a larger issue of political economy, and industrial development. Both UNDP, and MoLSA erred in understanding the mandates and priorities of MoLSA. Thus, employment opportunities as promised could not be created under SALAM. Nevertheless, SALAM has strong component of capacity development of institutions function in MoLSA that could support livelihoods and mobility. MoLSA could not fully utilise the support provided by SALAM to strengthen this area.
- g. At the end, however, during 2019, the output two is revised with activities that were taken up matching the intent of the project. These activities cannot be either standalone or for any specific year of operation. Their continuity ensures deployment of talents globally and serves the purpose of livelihood support.

- h. Government of Afghanistan, UNDP, and Government of Finland, the Donors have taken very hasty decisions regarding the project duration, cut funding, restrict the project to one province and finally premature closure of the project. Donor does not agree this and argues that it was because of the ground realities. This has, however, a political reason of being responsive to the decisions of a neighbouring country on its refugee retention policy. Instead, the project should have been taken over by UNDP/One UN under DIM modality hiring a senior CTA to run the project to show better results for few years, and then transferred to the Government under NIM. Furthermore, SALAM project implementation was marred by poor relations among all the project stakeholders.
- i. There is no approach of targeting in the project document. The selection process of target beneficiaries is missing in the entire programme of supporting for livelihoods. UNRWA has a very good Mechanism of targeting and assessment of poverty among returnees and refugees. Such Mechanism should have been there to screen the beneficiaries under the project.
- j. Project document has been rewritten, only with an AWP 2019, to speak out project intentions clearly in outputs, activities, and action plans. Intentional strengthening for employment generation, policy formulation, putting in place employment facilitation centres could have been more appropriate.
- k. Based on the lessons learned, and as a result of Mid-Term evaluation, an Annual Work Plan (AWP) for 2019 has been developed and implemented. Although AWP 2019 captures the intent of the original project in letter and spirit, the activity set, approaches, and action plan is very exhaustive and ambitious. While designing an overall project, many things are to be kept in mind. Policies and strategies require far and wide consultations, legislative approvals, cabinet decisions, and parliament passing, and presidential approval and notification of decrees/acts. These minimum requirements consume a lot of time particularly in countries like Afghanistan. Sometimes, passing one law might take more than the duration of a project/ AWP does not consider this aspect but promises to “Support to the development of national legislation and policy instruments, in line with international standards and regional good practices to include linkages of regular migration with the overarching employment, the national labour policy and strategy” This is one example from AWP 2019.
- l. The project has a very successful model of employment generation and deployment albeit very small contribution to the gigantic project. The project contracted out job creation and deployment to a private agency that identified the people, assessed their capacities, developed their skills and deployed in jobs with private sector employers. SALAM has subsidised the salaries of these employed IDPs and returnees for few months to motivate the private sector in providing sustainable employment. This model is being used by another similar project of employment generation in the Northern provinces of Afghanistan.
- m. When the project started showing desired results, and the Ministry convinced that SALAM can be of greater support for livelihoods among IDPs and returned, the decision to close the project during 2019 is a premature decision. Furthermore, there is a strong demand from the job seekers for training and deployment in jobs that were possible through projects like SALAM. Therefore, this is the time, in reality, to re-design and re-run the project under NIM with more technical and financial assistance.

8. Recommendations

Some of the recommendations made here are specific, and some are generic. The specific recommendations include launching a second phase of the project with more provinces under operations and with a strong capacity development for livelihood generation component. Inter-agency expertise can be mobilised to support various capacity development activities. For example,

ILO can support labour policy formulation, UNHCR can share the technical expertise on Humanitarian assistance and peacebuilding nexus, UNDP can share the expertise on institutional strengthening, IOM can support on migration policies and migration issues. The generic issues include working on overall public sector reforms, working on national industrial policy, working on national investment policy, working with other line Ministries, and having in place strong systems that ensure public private partnerships in public works, and socially relevant economic and infrastructure development activities. The recommendations can be listed as under.

8.1. Specific Recommendations

- a. The Support to Livelihoods and Migration is a project that can be emulated in other countries as well where there are challenges of security, livelihoods, and development since these are interlinked. Therefore, it is recommended that the project should not be closed with SALAM. A second phase of the project is recommended that will have clearly articulated outputs, actions, activities, and resources;
- b. The second phase of the project should focus more on capacity strengthening at the individual and institutional levels. The Human resources deployed to support labour migration, policy implementation, enforcement of labour laws, and contracting with the private sector should be trained to take up the challenges of implementation;
- c. Output one of SALAM is very important. Activities to strengthen institutional structures should continue under the new phase of the project. Under this output, the activity of strengthening institutional structures in MoLSA should be linked to expected functions, roles, responsibilities, duties, work processes, operational guidelines, and creation of a database of job opportunities;
- d. Output two should be purely a skill development output. The activities under this output should include assessment of available skills in the market; required skills for the industry and business, liaison with industry and business, development of linkages with prospective employers; and placement services, liaison with universities and colleges for educational enhancement programmes, liaison with embassies for educational loans and scholarships;
- e. MoLSA with the support of UNDP can give a skill-specific unemployment card to the registered returnees and IDPs; If there is a mismatch between required skills and available skills, private players in the market may be temporarily used for skill development of target population. Simultaneously, capacity strengthening of training institutions under MoLSA's supervision should be strengthened in terms of equipment, logistics, trainers, curriculum, and course material;
- f. The second phase of the project should have a very specific component and a dedicated technical assistant to assess current training courses offered by other agencies like GIZ, World Bank's PLACED; liaise with other line Ministries, departments, UN projects and programmes, and the private sector to identify available job opportunities, develop a database, match with the skills of registers IDPs, and migrants, and facilitate their deployment;
- g. The employment generation is a larger agenda(please see generic recommendations), and definitely is not the mandate of MoLSA. It should be removed from the main activities of the project in the second phase. The Ministry of Labour at the best can formulate labour policies, employment regulations, wage policies, standards of recruitment, career progression, discipline, and workplace benefits and entitlements. Therefore, the second phase of the project can focus on labour regulations and policy framework that supports livelihoods generation and migration;
- h. The second phase of the project, if taken up, should be fully under National Implementation Modality with national staff to run and supervise. If international expertise is required to

