



# UNDP COUNTRY PROGRAMME PAKISTAN EVALUATION

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## 1. Assignment Information

<b>Title</b>	International Consultant/ Team lead (Governance) for CDP programme End-of-cycle (2018-2022) evaluation
<b>Purpose</b>	This term of reference (TOR) is designed to guide the end-of-cycle evaluation of the UNDP CP (2018-2022) for Pakistan. The recommendations from this evaluation will guide the design of new CP (2023-2027) for UNDP Pakistan
<b>Likocation/Country</b>	Pakistan – the international Consultant will work remotely due to Covid related restrictions.
<b>Reporting line</b>	The International consultant will report to the Head of MSU
<b>. 17-po[pp8oio// ]=Region</b>	Asia and Pacific
<b>Application categories</b>	<ol style="list-style-type: none"> <li>1. An individual international consultant /Team Lead to cover the CP Outcome 1 (<b>Governance</b>) including human rights, decentralisation &amp; local governance; electoral and legislative processes; rule of law; MAPs for SDGs</li> <li>2. An individual international consultant to cover the CP Outcome 2 (<b>Resilience</b>) focussing on interventions relating to human as well as climate induced disasters and crisis; social cohesion; economic growth through enhanced livelihoods/employment; climate adaptation and mitigation</li> <li>3. An individual local consultant who will provide knowledge of national context and support the full evaluation process</li> </ol>
<b>Duration</b>	Start date: 15 April 2021 Completion date: 20 July 2021
<b>No of Working days</b>	43 working days

## 1. Introduction

Home to 207.8 million people<sup>1</sup>, Pakistan is the fifth youngest and sixth most populated country in the world, having 64% young people i.e. nearly two-thirds of its population under the age of 30.<sup>2</sup> Since 2018, economic growth has declined – falling from 5.8% of Gross Domestic Product (GDP), the highest rate of growth in 11 years, to -1.5% in 2019 and expected to be 2% in 2021.<sup>3</sup> Due to COVID pandemic in 2020, as economic activity further slowed, inflation gained pace. This made more difficult for the economy to absorb the millions of young people who enter the labour market, year on year. Although local government elections were delayed, successful provincial government elections took place. Elected representatives from Khyber Pakhtunkhwa's Merged Districts in the provincial assembly are making a difference in mainstreaming political, social and economic development in the districts, among the most impoverished areas in Pakistan.

Pakistan ranked 154<sup>th</sup> of 189 countries on the *Human Development Index* in 2020, falling two places since 2019.<sup>4</sup> According to the report, the life expectancy at birth and average expected years of schooling in Pakistan are lower than the South Asian averages. Pakistan also performed poorly on inequality adjusted human development, as well as gender development and equality compared with the regional countries. For provinces struggling with human insecurity such as Balochistan and Newly Merged Districts in Khyber Pakhtunkhwa, the data are more alarming; respectively 49 % in and 66% suffer directly from partner violence of all kinds. Inequality and insecurity are pervasive, with wide disparities between provinces and administrative areas. One in four Pakistanis lives in poverty – income-based poverty stands at 24.3% and multi-dimensional poverty at 38.8%<sup>5</sup> i.e. around one-fourth (24 per cent) of the country's population is living below national poverty line and 39.0 per cent is poor based on multidimensional poverty index (MPI).

<sup>1</sup> Government of Pakistan (2017) *National Census 2017*. Islamabad: Government of Pakistan.

<sup>2</sup> World Population Dashboard, UNFPA (2018)

<sup>3</sup> Finance Division (2019) '[Overview of the Economy](#)', *Pakistan Economic Survey 2018–19*. Islamabad: Government of Pakistan.

<sup>4</sup> UNDP (2019) [2020 Human Development Index Ranking](#)

<sup>5</sup> Planning Commission of Pakistan, UNDP and OPHI (2015) [Multidimensional Poverty in Pakistan](#). Islamabad: UNDP.

Pakistan continues to have among the highest rates of out-of-school children in South Asia, as well as some of the lowest rates of women's labour force participation and of gender parity in education. Discrimination and violence affect women, girls, transgender people and minorities.

With a population growth rate of 1.94 percent<sup>6</sup>, according to the World Bank<sup>7</sup>, the total labour force was 75.8 million in Pakistan, with an unemployment rate of 4.45 percent in 2020<sup>8</sup>.

Pakistan is also the fifth most vulnerable country in the world to climate change and natural disasters, spanning floods, earthquakes and drought<sup>9</sup>, climbing three places compared to its ranking on Germanwatch's *Global Climate Risk Index* in 2018. The country hosts among the largest protracted refugee populations in the world. In 2019, legal protection of Proof of Registration (PoR) cards was temporarily extended until the end of June 2020 for 1.4 million Afghan refugees in Pakistan.

As in other parts of the world, COVID-19 has had implications on not just the economic aspects but also the human cost in terms of mental trauma of death of a relative and fear of encountering the virus, loss of livelihood, loss of academic progress for students including impact on many other aspects of life. The Governments faced a daunting challenge in curtailing the spread of the novel coronavirus, while struggling to minimize the socio-economic impacts of the outbreak at the same time. The country has witnessed significant increase in its confirmed cases from the initial two cases on 26th February 2020 to approximately 300,000 cases as of 10 September 2020<sup>10</sup>.

