

Annex 1. TERMS OF REFERENCE

1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Program (UNDP) conducts “Independent Country Programme Evaluations (ICPEs)”, previously known as “Assessments of Development Results (ADRs),” to capture and demonstrate evaluative evidence of UNDP’s contributions to development results at the country level, as well as the effectiveness of UNDP’s strategy in facilitating and leveraging national effort for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP Country Programme Document
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.¹ The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

Based on the principle of national ownership, IEO seeks to conduct ICPEs in collaboration with the national authorities where the country programme is implemented.

UNDP Malaysia has been selected for an ICPE in 2019 since its country programme is supposed to end in 2020. This is the second country programme evaluation conducted by IEO, the first being the Assessment of Development Results (ADR) conducted in 2014. The ICPE will be conducted in close collaboration with the Government of Malaysia, UNDP Malaysia country office, UNDP Regional Bureau for Asia and the Pacific and Bangkok Regional Hub.

2. NATIONAL CONTEXT

Malaysia experienced for the first time since independence a landmark and historical change of government in 2018. The 14th general elections in May 2018, saw the victory of opposition coalition Pakatan Harapan over the Barisan Nasional government which ruled the country for more than six decades. This victory of the opposition was associated with citizen frustration over socioeconomic concerns such as inequality, the rising cost of living, corruption as well as the mismanagement of the sovereign wealth fund 1MDB and the introduction of the unpopular Goods & Service Tax.² In spite of this positive political outcome, Malaysia is still considered a “flawed democracy”.³ The democracy index increased only moderately over the past decade by 15 percent moving from 5.98 in 2006 to 6.88 out of 10 in 2018, ranking the country 52nd over 167 countries.⁴ Political participation, political culture and civil liberties including the freedom of the media are

¹ See UNDP Evaluation Policy: www.undp.org/eo/documents/Evaluation-Policy.pdf. The ICPE will also be conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (www.uneval.org).

² UNDP Results Oriented Annual Report, Malaysia 2018

³ [The Economist Intelligence Unit: Democracy Index 2018: Me too?](#)

⁴ Ibid.

still considered key challenges in the country.⁵ The new government brings hope to accelerate progress in the area of human rights. It pledges to ratify the six remaining human rights core conventions, to abolish the death penalty, to guarantee students political participation, and to uphold the freedom of speech and assembly. To achieve these goals however the new government will have to counter politicization of human rights instruments in a conservative multi-racial and multi-religious society.⁶

Malaysia aspires to reach high-income country status by 2020. The country graduated to upper-middle-income status in 1992, and since then the per capita Gross National Income (GNI) more than doubled in real terms increasing from US\$ 11,396 in 1992 to US\$ 26,119 in 2017.⁷ Average Gross Domestic Product (GDP) growth rate over the same period was about 5.61 percent with forecasts revised down to 4.7 percent for 2019 due to global turmoil and domestic revelations on the state of national finances. The service and manufacturing sectors are growing the fastest at an average of 7.58 percent and 6.22 percent respectively while the agricultural sector is growing at a slower rate of 2.11 percent a year over the same period.⁸ In 2017, the services and manufacturing sectors represented 52.8 and 26.0 of GDP while the agricultural sector represents only 4.3 percent.⁹ Fifty-six percent of the labor force is employed in the service sector compared to 24 percent and 5 percent in the manufacturing and agricultural sectors respectively.

Additionally, average wages are more than three times higher in the services and manufacturing sector than in the agricultural sector.¹⁰ This outstanding and resilient economic performance of Malaysia is due to several factors including the diversification and openness of the economy, effective macroeconomic policies keeping inflation and unemployment at low and stable level and on-track fiscal consolidation as well as the functioning and regulated financial system.¹¹ The outlooks suggest that economic growth is likely to continue in the next five years boosted by continued domestic efforts in “structural reforms to improve the efficiency of public sector spending to sustain economic growth in a challenging external environment and rising protectionism. The country will potentially reach its high-income status in 2024 and could improve economic growth by uplifting its manufacturing sector to high value-added supply chains and improving human capital. Realizing high-income economy will however require deliberate efforts to tackle income inequality in the country and improving the wellbeing and human capital of the Malaysian population.