address some capacity gaps, they may be hired only as consultants who can come to Afghanistan, develop required products, train the people to use the developed tools, test run and leave the country;

- i. A fulltime International chief technical adviser should be recruited and assigned to MoLSA to guide the Ministry and the staff deployed by the Ministry for the project.

8.2. Generic Recommendations

- a. Overall employment generation in Afghanistan is not the mandate of MoLSA. Therefore, a national investment strategy, a national industrial policy, national ease of doing business policy, industrial licensing policy and other support systems for establishment of industry and business should be advocated at Government level;
- b. Country's infrastructure facilities, backward and forward linkages for markets in the country, enabling environment for industry and business to grow, tax systems and structures, preferential entry of qualified returnees, and IDPs into public service/civil service can make part of such strategy as may be developed for job creation;
- c. Enterprise capacity development can be another area of support in the next phase, where small and micro enterprises can be supported to update the technology they use, upgrade the machinery in place, and enhance accounting and management skills;
- d. Returnees' literacy programme is another area. The government of Afghanistan can the capacity of admitting the returnees and IDPs in Government literacy programmes/ Adult literacy centres. The centres for adult literacy should be strengthened;
- e. MoLSA may take initiatives in association with the Ministry of Education for enhancing the educational opportunities for returning children, they can be straight away sent to Government schools;
- f. Develop linkages with other projects, other agencies, and other donors for the development of a long-term strategy for employment generation/job creation. UNDP can support working on a long-term job-creating strategy for Afghanistan in association with all the actors/cooperating partners in development.

9. Lessons learned

- a. *Assessment of Project Needs supports smooth implementation:* First and foremost, the lesson is any project will run if it is based on a pre-launch study conducted and designed with the implementing partner. Engagement of the implementing partner at the design stage OR assigning the job designing the project to the implementing partner will have a better buy-in especially under NIM projects. This was exactly the reason why the 5-year SALAM project developed in 2016 in close partnership and with considerable inputs from MoLSA, UNHCR and ILO, has the buy-in from the other partners and MoLSA has a buy-in 2017 even the leadership at MoLSA changed.
- b. *National Ownership gives desired results and establishes responsibility.* National Ownership of any project in countries like Afghanistan gives desired results for it attaches responsibility to the implementing partners, and makes them accountable for successes and failures. Giving expert opinion by international experts from distance makes them: i. Fully responsible and committed; ii. Enhances their capacity to manage projects. In SALAM, only during 2019 when international advice/support was lessened, and national leadership liaised with implementing line Ministry, the project started showing desired results, however small they were.
- c. *Partnerships encourage sustainability and establish identity.* This project has a successful model of developing partnerships with local private technical support providers. They have

supported the project in the identification of persons to be deployed in private jobs, assess available and required skills, and identify potential employers. In the absence of this outsourcing approach, the skill enhancement of 1225 people could have not been possible.

- d. *Coordination and cooperation avoid misunderstandings.* This project had challenges of establishing contacts with MoLSA and running the project in the initial years. When the UNDP national staff realised that a dialogue and clarifications to MoLSA on DIM and DIM approaches, limitations, and challenges are given, the project would run as planned, and coordinated closely with MoLSA, many misconceptions cleared, and MoLSA has taken required leadership and gave results.
- e. Donor-Implementor-Coordinator relations are very important for the success of any project. Poor relations will create stress on implementation, and results cannot be achieved. Therefore, strong coordination, communication systems, relationship development among stakeholders is very important.