The UNDP CP 2018-2022 was formulated in close consultation with the Government and other stakeholders to support the national development priorities of the Government i.e. implementation of the National Vision 2025 and Sustainable Development Goals. The current CP (2018-2022) is aligned with the United Nations Sustainable Development Framework (UNSDF) (2018-2022). UNDP leveraged its strong, trusted relationship with the national and provincial governments to accelerate a strong development-oriented agenda, anchored in the UNDP core mandate and its strategic plan (2018-2021). UNDP pursued the implementation of CP (2018-2022) through (a) fostering an enabling environment in legislation, regulatory frameworks and development policies, drawing on South-South best practices; (b) strengthening the capacity of institutions and systems at all levels to provide innovative solutions and implementation support for governance, environmental sustainability and stabilization processes; and (c) supporting the Government in community-level interventions that promote scalable solutions focused on building local capacities.

Both CP and UNSDF will come to an end in 2022. This end-of-cycle evaluation of the CP (2018-2022) is commissioned to generate evidence and knowledge about the ongoing programme. The evaluation recommendations will be used to inform the development of the new CP (2023-2027). The primary audiences of this evaluation are national, subnational, local government institutions, UNDP Executive Board, UNDP, the UN Country Team, donors and development stakeholders. Secondary audiences are but not limited to academia, researchers, civil-society organizations and communities.

## 2. UNDP's Current Programme (2018-2022)<sup>11</sup>

UNDP Country Programme (CP) (2018-2022) for Pakistan, with a total budget of \$243,431,000, primarily contributes to Outcome 6 (Resilience) and Outcome 9 (Governance) of UNSDF with an estimated budget of \$146,160,000 and \$97,271,000, respectively. The [Country programme outcomes and indicative resources \(2018-2022\) and utilisation \(2018-2020\)](#) is available as Annex A. Throughout its programming, UNDP focuses on prioritizing those who are affected by and vulnerable to crisis, poverty, and climate change especially rural communities of Pakistan, as well as youth (particularly

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<sup>6</sup> Pakistan Economic Survey 2017-2018

<sup>7</sup> [The World Bank Data \(2020\)](#)

<sup>8</sup> [The World Bank Data on Unemployment Rate \(2020\)](#)

<sup>9</sup> Germanwatch (2020) [Global Climate Risk Index 2020](#). Bonn: Germanwatch.

<sup>10</sup> Government of Pakistan. <http://covid.gov.pk/stats/pakistan>

<sup>11</sup> UNDP Pakistan CPD (2018-2022), follow the link:

young women) for skills development and access to basic services including legal, and public services.

## **Country Programme Outcome 1: Increased effectiveness and accountability of governance mechanisms<sup>12</sup>**

**Output 9.1:** Democratic governance of state institutions, including Parliament, provincial assemblies, local governments and electoral management bodies, strengthened to be responsive to citizens and accountability, for improved service delivery.

**Output 9.2:** Strengthened functioning, financing and institutional capacities facilitate access to justice and improve redress mechanisms by the 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 Programme (CP) Outcome 1 was directly contributing to Outcome 9 (Governance) while also indirectly contributing to UNSDF Outcome 8 (Gender).

UNDP's work under Outcome 1 focuses on providing support in shaping and implementing legislative reforms, regulatory frameworks and strategic policies in order to strengthen the application of democratic principles and processes of good governance. UNDP technical assistance and up-stream policy advice focused on strengthening governance and human rights institutions. UNDP worked in collaboration with Government of Pakistan to enhance transparency and strengthen the core functions of the Senate of Pakistan and the Provincial Assemblies of Khyber Pakhtunkhwa and Balochistan. The initiative revolved around developing capacity of parliamentary committees, Members and the Secretariat's staff, and improving linkages with the public.

UNDP also strengthened government capacities for achievement of the Sustainable Development Goals at the national and provincial level by establishing SDG Units in all four provinces and also one at the federal level. These SDG units provided technical support to the government in developing national, provincial and district level (3 districts in Balochistan) SDG Frameworks. With UNDP technical support, Pakistan Social and Living Standards Measurement Survey (PSLMS) was automated and the survey data is facilitating to report on almost 80 SDG indicators.

With UNDP assistance, Khyber Pakhtunkhwa's *Local Government Act 2013* was amended, setting the scene for the formation of local governments in the province's newly Merged Districts. UNDP continued its support to the Federal and Provincial Election Commission of Pakistan (ECP) to complete the preparations to hold free, transparent and peaceful elections at the local level. UNDP's technical support facilitated the implementation of the *ECP Strategic Plan* and the *Elections Act 2017* to enhance accountability of ECP towards general public and strengthen parliamentary oversight of the commission.

HRIMS rolled out in all 4 provinces to strengthen human rights data and *Local Government Act 2019* revised in Khyber Pakhtunkhwa. UNDP continued to support KP and Balochistan to make its justice system stronger, more people-centred and more responsive to citizens' needs. Enhanced capacities to uphold the rule of law for 238 police and prosecutors and establishment of 22 Legal Aid Desks in collaboration with the Khyber Pakhtunkhwa Bar Council and development of new rules under the Criminal Procedure Code in KP facilitated integrity, transparency and accountability, as well as greater response to voice, inclusion, participation and women's empowerment.

## **Country Programme Outcome 2: Enhanced resilience and socioeconomic development of communities:**

**Output 6.1:** National and provincial policies, systems and institutions enabled to achieve structural transformation and promote inclusive economic, social and political opportunities

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<sup>12</sup> Outcome 9, United Nations Sustainable Development Framework /One-UN Programme III (2018-2022).

**Output 6.2:** Revitalized productive capacities are sustainable and generate employment opportunities and improvement in sustainable livelihoods as part of broader development efforts

**Output 6.3:** Legal and regulatory frameworks and policies are in place, and institutions capacitated for the conservation, sustainable use, inclusive access and benefit-sharing of natural resources, biodiversity, chemicals, waste management and ecosystems

**Output 6.4:** In line with international conventions and national policy frameworks, implementation mechanisms are effectively introduced that promote sustainable use of natural resources, protect ecosystem and biodiversity and effectively manage and mitigate the threats to this process (chemicals, waste, CO2 emissions, etc.).