The past five decades have witnessed the eradication of poverty in Malaysia. From 1970 when nearly half the population was considered poor, the incidence of poverty declined to 12.4 percent in 1992 and 0.4 percent in 2016.¹² Poverty in the rural area remains on average four times higher than in urban area over the same period. This outstanding performance is related to the sustained economic growth in the labor-intensive manufacturing and service sectors and the stable institutional framework. Malaysia’s HDI value also increases by about 25 percent over the past two decades.¹³ The HDI value increase from 0.643 in 1990 to 0.802 in 2017 mostly due to an improvement of in the standard of living. The GNI per capita increased by 157 percent in the past 17 years. Despite this progress, considerable challenges remain to be overcome to sustain the wellbeing of Malays. These include the high level of income inequality, rising housing prices, the growing burden of diseases, the increasing number of new drug addicts and the threat of cybercrime. On communicable diseases, for instance, although there was a decrease of the incidence rate of malaria from 37 to 7.1 per 100,000 population between 2001 and 2012, there is a marginal increase to 7.27 per 100,000 population in 2016, mostly related to

⁵ Ibid

⁶ UNDP Results Oriented Annual Report, Malaysia 2018

⁷ World Development Indicators-The World Bank. The GNI per capita is expressed in PPP (constant 2011 International \$). When current US\$ is used instead the GNI per capita more than triple over the same period in nominal term, increasing from 2,880 in 1992 to 9,650 in 2017.

⁸ Ibid.

⁹ Department of Statistics Malaysia, Preliminary Report – Annual Economic Statistics 2018

¹⁰ Ibid.

¹¹ Ibid

¹² [Department of Statistics Malaysia \(2016\)](#)

¹³ [Human Development Indices and Indicators: 2018 Statistical Update – Briefing note for countries on the 2018 Statistical Update: Malaysia](#) ¹⁴ [Re-Emergence of Malaria in Malaysia: A Review Article \(2018\)](#)

immigration of foreign workers from neighboring nations and the non-use of antimalarial prophylaxis by travelers.¹⁴ Illegal immigration are also considered as the cause of the increase in the incidence of tuberculosis from 75 to 93 per 100, 000 population between 2000 and 2017.¹⁴ The number of adults aged 15 and older newly infected by HIV is also on the rise increasing from 6,800 to 7,800 between 2013 and 2017.¹⁶

Income inequality declined at a slower pace compared to the incidence of poverty. The Gini coefficient decreased by 22 percent over the past five decades from 0.513 to 0.399 between 1970 and 2016.¹⁷ To address inequality and improve wellbeing the government targeted specifically households in the bottom 40 percent of household income groups (B40) and ethnic minorities. It did so by empowering communities, transforming rural areas, through the provision of basic infrastructure and services as well as by accelerating regional growth. Effort has also been put in place to improve access to healthcare, provide affordable housing, implement various crime prevention and road safety programmes as well as promote social cohesion, national unity and active lifestyle.¹⁵

Gender-based inequalities remain prominent in the society despite modest improvement. The Gender Development Index (GDI) increased marginally from 0.926 in 2000 to 0.976 in 2017 with females outperforming males on the health and education components of the GDI. On the contrary, women command over economic resources is highly unequal as the GNI per capita of men is nearly 60 percent higher than the one of women in 2017. Additionally, the Gender Inequality Index decreases from 0.390 to 0.287 between 1995 and 2017, putting the country 62nd out of 160 countries. Maternal mortality rate stood at 40 deaths per 100,000 lives births and the adolescent (ages 15-19) birth rate at 13.4 births per 1,000 women in 2017. Women hold only 13.1 percent of the seats in parliament and the labor force participation rate for men is 52 percent higher than the one of women.¹⁶

The resilience and sustainability of the country's economic transformation depends on the capacity to manage natural resources and the environment as well as adaption and mitigation capacity to climate change and disaster risks. Between 1990 and 2014, Malaysia has been affected by floods, (62.5 percent of occurred events) storms (12.5 percent), landslides (8.3 percent) wildfires (8.3 percent) and droughts (4.2 percent).¹⁷ Storms and floods account for 64 percent of disaster-related death over the same period while floods alone account for 60 percent disaster-related economic losses. ¹⁸ Economic growth and the industrialization of the economy increased the country's greenhouse gas emission. In 2012 the total greenhouse gas emissions were 40.54 percent higher than their levels in 1990.¹⁹ The government of Malaysia has consistently focused on the environment, climate change, and disaster risk reduction issues through its development policies. Malaysia's 11th five-year plan (2016-2020) reinforces the institutional framework, financing mechanisms to support the uptake of green initiatives and the formulation of a national policy on biological diversity 2016-2025 for the preservation and sustainable use of natural resources. The government also initiated a green procurement initiative to catalyze the growth of the green market. Other efforts have also been promoted in the climate change and disaster risk reduction field. Notably the increase in the capacity of renewable energy and the establishment of the National Disaster Management Agency. Despite these laudable initiatives several challenges remain to be addressed. These are the limited availability of green technologies and products, the continuing degradation of natural resources, environmental pollution and the increasingly negative impact of climate change and disaster risks.²⁰

¹⁴ Mid-term review of the Eleventh Malaysia Plan 2016-2020.