10. ANNEXES

10.1. People consulted

S.NO	NAME	Position and Organisation
1.	Mohammad Salim	UNDP, Programme Analyst and SALAM Project Manager a.i.
2.	Christine Ruth	UNDP Senior Deputy Resident Representative a.i.
3.	Malang Ibrahim,	UNHCR, Reintegration Officer
4.	Mansoor Akbar	SALAM project ILO, National Coordinator
5.	Kashmir Khan Shaoor	Finland Embassy, Development Cooperation Assistant
6.	Syed Haroon Ahmadi	RBM and Evaluation Analyst, Programme, Strategy and Result Unit, UNDP
7.	Abdul Wakeel Faizy	Monitoring and Evaluation Analyst, Programme, Strategy and Result Unit, UNDP
8.	Enjella Mazaher	Chief Project Officer, Afghanistan Centre for Excellence (ACE)
9.	Abdul Bari Rahimi,	ATVI President
10.	Sahar Safi	Focal Point and coordinator, PADO
11.	Laura Rio	Chief section, Livelihoods and Resilience Unit
12.	Toumane DIANKA	Recovery and Transition Advisor UNDP
13.	Justive Davies	M&E SALAM
14.	Jan Sindelar	DRR Advisor
15.	Napoleon Navarro	Sr. Country Director UNDP
16.	Manzoor Khaliq	Coord & Support
17.	Hannah Entwisle Chapuisat	GP 20 Technical support
18.	Nadine Walicki	GP 20 Coordinator

10.2. Documents Reviewed

1. SALAM Project Document original
2. SALAM Project Document revised
3. SALAM Annual Action Plans 2017, 2018, 2019
4. Quarterly reports- 2017
5. Annual Report-2017
6. Quarterly Reports 2018
7. Annual Report-2018
8. Quarterly Reports 2019 up to 3rd Quarter
9. Knowledge Capture Report- ACE
10. Knowledge Capture report
11. Mid-Term Evaluation Report
12. Contract with ACE
13. Jalalabad Mission Report
14. Minutes of Project Board Meetings
15. Micro Assessment Report, MoLSA – Final report
16. SIYB Signed contract
17. Approval of no-cost extension
18. Job Creation Contract with ACE
19. Signed Contract ATVI-PADO
20. UNDP Position Paper on UN Summit for Refugees and Migrants
21. International Dialogue on Migration, IMO
22. Labour Migration Can Help boost Afghanistan’s growth, World Bank
23. PLACED-World Bank
24. Managed Labour Migration in Afghanistan, World Bank

10.3. ToR for the consultancy

ToR- International Consultant (Final Evaluation) UNDP-SALAM project	
Location :	Kabul, AFGHANISTAN
Application Deadline :	28-Jul-19 (Midnight New York, USA)
Time left :	13d 0h 44m
Type of Contract :	Individual Contract
Post Level :	International Consultant
Languages Required :	English
Starting Date : (date when the selected candidate is expected to start)	01-Sep-2019
Expected Duration of Assignment :	Two months (with Maximum 35 working) Homebased and Kabul
REFER A FRIEND APPLY NOW	

Background

UNDP Global Mission Statement:

UNDP is the UN's global development network, an organization advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. We are on the ground in 166 countries, working with national counterparts on their own solutions to global and national development challenges.

UNDP Afghanistan Mission Statement:

UNDP has been working in Afghanistan since 1966 in close partnership with government, civil society and other national and international partners. UNDP focus is helping Afghanistan build and share solutions to the challenges of Environment, Livelihoods, Gender, Rule of Law, Governance and Health. UNDP advocate for change and connect the Afghan government, NGOs, civil society and other partners to the knowledge and resources they need to help the Afghan people build a better life. UNDP Afghanistan is committed to the highest standards of transparency and accountability and works in close coordination with the United Nations Assistance Mission in Afghanistan and the UN system as a whole to maximize the impact of its development efforts on the ground.

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 Mechanism 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 and Social Affairs (MoLSA) 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 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 final Evaluation of the SALAM project to provide a comprehensive independent assessment of project performance and governance arrangements. The Evaluation will assess progress towards the achievement of the project objectives and outcomes mentioned above and as specified in the Project Document and related Document and assess project success or failure. The Evaluation will also review the project's approach and methodology, its risks to results impact and sustainability and make recommendations on the future generations of livelihood generating employment and training related projects.

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 "sub-project" 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 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 evaluation (expected September 2019). SALAM project underwent a Mid-Term Evaluation in October 2018. Main recommendations included confirmation of the leadership role of MoLSA; development of an Annual Workplan for 2019 with realistically achievable indicators of activities so that SALAM can come to a conclusion; Revisit the governance arrangement of SALAM project; Development of an exit strategy and consider the future beyond SALAM.

Against this background, UNDP is hiring an independent International consultant to carry out the final Evaluation of the SALAM project which were conducted through a consultative process with UNDP, UNHCR and ILO, MoLSA, the project donor and beneficiaries

Duties and Responsibilities

Scope of work:

Evaluation Purpose

The objectives of the final Evaluation are to:

5. Assist the recipient Government, beneficiaries, UNDP and, as appropriate, the concerned partners and stakeholders, to assess the efficiency, effectiveness, relevance, sustainability and impact of the project;
6. Provide feedback to all parties on the design, policy, planning, appraisal and implementation and monitoring phases; and
7. Ensure accountability for results to the project's financial backers, stakeholders and beneficiaries through capturing and collation of lessons learned, challenges faced and best practices with an aim to inform future UNDP programme strategy via actionable recommendations.

This end of project evaluation covers the implementation period at the time of the evaluation. It follows and builds upon the midterm evaluation of the project conducted in 2018. The Project implementation is 36 months (January 2017-December 2019). The evaluation is forward looking and will capture effectively lessons learnt and provide information on the nature, extent and where possible, the potential impact and sustainability of the SALAM project. The evaluation will assess the project design, scope, implementation status and the capacity to achieve the project objectives. It will collate and analyses lessons learnt, challenges faced and best practices obtained during implementation which will inform the programming strategy in the next UNDP programming phase 2020-2025 in response to the Government national priority programmes notably those of the Afghanistan National Peace and Development Framework (Ensuring a better future for our refugee, returning migrants and internally displaced people); the Sustainable Decent Work Through Skills Development and Employment Policies for Job-Rich Growth and the Human Capital Development Programmes.

