

ANNEX 1. TERMS OF REFERENCE

INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Program (UNDP) conducts “Independent Country Programme Evaluation (ICPE)” to generate evaluative evidence of UNDP’s contributions to development results at the country level. 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 exercises carried out by the IEO within the overall provisions contained in the UNDP Evaluation Policy.¹ UNDP Montenegro has been selected for an ICPE since its current country programme will end in 2021. The ICPE will be conducted in 2020 to feed into the development of the new country programme.

NATIONAL CONTEXT

Montenegro is an upper-middle income country and classified as a very high human development country, ranking 52 out of 189 countries and territories (HDI value of 0.816 for 2018, when adjusted for inequality, it falls to 0.746).² UNDP’s Gender Inequality Index ranks Montenegro at 27 out of 162 countries (0.119) while the World Economic Forum’s Global Gender Gap Index ranks Montenegro 71st of 153 countries (score of 0.710, with 1 signifying gender parity).³ The population is estimated at 622,435 as of 2018⁴,

Montenegro became independent in 2006 and has implemented extensive governance and economic reforms to become a strong parliamentary democracy and market economy. Montenegro began negotiations for EU accession in 2012 and is advancing as a membership candidate. Alignment with EU standards is central to Montenegro’s development vision.

Montenegro has had strong economic growth; however, some populations have not benefited equally from this growth, including Roma, elderly, youth, persons with disability and youth. As of 2015, 24% of the population live below the national poverty line⁵. The country faces challenges in ensuring access to social protection services, enforcement of regulation, and strengthening human rights and rule of law implementation.

Montenegro Development Directions 2018-2021 sets the strategic vision with four priority sectors of tourism, energy, agriculture and rural development and manufacturing, and strategic development directions of “smart, sustainable and inclusive growth.”⁶

UNDP PROGRAMME STRATEGY IN MONTENEGRO

Montenegro is a “self-starter” UN “Delivering as One” country, and the UN agencies jointly operate under the Integrated UN Programme 2017-2021. UNDP’s country programme document for Montenegro identified four programme priorities for the period under review (2017-2021):

- Democratic governance

¹ See UNDP Evaluation Policy: www.undp.org/eo/documents/Evaluation-Policy.pdf.

² http://www.hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MNE.pdf

³ World Economic Forum, Global Gender Gap Report 2020. http://www3.weforum.org/docs/WEF_GGGR_2020.pdf

⁴ <https://data.worldbank.org/indicator/SP.POP.TOTL?locations=ME>

⁵ <https://data.worldbank.org/indicator/SI.POV.NAHC?locations=ME>

⁶ https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/montenegro_erp_2019-2021.pdf (Montenegro Development Directions, 2018-2021).

- Environmental sustainability
- Social inclusion
- Economic development

The CPD identified an indicative budget of \$31.927 million. The country programme has delivered 74% of that projected figure at the midpoint of the cycle⁷.

Table 1. UNDP Montenegro Country Programme (2017-2021)

