

Annex 1. TERMS OF REFERENCE

1. Introduction

The Independent Evaluation Office (IEO) of the United Nations Development Program (UNDP) will carry out an Independent Country Programme Evaluation (ICPE) of UNDP programme in the Syrian Arab Republic or Syria in 2019. The ICPE will inform the development of the new country programme and UNDP's programme strategy in Syria. The ICPE will be conducted in close collaboration with the Government of Syria, UNDP Syria country office, and UNDP Regional Bureau for the Arab States (RBAS).

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.¹ The ICPE demonstrates 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
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

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

2. National context

The precipitation of the crisis in Syria, that started in March 2011, had devastating loss of human lives and livelihoods impacting the economy, delivery of basic services and maintenance of infrastructure. Over half of all Syrians have been displaced at least once. The displacement and movement of Syrian refugees to bordering countries has been massive, estimated to exceed half the Syrian population. Almost 5.65 million registered Syrians have fled to nearby countries for asylum² and 6.2 million are displaced within Syria.³ While casualties of the war cannot be accurately confirmed they are estimated to be high. The social and economic consequences are large and growing, and the impact of the crisis has been severe on the social fabric of a country.

¹ See UNDP Evaluation Policy: www.undp.org/eo/documents/Evaluation-Policy.pdf. The ICPE is 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 UNHCR Syria Regional Refugee Response Portal, last updated 29 Nov 2018: 5,649,973 registered Syrian persons of concern. <https://data2.unhcr.org/en/situations/syria>

³ UN OCHA, 2018 Humanitarian Response Plan (HRP) Monitoring Report, January-June 2018. Figures as of 31 May 2018.

The crisis has reversed development gains in the country by three decades and severely impacted human development in Syria. Despite considerable progress on major Millennium Development Goals targets (poverty reduction, primary education, and gender parity in secondary education, decrease in infant mortality rates and increasing access to improved sanitation)⁴ there has been a decline in human development progress. The UNDP Human Development Index value for Syria in 2017 is estimated at 0.536, ranking 155th of 189 countries, which is a significant decline from a value of .631 and rank of 121st of 188 countries in 2010.⁵ Syria has a Gender Inequality Index (GII) value of 0.547, ranking it 136 out of 160 countries in the 2017 index. While 37.1 percent of adult women have reached at least a secondary level of education compared to 42.6 percent of their male counterparts, female participation in the labour market is 11.9 percent compared to 70.2 for men.⁶

The conflict triggered an economic collapse, with an estimated \$254 billion in cumulative GDP loss since the crisis erupted. Gross domestic product (GDP), which was \$60.2 billion in 2010 dropped by the end of 2015 to \$27.2 billion⁷. The severe decline in oil receipts due to international embargo and disruptions of trade particularly with the European Union has placed additional pressure on Syria's external balances and its international reserves. According to the World Bank, the cumulative GDP loss due to disruptions in economic organization exceeds that of physical destruction by a factor of 20.

Damage to infrastructure has been massive. Roads, sanitation, and electricity systems, and hundreds of hospitals and schools were destroyed. Destruction of housing and infrastructure is estimated at around \$90 billion; the total area under cultivation has fallen by 40%. An estimated 2.8 million Syrian children have never attended or missed school during the conflict.⁸

Poverty has increased significantly due to lack of employment opportunities and destruction of productive assets. Over 50% of Syrians are unemployed (and 75% of youth) and 69% of households are in extreme poverty.⁹ An estimated 7 million people are food insecure and a further 2 million people are at risk of food shortage. This has two key implications: diminishing food consumption, which has reached poor or 'borderline' levels for 39 per cent of Syrians, putting them at risk of malnutrition; and the growing adoption of risky and unsustainable mechanisms to access food.¹⁰ Severe hardship has compelled many to resort to negative coping strategies such as 'armed struggle' or 'illegal' economic activity, child labour, and early marriage.¹¹

3. UNDP programme strategy in Syria

UNDP has worked in Syria since 1975. Prior to the outbreak of the Syrian crisis, UNDP's work focused on economic growth, governance, environmental management, and natural disaster risk management. Since

⁴ Third Millennium Development Goal Progress Report: Syria, 2010. The report assesses that Syria had achieved or was highly expected to achieve the MDGs for universal primary education, reduction in child mortality, maternal health, HIV, AIDS, malaria and other diseases, and environmental sustainability, with insufficient progress to eradicate extreme poverty and hunger and achieve parity in girls' education. <http://www.undp.org/content/dam/rbas/report/MDGR-2010-En.pdf>

⁵ UNDP, Table 2. Human Development Index Trends, 1990-2017. <http://hdr.undp.org/en/composite/trends>

⁶ HDR, 2018, Ibid

⁷ ESCWA/UN 2016, Syria at War- Five Years On

⁸ ESCWA/UN 2016, Syria at War- Five Years On

⁹ UN OCHA, 2018 Humanitarian Response Plan (HRP) Monitoring Report, January-June 2018. Figures as of 31 May 2018.