The emphasis on learning lessons speaks to the issue of understanding what has and what has not worked as a guide for future planning. It will assess the performance of the project against planned results within the specific national context. The evaluation will assess the preliminary indications of potential impact and sustainability of results including the contribution to capacity development and achievement of the Sustainable Development Goals. The results of the evaluation will draw lessons that will inform the key stakeholders of this evaluation who are the Ministry of Labour and Social Affairs, the trainees and people who have been employed because of the project (beneficiaries); the private sector and UNDP. The evaluation will generate knowledge from the implementation of the SALAM project by the various implementing partners in collaboration with UNDP and the Government of Afghanistan that may contribute to research and better understanding of people choices and experiences and reflect on challenges; lessons learnt and propose actionable recommendations for future programming.

Evaluation Scope and Objectives

The SALAM End of Project Evaluation will assess the effectiveness of the implementation strategy and the results. This will include the national implementation modality and UNDP support to it, roles and responsibilities, coordination, partnership arrangements, institutional strengthening, beneficiary participation, replication and sustainability of the programme. The evaluation will include a review of the project design and assumptions made at the beginning of the project development process. It will also review the level of response to the Midterm Evaluation recommendations (see above). It will assess the extent to which the project results have been achieved, partnerships with private sector and government at national and provincial level established, government and private sector capacities built, and whether issues of gender and human rights have been addressed. It will also assess whether the project implementation strategy has been optimal and recommend areas for improvement and learning. To achieve these objectives; the evaluation will focus on the questions listed below.

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 September 2019).

Final Evaluation Approach and methodology

The support to SALAM End of Project evaluation were carried out in accordance with the UNDP and UN Evaluation Group (UNEG) Evaluation Norms and Standards of Evaluation and Ethical Standards as well as OECD/DAC evaluation principles and guidelines and in full compliance with the DAC Evaluation Quality Standards (206). This is a summative evaluation involving qualitative and quantitative methods to evaluate SALAM project implementation and performance and to make recommendations for the next programming cycle.

The final Evaluation 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 (PSRU), UNDP Senior Management and other stakeholders to explain the objectives and methods adopted for the final 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.

Data Collection

SALAM Project Evaluation were carried out through a wide participation of all relevant stakeholders including the One UN and UN partners, the Government of Afghanistan institutions notably the Ministry of Labour and Social Affairs as well as development partners, and right holders. Field visits to selected project sites; and briefing and debriefing sessions with UNDP and the Government officials, as well as with development partners is envisaged.

Data collected should be disaggregated (by sex, age and location), where possible. to use existing sources/information and avoid duplication, data were mainly collected from various information sources through a desk review that will include the comprehensive desk review and analysis of relevant documents, information, data/statistics, triangulation of different studies, etc.

Data will also be collected from stakeholders' key informants through interviews, discussions, consultative processes, and observations in field missions. This phase were comprised of: (i) Review and analysis of relevant documents including government programmatic documents & reports, the UNDP/UN programmatic documents & reports, recent studies and research (see list attached and relevant links) (ii) Critical analysis of available data with regard to the national guiding documents as well as the intended UN inputs to the national priority programmes.

Basic Documents for Desk Review

The Project Evaluation will refer to and consider the lessons from the One UN Annual reports and the Mid-Term Review Reports in terms of: (i) response to the national priority programme objectives (project relevance); (ii) creating a common, coherent and results-oriented strategy for a possible successor project; (iii) facilitating joint programmes to the extent possible (reducing overall transactions costs). SALAM Project Document and revised Nangarhar Project document including annexes and Annual Workplans and project budget revisions, project reports including Annual Project Reports (APR), Quarterly Project Report (QPR), Back to Office reports, ad-hoc project activity progress reports, report or other documents produced by Implementing Partner, Meeting minutes including: Project Board and Technical working group meeting minutes, Terms Of Reference, including for the Technical Working Group, procurement for Job Creation, TORs for project personnel including UNDP staff and NTA modality, correspondence with the donor, any other materials that the consultant considers useful for this evidence-based review). The Project Evaluation will also

use the One UN Annual Reports, the UNDP CPD midterm Evaluation, the Mid-Term Review reports in terms of: (i) response to the national development objectives (project relevance); (ii) creating a common, coherent and results-oriented strategy for successor project (iii) facilitating joint programmes to the extent possible (reducing overall transactions costs).()

Evaluation Questions:

Note: the below questions must be asked also in the context of the Mid-Term Evaluation and against its recommendations.

Relevance:

- To which extent did the project design address the substantive problem that the project was intended to address?
- How did the 'Theory of Change' correspond to the changing environment;
- How did the government/stakeholder commitment to enforce and implement the Mechanism, strategies, agreements, monitoring systems etc. prepared and agreed upon under the project;
- 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) and any relevant ILO strategy (to be confirmed).

