Terms of Reference (TOR) for Evaluation of National Policy Support Programme

1. Background and context

Policy Support Programme is designed to support UNDP's role on influencing policy reform through technical and evidence-based research on key areas of Pakistan's development challenges. The project is in the second phase of implementation with the first phase 2013-17 focusing on several emerging issues and improved development planning on areas related to poverty & inequality, investment in youth bulge, MDG monitoring & reporting, early adoption of 2030 Agenda and several other areas in governance, environment and climate change and human development.

In continuation of project Phase I, the project's second phase of implementation 2018 – 2022 focuses on continuation of its research work to provide analytical base for informed decision making and support to the Sustainable Development Goals' implementation at national and sub-national level. The key focus areas are strengthening national and sub-national capacities in generating inclusive & sustainable growth through evidence-based research & analysis and policy dialogue, improve cross-practice work in key thematic areas such as institutional strengthening, governance, crisis prevention and other aspects of human development, and advancing the role of innovation in policy making to address urgent developmental challenges.

The project has three core outputs that are interlinked and mutually reinforcing. Output 1 relates to improved evidence, research and analysis and policy dialogues on issues of inclusive & sustainable growth and human development. This is achieved through developing National Human Development Report and publishing quarterly publication of Development Advocate Pakistan. Output 2 relates to demand based technical support provided to program units of UNDP for improved targeting, impact assessment, program design and related areas. Output 3 on innovation promoted for addressing high priority development issues, including urbanization, urban resilience, water recycling/conservation, urban greening, and energy efficiency.

UNDP intends to evaluate the project as an avenue to acknowledge project contributions, identify key lesson learnt and improve programing for the next cycle of the project. In this regard services of a consultant are being hired to undertake project evaluation of Policy Support Programme.

Project details:

Project/outcome title	Policy Support Programme

Atlas ID	00087069
Corporate outcome and output	Outcome - By 2022, the people in Pakistan will have increased knowledge of their rights and improved access to more accountable, transparent, and effective governance mechanisms and rule of law institutions. Output 9.3: Through active citizen engagement, national/ provincial governments shape public policy priorities and establish planning, financing, and monitoring mechanisms, facilitating implementation of the Sustainable Development Goals.
Country	Pakistan
Region	South Asia
Date project document signed	1/12/2017
Project Dates	**Phase 1** Start: 01 July 2013 **Phase 2** Start: January 2018	Phase 1 End: 31 December 2017 Phase 2 End: 31 December 2022
Duration of evaluation	January 2016 – December 2020
Project budget	US$ 2.5 million
Project expenditure at the time of evaluation	US $ 2.4 million
Funding source	UNDP resources Development Partners – UNICEF, SDC
Implementing Party	UNDP in collaboration with Ministry of Planning, Development and Reforms and Provincial Planning and Development Departments.

2. Evaluation purpose, scope, and objectives

The evaluation will review the strategy, results achieved/not achieved and lessons learnt of the Policy Support Programme. The evaluation will assess progress towards the achievement of the project outputs and contribution towards the United Nations Sustainable Development Framework (UNDAF III)/Country Programme Documents (2013-2017 & 2018-2022) outcomes as specified in the Project Document and assess signs of project success or failure with the goal of identifying the necessary changes to be made to set the project on-track to achieve its intended results feeding into the development of new UNDAF, CPD (2023-2027) as well as aligning it with emerging national priorities. The evaluation will also review the project's strategy with regards to its relevance, effectiveness, efficiency, impact, and sustainability of major interventions. Overall, the evaluation should specify what the project has achieved so far, along with the value addition; assess the progress made against planned results,

as well as assess challenges, opportunities, risks and lessons learnt. It should recommend ways in which UNDP may increase its effectiveness, relevance and coherence of project with emerging national government priorities.

The evaluation will focus on evaluating the progress made through the three project outputs, therefore, contributing to the progress made towards shaping evidence-based public policy with an intensively participatory and inclusive approach to ensure inclusive and sustainable economic growth. In addition, the progress on results will also be assessed on the successful utilization of Leaving No One Behind approach, while also focusing to identify contributions made towards women empowerment, gender mainstreaming, youth and towards other vulnerable populations.