¹⁶ World Development Indicators based on UNAIDS estimate ¹⁷ World Health Organization, Global Tuberculosis Report.

¹⁵ Mid-term review of the Eleventh Malaysia Plan 2016-2020.

¹⁶ Human Development Report, Malaysia 2018.

¹⁷ [International Disaster Database](#)

¹⁸ Ibid

¹⁹ World Bank, World Development Indicators

²⁰ Mid-term review of the 11th Malaysia Plan 2016-2020

Source SDG Indicators Dashboard:

e.g. Index score (70) suggest that the country is on average 70% of the way to the best possible outcome across the 17SDGs. <http://sdgindex.org/assets/files/2018/01%20SDGS%20GLOBAL%20EDITION%20WEB%20V9%20180718.pdf>

Regarding SDGs progress, overall Malaysia is well positioned (with a score of 69.6), ranking 68 out of 162 countries. While it has fully achieved SDG1, it lags behind on SDGs 2, 10, 14 and 15.

3. UNDP PROGRAMME STRATEGY IN MALAYSIA

The UNDP country programme (CP) 2016-2020 establishes a strategic framework for supporting national priorities under the country's strategic development plan, the 11th Malaysia Plan which aims to transition the country to high-income status by 2020. Covering the same period as the UNDP CP, the 11th Plan priorities include enhanced inclusiveness and equitable society, improved well-being for all, accelerated human capital development and sustainable, green and resilient economic growth. Currently, there is no approved United Nations joint agency framework between UN Agencies. The latest United Nations Sustainable Development Goals Framework (2018-2020) is still a draft and under negotiations.

The UNDP CP also aligns with UNDP's Strategic plan for 2014-2017. It has maintained the same focus as the previous CP in two thematic areas of intervention: inclusive development and growth, and sustainable and resilient development. The thematic areas of the CP also align with the Strategic Plan 2018-2021, in particular developing and supporting country-led measures to integrate the 2030 Agenda and other international agreements that are gender-responsive as well as data driven & risk-informed.

The design of the country programme benefited from the extensive research and analysis done on the transformative agenda in preparation for the 11th Malaysia Plan.²¹ Moreover, the country programme took into account several of the recommendations of the previous independent country programme evaluation (Assessment of Development Results. 2015) covering the period 2008-2015. The evaluation recommended prioritizing areas in which UNDP Malaysia has strategic expertise and overlap with UNDP's Strategic Plan and the Government of Malaysia's priorities. Consequently, the country office was to prioritize support to government policy and programming in selected areas. These are inequalities and sustainable human development; spatial inequalities with a focus on states with the highest rates of multidimensional poverty and/or the highest inequalities; mainstreaming gender equality and women's socioeconomic and political empowerment across the programme portfolio; establishing a country-office gender strategy, and collection of gender-disaggregated data. The evaluation further recommended a strengthening of the monitoring and evaluation system of the CP, as well as the reporting and communication on results and contributions to outcome-level changes. These recommendations were addressed by the ongoing CP which adopted a government-wide approach and supports interinstitutional coordination and policy coherence and the strengthening of technical and institutional capacities at state and subnational levels in the areas of inclusiveness, resilience, and sustainability. The CP also proposed to integrate gender considerations across all the programme by reinforcing targeting of women and vulnerable groups in national socioeconomic plans. The CP also aimed to strengthen its analytical capacity to support evidence-based policy planning in the medium and long term and the use of inter- and intra-regional analysis to benchmark spatially disaggregated socioeconomic development progress; to strengthen the national and subnational monitoring and evaluation of the CP in close collaboration with federal and subnational counterparts and stakeholders.

The CP 2016-2020 aims to contribute to two outcome results per Table 1 below. Under the first outcome result area (inclusive development and growth) the CP planned to offer policy advice and enhance the capacity of federal and state level institutions and ministries responsible for socioeconomic development in prioritizing and mainstreaming inclusion for pockets of the poor, the bottom 40 percent of income household and vulnerable communities. Under this first outcome result area, the CP targeted to improve the capacity of federal and state institutions responsible for economic and urban development in the design, implementation, and monitoring of programmes aiming at reducing spatial inequalities and inclusive and sustainable urbanization and rural development.