Efficiency:

- Were the project objectives consistent with substantive needs, and realistic in consideration of technical capacity, resources and time available?
- 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 activities completed on schedule?
- How well is the project managed, and how could it be managed better?
- Was there an appropriate mechanism for monitoring the progress of the project? If yes, was 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 were the significant challenges and issues that prevented 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?
- To what extent did the project activities adhere to the agreed approach and methodology?
- If there were delays in project implementation, what were the causes of delay, and what was the effectiveness of corrective measures undertaken? Do implementation 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?
- 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?
- How useful are the project outputs to the needs of the target beneficiaries, including to women beneficiaries?

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?
- Was 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 were 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. These include:

Coverage

- To which extent the project covered and reached its planned beneficiaries?
- Did the project implement its planned activities and achieve its targets?

Coordination:

- To what extent was there coordination was between the stakeholders and the project?
- What problems were experienced in relation to coordination for implementation of project activities?
- Did coordination exist between the project and its beneficiaries?

Coherence

- To what extent stakeholders (MoLSA, partners) were involved in planning, monitoring and implementation of project activities.

Conclusions and Recommendations:

- The Evaluation will include a section of the report setting out the evaluation'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 were updated once the consultant is on board:
- Government of Afghanistan: MoLSA, and its various departments including relevant Directorates, DoLSA and DiREC in Jalalabad, Nangarhar Governor's Office.
- Beneficiaries: MoLSA, 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
- SALAM Project Staff in Kabul and Nangarhar

Expected Outputs, Deliverables and Timelines:

The following key deliverables are expected from this assignment:

- f. **Evaluation inception report**—An inception report should be prepared by the evaluators before going into the fully-fledged data collection exercise. It should detail the evaluators’ understanding of what is being evaluated and why, showing how each evaluation question were answered by way of: proposed methods, proposed sources of data and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables for each task or product. The inception report provides UNDP and the consultant evaluator with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset. The Evaluation inception report should outline a clear overview of the Evaluation review approach, including:
 - a. The purpose, objective, and scope of the review
 - b. The approach should include a summary of the data collection method, and the criteria on which the methodologies were adopted
 - c. A proposed work plan including a schedule of tasks, activities, and deliverables
 - d. A final Evaluation review matrix, specifying the main review criteria and the indicators or benchmarks against which the criteria were assessed
 - e. Any limitations for the final review
- g. **Initial findings presentation** — An initial findings presentation and report, presented on the last day of the evaluation mission.
- h. **Draft evaluation report**—Full draft report and annexes should be submitted, UNDP and key stakeholders in the evaluation will review the draft evaluation report to ensure that the evaluation meets the required quality criteria. See section below ‘Suggested Template for the Final Evaluation Report’.
- i. **Final evaluation report** - Revised report with audit trail detailing how all received comments have (and have not) been addressed in the final Evaluation report.

*When submitting the final evaluation report, the evaluator is required also to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report

Deliverables/Outputs

Inputs

Payments

Deliverable 1: Submission and Acceptance of Evaluation Inception Report: Evaluation team clarifies objectives and methods of final Evaluation Review;

Deliverable 2: Submission and Acceptance of Initial Findings Presentation and report: *Initial Findings presented on the last day of the Evaluation mission;*
Inception Report **due 1 week (6 days in Kabul)** after signature of contract

Initial Findings Presentation and report to be presented **on final day of mission** to Afghanistan (6 working days in Jalalabad)

40%

Deliverable 3: Submission and Acceptance of Draft Final Evaluation Report: *Full report with annexes;*

Due 1 week (7 days home based) after submission of Initial findings presentation and report
30%

Deliverable 4: Submission and Acceptance of Final Report: Revised report with audit trail detailing how all received comments have (and have not) been addressed in the final Evaluation report; **Expected to be completed within 1 week of receiving UNDP comments on draft.**

Due 3 weeks (21 days home based) after the submission of the Draft Final Report.

30%

Total

100%

Working Arrangements:

The Consultant will work under the overall substantive guidance of the Head of the Livelihood and Resilience Unit with the PSRT Unit (for evaluation process and methodology) and overall logistical coordination with SALAM Project Manager and or designated L&R Programme Officer.

Duration of the Work

The whole assignment is foreseen for a period of two months with maximum of 35 working days. The tentative assignment for both tasks is as follows:

INDICATIVE TIMEFRAME

ACTIVITY

4 working days after signing the Contract

- Document review and zero draft inception report
- Telephone and interviews with key project stakeholders, Project Manager, and UNDP Country Office

12 days

- Mission to Afghanistan to conduct meetings and interviews with Project stakeholders including governmental and project personnel and UNDP Country Office.
- Zero draft report shared upon **arrival with initial findings at Evaluation Inception presentation** to stakeholders before departure at agreed date.

4 working days

- Analyzed the data and present Final **Draft Evaluation Report** submitted to UNDP Afghanistan, Project Manager and UNDP Country Office

5 working days

- Detailed comments to the draft Evaluation report sent to the consultant by UNDP focal point.
- Conference Call on the Draft Evaluation with the consultant and UNDP

10 working days

- Incorporating audit trail from feedback on Draft Report
- Finalization of **Final Evaluation report** following all revised comments

Duty Station

The SALAM project works in two provinces, Kabul and Jalalabad. The consultant were guided by the reporting requirements of this assignment. Options for site visits to Jalalabad should be provided in the Inception Report, following discussions with UNDP Afghanistan and the Project Manager.