Outcomes	UNDP Outputs (Areas of Contribution)	Financial Resources (US\$ million)	
		Planned Resources 2017-2021	Expenditure 2017-2019
<p>Democratic Governance Outcome 1: By 2021, accountable, transparent and effective judiciary, public administration at central and local level, Parliament and independent institutions ensure security, development, equal access to justice and quality public services for all people, focusing on enhancing human rights.</p>	<p><i>Output 1.1</i> Efficiency and transparency of judiciary improved through introduction of integrated judicial IT system <i>Output 1.2</i> Enhanced citizen participation in creation monitoring and implementation of policies through innovative models for citizen engagement and open data use <i>Output 1.3</i> Access to and availability and delivery of state services enhanced through the use of ICT <i>Output 1.4</i> Enhanced national capacities in managing destruction and storage of weapons and ammunition</p>	<p>Regular: \$0.244 Other: \$4.456 Total: \$4.7</p>	<p>Regular: \$0.134 Other: \$3.359 Total: \$3.492</p>
<p>Environmental Sustainability Outcome 2: By 2021, people of Montenegro benefit from sustainable management of natural resources, combating climate change and disaster risk reduction.</p>	<p><i>Output 2.1</i> Climate change and environment targets integrated into national policies strategies and planning <i>Output 2.2</i> Annual emissions of carbon dioxide decreased in tourism sector <i>Output 2.3</i> Improved management of chemicals and all waste throughout their life cycle; reduction of waste release to air water and soil <i>Output 2.4</i> Capacities for resilience to disasters increased <i>Output 2.5</i> Improvement of sustainable management and conservation of mountain ecosystems including their biodiversity</p>	<p>Regular: \$0.244 Other: \$18.806 Total: \$19.050</p>	<p>Regular: \$0.200 Other: \$6.141 Total: \$6.341</p>
<p>Social Inclusion Outcome 3. By 2021 population has improved access to quality, equitable, inclusive and mutually reinforcing systems of health, education, protection and decent work promotion.</p>	<p><i>Output 3.1</i> Improved capacities of the Ministry of Labour and Social Welfare (MLSW) for evidence-based planning and targeting with services and cash benefits to reduce inequalities and exclusion <i>Output 3.2</i> Vulnerable populations (elderly women Roma) benefiting from new standardized local level social services <i>Output 3.3</i> Improved social and institutional responsiveness to promotion protection and enforcement of anti-discrimination and gender equality policies for equal opportunities of women</p>	<p>Regular: \$0.244 Other: \$5.756 Total: \$6.0</p>	<p>Regular: \$0.092 Other: \$6.606 Total: \$6.698</p>

⁷ UNDP Atlas/PowerBi, 05 February 2020

Economic Development Outcome 4. By 2021, people of Montenegro benefit from an enabling institutional and regulatory framework for sustainable and inclusive economic growth based on innovation, entrepreneurship and competitiveness.	<i>Output 4.1</i> National policies foster good business environment and sustainable private sector growth <i>Output 4.2</i> National institutions have improved capacities to develop implement and monitor policies and measures that help to generate jobs <i>Output 4.3</i> Accessibility of public services improved through launch of new e-services for businesses. <i>Output 4.4</i> Improved implementation of policies for promoting women economic empowerment	Regular: \$0.234 Other: \$1.943 Total: \$2.177	Regular: \$0.132 Other: \$5.785 Total: \$5.918
Other (global, regional and mgmt. projects)			Regular: \$0.025 Other: \$1.223 Total: \$1.248
GRAND TOTAL		Regular: \$0.966 Other: \$30.961 Total: \$31.927	Regular: \$0.583 Other: \$23.114 Total: \$23.697

Source: UNDP Montenegro Country Programme Document 2017-2021. Financial expenditure figures extracted from UNDP Atlas/Power Bi tool as of 5 February 2020. Figures may not add up to totals due to rounding (to the nearest \$10,000).

SCOPE OF THE EVALUATION

ICPEs are conducted in the penultimate year of the ongoing UNDP country programme in order to feed into the process of developing the new country programme. The ICPE will focus on the present programme cycle (2017 - 2021) while taking into account interventions which may have started in the previous programme cycle but continued or concluded in the current programme cycle.


As a country-level evaluation of UNDP, the ICPE will focus on the formal UNDP country programme approved by the Executive Board but will also consider any changes from the initial CPD during the period under review. The scope of the ICPE will include the entirety of UNDPs activities in the country and will therefore cover interventions funded by all sources, including core UNDP resources, donor funds, government funds, etc. Efforts will also be made to capture the role and contribution of UNV, UNCDF through undertaking joint work with UNDP.

KEY EVALUATION QUESTIONS AND GUIDING PRINCIPLES

The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards.⁸ The ICPE will address the following three main evaluation questions.⁹ These questions will also guide the presentation of the evaluation findings in the report.