Country Programme (CP) Outcome 2 was directly contributing to Outcome 6 (Resilience) under UNSDF and indirectly to Outcome 2 (Decent Work) under UNSDF while also indirectly contributing to UNSDF Outcome 8 (Gender).

Under Outcome 6 of UNSDF, UNDP facilitated integration of gender mainstreamed disaster risk management and climate change strategies into national and sub-national level policy frameworks, public finance management systems and implementation mechanisms. While strengthening the capacities of the national and provincial disaster management authorities to work in high risk areas with high exposure to climate change risks, UNDP's technical and financial assistance enhanced institutional planning, budgeting and implementation of integrated disaster risk management and climate change actions to promoting climate change mitigation, adaptation and working towards sustainable natural resource management while also mainstreaming gender and women's empowerment.

UNDP also capitalized its comparative advantage in the areas of climate change and disaster risk management, being the first organization to access the Green Climate Fund for Pakistan. UNDP's glacial lake outburst floods programme implementation was delayed however UNDP remains committed to support the authorities and communities in northern Pakistan to address the impact of melting glaciers and changing monsoon patterns, which trigger floods and landslides. The programme will help to expand innovative early warning and mitigation measures in 2021 and 2022.

Under Outcome 2 (Decent Work) of UNSDF, UNDP focussed its interventions in the targeted areas with high levels of poverty facilitating creation of livelihoods and employment opportunities to youth, women and people with disabilities, providing access to basic services and particularly strengthening resilience of communities affected by conflict. In continuation of its efforts from last CP (2013-2017), UNDP proactively and successfully continued post-recovery activities that promoted rehabilitation and resilience and built local partnerships in areas most affected by displacement in the Merged Areas of KP (erst-while FATA region).

### 3. Evaluation purpose

This evaluation will assess the UNDP's contribution and performance in supporting the national development and priorities under the approved Country Programme Document (CPD). The evaluation will serve as an important accountability function, providing national stakeholders and partners in Pakistan with an impartial assessment of the results of UNDP support. Besides, providing evidence of the relevance, effectiveness, efficiency and sustainability of the current programme, this end-of-cycle evaluation, considering results of previous CP (2013-2017) and recommendations of Assessment of Development Results (ADR) 2016, will also assess impact of current CP which will greatly facilitate identifying lessons learnt and providing guidance in the development of new CP (2023-2027).

### 4. Evaluation scope and objectives

The Country Programme (CP) evaluation will focus on the formal UNDP country programme approved by the Executive Board. The scope of the CP evaluation includes the entirety of UNDP's activities at the outcome and output levels from January 2018 – December 2020. The evaluation covers interventions funded by all sources, including core UNDP resources, donor funds and government funds (non-core resources). In this end-of-cycle evaluation, a special focus will be given

to assess contributions made towards Gender mainstreaming, women empowerment and human rights. The end-of-cycle evaluation will be forward-looking whereby drawing lessons from the current CP and proposing recommendations for the next CP (2023-2027).

## 5. Evaluation criteria and key guiding questions

The evaluation will answer three broad questions as follows:

- What did the UNDP Country Programme (CP) intend to achieve during the period under review?
- To what extent has the programme achieved (or is likely to achieve) its intended objectives at the output level, and what contribution has it made at the outcome level and towards the UN Sustainable Development Framework (UNSDF)
- How the application of UNDP's signature solutions of Poverty, Resilience, Governance, Planet and Gender Equality contributed to key results under the CP?
- What factors contributed to or hindered UNDP's performance and eventually, the sustainability of results?
- How well does the design and implementation of the CP address and benefits the needs of the most marginalized and vulnerable groups in the country (e.g. displaced population, people with disabilities, transgenders, youth etc.?)
- To what extent UNDP was able to adapt to the COVID-19 crisis and support country's preparedness, response to the pandemic and supported country's ability to recover and meet the new development challenges which may have emerged.

In addition to the above questions, the evaluation is expected to produce answers surrounding the evaluation criteria of relevance, effectiveness, efficiency and sustainability. Below are guiding questions.

### Relevance

- To what extent has the current UNDP CP provided support to Pakistan in implementing the 2030 Agenda for sustainable development and delivering UNSDF intended results as well as responding to unexpected events (including conflicts, natural disasters and pandemics such as COVID-19)?
- To what extent has the UNDP CP responded to the priorities and the needs of target beneficiaries as defined in the CP Document?
- To what extent did UNDP adopt gender-sensitive, human rights-based and conflict-sensitive approaches?
- To what extent was the theory of change presented in the outcome model a relevant and appropriate vision on which to base the initiatives.
- To what extent is UNDP engagement during the current CP, a reflection of strategic considerations, including the role of UNDP in a particular development context and its comparative advantage?
- Have the efforts made by UNDP and national partners to mobilize resources and knowledge been in line with and contributed to the current development landscape in Pakistan?
- Has UNDP been able to effectively adapt the programming in the current CP to respond to the COVID-19 pandemic in Pakistan?
  - To what extent has UNDP's support been based on locally coordinated country-needs-assessment?
  - To what extent did support meet and align with the needs within Pakistan for preparedness, response and recovery?
  - To what extent has UNDP been able to adapt existing programmes to respond to the COVID-19 pressures and protect development gains already achieved? Have TOCs



and strategies been adjusted accordingly to reflect the impact of COVID-19 on existing programmes?

- Have changes in priorities been documented? Has the CP Results and Resource Framework been adjusted to reflect COVID-19?