²¹ Government of Malaysia and UNDP, Country Programme Action Plan 2016-2020

The second outcome result area (sustainable and resilient development) aims to enhance the country's resilience to climate variability and change by promoting innovative mitigation actions such as the use of clean and renewable energy and universal modern energy access for the underserved population. The CP planned to support strategies on climate change adaptation, disaster risk reduction, natural capital valuation, reduction of environmental impacts and enhanced access to quality ecosystem services for effective mainstreaming of biodiversity into development and growth policies. Finally, this second outcome sought to strengthen institutional capacity for improved natural resource management benefiting communities and low-income households.

UNDP Malaysia works closely with the Government through the Ministry of Economic Affairs (previously Economic Planning Unit (EPU)). Other key counterpart ministries are; Ministry of Women, Family and Community Development, Ministry of Economic Affairs, Ministry of Natural Resources and Environment and Ministry of Science, Technology, Energy & Climate Change. At local level, UNDP collaborates with local governments through *Johor* local councils, State Corporations, National Ozone Unit, and Sustainable Energy Development Authority (SEDA). Other key non-state national stakeholders include civil society organization (e.g. women rights NGOs), specialized training institutes and private sector companies.

If Malaysia will reach the threshold of per capita GNI of more than \$12,475²² in the next years, it will graduate to a high-income country, as such, it will no longer receive UNDP regular resources and will be classified as a net contributor country. This will have implication for the CP in terms of the nature and type of UNDP support.

Once the new UNSDGF will be approved, UNDP will contribute to this collective UN framework, brought to bear in the country to facilitate better coordination, communication, governance and partnership management. Given the country's upper middle-income status the presence of international development partners is minimal, except for a small number of countries that have long-standing bilateral technical partnerships with the Government.

4. SCOPE OF THE EVALUATION

The evaluation will cover the current CP 2016 – 2020 and will assess UNDP's contributions to national development, as defined at the outcome level in the country programme document (CPD) and country programme action plan (CPAP), as well as in any underlying strategies that may have been developed/adapted during the period under review and were not necessarily captured in the CPD and CPAP. It will also examine the implementation and follow up of the recommendations of the previous independent country programme evaluation carried out by IEO in 2015. By doing so, the evaluation will seek to draw lessons from the past and present programmes to assess performance and to provide forward-looking recommendations as input to the formulation of the next CP. The ICPE will cover the entirety of UNDP's activities in the country and includes all interventions and activities implemented by the country office during the evaluation period, funded by core UNDP resources, donor funds, and government funds.

²² Development cooperation with middle-income countries, Report of the Secretary-General. 2017
<https://undocs.org/pdf?symbol=en/A/72/329>

Table 1: Country Programme outcomes budget

Country Programme Outcome	Indicative resources (US\$ million, 2016-2020)	Actual budget (US\$ million, 2016- January 2019)*	Expenditures to date (US\$ million, 2016- January 2019)**
<p>OUTCOME 20:</p> <p>1.1. Effective policies and initiatives that promote socioeconomic inclusion, equity and resilience, especially for the bottom 40 percent, are in place and implementation monitored;</p> <p>1.2. National policies and programmes ensure universal access to quality education; universal health coverage; and decent work for all people in Malaysia with special attention to vulnerable groups and communities; and improved delivery of basic services to the people.</p>	19,856,000	2,162,023	1,205,023

Table 1: Country Programme outcomes budget

Country Programme Outcome	Indicative resources (US\$ million, 2016-2020)	Actual budget (US\$ million, 2016- January 2019)*	Expenditures to date (US\$ million, 2016- January 2019)**
<p>OUTCOME 21: Implementation of a national development agenda that enables green growth through climate-resilient measures, sustainable management of energy and natural resources, and improved risk governance.</p>	32,100,000	22,936,840	16,573,210
Total	51,956,000	25,098,863	17,778,233

*Excludes USD 1.69 million which is unlinked to any outcome and USD 0.91 million linked to "EUR OUTCOME O1"; ** Excludes USD 0.66 million which is unlinked to any outcome and USD 0.02 million linked to "EUR OUTCOME O1"; Source: Country Programme Document 2016-2020 and Power BI/Atlas, 29 Jan 2019.