1. What did the UNDP 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, to the sustainability of results?

⁹ The ICPEs have adopted a streamlined methodology, which differs from the previous ADRs that were structured according to the four standard OECD DAC criteria. More detailed sub-questions will be developed during the desk review phase of the evaluation.



ICPEs are conducted at the outcome level. To address question 1, a Theory of Change (ToC) approach will be used in consultation with stakeholders, as appropriate, to better understand how and under what conditions UNDP's interventions are expected to lead to good governance, poverty reduction and sustainable human development in the country. Discussions of the ToC will focus on mapping the assumptions behind the programmes desired change(s) and the causal linkages between the intervention(s) and the intended country programme outcomes.

As part of this analysis, the progression of the programme over the review period will also be examined. In assessing the CPD's progression, UNDP's capacity to adapt to the changing context in Viet Nam and respond to national development needs and priorities will also be looked at.

The effectiveness of UNDP's country programme will be analyzed in response to evaluation question 2. This will include an assessment of the achieved results and the extent to which these results have contributed to the intended CPD objectives. In this process, both positive and negative, direct and indirect as well as unintended results will be identified.

To better understand UNDP's performance, the specific factors that influenced - positively or negatively - UNDP's performance and eventually, the sustainability of results in the country will be examined in response to evaluation question 3. They will be examined in alignment with the engagement principles, drivers of development and alignment parameters of the Strategic Plan¹⁰, as well as the utilization of resources to deliver results and how managerial practices impacted achievement of programmatic goals. Special attention will be given to the integration of gender equality and women's empowerment in the design and implementation of the CPD.

Among the three key CPD Outcomes which will be reviewed as planned, to the extent possible, the evaluation team will assess UNDP efforts towards strengthening the environment for civic engagement and poverty reduction in Viet Nam.

APPROACH AND METHODOLOGY

Assessment of existing data and data collection constraints: The assessment will begin with an analysis of the existing data on decentralized project evaluations, their quality and UNDAF evaluation undertaken during the previous cycle. These evaluations will serve as important inputs into the ICPE. Preliminary analysis shows that majority of projects have project documents, and some annual progress reports are available. Overall, the programme has sufficient information to conduct the ICPE.

It is also important to note that UNDP projects that contribute to different outcomes are at different stages of implementation, and therefore it may not always be possible to determine the projects' contribution to results. In cases where the projects/initiatives are still in their initial stages, the evaluation will document observable progress and seek to ascertain the possibility of achieving the outcome given the programme design and measures already put in place.

Data collection methods: The evaluation will use data from primary and secondary sources, including desk review of documentation and information and interviews with key informants, including beneficiaries, partners and managers. An advance questionnaire will be administered to the country office before the data collection mission in the country. 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

¹⁰ These principles include: national ownership and capacity; human rights-based approach; sustainable human development; gender equality and women's empowerment; voice and participation; South-South and triangular cooperation; active role as global citizens; and universality.

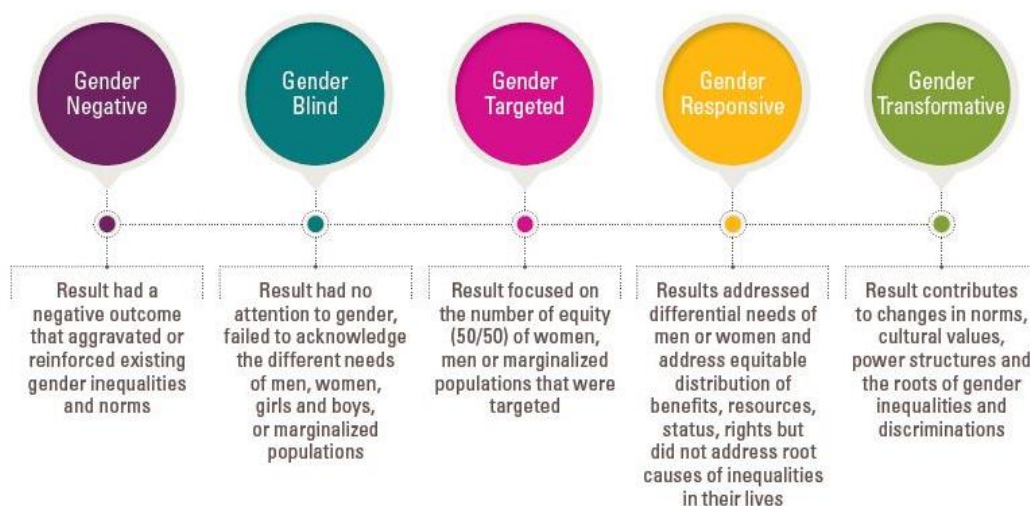
programme. Focus group discussions will be used to consult some groups of beneficiaries as appropriate.

