

**TERMS OF REFERENCE**

**Consultancy for:** Final Evaluation (Phase 1) of the FATA Transition and Recovery Programme (FTRP), UNDP Pakistan.

**Evaluation firm:** **Team composition:**

Evaluation firm with the following team composition:

Senior Evaluator (Team Leader)

Field researchers (one man and one woman)

Data analyst

Report writer

**Mission Duration:** Three months

**Evaluation period:** May 2015 to December 2019

**Mission Location:** Khyber, Kurram, North Waziristan, South Waziristan, Orakzai, Bannu, Tank and Peshawar

**Programme Background and Context**

**Project Title:** FATA Transition and Recovery Programme (FTRP)

**Project Duration:** May 2015 toDecember 2022

**Implementing Agency:** UNDP Pakistan

**Donor Agencies:**  United States Agency for International Development (USAID), Government of the United Kingdom, Department for International Development (UK-DFID), European Union (EU), the Government of Japan (GoJ), Global Affairs Canada, United Nations Central Emergency Response Funds (CERF).

**Implementing Partners**

**NGOs/CSOs:** Akhuwat Islamic Microfinance (AIM), Hashoo Foundation

Islamic Relief Pakistan (IRP), National Logistics Cell (NLC),

Sarhad Rural Support Programme (SRSP), Women’s

Empowerment Organization (WEO)

**Government Departments:** Directorate of Projects, FATA Secretariat, Education Department, Planning and Development Department, Small and Medium Enterprises Development Authority (SMEDA)

##### **B. Project Description**

Following years of political restructuring, the erstwhile Federally Administered Tribal Areas (FATA) were merged into the Khyber Pakhtunkhwa (KP) province. One of the most significant political reforms in Pakistan’s history, the merger is an exceptional allowance of constitutional rights and governance structures to the most underdeveloped areas of the country with very limited livelihood opportunities and lack of access to basic services.

The FATA Transition and Recovery Programme (FTRP) was launched in May 2015 to complement the efforts of the Government of Pakistan in enabling the safe and voluntary return of Temporarily Displaced Persons (TDPs) to their areas of origin, with a focus on relief, recovery and sustainable peace. FTRP was initially designed to support the FATA Sustainable Return and Rehabilitation Strategy (SRRS). Following the merger into KP, the programme has re-aligned its priorities with the Tribal Decade Strategy (2020-2030) and supports the Government’s policies aiming at development and growth of the Newly Merged Districts (NMDs) of KP. Accordingly, the name of the programme will be changed to “Stabilisation and Development Programme” (SDP).

The funding of the programme was secured over the years with partnership with the United States Agency for International Development (USAID), Government of the United Kingdom Department for International Development (DFID), European Union (EU), the Government of Japan, Global Affairs Canada and the United Nations Central Emergency Response Funds (CERF).

FTRP is oriented around four main and reinforcing goals: a) enhancing community resilience and social cohesion to support civil society participation; b) increasing access to basic services through improved physical infrastructures; c) promoting livelihoods and catalyzing economic recovery processes; and d) removing barriers of access to education and creating an enabling environment to foster peacebuilding.

Over the last four years, FTRP has assisted more than 800,000 individuals. In response to the evolving environment, the programme has transitioned from relief and recovery efforts to sustainable development. It has shown discernible signs of communities adopting positive coping mechanisms while re-establishing their families in their returning areas.

Through FTRP UNDP aims to support the Government in fostering a stable environment in the NMDs, where the people are resilient, have improved access to basic services, livelihood sources and economic opportunities thereby contributing to their overall development and stability.

##### **C. Purpose and Scope of Work**

FTRP started in 2015 however no baseline or evaluation was conducted due to access and security issues in the NMDs, thus this will be the first evaluation to be conducted of the programme. The aim of the evaluation is to assess the overall impact of the programme from its start in 2015 until the end of 2019. In addition, the evaluation will compile lessons learnt, and provide recommendations that will facilitate updates to the design of the programme and related future interventions. The evaluation will be based on five assessment criteria defined by UNEG i.e. efficiency, effectiveness, relevance, impact and sustainability.

The scope of the evaluation covers the interventions carried out from the inception of FTRP in May 2015 until 31st December 2019. The geographic area for the evaluation will include the following districts: Khyber, Kurram, North Waziristan, South Waziristan, Orakzai and Frontier Region districts of Bannu, Tank and Peshawar.