The consultant is expected to be in Afghanistan for period of 12 calendar days in a single visit and remainder of the time were home based for desk review, report writing and editing.

Evaluation Competencies and Ethics:

The Evaluation will follow UNDP and UN Evaluation Group (UNEG) guidelines on the ethical participation of beneficiaries and children. In addition, all participants in the study were fully informed about the nature and purpose of the evaluation and their requested involvement. Only participants who have given their written or verbal consent (documented) were included in the evaluation. Specific Mechanism for feeding back results of the evaluation to stakeholders were included in the elaborated methodology. All the documents, including data collection, entry and analysis tools, and all the data developed or collected for this consultancy are the intellectual property of UNDP-Afghanistan and project IP, Ministry of Labour and Social Affairs (MoLSA). The

Evaluation team members may not publish or disseminate the Evaluation Report, data collection tools, collected data or any other documents produced from this consultancy without the express permission of and acknowledgement of UNDP and MoLSA.

Documents to be consulted:

SALAM Project Document and revised Nangarhar Project document including annexes and Annual Workplans and project budget revisions, project reports including Annual Project Reports (APR), Quarterly Project Report (QPR), Back to Office reports, ad-hoc project activity progress reports, report or other documents produced by Implementing Partner, Meeting minutes including: Project Board and Technical working group meeting minutes, Terms Of Reference, including for the Technical Working Group, procurement for Job Creation, TORs for project personnel including UNDP staff and NTA modality, correspondence with the donor, any other materials that the consultant considers useful for this evidence-based review). The Project Evaluation will also use the One UN Annual Reports, the UNDP CPD midterm Evaluation, the Mid-Term Review reports in terms of: (i) response to the national development objectives (project relevance); (ii) creating a common, coherent and results-oriented strategy for successor project (iii) facilitating joint programmes to the extent possible (reducing overall transactions costs).

Sample Evaluation Matrix:

The evaluation matrix is a tool that the consultant evaluator will create as a map and reference in planning and conducting an evaluation. It also serves as a useful tool for summarizing and visually presenting the evaluation design and methodology for discussions with stakeholders. This will complement the Project’s Monitoring and reporting plan for each indicator. A sample Evaluation

Matrix is provided below:

Relevant evaluation criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success standard	Methods for Data Analysis

Management of the Evaluation:

The consultant is responsible for ensuring that the evaluation function is fully operational, and that evaluation work is conducted according to the highest professional standards.

Suggested Template for the Final Evaluation Report:

Executive summary

- Should include Recommendation Summary Table.

Purpose of the evaluation

- Restate the purpose of the UNDP final project evaluation;
- How this evaluation fits into project cycle and project planning/review activities.

Evaluation methodology

- Methods used;
- Workplan.

Background

- Country context (policy, institutional environment with relevance to SALAM programme intervention);
- Project rationale;
- Project status (implementation, financial).

Evaluation:

- Evaluation Questions should be answered under the headings as outlined in the TOR;
- Relevance;
- Efficiency;
- Effectiveness;
- Impact;
- Sustainability.
- Any other pertinent issues that need addressing or which may or should influence future project direction and UNDP engagement in the country such as Coverage, Coordination, and Coherence

Conclusions and Recommendations:

- The Final Evaluation will include a section of the report setting out the Evaluation's evidence-based conclusions, in light of the findings.
- A 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?

Annexes

To include, at minimum:

- Evaluation Follow-up Matrix (sample template provided);
- List of people interviewed/focus group discussions, etc;
- Tools/questionnaires used;
- References.

PRICE PROPOSAL AND SCHEDULE OF PAYMENTS

The contractor shall submit a price proposal as below:

1. **Daily Fee** – The contractor shall propose a daily fee which should be inclusive of his/her professional fee, local communication cost and insurance (inclusive of medical evacuation). The number of working days for which the daily fee shall be payable under the contract is **35 Working days**.
2. UNDP will provide accommodation free of charge to the Consultant. The Consultant is NOT allowed to stay in a place of his choice other than the UNDSS approved locations. UN will provide MORSS compliant accommodation in UNOCA to the Consultant.
3. **Travel & Visa** – The contractor shall propose an estimated lump sum for home-Kabul-home travel and Afghanistan visa expenses. SALAM project will cover the cost of internal travel within Afghanistan.
4. Payment schedule- Payments shall be done upon verification of completion of specific deliverables, upon approval by the SALAM Project Manager.

The total professional fee, shall be converted into a lump sum contract and payments under the contract shall be made on submission and acceptance of deliverables under the contract in accordance with the abovementioned schedule of payment.

Competencies

Competencies:

- Demonstrates integrity by modeling the UN's values and ethical standards;
- Promotes the vision, mission, and strategic goals of UNDP;
- Maturity combined with tact and diplomacy;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability;
- Treats all people fairly without favoritism.

Special skills requirements

- Shows ability to communicate and to exercise advocacy skills in front of a diverse set of audience
- Focuses on impact and result for the client and responds positively to feedback;
- Demonstrates openness to change and ability to manage complexities;
- Consistently approaches work with energy and a positive, constructive attitude;
- Ability to work collaboratively with colleagues in a multi-cultural and multiethnic environment;
- Builds strong relationships with clients and external actors;
- Ability to work independently with strong sense of initiative, discipline and self-motivation.