The evaluation team will also undertake field visits to selected project sites to observe the projects first-hand. It is expected that regions where UNDP has a concentration of field projects (in more than one outcome area), as well as those where critical projects are being implemented will be considered. The ICPE will cover all outcome areas. The coverage will include a sample, as relevant, of both successful projects and projects reporting difficulties where lessons can be learned, both larger and smaller pilot projects, as well as both completed and active projects.

The evaluation team will undertake an extensive review of documents. IEO and the country office will identify an initial list of background and programme-related documents which will be posted on an ICPE SharePoint website. The document review will include, among others: background documents on the national context, documents prepared by international partners during the period under review and documents prepared by UN system agencies; programme plans and frameworks; progress reports; monitoring self-assessments such as the yearly UNDP Results Oriented Annual Reports; and evaluations conducted by the country office and partners.

In line with UNDP's gender mainstreaming strategy, the ICPE will examine the level of gender mainstreaming across all of UNDP Montenegro programmes and operations. Gender disaggregated data will be collected, where available, and assessed against its programme outcomes.


Figure 1. Gender Results Effectiveness Scale



Special attention will be given to integrate a gender-responsive evaluation approach to data collection methods. To assess gender, the evaluation will consider the gender marker in the portfolio analyses by outcome area and the gender results effectiveness scale (GRES) when assessing results. The GRES classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive, gender transformative (Figure 1). In addition, gender-related questions will be incorporated in the data collection methods and tools, such as the pre-mission questionnaire and interview questionnaire, and reporting.

Validation: The evaluation will use triangulation of information collected from different sources and/or by different methods to enhance the validity of findings.

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.

MANAGEMENT ARRANGEMENTS

Independent Evaluation Office of UNDP: The UNDP IEO will conduct the ICPE in consultation with the UNDP Montenegro country office and the Regional Bureau for Europe and the CIS (RBEC) under the leadership of the IEO lead evaluator. The IEO will meet all costs directly related to the conduct of the ICPE. The IEO will convene a review panel comprised of senior staff and EAP members to comment on the ICPE and ratings given.

UNDP Country Office in Montenegro: The country office will support the evaluation team to liaise with key partners and other stakeholders and ensure that all necessary information regarding UNDP's programmes, projects and activities in the country is available to the team and provide factual verifications of the draft report on a timely basis. The country office will provide the evaluation team in-kind organizational support (e.g. arranging meetings with project staff, stakeholders, beneficiaries; assistance for project site visits). To ensure the independence of the views expressed, country office staff will not participate in interviews and meetings with stakeholders held for data collection purposes. The country office will jointly organize the final stakeholder meeting, ensuring participation of key government counterparts, through a videoconference with the IEO, where findings and results of the evaluation will be presented. Additionally, the country office will support the use and dissemination of the final outputs of the ICPE process.