### Effectiveness

- To what extent has progress been made towards CP outcomes achievement?
  - What has been the UNDP contribution to the observed changes at the two main CP Outcomes including Gender?
  - Have there been any unexpected outcome-level results achieved beyond the planned outcome?
  - What are the key achievements and what factors contributed to the achievements or non-achievement of the intended results?
- By reviewing the programme results and resources framework, is the UNDP programme on track to achieve intended results at the output levels?
  - What have been the key results and changes attained at the output level?
  - How has delivery of country programme outputs led to outcome-level progress?
  - What are the key achievements and what factors contributed to the achievements or non-achievement of the intended results?
- To what extent has UNDP partnered with civil society and local communities in the current CP which helped/hindered progress on results?
- Which programme areas are the most relevant and strategic for UNDP to scale up or consider going forward?
- To what degree was UNDP able to identify social and economic challenges resulting from COVID-19 and shape its response accordingly?
- How has UNDP facilitated effective local leadership in preparing, responding to and recovering from the crisis?

### Efficiency

- To what extent has there been an economical use of resources in the achievement of results at the outcome and output level (funds, human resources, time, expertise, etc.)? What are the main administrative strengths and/or constraints?
- Is the results-based management system operating effectively and is monitoring data informing management decision making at the outcome and output level?
- To what extent has UNDP been efficient in building synergies and leveraging with other programmes and stakeholders in Pakistan?
- To what extent were partnership modalities conducive to the delivery of country programme outputs?
- To what extent have UNDP practices, policies, processes and decision-making capabilities affected the achievement of the country programme's outcomes/outputs?
- To what extent did UNDP engage or coordinate with beneficiaries, implementing partners, other United Nations agencies and national counterparts to achieve outcome and output level results?
- To what extent have programme funds have been delivered in a timely manner? And if the utilisation of funds facilitated in achievement/non achievement of results at outcome and output level?
- To what extent were the previous structures of development assistance and partnerships efficient and able to adapt to support the COVID-19 responses? Were these adequate? Where were there weaknesses?
- Has UNDP been able to offer a timely and cost-efficient procurement offer to meet country's response to COVID-19?



### Sustainability

- What outcomes and outputs have the most likelihood of sustainability and being adopted by partners and why?
- To what extent do national partners have the institutional capacities, including sustainability strategies, in place to sustain the outcome-level results?
- To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?
- To what extent have national partners committed to providing continuing support (financial, staff, aspirational, etc.)?
- To what extent do partnerships exist with other national institutions, NGOs, United Nations agencies, the private sector and development partners to sustain the attained results?
- To what extent do mechanisms, procedures and policies exist to carry forward the results attained on gender equality, empowerment of women, human rights and human development by primary stakeholders?
- Has COVID-19 support contributed to the development of social, economic and health systems of the country that are equitable, resilient and sustainable?
- What is the potential to “build back better”? How well is UNDP learning while doing and adapting in a context where limited evidence was/ is available to assess direct and indirect impacts of the COVID-19 response?

### Human rights

- What facilitators and barriers at the CP outcome level played a role in the inclusion of vulnerable groups in UNDP’s work and what can be done to improve/sustain the inclusion of these groups going forward?
- Were the impact of COVID-19 on vulnerable groups and human rights integrated within UNDP’s response? To what extent were results achieved/not achieved for these groups?

### Gender Equality

- To what extent have gender equality and the empowerment of women been addressed in the programme strategic design, implementation and reporting? Are there key achievements?
- In what way could UNDP enhance gender equality and women empowerment in the next country programme?
- Were the disproportional gender impacts of COVID-19 integrated within UNDP’s response? To what extent were results achieved/not achieved for these groups?

### South-South / Triangular Cooperation

- To what extent have triangular and South-South cooperation and knowledge management contributed to the results attained?

**An important note:** Based on the above analysis, the evaluators are expected to provide overarching conclusions on achievement of the CP (2018-2022), as well as recommend key development priorities which shall inform the focus the new CP (2023-2027). The end-of-cycle evaluation is additionally expected to offer wider lessons for UNDP support in Pakistan.

## 6. Methodology and approaches

The end-of-cycle CP evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards. The evaluation will be carried out by an independent evaluation team. The evaluation team should adopt an integrated approach involving a combination of data collection and analysis tools to generate concrete evidence to substantiate all findings. Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on outcome and output indicators achievement, existing reports including Results Oriented Analysis Reports (2018-2020), UNDP Financial data from ATLAS (corporate Financial management system), UN Annual Reports and donor

reports, project de-centralised evaluations, stakeholder interviews, focus groups, and surveys. It is expected that the evaluation methodology will comprise of the following elements:

- Review documents (Desk Review);
- Online Interviews with key stakeholders including government line ministries, development partners, civil society and other relevant partners through a participatory and transparent process;
- Consultations with beneficiaries through online interviews and/or virtual focus group discussions;
- Online Survey and/or questionnaires where appropriate and necessary;
- Triangulation of information collected from different sources/methods to enhance the validity of the findings.

The evaluation is expected to use a variety of above mentioned data sources. A transparent and participatory multi-stakeholder approach should be followed for data collection from government partners, community members, private sector, UN agencies, multilateral organizations, etc.

Evidence will be provided for every claim generated by the evaluation and data will be triangulated to ensure validity. An evaluation matrix or other methods can be used to map the data and triangulate the available evidence.

In line with the UNDP's gender mainstreaming strategy, gender disaggregation of data is a key element of all UNDP's interventions and data collected for the evaluation will be disaggregated by gender, to the extent possible, and assessed against the programme outputs/outcomes.

**Special note:**

*Given the ongoing COVID 19 pandemic and the resultant restrictions may require many of the in-person missions / consultations and data gathering / activities to be carried out remotely using electronic conferencing means.*

## **7. Evaluation products (deliverables)**

**Special note:**

The three evaluators will be working together to evaluate UNDP Pakistan country programme. Therefore, the task remains one including the deliverables which will be jointly produced by the three evaluators whereas level of effort is reflected through number of working/main-days for the 3 evaluators.