The major audience of this evaluation will be UN in general and UNDP Pakistan, along with relevant Government Departments, including Ministry of Planning, Development and Special Initiatives as well as the provincial Planning and Development departments of Khyber Pakhtunkhwa, Punjab, Sind, and Balochistan also including special regions Gilgit Baltistan and Pakistan Administered Kashmir. The evaluation recommendations will help UNDP in making timely course correction for supporting the national/sub-national governments in upstream policy related interventions.

3. Evaluation criteria and key questions.

The evaluation will evaluate effectiveness of the Policy Support Programme project in achieving the UNSDF/CPD outcome and three project outputs identified in the project document. More specifically, the evaluationwill address the following questions (the questions do not present an exhaustive list and more may be added while finalizing the Inception Report).

<u>**Relevance:**</u>

1. What is the value of intervention in relation to supporting national/sub-national governments in evidence-based, bottom-up inclusive public policies development or upgradation and roll out?
2. Is the project results/interventions coherent with national/sub-national upstream policy work?
3. The relevance of project outputs to UNDP's country-level/UNDP Strategic Plan results, national policies and the priorities and needs of the partners and target groups.
4. The extent to which project design incorporated the leave no one behind[1] approach and focused on women empowerment, gender mainstreaming, youth and other vulnerable populations.

<u>**Efficiency:**</u>

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[1] Refer to *What Does It Mean To Leave No One Behind? A UNDP discussion paper and framework for implementation*, July 2018 (https://www.undp.org/content/undp/en/home/librarypage/poverty-reduction/what-does-it-mean-to-leave-no-one-behind-.html).

1. What is the project status with respect to targeted outputs in terms of quality and timelines?
2. What is the potential that the project will successfully achieve the desired Outputs?
3. If there were any delays in the project targets achievement for the performance indicators, what were the causes of the delay, and what was the effectiveness of corrective measures undertaken?
4. To what extent were adequate resources (financial and human) secured prior to project implementation? Were the requested government tranches received on time?
5. Is there any appropriate mechanism for monitoring the progress of the project? If yes, is there adequate usage of results/data for programming and decision making?
6. What are the potential challenges/risks that may prevent the project from producing the intended results?

Effectiveness:

1. Are the project's outputs clearly articulated, feasible, realistic?
2. To what extent the project logic, concept and approach is appropriated and relevant to achieving the project targets and objectives?
3. Are the underlying assumptions on which project interventions has been based, valid? Is there a clear and relevant Theory of Change?
4. To what extent has the project managed to implement activities across the project target locations (provinces and federal)?
5. To what extent the project implementation modalities been appropriate to achieve the overall desired results?
6. What factors have contributed in achieving the desired results?
7. To what extent do external factors, such as government ownership, security constraints, have impacts on project implementation?
8. How effective the project proved to be in the areas of mainstreaming gender within the overall shaping evidence-based, bottom-up inclusive public policies that lead to sustained inclusive and sustainable economic growth. in the country?

Impact:

1. Is the project communications strategy effective in positively promoting the project to a wider audience?
2. Has the intended wider audience of the project been engaged in the project activities?

Sustainability:

1. To what extent has the project been able to engage proactively and effectively in establishing partnerships with private sector, NGOs and other national/sub-national government institutions - what worked well and what didn't and why and how this can be improved going forward
2. What are national partner's resources, motivation and ability to continue implementing project till end?
3. To what extent is there constructive cooperation among the project partners? What are the levels of satisfaction of government counterparts etc.
4. What is the likelihood that project results will be sustainable in terms of systems institutions financing and anticipated impact?

Coherence:
1. Compatibility with other interventions, may be Internal or External: Do other interventions and policy level work in UNDP or at the government support or undermine the project being evaluated? (internal coherence)? How is coordination facilitated?
2. Do the project interventions add value without duplicating efforts?