The evaluation will also consider UNDP's performance and contribution within the broader framework of the UNCT and assess UNDP's role as a catalyst and convener working in partnership with other development partners, civil society, thinktanks, and the private sector. This will be done with a view to supporting the CP in meeting new requirements set by UNDP's Strategic Plan 2018-2021, and requirements established by on-going reforms of the United Nations Development System.

Special efforts will be made to capture the role and contribution of UNV and UNCDF through any joint work undertaken with UNDP. This information will be used for synthesis to provide corporate level evaluative evidence of the performance of the associated funds and programmes.

In 2019 IEO is conducting a corporate evaluation of its engagement in middle-income countries. UNDP Malaysia has been selected as one of the case studies for this evaluation. The ICPE in-country mission will be used to collect data and information for this thematic evaluation.

5. METHODOLOGY

The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms and Standards.²³ It will address the following three key evaluation questions. These questions will also guide the presentation of the evaluation findings in the report:

1. What did the country programme intend to achieve during the period under review?
2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
3. What factors contributed to or hindered UNDP's performance and eventually, the sustainability of results?

These questions will be further dissected into sub-questions and organized in an evaluation matrix, with respective methodologies, means of verification and data collection tools during the evaluation's preparatory phase.

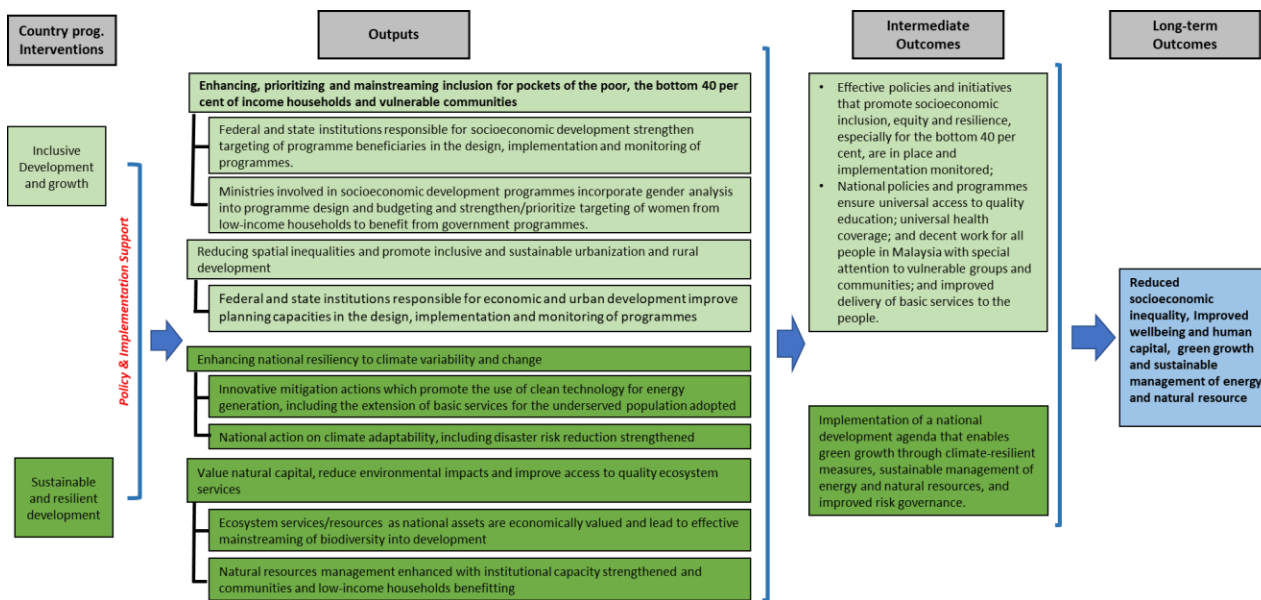
To address key question 1, a theory of change approach will be used in consultation with stakeholders, as appropriate, to better understand the CP interventions, how and under what conditions they are expected to lead to reduced socioeconomic inequality, Improved wellbeing and human capital, green growth and sustainable management of energy and natural resources.

An abridged CP theory of change for discussion with the country office is presented in Figure 1. Reviews of the theory of change will focus on mapping the assumptions behind the programme's desired change(s) and the causal linkages between the interventions and the intended CP outcomes.