¹⁰ 2017 Humanitarian Response Plan

¹¹ UN OCHA, 2018 Humanitarian Needs Overview, November 2017.

2011, UNDP support programmes focused on resilience and early recovery. Using a resilience-based development approach, UNDP's programmes aimed to mitigate the socio-economic impact of the crisis on the most vulnerable.

The UN Development Assistance Framework operated from 2007 to 2011 and was extended annually until 2015. In 2015, in discussion with the Government of Syria, the UN developed a two-year Strategic Framework for Cooperation (2017-2018).¹² This Framework comprised three key programming pillars to support building: i) capacity development and institutions, ii) essential services and infrastructure, and iii) livelihoods, economic recovery, and social protection. The framework informed the Annual Humanitarian Response Plans (HRP) for 2016, 2017 and 2018.

UNDP developed a 2016-2017 Country Programme in alignment with the UN Strategic Framework for Cooperation,¹³ participating in all three pillars of the Framework. The overall strategic goal of the country programme was to enhance the resilience and socioeconomic stabilization of individuals and communities" by (a) restoring the disrupted livelihoods of the affected communities and (b) restoring, rehabilitating and maintain sustainable basic services and infrastructure in damaged areas and host communities. The programme took an area-based approach and have emphasized on including women as beneficiaries and addressing gender-related concerns. The country programmes were extended into annual plans for the subsequent years. UNDP's programme outcome areas and partnerships outlined in the country programme and annual plans are outlined below.¹⁴ Both the programme outcomes align with UNDP Strategic Plan- 2014 – 2017 (outcome 6, on recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster situations) and Strategic Plan 2018 – 2021 (outcome 3 on Strengthen Resilience to Shocks and Crisis).

Outcome 1. Households and communities benefit from sustainable livelihood opportunities, including economic recovery and social inclusion.

This programme area is aligned with the third pillar of the UN Strategic Framework for Cooperation aimed at "improving the socio-economic resilience of the Syrian population" for the reactivation of the production process and provision of sustainable livelihood resources for the Syrian population.

Initiatives aimed to promote the recovery of micro-, small and medium-sized enterprises, local markets, and value chains, and create new businesses opportunities. Programmes put emphasis on businesses and value chains with proven social and environmental sustainability ('green' jobs), such as clothing and dairy, agricultural livelihoods (with the Food and Agriculture Organization-FAO); production and distribution of winterization products (with the United Nations Children's Fund-UNICEF); and developing locally-produced food products for food baskets (for World Food Programme-WFP). Market-relevant vocations (such as welding and carpentry), vocational training, apprenticeship and on-the-job training that complement existing and emerging livelihood opportunities were supported. UNDP programmes support emphasized on the inclusion of persons with disabilities, female-headed households, and youth.

¹² Strategic Framework for Cooperation between the Government of the Syrian Arab Republic and the United Nations 2016-2017

<https://www.undp.org/content/dam/syria/docs/Framework/UN%20Strategic%20Framework%20for%20Syria%202016-17.pdf>

¹³ Country Programme Document (CPD) for the Syrian Arab Republic (2016-2017), DP/DCP/SYR/3
<https://digitallibrary.un.org/record/815250/>

¹⁴ Country programme document for the Syrian Arab Republic (2016-2017)

Outcome 2. Basic and social services and infrastructure restored, improved and sustained to enhance community resilience

This programme area is aligned with the second pillar in the UN Strategic Framework for Cooperation, “Restoring and expanding more responsive essential services and infrastructure” and contributes to national priorities related to the responses and provision of basic needs of Syrian communities and people.

UNDP aimed to support the stabilization of local communities and promote the return of IDPs by restoring and rehabilitating basic social infrastructure and services in severely affected crisis areas with limited access. This includes restoring electricity supply (in addition to exploring renewable and alternative energy sources), repairing schools (in partnership with UNICEF); rehabilitating health facilities (for which WHO provides equipment and medical supplies and UNFPA provides maternal health facilities); and supporting debris management; and rehabilitating roads, sanitation networks, commercial areas and businesses, in cooperation with local authorities, municipalities, technical directorates, and local communities. There has been an emphasis to involve the private sector in rehabilitation activities. Needs of female-headed households, persons with disabilities, and youth groups were to receive adequate emphasis in programme design and implementation.