These products could include

- **Evaluation inception report (up to 10 pages).** The inception report, containing the proposed theory of change, and evaluation methodology should be prepared following and based on preliminary discussions with UNDP. The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools and methods to be used. The inception report should detail the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed (this element can be shared with UNDP well in advance). The inception report should be reviewed by UNDP (Independent Evaluation Office (IEO), Bangkok Regional Hub, UNDP Pakistan) in consultation with the relevant government partners before the evaluation starts (before any formal evaluation interviews, survey distribution or field visits) and prior to the country visit in the case of international evaluator. **(see the inception report template in Annex H).**
- **Kick-off meeting.** Evaluators will give an overall presentation about the evaluation, including the evaluator team's approach, work plans and other necessary elements during the kick-off meeting. Evaluators can seek further clarification and expectations of UNDP and the Government partner in the kick-off meeting.
- **Evaluation debriefings.** Immediately following the evaluation, the evaluation team is required to present a preliminary debriefing of findings to UNDP, key Government partners and other development partners.
- **Draft evaluation report (max 60 pages including executive summary).** UNDP and other designated government representative and key stakeholders in the evaluation, including the UNDP

IEO, Bangkok Regional Hub, will review the draft evaluation report and provide an amalgamated set of comments to the evaluator within an agreed period of time, addressing the content required (as agreed in the TOR and inception report) and quality criteria as outlined in these guidelines.

- **Evaluation report audit trail.** Comments and changes by the evaluators in response to the draft report should be retained by the evaluators to show how they have addressed comments.
- **Final evaluation report (see final evaluation template in the Annex I).**
- **Evaluation brief (2 pages maximum) and other knowledge products** or participation in knowledge-sharing events, if relevant.
- **Evaluation Management Response (see the management response in the Annex J)**
- **Presentations to stakeholders (this maybe done remotely)**

## 8. Evaluation team composition and required competencies

The evaluation will be conducted by a team of three (3) independent consultants comprising of:

- An individual international consultant (Team leader) to cover the overall CP evaluation including focusing on Outcome 1 (Governance) with thematic areas such as human rights, decentralisation & local governance; electoral and legislative processes; rule of law; MAPs for SDGs
- An individual international consultant to cover the CP Outcome 2 (Resilience) focussing on interventions relating to human as well as climate induced disasters and crisis; social cohesion; economic growth through enhanced livelihoods/employment; climate adaptation and mitigation
- An individual local consultant who will provide knowledge of national context and support the full evaluation process.

In order to ensure the credibility and usability of an evaluation, programme units are to ensure the independence and impartiality of evaluators who are free from a conflict of interest. Applicants should not have worked or contributed to the CP under evaluation at any time in any way. Following this principle, UNDP staff members—including advisers based in regional centres and headquarters units, civil servants or employees of NGOs that may be or have been directly or indirectly related to the CP, should not take part in this CP evaluation. Equally, the applicants should not be in a position where there may be the possibility of future contracts in the area under evaluation. Applicants must inform UNDP and stakeholders of any potential or actual conflict of interest. If a conflict of interest is uncovered or arises during the evaluation, UNDP will determine whether the evaluator should be dismissed and/or the evaluation terminated.

### Responsibilities of International Evaluation Consultant / Governance (Team Leader)

S/he has overall responsibility for conducting the end-of-cycle CP evaluation and providing guidance and leadership to the other two international consultants i.e. for resilience outcome and the national consultant. In consultation with the team members, s/he will be responsible for developing a methodology for the assignment that reflects best practices and encourages the use of a participatory and consultative approach as well as delivering the required deliverables to meet the objective of the assignment. S/he will lead the preparation and revision of the draft and final reports, ensuring the assignments have been completed in the agreed timeframe.

*S/he has responsibilities as follows:*

- Leading the documentation review and framing of evaluation questions in consultation with team members;
- Leading the design of monitoring and evaluation questions and field verification tools in consultation with team members;
- Ensure efficient division of tasks between evaluation team members;
- Leading the evaluation team in planning, execution and reporting;
- Incorporating the use of best practice with respect to evaluation methodologies;
- Incorporating results from the Resilience thematic evaluation into the report;
- Responsible for and leading the drafting of inception report, finalization/quality control of the evaluation report including timely submission and adjustment;
- Leading the kick-off meeting and debriefing meeting on behalf of the evaluation team with UNDP and stakeholders;

#### Required Qualifications:

- Minimum Master's degree in economics, public administration, regional development/planning or any other social sciences related to economic management and pro-poor development;
- Strong knowledge of UNDP and its working approaches including partnership approaches with Government, civil society and community groups;
- Proven experience in conducting outcomes/impact/CPD/UNDAF/thematic evaluations especially in Governance thematic area focusing on human rights, rule of law, electoral reforms, decentralization & local governance, SDGs implementation etc.:
- Experience in applying SMART (S Specific; M Measurable; A Achievable; R Relevant; T Time-bound) indicators and reconstructing or validating baseline scenarios;
- Demonstrated capacity in strategic thinking, problem solving and policy advice;
- Strong inter-personal skills, teamwork, analytical skills and organizational skills;
- Excellent presentation and drafting skills, and familiarity with information technology, including proficiency in word processing, spreadsheets, and presentation software;
- Fluency in English, both in speaking and writing;
- Previous experience working in similar Pakistan context or in the region is an advantage;
- Knowledge of the sensitivities of the context of Pakistan is an asset.