According to the theory of change, the overarching goal of the CP is to contribute to improved institutional capacities so that relevant public institutions are designing, implementing, monitoring and evaluating national programmes addressing inclusive and sustainable growth and development. The CP is based on the logic that a mix of interventions entailing high-level policy advice and implementation support in relevant national priority areas will result in the achievement of planned outputs, which in turn will contribute to planned outcomes. This entails establishing some of the necessary conditions that when pursued can lead to intermediate results. Intermediate and long-term outcomes are the result of the collective efforts of multiple development actors, including government and other partners. Hence, the assessment of the programme's contribution will take into consideration the level of efforts and the space available for contribution.

²³ <http://www.uneval.org/document/detail/21>

Figure 1: Abridged theory of change of the country programme

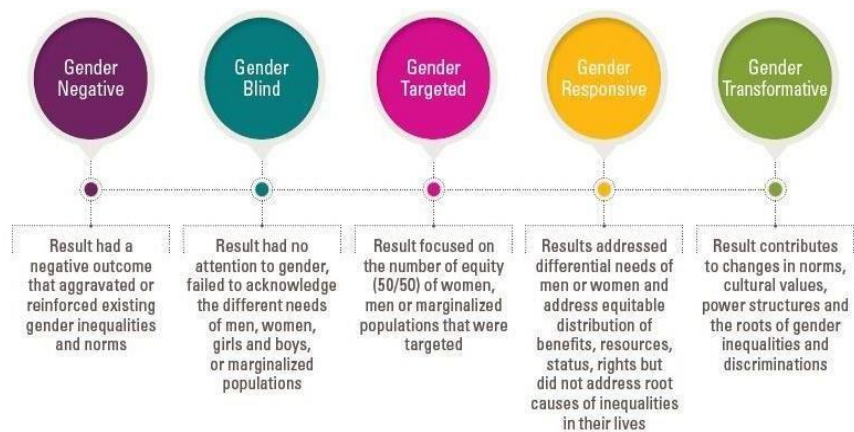


The effectiveness of the CP will be analyzed under key evaluation question 2. It will include an assessment of achieved and outcomes and the extent to which these outcomes have contributed to the intended CP objectives. The programme implementation started effectively in 2016 with the CPAP signed in March 2016. However, as noted earlier Malaysia experienced in 2018 a change of government, with the victory of the opposition coalition. This recent change in political leadership was associated with the 2018 mid-term review of the 11th Malaysia Plan 2016-2020, which set up a revised set of national priorities for the 2018-2020 period. The major changes will provide an opportunity for the evaluation to ascertain how these changes in national strategies as well as changes in UNDP corporate strategies (including a new Strategic Plan for 2018-2021) will potentially affect the implementation of the current country programme. The evaluation will take into account these and other contextual factors in assessing effectiveness. Both positive and negative, direct and indirect unintended outcomes will also be identified.

To better understand the programme’s performance, the specific factors that influenced - positively or negatively - UNDP’s performance and eventually, the sustainability of results to which the it contributes, will be examined under key evaluation question 3. The utilization of resources to deliver results (including managerial practices), the extent to which the country office fostered partnerships and synergies with other actors (including through south-south and triangular cooperation), and the integration of youth and gender equality and women’s empowerment in design and implementation of the country programme are some of the aspects that will be assessed under this question.

In addition, as gender equality is central to UNDP’s support to countries to implement and achieve the 2030 Agenda and the Sustainable Development Goals, the evaluation will also analyse the extent to which UNDP support was designed to and did contribute to gender equality. Special attention will be given to integrate a gender-responsive evaluation approach to data collection methods. The evaluation will consider the gender marker ²⁴ and the gender results effectiveness scale (GRES). The GRES, developed by IEO, classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive, gender transformative.

²⁴ A corporate tool to sensitize programme managers in advancing GEWE by assigning ratings to projects during their design phase to indicate the level of expected contribution to GEWE. It can also be used to track planned programme expenditures on GEWE (not actual expenditures).



6. DATA COLLECTION

Assessment of existing data and data collection constraints: An assessment was carried out to identify available data as well as potential data collection constraints and opportunities. The UNDP’s evaluation resource centre (ERC) indicated that six evaluations were planned as part of the country programme. Of these, three are project evaluations and two are outcome evaluations. One of the project evaluations was completed in 2018 while the other evaluations are planned to be conducted in 2019-2020. The sixth planned evaluation is this independent country programme evaluation. A review of the status of the CP indicators shows that these were updated in 2016 and 2017, however, for 2018 the CP output indicators were updated. The evaluation will seek to identify the reason for this.

The report of the last internal audit conducted by UNDP’s Office of Audit and Investigations in September 2015 is also available but covered the previous planning cycle.