UNDP is the lead agency for the Early Recovery and Livelihoods (ERL) sector of the HRP and chairs the Interagency Task Force on Syria and the Post-Agreement Planning Exercise.¹⁵ The interagency taskforce work has been challenging due to underfunding as well as lack of access to affected areas.¹⁶

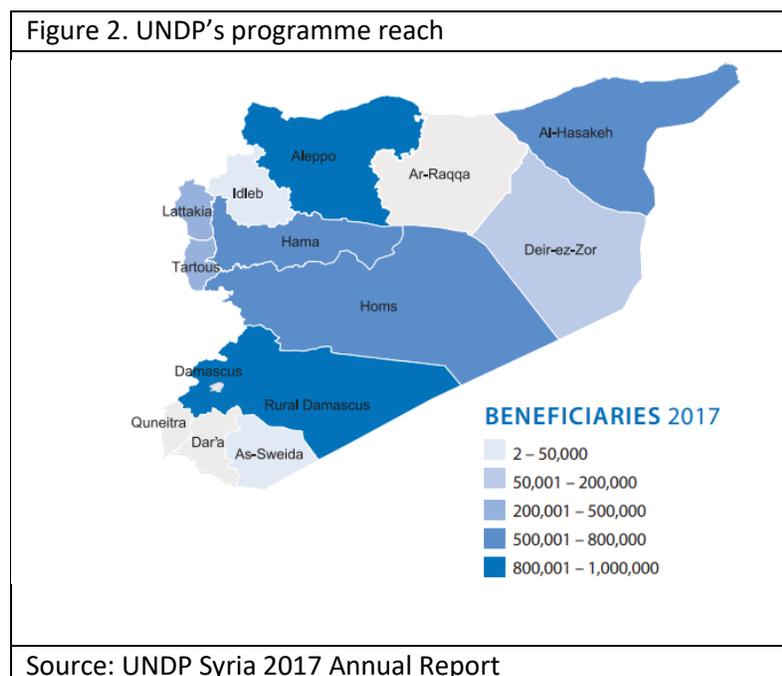
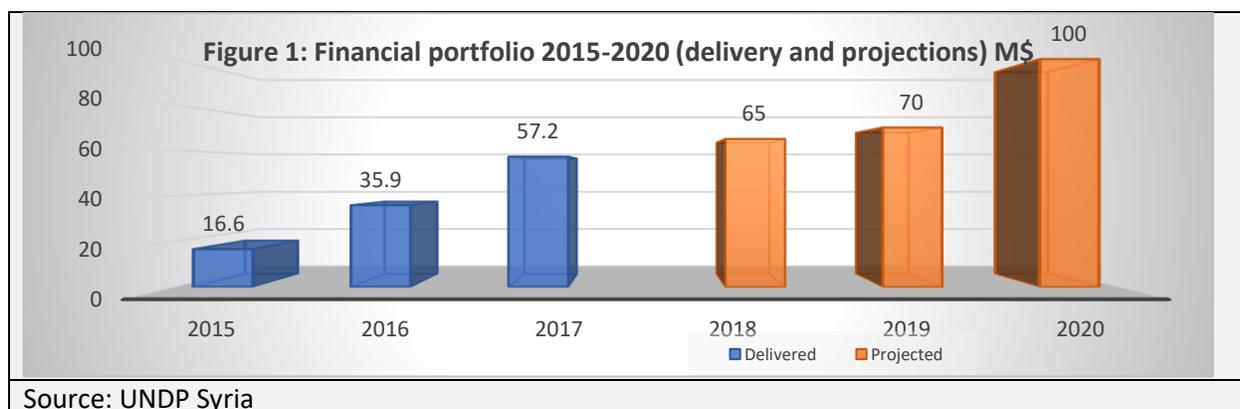
UNDP’s programme portfolio has expanded since 2014 because of the crisis response. Programme expenditure has grown from \$10.3 million in 2014 to \$65 million in 2018. Figure 1 below illustrates the delivery trends since 2015 and projection up to 2020. Allocation for the two outcomes for 2014-2019 are \$195.7 million (See Table 1).