UNDP Regional Bureau for Europe and the CIS (RBEC): RBEC 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 the ICPE, including preparing the terms of reference, finalizing the evaluation design and methodology, selecting the evaluation team, managing the conduct of the ICPE, preparing the final report and liaising with the CO on all of the above.
- **Research Associate (RA):** Under the guidance of LE, the IEO research associate will compile necessary information required for the ICPE and contribute to the preparation of the final ICPE report as required.
- **International Consultant:** One international consultant will be recruited and will be responsible for all the outcome areas. Under the guidance of LE, the consultant will conduct preliminary research and data collection activities, prepare outcome analysis papers and contribute to the preparation of the final ICPE report.

EVALUATION PROCESS

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

Phase 1: Preparatory work. The IEO prepares the ToR and the evaluation design, including an overall evaluation matrix. Once the TOR is approved, additional evaluation team members, comprising international and/or national development professionals will be recruited. The IEO starts collecting



data and documentation internally first and then filling data gaps with help from the UNDP country office.

Phase 2: Desk analysis. Evaluation team members will conduct desk review of reference material, and identify specific evaluation questions, and issues. Further in-depth data collection will be conducted, by administering an advance questionnaire and interviews (via phone, Skype, etc.) with key stakeholders, including country office staff. Based on this, detailed evaluation questions, gaps and issues that require validation during the field-based phase of the data collection will be identified.

Phase 3: Field-based 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 is around 2 weeks. 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 will hold 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 and the consultant(s) will undertake a synthesis process to write the ICPE report. The draft will first be subject to peer review by IEO and its panel of external reviewers. Once the draft is quality cleared, it will be circulated to the country office and the UNDP Regional Bureau for Europe and CIS 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 Montenegro 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. The way forward will be discussed with a view to creating greater ownership by national stakeholders with respect to the recommendations as well as to strengthening accountability of UNDP to national stakeholders. Taking into account the discussion at the stakeholder event, the evaluation report will be finalized and published.

Phase 5: Publication and dissemination. The ICPE report will be written in English. It will follow the standard IEO publication guidelines. The ICPE report will be widely distributed in both hard and electronic versions. The evaluation report will be made available to UNDP Executive Board by the time of approving a new Country Programme Document. It will be widely 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 Montenegro country office and the Government of Montenegro will disseminate to stakeholders in the country. The report and the management response will be published on the UNDP website¹¹ as well as in the Evaluation Resource Centre. The Regional Bureau for Europe and the CIS will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.¹²

TIMEFRAME FOR THE ICPE PROCESS

The proposed timeframe and responsibilities for the evaluation process are¹³ as follows:

¹¹ web.undp.org/evaluation

¹² erc.undp.org

¹³ The timeframe, indicative of process and deadlines, does not imply full-time engagement of evaluation team during the period.

Table 3: Timeframe for the ICPE process going to the Board in 2021

Activity	Responsible party	Indicative timeframe
Phase 1: Preparation		
TOR – approval by the Independent Evaluation Office	LE	Feb 2020
Recruitment of consultant	LE	Mar 2020
Completion and dissemination of pre-mission questionnaire	LE	Mar 2020
Completion of pre-mission questionnaire, identification and provision of documents required to support self-assessment	CO	Mar 2020
Phase 2: Desk analysis, data collection and drafting		
Desk analysis of available data and assess validity of CO self-assessment	Evaluation team	March-April 2020
Field data collection mission	LE	May 2020
Zero draft ICPE for clearance by IEO	LE	Oct 2020
First draft ICPE for CO/RB review	CO/RB	Oct/Nov 2020
Phase 3: Consideration of feedback and completion of final ICPE		
Provision of feedback on draft report	CO/RB	Nov 2020
Videoconference with country office staff to discuss and clarify written feedback (if needed- optional)	Evaluation Team/CO/RB	Nov 2020
Complete final report addressing feedback from CO and disseminate for management response	LE	Dec 2020
Phase 4: Production and Follow-up		
Draft management response	CO/RB	Dec 2020
Editing and formatting	LE	Jan 2021
Dissemination of the final report	IEO/CO	Jan/Feb 2021