The World Bank indicators for statistical capacity²⁵ suggest that Malaysia has a high statistical capacity which has been improving (from 70 in 2012 to 81.1 in 2018). The website of the country’s Department of Statistics, Malaysia highlights the availability of recent national surveys and regular macroeconomic data. It is expected that additional sources of evidence and triangulation will be found in secondary data available through the evaluations and reports of other UN entities and other development partners (donors, multilateral development banks, NGOs, academia, think-tanks, civil society associations, etc.).

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Data collection methods. The evaluation will use data from primary and secondary sources, including desk review of documentation, surveys and information and interviews with key stakeholders, including beneficiaries, partners and project managers. Evaluation sub-questions and the data collection method will be further detailed and outlined during the desk review phase. A multi-stakeholder approach will be followed, and interviews will include government representatives, civil society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and beneficiaries of the programme. Focus groups will be used to consult programme participants and beneficiaries as appropriate.

Data collection will entail visits to project sites. The following criteria will be used to select projects to be visited:

- Programme coverage (projects covering the various components and cross-cutting areas);
- Financial expenditure (projects of all sizes, both large and smaller pilot projects);
- Geographic coverage (not only national level and urban-based ones, but also in the various regions);

²⁵ See <http://datatopics.worldbank.org/statisticalcapacity/SCIdashboard.aspx>

- Maturity (covering both completed and active projects);
- The degree of "success" (coverage of successful projects, as well as projects reporting difficulties where lessons can be learned).

All information and data collected from multiple sources will be triangulated to ensure its validity. An evaluation matrix will be used to organize the available evidence by key evaluation questions. This will also facilitate the analysis process and will support the evaluation team in drawing well-substantiated conclusions and recommendations.

In line with UNDP's gender mainstreaming strategy, the evaluation will examine the level of gender mainstreaming across all of the country programme and operations. Gender disaggregated data will be collected, where available, and assessed against its programme outcomes. This information will be used to provide corporate level evidence on the performance of the associated fund and programme.

Stakeholder involvement: a participatory and transparent process will be followed to engage with multiple stakeholders at all stages of the evaluation process. During the initial phase, a stakeholder analysis will be conducted to identify all relevant UNDP partners, including those that may have not worked with UNDP but play a key role in the outcomes to which UNDP contributes. This stakeholder analysis will serve to identify key informants for interviews during the main data collection phase of the evaluation, and to examine any potential partnerships that could further improve UNDP's contribution to the country.

7. MANAGEMENT ARRANGEMENTS

Independent Evaluation Office of UNDP: The UNDP IEO will conduct the evaluation in consultation with the UNDP Malaysia country office, the Regional Bureau for Asia and Pacific and the Government of Malaysia. The IEO lead evaluator will lead the evaluation and coordinate the evaluation team. The IEO will meet all costs directly related to the conduct of the evaluation.

UNDP Country Office in Malaysia: The country office (CO) will support the evaluation team to liaise with key partners and other stakeholders, make available to the team all necessary information regarding UNDP's programmes, projects and activities in the country, and provide factual verifications of the draft report on a timely basis. The CO will provide support in kind (e.g. arranging meetings with project staff, stakeholders and beneficiaries; assistance for field site visits). To ensure the anonymity of interviewees, the country office staff will not participate in the stakeholder interviews. The CO and IEO will jointly organize the final stakeholder debriefing, ensuring participation of key government counterparts, through a videoconference, where findings and results of the evaluation will be presented. Additionally, the CO will prepare a management response in consultation with the regional bureau and will support the use and dissemination of the final outputs of the evaluation process.

UNDP Regional Bureau for Asia and Pacific: The UNDP Regional Bureau for Asia and Pacific will support the evaluation through information sharing and will also participate in discussions on emerging conclusions and recommendations.

Evaluation Team: The IEO will constitute an evaluation team to undertake the ICPE. The IEO will ensure gender balance in the team which will include the following members:

- Lead Evaluator (LE): IEO staff member with overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, preparing/ finalizing the final report; and organizing the stakeholder workshop, as appropriate, with the country office.
- Associate Lead Evaluator (ALE): IEO staff member with the general responsibility to support the LE, including in the preparation of terms of reference, data collection and analysis and the final report. Together with the LE, will help backstop the work of other team members.

- **Consultants:** One external consultant (preferably national/regional but international consultants will also be considered, as needed) will be recruited to collect data and help assess the programme and/or specific outcome areas. Under the guidance of the LE, they will conduct preliminary research and data collection activities, prepare outcome analysis, and contribute to the preparation of the final evaluation report.
- **Research Assistant (RA):** A research assistant based in the IEO will provide background research and documentation.