Country Programme Outcome	Allocations (US\$)	Expenditure to date (US\$)
Outcome 1: Households and communities benefit from sustainable livelihood opportunities, including economic recovery and social inclusion	\$64.3 million	\$49.1 million
Outcome 2: Improving housing services, including drinking water and sanitation, and increasing the number of beneficiaries and improving quality (number of the people provided with services, share per capita and quality indicators).	\$117.2 million	\$85.8 million
Other	\$14.1 million	\$7.1 million

¹⁵ UNDP Supporting Syrians and the Region Results and Programme Update, April 2018, <http://www.undp.org/content/dam/brussels/docs/UNDP%20and%20the%20response%20to%20the%20Syria%20Crisis-April%202018.pdf>

¹⁶ UN OCHA, Regional Funding Update – Syria Crisis (as reported on 31 October 2018), https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/regional_funding_update_31october_2018_181126_en.pdf. The Syria HRP appeal overall is 52.8% funded, with \$1.77 billion funds received and a \$1.59 billion shortfall.

Total	\$195.7 million	\$142.1 million
Source: UNDP Atlas financial records, 2014-2019, 12 December 2018.		



To implement programmes more effectively, UNDP has established nine Field Offices which are expected to expand in operations and become “Field Hubs” (See Figure 2). As illustrated in Figure 2, UNDP Syria reached over 4.6 million beneficiaries (4.1 million indirectly and .5 million directly) in nine governorates: Aleppo, Al-Hassakeh, Damascus, Deir-ez-Sor, Hama, Homs, Lattakia, Rural Damascus, and Tartous through field presence, outsourced personnel, private service providers, or partner NGOs.¹⁷ The Country Office has a Field Management Unit which coordinates the work of the 9 Field Offices. There are ongoing measures to restructure

country office to align them with field offices, strengthen internal control framework and oversight capacities as well as enhance arrangements for operations, partnerships and communications.

4. Scope of the evaluation

The ICPE will assess UNDP programmes during 2016-2020 and will cover projects under the two outcomes (see Table 1). The evaluation will include the entirety of UNDP’s activities in the country and therefore covers interventions funded by all sources, including government, donor funds, allocations from UNDP’s

¹⁷ UNDP Supporting Syrians and the Region, Results and Programme Update, April 2018. The 2017 UNDP Syria annual report states that UNDP partners with more than 51 non-governmental local actors including NGOs, CBOs and FBOs.

core resources, and UNDP regional and global programmes. Given the programme focus at the local level, the evaluation includes visits to programme locations. In addition, the evaluation will include 'non-project' activities such as support to coordination of recovery and stabilisation efforts. Specific attention will be paid to assess the stabilisation strategy of UNDP.

5. Methodology

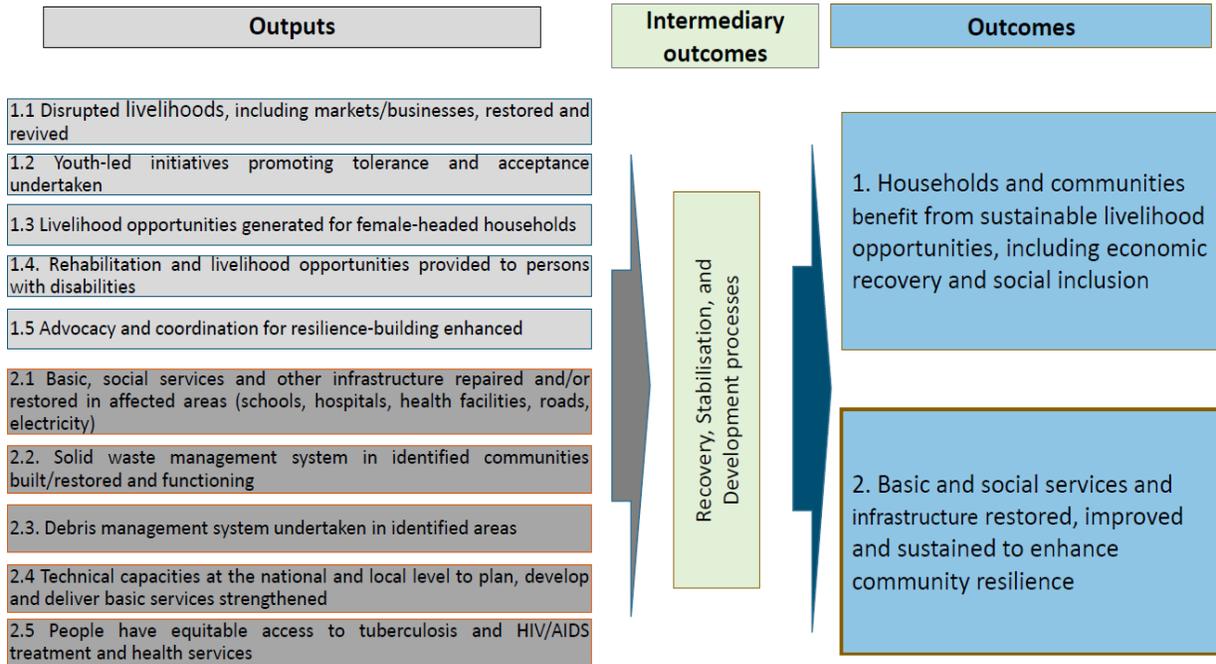
Framework for assessing UNDP's contribution