## 9. Evaluation ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' which are available here: <http://www.unevaluation.org/document/detail/102>. 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. In order to ensure complete independence by the evaluators to freely ask questions as well as by the interviewees to respond in an open and transparent manner, any staff of UNDP Pakistan will not participate in the stakeholder interviews. The evaluators 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 without the express authorization of UNDP and partners.

## 10. Evaluation arrangements

The below table outlines key roles and responsibilities for the evaluation process. RBM Analyst/Head Management Support Unit at UNDP Pakistan will act as the Evaluation Manager, who will assume the day-to-day responsibility for managing the evaluation and serve as a central person connecting other key parties. The Evaluation Manager will seek guidance from Evaluation Commissioner, Deputy Resident Representative (DRR) of UNDP Pakistan as well as from UNDP Independent Evaluation Office and Regional Bureau of Asia and The Pacific.

The final approval of the report will be made by the Evaluation Commissioner / DRR, UNDP Pakistan. The final payment will be made upon the satisfactory completion and approval of the report.

Role	Responsibilities
Technical Guidance and Oversight: Independent Evaluation office	<ul style="list-style-type: none"><li>• Provides technical inputs to the following, based on UNDP guidelines and tools to support the quality enhancement of CP evaluation:<ul style="list-style-type: none"><li>○ Terms of Reference</li><li>○ Inception Report</li><li>○ Final Report</li></ul></li><li>• Contributes to the quality assurance process of the CP evaluation</li></ul>
Commissioner of the Evaluation: UNDP Deputy Resident Representative	<ul style="list-style-type: none"><li>▪ Lead and ensure the development of comprehensive, representative, strategic and costed evaluation;</li><li>▪ Determine scope of evaluation in consultation with key partners;</li><li>▪ Provide clear advice to the Evaluation Manager on how the findings will be used;</li><li>▪ Respond to the evaluation by preparing a management response and use the findings as appropriate;</li><li>▪ Safeguard the independence of the exercise;</li><li>▪ Approve TOR, inception report and final report.</li></ul>

	<ul style="list-style-type: none"> <li>▪ Allocate adequate funding and human resources.</li> <li>▪ Ensure dissemination of the evaluation report to all the stakeholders.</li> </ul>
Evaluation Manager: M&E Focal Point	<ul style="list-style-type: none"> <li>▪ Lead the development of the evaluation TOR in consultation with stakeholders; upload ToR in Evaluation Resource Center (ERC)</li> <li>▪ Manage the selection and recruitment of the Evaluation Team;</li> <li>▪ Manage the contractual arrangements, the budget and the personnel involved in the evaluation;</li> <li>▪ Provide executive and coordination support;</li> <li>▪ Provide the Evaluation Team with administrative support and required data;</li> <li>▪ Liaise with and respond to the evaluation commissioner;</li> <li>▪ Connect the Evaluation Team with the wider programme unit, senior management and key evaluation stakeholders and ensure a fully inclusive and transparent approach to the evaluation;</li> <li>▪ Review the inception report and final report.</li> <li>▪ Upload Evaluation report including Management Response in ERC;</li> <li>▪ Ensure timely follow up and update of management response</li> </ul>
Programme Manager(s)	<ul style="list-style-type: none"> <li>▪ Provide inputs/advice to the evaluation on the detail and scope of the terms of reference for the evaluation and how the findings will be used;</li> <li>▪ Ensure and safeguard the independence of evaluations;</li> <li>▪ Provide the evaluation manager with all required data and documentation and contacts/stakeholders list, etc.;</li> <li>▪ Support the arrangement of interview, meetings and field missions;</li> <li>▪ Provide comments and clarification on the terms of reference, inception report and draft evaluation reports;</li> <li>▪ In consultation with Government, respond to evaluation recommendations by providing management responses and key actions to all recommendations addressed to UNDP;</li> <li>▪ Ensure dissemination of the evaluation report to all the stakeholders including the project boards;</li> <li>▪ Responsible for the implementation of key actions on evaluation recommendations in partnership with Implementing partners.</li> </ul>
Regional Evaluation Focal Points	<ul style="list-style-type: none"> <li>▪ Support the evaluation process and ensure compliance with corporate standards;</li> <li>▪ Provide technical support to country office including advice on the development of terms of reference; recruitment of evaluators and maintaining evaluator rosters; implementation of evaluations; and finalization of evaluations, management responses and key actions</li> <li>▪ Ensure management response tracking and support M&amp;E capacity development and knowledge-sharing;</li> <li>▪ Dispute resolution when issues arise in implementation of evaluations.</li> <li>▪ Contributes to the quality assurance process of the evaluation.</li> </ul>
Evaluation team (led by Team leader)	<ul style="list-style-type: none"> <li>▪ Fulfil the contractual arrangements under the terms of reference as appropriate;</li> <li>▪ Ensure the quality (including editorial) of the report and its findings and recommendations;</li> <li>▪ Develop the evaluation inception report, including an evaluation matrix, in line with the terms of reference, UNEG norms and standards and ethical guidelines;</li> <li>▪ Draft reports and brief the evaluation manager, programme/project managers and stakeholders on the progress and key findings and recommendations;</li> <li>▪ Finalize the evaluation, taking into consideration comments and questions on the evaluation report. Evaluators' feedback should be recorded in the audit trail;</li> <li>▪ Support UNDP efforts in knowledge-sharing and dissemination if required.</li> </ul>

## 11. Time frame for the Evaluation process

The timeframe and responsibilities for the evaluation process are tentatively as follows:

			Country Programme Evaluation (2018- 2022)																											
			UNDP PAKISTAN																											
ACTIVITIES/ MILESTONES	Agency/Response partner	consulted/Coordinated	2021	March 2021					April 2021					May 2021					June 2021					July 2021						
			W4	W1	W2	W3	W4	W5	W1	W2	W3	W4	W5	W1	W2	W3	W4	W5	W1	W2	W3	W4	W5	W1	W2	W3	W4			
UNDP Country Programme Evaluation			date 22-26	date 1-5	date 8-12	date 15-19	date 22-26	date 29-31	date 1-2	date 5-9	date 12-16	date 19-23	date 26-30	date 29-31	date 3-7	date 10-14	date 17-21	date 24-28	date 1-4	date 7-11	date 14-18	date 21-25	date 28-30	date 1-2	date 5-9	date 12-16	date 19-23			
Draft Terms of Reference	UNDP CO																													
Share the draft terms of reference for feedback and inputs	UNDP CO	RBAP, IEO & the Government																												
advertise for individual consultants	UNDP CO																													
Selection of individual consultants	UNDP CO	RBAP & IEO																												
Contract signed with the selected consultants	UNDP CO																													
Desk review conducted, Inception report submitted	Evaluation Team																													
Comments on the inception report provided	UNDP CO	RBAP & IEO																												
Final Inception report submitted																														
Data gathering/Field missions conducted	Evaluation Team	UN Task Team, the Government																												
Draft report produced and submitted to UNDP	Evaluation Team																													
Comments on the draft report provided	UNDP CO	IEO, RBAP																												
Comments on the draft report provided	UNDP CO	the Government																												
Final report submitted	Evaluation Team																													
Final report accepted	UNDP CO	RBAP																												
Dissemination workshop organized	UNDP CO	UN Task Team, the Government																												



### Suggested working day allocation and schedule for evaluation

ACTIVITY	ESTIMATED # OF DAYS	DATE OF COMPLETION	PLACE	RESPONSIBLE PARTY
<b>Phase One: Desk review and inception report</b>				
Meet/discuss with UNDP	1 day	[indicate a proposed date DD/MM/YYYY]	UNDP or remote	Evaluation team & UNDP
Sharing of the relevant documentation with the evaluation team	-	[ indicate a proposed date DD/MM/YYYY]	Via email	Evaluation manager
Desk review, Evaluation design, methodology, the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed and prepare the inception report	07 days	[ indicate a proposed date DD/MM/YYYY]	Home- based	Evaluation Team
Submission of the inception report, 10 pages maximum (see the template in the annex section)	-	[indicate a proposed date DD/MM/YYYY]	Via email	Evaluation team
Comments and on approval of inception report		[indicate a proposed date DD/MM/YYYY]	Via email	UNDP
Submit the final inception report	4 days	[indicate a proposed date DD/MM/YYYY]	Via email	Evaluation team
Approve the inception report		[indicate a proposed date DD/MM/YYYY]	Via email	UNDP
<b>Phase Two: Data-collection mission</b>				
Update on the detailed work plan including field mission and agree upon with UNDP	0.5 day	[indicate a proposed date DD/MM/YYYY]	Via email	Evaluation team
Kick-off meeting with UNDP, Government and development partners.	0.5 day	[ indicate a proposed date DD/MM/YYYY]		
Conduct data collection including field visits, in-depth interviews, focus group and etc.	07 days	[indicate a proposed date DD/MM/YYYY]	In country (subject to COVID pandemic restrictions)	
<b>Phase Three: Evaluation report writing</b>				
Preparation of draft evaluation report (see the template in the annex section)	14 days	[indicate a proposed date DD/MM/YYYY]	Home- based	Evaluation team
Draft report submission	-	[indicate a proposed date DD/MM/YYYY]	Via email	Evaluation team
UNDP and other stakeholder comments to the draft report		[indicate a proposed date DD/MM/YYYY]	UNDP	Evaluation manager
Update report taking into account UNDP/stakeholder comments	08 days	[indicate a proposed date DD/MM/YYYY]	Via email	Evaluation team



Submit the final report to UNDP for sharing to other stakeholders	-	[indicate a proposed date DD/MM/YYYY]	Via email	Evaluation team
Dissemination workshop organised	1 day	[indicate a proposed date DD/MM/YYYY]	UNDP	Evaluation manager
<b>Estimated total days for the evaluation</b>	--			
<b>Total working day of evaluation team</b>	43			

## 12. Application submission process and criteria for selection

Evaluation team will be evaluated based on the merit of the proposed approach, including following:

- 10%. Qualification and experience
- 15%. Technical approach as illustrated in the description of the proposed methodology.
- 10% 3 Sample Evaluation/Assessment reports (relevant to the ToR) as identified in the CV
- 20%. Presentation demonstrating
  - skill-set evident through CV/technical proposal
  - understanding of the ToR
  - Communication skills
- 15%. Reference from Past performance. To enable this reference check is carried out, applicants are required to provide a list of all related consultancies/ evaluations conducted during the past three years with associated contact details of references.
- 30% Financial proposal

## 13. Payment Schedule

S.No	Deliverables	Payment % and amount
1	<b>At the completion of phase 1</b> Desk review and inception report	20%
2	<b>After phase 2</b> Completion of Data-collection mission- debriefing session	40 %
3	<b>After phase 3</b> After submission of Evaluation report and once the dissemination workshop is conducted	40
	<b>total</b>	<b>100%</b>

14. TOR annexes

- A. Country programme outcomes and indicative resources (2018-2022)
- B. Key stakeholders and partners
- C. Document to be reviewed
- D. Evaluation matrix
- E. Schedule of tasks, milestone and deliverables
- F. Inception report template
- G. Require format for the evaluation report
- H. Evaluation recommendations
- I. Evaluation quality assessment
- J. Code of conduct

Annex A: Country programme outcomes and indicative resources (2018-2022)