Required Skills and Experience

REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS:

Academic Qualifications:

- Master's Degree in political science, sociology, international relations, international economics, law, public administration, social science, evaluation, from an accredited university.

Experience:

- At least 10 years of working experience in evaluation and social research with at least 5 years working with developing countries and a demonstrated understanding of the challenges and opportunities faced by post conflict countries;
- Proven experience in evaluating projects/ programmes of UN or development agencies (preferably UNDP).
- Strong analytical and research skills with sufficient understanding of quantitative/qualitative methods and data analysis;
- Familiarity with UNEG evaluation norms and guidelines and processes required.
- Work experience related to migration, people's movements, displacement and mobility and local employment is an advantage.
- Experience working in Afghanistan an advantage.

Language:

- Fluency in written and spoken English is a requirement. Knowledge of Dari, Pashto is an advantage.

Proposal Evaluation Method and Criteria:

The award of the contract shall be made to the individual consultant whose offer has been evaluated and determined as:

1. Responsive/compliant/acceptable; and
2. Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.
Technical Criteria weight 70%;
Financial Criteria weight 30%.
Only candidates obtaining a minimum of 49 points (70% of the total technical points) would be considered for the Financial Evaluation.

Technical Criteria 70 points

Technical Proposal (30 marks)

- Technical Approach & Methodology (20 marks) – Explain the understanding of the objectives of the assignment, approach to the services, methodology for carrying out the activities and obtaining the expected output, and the degree of detail of such output. The Applicant should also explain the methodologies proposed to adopt and highlight the compatibility of those methodologies with the proposed approach.
- Work Plan (10 marks) – The Applicant should propose the main activities of the assignment, their content and duration, phasing and interrelations, milestones (including interim approvals by the Client), and delivery dates. The proposed work plan should be consistent with the technical approach and methodology, showing understanding of the TOR and ability to translate them into a feasible working plan.

Qualification and Experience (40 marks) [evaluation of CV]:

- General Qualification (15 marks);
- Experience relevant to the assignment (25 marks).

Documents to be included when submitting the proposals:

Interested individual Consultants must submit the following documents/information to demonstrate their qualifications in one single PDF document:

- Technical Proposal comprising of review methods, tentative workplan (see mandatory questions at application submission stage);
- Duly accomplished confirmation of Interest and Submission of Financial Proposal Template using the template provided by UNDP (Annex II) as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references;
- CV
- Technical Approach & Methodology (20 marks) and work plan.

Incomplete application will not be considered, it were disqualified automatically.

Annexes (*click on the hyperlink to access the documents*):

- **Annex 1 - IC Contract Template** (for information)
- **Annex 2 - Financial Proposal Template** using the template provided by UNDP (to be completed by consultant at application stage)
- **Annex 3 – IC General Terms and Conditions** (for information)
- **Annex 4 – RLA Template** (if consultant wishes to be recruited through an employer) - (for information)

EVALUATION GRADING

A design matrix approach were adopted to this evaluation. The findings were aligned to RBM matrix adopted in each project/ programme documents. Results were verified in relations to the expected and assured results. Adoption of any other form of matrix will not relate to intended result of the programme/project and might, sometimes, mislead. Therefore, Outcome, outputs, actions, activities were related and impact, efficiency, and effectiveness were measured in terms of satisfactory levels.

The evaluation ratings to be used are:

HS	Highly Satisfactory	When all the partners, stakeholders and beneficiaries fully agree with the results and have no strong comments on non-delivery
S	Satisfactory	When the results are achieved in an environment of documented challenges and constraints
U	Unsatisfactory	When results are partially achieved but could have been better if all the resources properly utilised and capacities mobilised
HU	Highly Unsatisfactory	When results are not at all achieved despite availability of all the support
NA	Not applicable	Nor applicable at all

TENTATIVE OUTLINE OF THE MAIN REPORT

- Title and opening pages
 - Name of the evaluation intervention
 - Names and organizations of evaluators
 - Acknowledgements
- Table of contents
- List of acronyms and abbreviations
- Executive Summary
- Introduction
- Description of the intervention
- Evaluation scope and objectives
- Description of the evaluation methodology
 - Findings and conclusions
 - Programme Relevance
 - Programme Results: Progress towards Programme Outcome
 - Programme Efficiency and Effectiveness
 - Internal programme efficiency
 - Partnership strategy
 - Changes in context and outside of programme control
 - Sustainability of results
 -
- Recommendations

- Lessons Learned (including good practices and lessons learned)
- Annexes: ToRs, field visits, people interviewed, documents reviewed, etc.