As discussed in the previous section, UNDP has outlined 2 outcomes and 10 outputs in the country programme and annual plans and intended to promote area-based and resilience approaches. In assessing the significance of UNDP's contribution to recovery, stabilisation, and development, the evaluation theory of change (presented schematically in Figure 3) builds on the UNDP commitments in the country programme and annual plans, including more specific ones outlined in project documents. It seeks to provide a framework for assessing UNDP programme support given the humanitarian and stabilisation context in Syria (what did UNDP do?), programme approach (were UNDP programmes appropriate for achieving national objectives of recovery, stabilisation and development), contribution process (how did the contribution occur), and the significance of the contribution (what is the contribution — did UNDP accomplish its intended objectives). The linkages outlined in the Theory of Change are intended to identify the level of contribution that is commensurate with the scope of UNDP's programme, and the significance of such a contribution for the stabilisation and development outcomes identified in the country programme and various projects.

The evaluation acknowledges that UNDP programme activities and outputs do not add up to contribute to the outcomes in a substantive way. The theory of change, therefore, examines the contributions to recovery, stabilisation and development processes. Although iterative, the evaluation makes a distinction between intermediary outcomes and overall outcomes, indicating the level of contribution. Such a categorization will also be useful for the evaluation to set expectations commensurate with the scope of its support.

The theory of change *outputs* are a range of specific activities/actions UNDP in Syria has identified that are necessary for achieving *immediate outcomes or outputs*. UNDP activities combined with other ongoing activities pursued by the government and other development actors are likely to manifest in *outputs*. This entails establishing some of the necessary conditions pursuant to intermediary outcomes and overall outcomes. The *intermediary outcomes* indicate the policy and institutional processes and enabling environment necessary for achieving outcomes outlined by UNDP; and leaves the possibility to establish different dimensions of contribution to the outcome, wherever it takes place.

Figure 3. UNDPs programmes in Syria: Evaluation Theory of Change



The evaluation recognizes that the level of visibility of UNDP programmes in terms of contribution to processes and outcomes depends largely on their relative importance and positioning vis a vis national and other development actors. Some UNDP programme activities may complement an array of activities of different actors at the country level, which also presents a challenge to identifying causal linkages regarding contribution.

Given the range of actors at the country level and the predominant role of the government, UNDP's contribution to the outcomes will take into consideration the level of interventions and the space available for stabilisation and development contribution.

Key evaluation questions

The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards.¹⁸ The ICPE will address the following three key evaluation questions and the sub-questions presented in Table 2.¹⁹ These questions will also guide the presentation of the evaluation findings in the report.

1. What did the UNDP programme intend to achieve during the period under review?

This will include an assessment of UNDP programme choices in Syria. Considering the humanitarian and stabilisation context in Syria, the evaluation will assess if the programme choices of UNDP is appropriate for resilient reconstruction and development -- strengthening services and infrastructure and improving livelihoods. There will be specific attention paid to stabilisation approach followed by UNDP.

¹⁸ <http://www.uneval.org/document/detail/1914>

¹⁹ The ICPEs have adopted a streamlined methodology, which differs from the previous ADRs that were structured according to the four standard OECD DAC criteria.

2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?

The evaluation will assess the extent to which UNDP contributed to the intended objectives outlined in the UNDP Country Programme, annual plans — the outcomes achieved, and contribution to recovery, stabilisation, development processes. This will include positive and negative, direct and indirect and unintended outcomes.

3. What factors contributed to or hindered UNDP’s performance and eventually, the sustainability of results?

Factors that can explain UNDP’s programme performance and positioning in Syria will be identified. This includes specific factors that influenced, positively or negatively, UNDP’s performance and eventually, the sustainability of programme outcomes in the country. UNDP’s capacity to adapt to the changing context and respond to national recovery, stabilisation and development needs and priorities will be assessed.

The utilisation of resources to deliver results (including managerial practices), the extent to which UNDP fostered partnerships and synergies with other actors, and the integration of gender equality and women’s empowerment in programme design and implementation are some of the aspects that will be assessed.