Target groups for the evaluation include individual beneficiaries, communities, development partners, Government counterparts and Implementing Partners (IPs).

Specifically, the evaluation will assess the relevance, efficiency, effectiveness, impact and sustainability of FTRP through the following questions. This list of questions is representative and not exhaustive and will be further detailed and agreed upon as part of the evaluation inception report:

1. **Relevance:**
2. To what extent was the project in line with the national development priorities, the country programme’s outputs and outcomes, the UNDP Strategic Plan and the SDGs?
3. To what extent does the project contribute to the theory of change for the relevant country programme outcome as well as assess the relevance of the project’s four components for supporting the recovery/rehabilitation and development of the NMDs?
4. To what extent were lessons learned from other relevant projects considered in the project’s design as well as during its execution between 2015 and 2019?
5. To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, taken into account during the project design and implementation processes?
6. To what extent does the project contribute to LNOB[[1]](#footnote-1), gender equality, the empowerment of women and the human rights-based approach?
7. Evaluate the extent to which FTRP implementation strategy has been responsive to the emerging needs and priorities of Government counterparts and beneficiary communities; and to the context of the emerging development scenario of the NMDs;
8. **Efficiency:**
9. To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
10. To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?
11. To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
12. To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective?
13. To what extent have project funds and activities been delivered in a timely manner?
14. To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management?
15. Assess the adequacy of funds for programme implementation up to 2019 and analyse project strategy for resource mobilization for future interventions.
16. **Effectiveness**
17. To what extent did the project contribute to the country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?
18. To what extent were the four project outputs achieved?
19. What factors have contributed to achieving or not achieving intended country programme outputs and outcomes?
20. To what extent has the UNDP partnership and resource mobilisation strategy with Government departments, UN agencies, CSOs and international donors ensured coordinated support for the development of NMDs been appropriate and effective?
21. In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements in the next phase?
22. In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome in the next phase?
23. What, if any, alternative strategies would have been more effective in achieving the project’s objectives?
24. Are the projects outputs clear, practical and feasible in line with project theory of change?
25. Assess how the four programme components complemented each other to contribute to the achievement of the objective of enhancing stability and development in the NMDs
26. To what extent have stakeholders including beneficiary communities been involved in project implementation?
27. To what extent are project management and implementation participatory, flexible, creative and responsive to respond to emerging needs and priorities of the NMDs and is this participation contributing towards achievement of the project outputs?
28. To what extent has the project been appropriately responsive to the needs of the national constituents and changing partner priorities?
29. To what extent has the project contributed to gender equality, the empowerment of women and the realization of human rights?
30. Assess the level of effectiveness of the UNDP and FTRP oversight and management structures during the review period; Quality and adequacy of programme monitoring and reporting in timely decision making by Project Managers;
31. Assess whether a gender and human rights perspective has been taken into consideration and has been effective for the targeted institutions and communities;
32. **Impact:**
33. Explore if and how various programme components had a positive/less positive/no impact on each other;
    1. What has been the impact of training and grants on the lives of the beneficiaries?
    2. Conduct a tracer of representative sample of skill and entrepreneurship beneficiaries and document the rate of success.
    3. How has the infrastructure component contributed to the development of NMDs and what is the functionality status of infrastructure schemes?
    4. How has the education component affected the lives of children especially girls in the context of NMDs?
34. Evaluate the impact of the programme on the wider development environment of the NMDs;
35. Assess what changes in the social and economic development at the level of individuals, institutions and communities - intended and unintended, positive and negative – have been brought about by the programme.
36. Were there clear evidence of results and recognition of UNDP support?
37. **Sustainability:**
38. Assess the sustainability of capacity building programmes particularly provision of business grants, interest free loans, and skills training on youth;
39. The extent to which the community physical infrastructure, market infrastructure and public infrastructure schemes are sustainable after the phase-out of the programme.
40. Are there any financial risks that may jeopardize the sustainability of project outputs?
41. To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
42. Are there any social or political risks that may jeopardize sustainability of project outputs and the project’s contributions to country programme outputs and outcomes?
43. Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits?
44. To what extent did UNDP actions pose an environmental threat to the sustainability of project outputs?
45. What is the risk that the level of stakeholders’ ownership will be sufficient to allow for the project benefits to be sustained?
46. To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights and human development?
47. To what extent do stakeholders support the project’s long-term objectives?
48. To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?
49. To what extent do UNDP interventions have well-designed and well-planned exit strategy?
50. What could be done to strengthen exit strategy and sustainability?