SALAM PROJECT FINAL EVALUATION WORKPLAN

ACTIVITY	CONTENT	DURATION	Phasing	Interrelations	Milestones	Deliverable	Delivery Dates
Submission of workplan	Detailed workplan for the duration of assignment	One Day	Inception phase	Related to inception report	Work plan submitted	Work plan for approval	12 Nov 2019
<ul style="list-style-type: none"> Document review and zero draft inception report Skype call with the project staff and focal point 	<ul style="list-style-type: none"> Signing of contract, receipt of documents, Questionnaires for telephone interviews, scheduling telephone calls, and taking notes out of the interviews 	Four working days after signing the Contract	Inception phase	Related to start of work	Inception report draft submitted	Inception report draft	18 Nov 19
<ul style="list-style-type: none"> Further review of documents for formulation of interview questions, project performance, and developments 	<ul style="list-style-type: none"> Progress of the project so far Identification of areas of performance Identification of areas of strengths and weaknesses of the project Identification of opportunities and threats for the project 	Seven working days	Project evaluation phase	Related to final evaluation of the project	Review reports and review notes	Initial findings of the project submitted for comments	03 Dec 2019
<ul style="list-style-type: none"> Finalisation of inception report on receipt of comments from Kabul 	<ul style="list-style-type: none"> Comments on inception report received and reviewed 	One day	Project evaluation phase	Related to finalisation or inception report	Finalisation of inception reports	Inception report finalised	04 Dec 2019
<ul style="list-style-type: none"> Development of questionnaires and interview schedules Skype call to project staff 	<ul style="list-style-type: none"> Questions based on initial findings Questions based on Skype interview 	One day	Project evaluation phase	Related to drafting the final evaluation report	Drafting of evaluation report	Evaluation phase	15 Dec 2019
<ul style="list-style-type: none"> Mission to Afghanistan to conduct meetings and interviews with Project stakeholders including governmental and project personnel and UNDP Country Office. Zero draft report shared upon arrival with initial findings at Evaluation Inception presentation to stakeholders before departure at agreed date. 	<ul style="list-style-type: none"> Arrival in Kabul, security brief, and introduction to project staff Interview notes, documents collected for review, other meetings scheduled. Discussion on the work so far and further directions and review Travel to Jalalabad and Initial findings from the ProDoc-its structure, suitability, design, finances, activities, relevance RMB etc, will reviewed, 	12 days	Inception phase; and field visit and data collection phase;	Related to inception phase for documents desk review; and in country data collection; and field visits. Very crucial phase	Mission accomplished; Documents collected; Initial meetings and discussions held; Field missions conducted; Documents desk reviewed; Data collection tools developed and implemented; Inception report produced and submitted;	Inception notes Workplan for evaluation and field missions Inception reports Interview notes Initial findings requiring clarifications; Jalalabad mission schedule submitted	21 Dec 2019

	and any findings recorded. Further meetings with the relevant stakeholders were conducted as identified by the hiring manager				Stakeholders meetings held, and Afghanistan mission completed.		
<ul style="list-style-type: none"> Analyse the data and present Final Draft Evaluation Report submitted to UNDP Afghanistan, Project Manager and UNDP Country Office 	Drafting final report incorporating the findings during inception stage, field visit phase, and further review of documents. It discusses the project relevance, efficiency, effectiveness, sustainability, impact, conclusions, lessons learned, and the way forward for continuance of the project.	Two working days	Data analysis phase zero report drafting phase;	Related to finalisation phase and directly linked to data collected and analysed.	Draft evaluation report ready and submitted to stakeholders for comments	Zero draft submitted Ppt presented Feedback sought	TBD
<ul style="list-style-type: none"> Detailed comments to the draft Evaluation report sent to the consultant by UNDP focal point. Conference Call on the Draft Evaluation with the consultant and UNDP 	Draft final report submitted earlier is reviewed and revised incorporating the comments received. The draft will have final shape with cover page, table of contents, acknowledgement, list of abbreviations, executive summary, and main report with annexures. The report were refined with project relevance, efficiency, effectiveness, sustainability, impact, conclusions, lessons learned, and the way forward for continuance of the project	Two working days	Report presentation and feedback and draft submission phase		Feedback received and analysed	Comments received Comments analysed Findings explained	TBD
<ul style="list-style-type: none"> Incorporating audit trail from feedback on Draft Report Finalization of Final Evaluation report following all revised comments 	Final comments reviewed, draft report revised, comments reasonably evaluated and incorporated into the final report, and final report with all annexures, questionnaires, and other tabulated data were submitted and winding up of contract.	Five working days	Report finalisation and winding up phase	Related to finalisation phase	Final Report submitted	Final report with all the annexures submitted and contract concluded	TBD

EVALUATION WORK PLAN														
#	Name:	Project:	Month:	Activity	November				December				Outputs	
					WK1	WK2	WK3	WK4	WK1	WK2	WK3	WK4		
	P MADHAVA RAO	UNDP-SALAM	8 November to 31 December	Data Collection										1 Inception report
				Desk review of documents										2 Data collection questionnaires
				Development of evaluation tools										3 Annexures
				Initial discussions with Governance Programme Unit UNDP										4 Advanced evaluation score cards
				Drafting and submitting inception report										5 PPT for presentation
				Approval of Inception Report										6 Draft report for submission
				Finalisation meeting schedules with stakeholders										7 Final report for submission
				Report Development										
				Document review and stake holder consultation										
				Field visits										
				Data analysis										
				Drafting the report										
				De-briefing and presentation to draft evaluation report										
				Validation workshop										
				Feedback collection and review										
				Report finalisation and submission										
				Review of feedback received										
				Collection of additional data if any										
				Making final presentation										
				Submission of report										