Table 2: Key questions, sub-questions, and what is judged

KEY QUESTIONS	SUB-QUESTIONS	WHAT IS JUDGED?
What are the contextual issues <u>that</u> determined UNDP programme choices?	a) In each of the areas assessed: <ul style="list-style-type: none"> • What are the relevant contextual issues in Syria? • Which are the key issues that needed attention and gaps yet to be filled? • Who are the key development actors? 	<ul style="list-style-type: none"> • Key challenges and gaps in the areas of UNDP's engagement and to what extent they informed UNDP's programme response • UNDP response
UNDP response	b) Scale and level of engagement of UNDP?	
1. What did the UNDP country programme intend to achieve during the period under review?	c) What is UNDP's role in assisting Syria in recovery, stabilisation and development efforts? d) Did UNDP respond to the evolving country situation and national priorities by adapting its role and approaches in each of the areas of support? How responsive has UNDP (and the corporate tools) been in responding to recovery and stabilisation priorities? e) How critical are the areas of UNDP support for achieving	<ul style="list-style-type: none"> ○ The extent to which UNDP programme choices enabled a meaningful role and contribution to recovery/stabilisation/development outcomes in Syria in each of the areas of engagement. ○ The extent to which UNDP's positioning enabled inclusive recovery/stabilisation/development processes ○ The extent to which UNDP's positioning enabled gender-

KEY QUESTIONS	SUB-QUESTIONS	WHAT IS JUDGED?
	<p>national recovery/stabilisation/development outcomes?</p> <ul style="list-style-type: none"> • Did the programme choices of UNDP activities build on its comparative strengths? • Did UNDP's position enable it to further an inclusive recovery and stabilisation? • Did UNDP's programmes contribute to strengthening livelihoods, improving basic services and infrastructure? • Did UNDP's development choices improve the humanitarian and development nexus and resilient approaches reconstruction, service delivery, and livelihood support? • Did UNDPs programme choices emphasize inclusiveness and gender equality? • Did UNDP's programme choices improve cooperation with humanitarian and development actors in Syria? 	<p>inclusive recovery/stabilisation/development</p> <ul style="list-style-type: none"> ○ The extent to which UNDP programme choices enabled the creation of an enabling environment for stabilisation ○ The extent to which UNDP's positioning enabled increasing complementarities and reducing gaps in livelihood support (improved coordination between UN agencies) ○ Approach to stabilisation support ○ UNDP's support to coordination of recovery and stabilisation efforts
<p>2. Did the UNDP country programme and annual plans achieve intended objectives for the period under review?</p>	<p>f) What is UNDP's contribution to development outcomes and processes in the areas of inclusive and sustainable growth and employment? Did UNDP achieve intended objectives in this area?</p> <p>g) Did UNDP interventions strengthen livelihoods, improve basic services and infrastructure.</p> <p>h) What was the contribution of UNDP to gender-inclusive recovery, stabilisation and development processes?</p>	<ul style="list-style-type: none"> • The contribution of UNDP to strengthening livelihoods, improving basic services and infrastructure. <ul style="list-style-type: none"> ○ The extent to which the objectives of the country programme were achieved given their relative importance to national efforts. • The contribution of UNDP to national recovery, stabilisation, development outcomes and processes in each of the areas of support.

KEY QUESTIONS	SUB-QUESTIONS	WHAT IS JUDGED?
	<p>i) The contribution of UNDP to policies and enabling environment for stabilisation and development?</p> <p>j) Are there unintended results (positive/negative) of UNDP interventions?</p> <p>k) Was there a balancing of support to national and local development processes and linking the two?</p>	<ul style="list-style-type: none"> • The extent to which UNDP programme approaches enabled support to further humanitarian-development nexus / innovative processes for improved economic opportunities, basic services and infrastructure. • The contribution of UNDP to strengthening institutional capacities or enabling environment. • The contribution of UNDP to furthering gender equality and women’s empowerment in recovery, stabilisation and development processes. • UNDPs support to private sector engagement/innovation in recovery and stabilisation
<p>3. What factors enabled UNDP’s contribution and the sustainability of programme outcomes?</p>	<p>l) What are the factors that enhanced/constrained the contribution of UNDP programmes (for example, context, UNDP’s technical capacities, UNDP niche, partnerships, programming, operation?</p> <p>m) Are UNDP’s programme approach and processes (such as integrated programming, sustainable development, resilience, inclusiveness) appropriate for achieving intended objectives? Did they enable sustainable achievement of outcomes?</p> <p>n) Was there any identified synergy between UNDP interventions in complementary areas of programme support? If the synergies are lacking, what are factors that undermined programme synergies?</p>	<ul style="list-style-type: none"> • Contextual and programming factors that facilitated or constrained UNDP’s contribution to recovery, stabilisation, and development outcomes and processes. • Contextual and programming factors that facilitated or constrained UNDP’s contribution to recovery, stabilisation and development in Syria