**Human rights**

1. To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefited from the work of FTRP?

**Gender equality**

1. To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?
2. Is the gender marker data assigned to this project representative of reality?
3. To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

**Methodology**

A detailed methodology and sampling design will be prepared by the evaluation firm which will be part of the inception report. It should focus on methods to achieve the objectives of the evaluation. The evaluation team will do an exhaustive Document Review followed by applying both qualitative and quantitative data collection tools to ascertain the effectiveness and impact of the programme interventions. Qualitative data will be collected as primary data applying a series of social research methods including semi-structured interviews, interviews with key informants, Focus Group Discussions with beneficiaries. Questionnaire survey, as secondary data collection tool, will be conducted first where respondents will be stakeholder organisations and communities. Findings of this survey will help develop the Focus Group Discussions and sei-structured interviews to gain a detailed overview of the communities’ as well as stakeholder organizations opinion on project implementation and to triangulate with survey results.

**1. Document review of all relevant documentation.**

This would include a review of inter alia

o Project document (as well as contribution agreements).

o Theory of change and results framework.

o project quality assurance reports.

o Annual workplans.

o Consolidated quarterly and annual reports.

o Results-oriented monitoring report.

o Highlights of project board meetings.

o Technical/financial monitoring reports.

**2. Surveys and questionnaires** involving other stakeholders including key government counterparts, donor community members, representatives of key civil society organizations, and communities.

**3. Semi-structured interviews** with key stakeholders including key government counterparts, donor community members, representatives of key civil society organizations, and communities

a. **Development of evaluation questions** around relevance, effectiveness, efficiency and sustainability and designed for different stakeholders to be interviewed.

b. Key informant and focus group discussions with men and women, beneficiaries and stakeholders.

c. All interviews should be undertaken in full confidence and anonymity. The final evaluation report should present specific comments without disclosing identity of individuals.

To ensure the quality of reported results, data triangulation will be included as part of the methodology. Based upon the above assessment, the evaluation team will compile lessons learnt and make recommendations for the future.

The quantitative and qualitative data will be the property of UNDP and will be shared in totality with UNDP as soon as data is recorded and coded. Data will be used while presenting the findings without compromising the confidentiality and anonymity of the participants. For this, labels will be used to hide the identities of the participants in the final report however in the first draft to UNDP the evaluation firm will produce the findings with data without labels. The coding and labelling scheme will be discussed and implemented after approval from UNDP.

The findings of the report will be based on concrete qualitative and quantitative data as evidence. The analysis will be an important section of the report which will be based on the findings reported earlier in the report. The conclusions will be rooted in the analysis of the findings. The recommendations will be linked to conclusions.

##### **D. Expected Outputs and Deliverables**

Deliverables are as follows:

* 1. **Inception Report:** The evaluation firm will submit an inception report that would reflect the evaluators understanding of the assignment, proposed approach and methodology; and schedule of tasks, activities and deliverables along with assigned responsibilities for the mission members. The inception report will be carried out the following and based on preliminary discussions with UNDP after the desk review and will be produced before the evaluation starts (before any formal evaluation interviews, survey distribution or field visits)
  2. **Evaluation debriefings.** Immediately following an evaluation, the contracting firm will deliver a preliminary debriefing and findings.
  3. **Draft Evaluation Report:** The evaluation firm will submit (i) before the end of the evaluation mission- a *draft evaluation report* of FTRP, highlighting achievements, constraints, and lessons learnt as well as corrective measures where required and recommendations
  4. **Evaluation report audit trail.** Comments and changes by the evaluator in response to the draft report should be retained by the evaluator to show how they have addressed comments
  5. **Final Report:** within one week after receiving written comments and feedback to the draft evaluation report from UNDP and FTRP Management, the evaluation team will submit the final reportaddressing the received feedback.
  6. **Presentation of Executive Summary and Recommendations:** The evaluation firm will present a summary of evaluation findings, conclusions and recommendations at a debriefing meeting with UNDP and development partners. This meeting will be organised by the evaluation firm in collaboration with UNDP to share the preliminary recommendations and receive feedback from FTRP counterpart institutions and development partners.