8. EVALUATION PROCESS

The ICPE will be conducted according to the approved IEO process²⁶. The following represents a summary of the five key phases of the process, which constitute the framework for conducting the evaluation.

Phase 1: Preparatory work. The IEO prepares the TOR and evaluation design and recruits evaluation team members, comprising international and/or national development professionals. The IEO collects data first internally and then fill data gaps with help from the country office, and external resources in various ways. The evaluation questions are finalized in an evaluation matrix containing detailed questions and means of data collection and verification to guide data collection based on an overall evaluation matrix for the ICPE.

Phase 2: Desk analysis. Further in-depth data collection is conducted by administering a “survey” and/or interviews (via phone, Skype etc.) with country office staff. Evaluation team members conduct desk reviews of reference material, prepare a summary of context and other evaluative evidence, and identify the outcome theory of change, specific evaluation questions, gaps and issues that will require validation during the field-based phase of data collection.

Phase 3: Field data collection. During this phase, the evaluation team undertakes a mission to the country to engage in data collection activities. The estimated duration of the mission will be 2-3 weeks. Data will be collected according to the approach outlined in Section 6. The evaluation team will liaise with CO staff and management, key government stakeholders, other partners, and beneficiaries. At the end of the mission, the evaluation team holds a debrief presentation of the key preliminary findings at the country office.

Phase 4: Analysis, report writing, quality review and debrief. Based on the analysis of data collected and triangulated, the LE will undertake a synthesis process to write the ICPE report. The first draft (“zero draft”) of the ICPE report will be subject to peer review by IEO and the IEO’s Evaluation Advisory Panel (EAP). Once the first draft is cleared, it will be circulated to the country office and the UNDP Regional Bureau for factual corrections. The second draft, which takes into account any factual corrections, will be shared with national stakeholders for further comments. Any necessary additional corrections will be made and the UNDP country office will prepare the management response to the ICPE, under the overall oversight of the Regional Bureau. The report will then be shared at a final debriefing via video conference where the results of the evaluation are presented to key national stakeholders. Ways forward will be discussed with a view to creating greater ownership by national stakeholders in taking forward the recommendations and strengthening national accountability of UNDP. Taking into account the discussion at the stakeholder event, the final evaluation report will be published.

Phase 5: Publication and dissemination. The ICPE report and brief summary will be widely distributed in hard and electronic versions. The evaluation report will be made available to the UNDP Executive Board at the time of its approval of a new Country Programme Document. It will be distributed by the IEO within UNDP as well as to the evaluation units of other international organizations, evaluation societies/networks and research institutions in the region. The Malaysia country office and the Government of Malaysia will disseminate the report to stakeholders in the country. The report and

²⁶ The evaluation will be conducted according to the [ICPE Process Manual](#) and the [ICPE Methodology Manual](#)

the management response will be published on the UNDP website²⁷ as well as in the Evaluation Resource Centre. The regional bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.^{28,29}

9. TIMEFRAME FOR THE ICPE PROCESS

Table 3: Timeframe for the ICPE process³³		
Activity	Responsible party	Proposed timeframe
Phase 1: Preparatory work		
Preliminary desk review and draft ToR	LE/RA	Feb - March 2019
TOR approval by the IEO	LE	April
Selection of other evaluation team members	LE/ALE/RA	May
Phase 2: Desk analysis		
Desk review – cont'd	Evaluation team	Apr - June
Phase 3: Data Collection		
Data collection and preliminary findings	Evaluation team	15-27 July
Phase 4: Analysis, report writing, quality review and debrief		
Analysis and Synthesis	Evaluation team	Aug – Sept
Zero draft report for clearance by IEO and EAP	LE	October
First draft report for Country Office/Regional Hub/Regional Bureau review and comments	LE/CO/Regional Bureau	October (end)
Second draft report shared with Government	LE/CO	December
Draft management response	CO/Regional Bureau	December
Final debriefing with national stakeholders	CO/LE	December
Phase 5: Production and Follow-up		
Editing and publication	LE/IEO Communications	Jan – March 2020
Dissemination of the final report	IEO/CO	April
Final report posted on Executive Board website	IEO	April

²⁷ web.undp.org/evaluation

²⁸ erc.undp.org

²⁹ The timeframes, indicative of process and deadlines, does not imply full-time engagement of the evaluation team during the period.