KEY QUESTIONS	SUB-QUESTIONS	WHAT IS JUDGED?
	<ul style="list-style-type: none"> <li data-bbox="521 226 954 457">o) Did UNDP programmes provide viable models that had the potential for scaling? What are the factors that facilitated adoption / scaling up of UNDP's initiatives? <li data-bbox="521 457 954 531">p) Did UNDP explore options for scaling up micro-interventions? <li data-bbox="521 531 954 762">q) What are the factors that enabled consolidation of local level outcomes of UNDP support in strengthening livelihoods, basic services and infrastructure? <li data-bbox="521 762 954 1161">r) What are the areas where UNDP had an advantage over other development actors (policy support, local /national level support, institutional strengthening/ technical support/specific development areas)? Was this advantage used to increase UNDP's contribution? <li data-bbox="521 1161 954 1497">s) Is UNDP's programme approach and processes (such as area development, integrated programming, resilience (humanitarian and development nexus approach), inclusiveness) appropriate for achieving intended objectives? Did they enable sustainable achievement of outcomes? <li data-bbox="521 1497 954 1654">t) Did UNDP forge partnerships that would enhance the contribution of its programme interventions and outcomes? <li data-bbox="521 1654 954 1791">u) To what extent were UN agency partnerships forged to enable a coherent programme response? <li data-bbox="521 1791 954 1875">v) Did UNDP use its global networks to bring about 	

KEY QUESTIONS	SUB-QUESTIONS	WHAT IS JUDGED?
	<p>opportunities for knowledge exchanges?</p> <p>w) Did UNDP find the right programme niche that had the potential to add value to Syria’s recovery, stabilisation and development processes?</p>	

6. Data collection

Assessment of data collection constraints and existing data

An assessment was carried out for each of the outcomes to ascertain the available information and evaluative evidence, identify data constraints, to determine the data collection needs and method. The country office has planned two outcome evaluations and a livelihood project impact evaluation planned for 2019.²⁰ With respect to indicators, the country programme / annual plans, UNDP Results-Oriented Annual Report (ROAR) and the corporate planning system associated with it provides baselines, indicators, targets, as well as annual data on the status of the indicators.

Data collection methods

The evaluation will use multiple methods, primary as well as secondary sources, to assess UNDP performance. This evaluation will make use of a wide range of evaluative evidence, gathered from UNDP policy and programme documents, independent and evaluations and assessments conducted by UNDP Syria (to the extent they used given the low-quality scores of some of the evaluations) and partners, UNDAF and country programme reviews and other performance report, UNDP Results Oriented Annual Reports (ROARs) and background documents on the national context. The evaluation will include a multi-stakeholder consultation process, including a range of key development actors. There will be interviews with government representatives, civil society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and communities.

The criteria for selecting projects for field visits will include:

- 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);
- Maturity (covering both completed and active projects);
- Programme cycle (coverage of projects/activities from the past and mainly the current cycles);
- Degree of “success” (coverage of successful projects, projects where lessons can be learned, etc.).

²⁰ <https://erc.undp.org/evaluation/plans/detail/1427>

All information and data collected from multiple sources will be triangulated to ensure its validity. The evaluation matrix will be used to organize the available evidence by key evaluation question. 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 UNDP Syria programmes 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 ICPE in consultation with the UNDP Syria country office, the Regional Bureau for the Arab States and the Government of Syria. IEO senior evaluation advisor will lead the evaluation and coordinate the evaluation team. The IEO will meet all costs directly related to the conduct of the ICPE.

UNDP Country Office in Syria: The country office 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 country office will provide the evaluation team support in kind (e.g. arranging meetings with project staff, stakeholders and beneficiaries; and assistance for the project site visits). To ensure the anonymity of the views expressed in interviews with stakeholders for data collection purposes, CO staff will not participate in the evaluation meetings. The country office will jointly organize the final stakeholder debriefing, ensuring participation of key government counterparts, through a video-conference with the IEO, where findings and results of the evaluation will be presented. Additionally, the country office will prepare a management response in consultation with the regional bureau and will support the use and dissemination of the final outputs of the ICPE process.

UNDP Regional Bureau for Arab States (RBAS): RBAS will support the evaluation through information sharing and participate in discussions on 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 senior evaluation advisor will have the overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, preparing and finalizing the final report; and organizing the stakeholder workshop, as appropriate, with the country office.