The Evaluation Report should contain the following:

* Title page
* List of acronyms and abbreviations
* Table of contents, including a list of annexes
* Executive summary
* Introduction: background and context of the programme
* Description of the programme – it's logic theory, results framework and external factors likely to affect the success
* Purpose of the evaluation
* Key questions and scope of the evaluation with information on limitations and de-limitations
* Approach and methodology
* Findings
* Analysis - explanation and interpretation of findings
* Conclusions
* Recommendations
* Lessons, generalizations, alternatives
* Annexes

**Related Evaluation Activities**

To achieve the objectives and produce the deliverables of the evaluation, the evaluation firm will be expected to undertake related activities including:

1. **Review existing documentation:** The evaluation firm will conduct a literature review on the history and development challenges of the NMDs. The literature review should also focus on the emerging situation after the merger.
2. **Prepare Inception Report:** The evaluation firm will present an Inception Report elaborating the evaluation methodology to the stakeholders at the beginning of the evaluation.
3. **Meetings with stakeholders**
4. The UNDP FTRP team will brief the evaluation firm upon arrival and provide all necessary details and clarifications on the documents made available for the desk review.
5. The evaluation firm will meet with the programme team, Programme Manager, Chief Crisis Prevention and Recovery Unit (CPRU), the Management Support Unit (MSU), the Deputy Resident Representative and Resident Representative UNDP.
6. The evaluation firm will meet with relevant Government counterparts, including the Directorate of Projects, the Planning and Development Department, the Education Department and others.
7. The evaluation firm will meet with bilateral donor representatives present in the country, including USAID, Japan, Canada, the European Union and others.
8. The evaluation firm will meet with relevant Civil Society Organisations/IPs of FTRP and document their experience and learnings from the programme.
9. Beneficiary feedback will be sought from the local communities, including females to gauge their feedback on various programme interventions.
10. **Consultation on draft report and recommendations:**

Following the submission of the draft report, undertake consultations with stakeholders to receive their feedback for incorporation into the final report.

**E. Institutional Arrangement**

Deputy Resident Representative, UNDP Pakistan, will be the Evaluation Commissioner (EC) and Head of Management Support Unit will be the Evaluation Manager (EM). EC will be supported by EM in safeguarding the independence of the evaluation exercise and ensure the quality of evaluation in a timely fashion. To ensure independence and impartiality, EM will be the focal person for this evaluation. EM will ensure that the evaluation is conducted as per the evaluation plan and in line with this ToR.

CPRU Unit and FTRP team will facilitate EM and the work of the consulting firm before and during the assignment period. This ToR shall be the basis upon which compliance with assignment requirements and overall quality of services provided by the evaluation firm will be assessed by UNDP.

**Timeframe for the Evaluation Process**

**F. Duration of the Work**

The duration of the work is two months: one month in the field and the rest of the time will be dedicated to desk work and report writing.

**G. Duty station**

The evaluation evaluation firm will be based in Peshawar with occasional visits to Islamabad and frequent field visits to the NMDs where FTRP implements activities (to be agreed upon as part of the methodology in the inception report).

**H. Qualifications of the successful evaluation firm**

The mission will take place in the programme area and will be for a period of three months with the following details.

1. The firm should have extensive experience in monitoring and evaluation of large programmes in developing countries.
2. The firm should have a diverse team composition of both men and women including researchers, data analyst, report writer and a team lead.
3. The team lead should have experience of leading evaluations of development programmes particularly recovery and rehabilitation initiatives in post-conflict areas
4. The researcher team should comprise of one man and woman and should have prior experience of designing research methodology and conducting interviews and FGDs at household and individual level
5. The data analyst should be well versed in data management and statistical analysis of data
6. The report writer should be well versed in report writing with proven experience in producing a high-quality evaluation and assessment reports
7. The firm should be familiar with UNDP/UN evaluation policies and procedures, and with the programming principles of the UNDP/UN.
8. Proven experience in evaluation of post disaster development programmes and stabilization programmes.
9. The firm should be familiar with the reality in the NMDs. The team leader will allocate roles and responsibilities within the team, including meeting schedules and drafting duties and be responsible for timely delivery of the mission reports.
10. The evaluation firm should have proven relevant background and experience in the context of the NMDs.