Cross-cutting issues – application of innovative tools/practices, youth engagement, Human rights, gender equality and women empowerment:
1. To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country?
2. To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?
3. To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?
4. To what extent has the project utilized or work towards introducing/applying innovative tools/practices in implementation of the project activities and achieving results - what worked well and what didn't and why and how this can be improved going forward
5. To what extent project has been able to successfully engage youth in policy dialogues/discussions during implementation – what worked well and what didn't and why and how this can be improved going forward

4. **Methodology.**

This evaluation relies on mostly qualitative research tools (In-depth interviews and Focus group discussions) to assess the extent to which the strategies and activities undertaken have achieved their objectives; positive achievements of the interventions; challenges faced during implementation and steps taken to address them; lessons learned; and possible recommendations to guide the project in future. To get a holistic appraisal of the above mentioned, the evaluation will engage multiple stakeholders

representing the Government (including implementing partners and other departments associated/relevant with the project, civil society, development partners, private sector etc. through interviews. It is expected that the consultant should conduct around 15 to 20 interviews with the relevant stakeholders including government counterparts, private sector entities, policy research institutes, UN entities and development partners, and relevant UNDP regional office colleagues. The final list of interviews will be agreed upon with the evaluator at the inception phase of the evaluation. In addition to consultations and interviews, the evaluator will undertake thorough desk review of literature available on Policy Support programme in Pakistan, including internal documents like project documents, its project publications and other relevant material.

5. **Evaluation products (key deliverables)**

At the outset, the evaluator will produce an evaluation inception report based on a review of all relevant documents and initial consultations with relevant stakeholders and present it to UNDP's Development Policy Unit (DPU), the Management Support Unit (MSU), to explain the objectives and detailed methodology for the evaluation.

The consultant will produce an initial presentation on key findings of evaluation, followed by a draft evaluation report for feedback and approval from UNDP. Final evaluation report, including all originally filled data collection tools e.g., questionnaires, interview notes, etc. will be presented as a final deliverable. (See Section 9 for payment break-up against the deliverables).

6. **Required competencies for the evaluator.**

Title: Project Review/Evaluation Specialist

Academic qualifications:
Master's Degree in social sciences, international economics, international relations, law public administration, Monitoring and Evaluation or other closely related field from an accredited university.

Experience:

- At Least 15 years of working experience in evaluation and social research, with at least 10 years demonstrated experience in project evaluations related to development sector.
- Proven experience in evaluating projects/programmes of UN or development agencies.
- Strongly analytical and research skills with sufficient understanding of quantitative and qualitative methods and data analysis.
- Familiarity with UN evaluation norms and guidelines and processes required.

- Understanding on sustainable development goals and Pakistan's commitment towards its achievement.

Language:

- Fluency in written and spoken English is a requirement.
- Knowledge of local languages if any.

Competencies

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

Special skills Requirements:

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

7. **Evaluation ethics.**

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The evaluators must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure 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.

The evaluation will follow UNDP guidelines on the ethical participation of beneficiaries and women. In addition, all participants in the study will be fully informed about the nature and purpose of the evaluation and their requested involvement. Only participants who have given their written and verbal consent (documented) will be included in the evaluation. Specific mechanisms for generating feedback from

stakeholders against the results of evaluation will be included in the elaborated methodology. All the documents including data collection, entry, and analysis tools and all the data developed or collected for the evaluation will be the intellectual property of UNDP.

8. **Management and implementation arrangements.**

The consultant will be reporting to the Assistant Resident Representative, DPU. The evaluation process will be guided by the Management Support Unit (MSU), UNDP to ensure all corporate evaluation guidelines are followed. The Project team will facilitate information sharing, identifying stakeholders for meetings and overall coordination of the assignment.