- **Consultants:** Two external consultants (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 the specific outcome areas. Under the guidance of LE, they will conduct preliminary research and data collection, prepare outcome analysis, and contribute to the preparation of the final ICPE report.
- **Research Assistant (RA):** A research assistant based in the IEO will support background research.

The roles of the different members of the evaluation team is summarised in Table 3.

Table 3: Data collection responsibilities by outcome

Components of the assessment	Data collection/ analysis/ report drafting
Outcome analysis	
Outcome 1: Households and communities benefit from sustainable livelihood opportunities, including economic recovery and social inclusion	LE and Consultant A
Outcome 2: Basic and social services and infrastructure restored, improved and sustained to enhance community resilience	Consultant B
UNDP programme approaches	All team members in their respective area of assessment
Strategic positioning issues	LE and team
Operations and management issues	All team members in their respective area of assessment
Analysis and drafting of the evaluation report	
Overall analysis	LE
Drafting of the ICPE report	LE drawing on the inputs from team members

8. Evaluation process

The ICPE will be conducted according to the approved IEO process²¹. The following represents a summary of the five key phases of the process, which constitute a framework for conducting the evaluation.

Phase 1: Preparatory work. The IEO prepares the TOR, evaluation design and recruits external evaluation team members, comprising international and/or national development professionals. They are recruited once the TOR is approved. The IEO start collecting data and documentation internally first and then filling data gaps with help from the UNDP country office, and external resources through various methods.

Phase 2: Desk analysis. Further in-depth data collection is conducted, by administering an “advance questionnaire” and interviews (via phone, Skype etc.) with key stakeholders, including country office staff. Based on these the key evaluation questions will guide the evaluation matrix containing detailed questions and means of data collection and verification to guide data collection based on an overall evaluation matrix for the ICPEs. 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,

²¹ The evaluation will be conducted according to the ICPE Process Manual and the ICPE Methodology Manual

specific evaluation questions, gaps and issues that will require validation during the field-based phase of data collection.

Phase 3: Field data collection. The phase will be during July-August 2019. During this phase, the evaluation team undertakes an in-country mission to engage in data collection activities. The estimated duration of the mission is up to 3 calendar weeks. Data will be collected according to the approach outlined in Sections 5 and 6 with the responsibilities outlined in Section 7. The evaluation team will liaise with CO staff and management, key government stakeholders and other partners and beneficiaries. At the end of the mission, the evaluation team holds a formal 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 Evaluation Advisory Panel (EAP). Once the first draft is quality cleared, it will be circulated to the country office and the UNDP Regional RBAS 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 Syria 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 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 evaluation report will be finalized.

Phase 5: Publication and dissemination. The ICPE report and summary will be widely distributed in hard and electronic versions. The evaluation report will be made available to the UNDP Executive Board by the time of approving a new Country Programme Document. It will be distributed by the IEO within UNDP as well as to the evaluation units of other international organisations, evaluation societies/networks and research institutions in the region. The UNDP country office and the Government of Syria will disseminate the report to stakeholders in the country. The report and the management response will be published on the UNDP website²² as well as in the Evaluation Resource Centre (ERC). The regional bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the ERC.²³

9. Timeframe for the ICPE process

The timeframe and responsibilities for the evaluation process, for submission of a new country programme to June 2020 Executive Board Session, are presented in Table 4.

Tentative timeframe and responsibilities for the evaluation process is presented in Table 4. The timeframe is indicative of process and deadlines but does not imply full-time engagement of evaluation team during the period.

Table 4: Timeframe for the ICPE process

Activity	Responsible party	Proposed timeframe
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²² <http://web.undp.org/evaluation/>

²³ <https://erc.undp.org/>

Phase 1: Preparatory work		
TOR – approval by the Independent Evaluation Office	LE	April 2019
Selection of other evaluation team members	LE	May 2019
Phase 2: Desk analysis		
Preliminary analysis of available data and context analysis	Evaluation team	May-June 2019
Phase 3: Data Collection		
Data collection and preliminary findings	Evaluation team	August 2019
Phase 4: Analysis, report writing, quality review and debrief		
Outcome analysis reports	Evaluation team	15 September 2019
Analysis and Synthesis	LE	October 2019
Zero draft ICPE for clearance by IEO and EAP	LE	End October 2019
First draft ICPE for CO/RB review	CO/RB	First week of November 2019
Second draft ICPE shared with GOV	CO/GOV	End of November 2019
Draft management response	CO/RB	1 December 2019
Final debriefing with national stakeholders	CO/LE	December 2019
Phase 5: Production and Follow-up		
Editing and formatting	IEO	January 2020
Final report and Evaluation Brief	IEO	January 2020
Dissemination of the final report	IEO/CO	January 2020