**4.1 Experience and Qualifications of the Evaluation firm**

Qualifications of the evaluation firm:

* Minimum 10 years of programme evaluation experience in recovery, rehabilitation and development programmes.
* Familiarity with international context and post-conflict/ crises in developing societies.

Relevant experience and knowledge of the United Nations programmes.

* Experience in human resources and institutional capacity development, including gender equality.
* Experience and knowledge of the socio-political context of the NMDs and Khyber Pakhtunkhwa would be a strong asset.
* Proven capacity to effectively collect, analyse and evaluate data/information.
* Ability to organize and synthesize information in a systematic manner
* Excellence in report writing.
* Ability to communicate in English, Urdu and Pashto.

Competencies:

**Corporate Competencies:**

* Demonstrates integrity by modelling the UN’s values and ethical standards (human rights, peace, understanding between peoples and nations, tolerance, integrity, respect, impartiality) results orientation;
* Promotes the vision, mission, and strategic goals of UNDP;
* Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.

**Functional Competencies:**

* Consistently approaches work with energy and a positive, constructive attitude;
* Demonstrates good oral and written communication skills;
* Has the ability to work both independently and in a team, and ability to deliver high-quality work on tight timelines.

**Behavioural competencies:**

* Gender-sensitive;
* Comfortable working in dynamic environments that change frequently;
* Able to perform in a high-stress and difficult security environment, with austere living quarters.

**Computer Skills:**

* Proficiency in MS Office and statistical analysis software

**Evaluation Ethics**

This evaluation will be conducted in accordance with the principles outlined in the UNEG ‘Ethical Guidelines for Evaluation’. The consulting firm must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing the collection of data and reporting on data. The consultant must also ensure the security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners.

**I. Scope of Price Proposal and Schedule of Payments**

The payment is linked with achievements of the below-mentioned deliverables and shall be released upon satisfactory completion of each deliverable report certified by UNDP.

**Price and schedule of payments**

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| --- | --- | --- | --- |
| **Deliverables** | **Description of deliverables** | **Submission timeline** | **Percentage of the payment** |
| Deliverable 1 | Submission of an inception report | 10 days | 15% of the instalment |
| Deliverable 2 | Evaluation debriefings | 10 days | 10% of the instalment |
| Deliverable 3 | Draft Evaluation Report | 30 days | 20% of the instalment |
| Deliverable 4 | Evaluation report audit trail | 10 days | 20% of the instalment |
| Deliverable 5 | Final Report | 20 days | 25% of the instalment |
| Deliverable 6 | Presentation of executive summary and recommendations | 10 days | 10% of the instalment |

**Recommended Presentation of Offer**

**Documents to be included when submitting the proposals**

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| --- |
| Interested Evaluation firm must submit the following: documents/information to demonstrate their qualifications in **one single PDF document:**   1. Duly accomplished **Letter of the contract of Interest and Availability** using the template provided by UNDP (Annex). 2. **Personal CVs or P11 and profile of the evaluation firm**, indicating all experience from similar projects, as well as the contact details (email and telephone number) of the Evaluation firm and at least three (3) professional references. 3. **Technical proposal:**    1. Brief description of why the Evaluation firm is the most suitable for the assignment    2. A methodology on how they will approach and complete the assignment. 4. **Financial proposal** that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided (Annex) |

**K. Criteria for Selection of the Best Offer**

**Cumulative analysis**

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

a) Responsive/compliant/acceptable, and

b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation. 70%-30%.

\* 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 – Maximum 70 points**

* Criteria A: Relevance of Education – Max 10 points
* Criteria B: Competencies and Special skills – Max 5 points
* Criteria C: Relevance of experience – Max 30 points
* Criteria D Description of approach/methodology to assignment (if applicable) – Max 25 points

**L. Annexes to the TOR**

Existing literature or documents that will help offerors gain a better understanding of the project situation and the work required should be provided as annexes to the TOR, especially if such literature or documents are not confidential.

1. Leave No One Behind [↑](#footnote-ref-1)