9. **Time frame for the evaluation process.**

Indicative Timeframe	Activity	Weightage
Within one week after the signing of the contract	• Inception report, based on consultation with UNDP and government counterparts, explaining the methodology, approach, list of stakeholders for consultation etc.	20%
Within 3 weeks after submission of inception report.	• Document gathering and review. • Telephonic and in person meetings/interviews with key project stakeholders, project managers, UNDP Country Office • Schedule and conduct meetings and interviews with project stakeholders including government and project personnel. • Initial findings presentation presented to Country Office UNDP and relevant stakeholders	30%
2 weeks after submission of last deliverable	• Submit draft Evaluation Report to UNDP for review and feedback	30%
Within 2 weeks of receiving the feedback and comments from UNDP	• Incorporating feedback received from UNDP and finalize Evaluation Report.	20%

Duty Station: Duty station for this assignment is Islamabad. No major travel outside the duty station is anticipated. Any interviews outside the duty station will be conducted virtually.

10. **Submission process and basis for selection.**

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

- Having received the highest score out of a pre-determined set of weighted technical and financial criteria to the solicitation.
- Technical criteria weight 70%
- Financial criteria weight 30%
- Only consultants obtaining a minimum of 49 points (70% of the total technical points) would be considered for the financial evaluation.

Technical Criteria 70 points

Criteria	Score
Master's Degree in social sciences, international economics, international relations, law public administration, Monitoring and Evaluation or other closely related field.	10
At Least 15 years of working experience in evaluation and social research, with at least 10 years demonstrated experience in project evaluations related to development sector.	10
Strongly analytical and research skills with sufficient understanding of quantitative and qualitative methods and data analysis. Familiarity with UN evaluation norms and guidelines and processes required.	10
Technical Proposal	40
Total (Technical)	**70**

The consultant/evaluator will carry out desk review of the following documents:
- Project document (signed)
- Annual Workplans
- Annual Progress Reports/Result Oriented Analysis Report (ROAR)
- Project Quality Assurance reports (Design, Implementation & Monitoring conducted since 2016 until 2019)
- Meeting Minutes of important meetings held with various stakeholders, including project board and technical group meeting minutes.
- Annualised Targets versus results achieved and annual budget versus expenditure (2016-todate)

- Partnership arrangements (e.g., agreements of cooperation with Governments or partners).
- UNDP evaluation policy, UNEG norms and standards and other policy documents
- Correspondence with government counterparts
- Any other material that consultant/evaluator considers useful for the evidence-based review.

11. Evaluation matrix template.

The Consultant will create matrix as a map and reference planning and conducting an evaluation. It also serves as a useful tool to summarize and visually presenting the evaluation design and methodology for discussion with stakeholders. This will complement the project's M&E Plan for each indicator. A sample evaluation matrix is provided below:

Relevant evaluation criteria	Key Questions	Specific sub questions-probing questions	Data source	Data collection methodology	Indicators /success standard	Methods for data analysis

12. **Outline of the evaluation report.**

Suggested template for the evaluation report:

1. Title and opening pages with details of the project/program/outcome.
2. Project and evaluation Information details: Project title, Atlas number, budgets and project dates and other key information.
3. Table of contents.
4. List of acronyms and abbreviations.
5. Executive summary: a stand-alone section of maximum four pages including the quality standards and assurance ratings.
6. Introduction and overview. What is being evaluated and why?
7. Description of the intervention being evaluated. Provides the basis for report users to understand the logic and evaluability analysis result, assess the merits of the evaluation methodology and understand the applicability of the evaluation results.

8. Evaluation scope and objectives. The report should provide a clear explanation of the evaluation's scope, primary objectives, and main questions.
9. Evaluation approach and methods. The evaluation report should describe in detail the selected methodological approaches, methods, and analysis.
10. Data analysis. The report should describe the procedures used to analyze the data collected to answer the evaluation questions.
11. Findings. Evaluation findings should be based on an analysis of the data. They should be structures around the evaluation questions. Variances between planned and actual results should be explained, as well as factors affecting the achievement of intended results.
12. Conclusions. Conclusions should highlight the strengths, weaknesses, and outcomes of the intervention. They should be well substantiated by the evidence and logically connected to evaluation findings.
13. Recommendations. The report should provide a reasonable number of practical, feasible recommendations directed to the intended users of the report about what actions to take or decisions to make.
14. Lessons learned. As appropriate and as requested in the TOR, the report should include discussion of lessons learned from the evaluation of the intervention.
15. Report's Annexes.