Country Programme Outcome and Outputs	Indicative resources (2018-2022) <i>in thousands of United States dollars</i>	Expenditure (2018-2020) <i>in thousands of United States dollars</i>
<p>Outcome 1: By 2022, the people in Pakistan, especially the most vulnerable and marginalized, have increased knowledge of their rights and improved access to more accountable, transparent and effective governance mechanisms and rule of law institutions</p> <p>1.1 Democratic governance of state institutions, including Parliament, provincial assemblies, local governments and electoral management bodies, strengthened to be responsive to citizens and accountability, for improved service delivery.</p> <p>1.2 Strengthened functioning, financing and institutional capacities facilitate access to justice and improve redress mechanisms by the rule of law institutions.</p> <p>1.3 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</p>	97,271	57,332
<p>Outcome 2: By 2022, the resilience of the people of Pakistan, especially the most vulnerable populations is increased by addressing and mitigating natural and human induced disasters, including climate change mitigation and adaptation measures, and sustainable management of cultural and natural resources.</p> <p>2.1 National and provincial policies, systems and institutions enabled to achieve structural transformation and promote inclusive economic, social and political opportunities</p> <p>2.2 Revitalized productive capacities are sustainable and generate employment opportunities and improvement in sustainable livelihoods as part of broader development efforts</p> <p>2.3 Legal and regulatory frameworks and policies are in place, and institutions capacitated for the conservation, sustainable use, inclusive access and benefit-sharing of natural resources, biodiversity, chemicals, waste management and ecosystems</p> <p>2.4 In line with international conventions and national policy frameworks, implementation mechanisms are effectively introduced that promote sustainable use of natural resources, protect ecosystem and biodiversity and effectively manage and mitigate the threats to this process (chemicals, waste, CO2 emissions, etc.).</p>	146,160	85,998
<b>Total</b>	<b>243,431</b>	<b>143,330</b>

**Source: UNDP Pakistan Country Programme Document 2018-2022; Atlas financial data for expenditures**

## Annex B: Key stakeholders and partners

Engagement of stakeholders is vital to a successful evaluation. Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to:

- Government Coordinating Agency – Economic Affairs Division, Ministry of Finance
- Implementing Partners – Ministry of Climate Change, Trust for Democratic Education and Accountability (TDEA), Snow Leopard Foundation
- Responsible Partners (NGOs, CSOs, Provincial Planning and Development Departments, Government vocational institutes etc.) (10-12)
- Project beneficiaries including government at national and provincial level
- UN Agencies, RC Office, UN Working groups
- Donors and non-donor partners (approx. 8-10)
- Project Managers, Project Specialists
- UNDP staff (10-12)

## Annex C: Documents to be reviewed and consulted.

Evaluation team are required to review various documents related to Pakistan and UNDP programme including but not limited to following documents:

- UNDP Strategic Plan (2018-2021)  
<http://strategicplan.undp.org/>
- United Nations Sustainable Development Framework (UNSDF 2018-2022)
- UNDP Country Programme Document (2018-2022)
- Project Documents and Project Brief
- Pakistan: Voluntary National Review on the Implementation of the 2030 Agenda for Sustainable Development
- UNDP Evaluation guidelines: <http://web.undp.org/evaluation/guideline/index.shtml>
- UNEG norms and standard: <http://www.unevaluation.org/document/detail/1914>
- Human Development Reports
- Other UNDP Evaluation Reports
- Annual Gender Marker Report
- Result Oriented Analysis Reports (2018-2020)
- Project Annual Progress Reports (2018-2020)
- Donor Agreements and reports
- Programme Monitoring Visit Reports
- Programme and Projects Quality Assurance Reports (2018 - 2020)
- Project Board Meeting Minutes
- Country Programme Resource Mobilisation Table
- CO PAK Programme Tree mapped with SP/IRRF (2018-2021)
- Updated Resource Pipeline Data
- Other relevant documents and resources.

## Annex D: Evaluation matrix (suggested as a deliverable to be included in the inception report).

The evaluation matrix is a tool that evaluators create as map and reference in planning and conducting an evaluation. It also serves as a useful tool for summarizing and visually presenting the evaluation design and

methodology for discussions with stakeholders. It details evaluation questions that the evaluation will answer, data sources, data collection, analysis tools or methods appropriate for each data source, and the standard or measure by which each question will be evaluated.

*TABLE 1. SAMPLE EVALUATION MATRIX*

Relevant evaluation criteria	Key questions	Specific sub questions	Data sources	Data-collection methods/tools	Indicators/success standard	Methods for data analysis

**Annex E: Schedule of tasks, milestones and deliverables.**

Based on the time frame specified in the TOR, the evaluators present the detailed schedule.

**Annex F: Inception report template**

Follow the link: [Inception report content outline](#)

**Annex G: Required format for the evaluation report.**

The final report must include, but not necessarily be limited to, the elements outlined in the quality criteria for evaluation reports. Follow the link: [Evaluation report template and quality standards](#)

**Annex H: Evaluation Recommendations.**

Follow the link: [Evaluation Management Response Template](#)

**Annex I: Evaluation Quality Assessment**

Evaluations commissioned by UNDP country offices are subject to a quality assessment, including this evaluation. Final evaluation reports will be uploaded to the Evaluation Resource Centre (ERC site) after the evaluations complete. IEO will later undertake the quality assessment and assign a rating. IEO will notify the assessment results to country offices and makes the results publicized in the ERC site. UNDP Pakistan aims to ensure evaluation quality. To do so, the consultant should put in place the quality control of deliverables. Also, consultants should familiarize themselves with rating criteria and assessment questions outlined in the Section six of [UNDP Evaluation Guidelines](#)

**Annex J: Code of conduct.**

UNDP requests each member of the evaluation team to read carefully, understand and sign the ‘Code of Conduct for Evaluators in the United Nations system’, which may be made available as an attachment to the evaluation report. Follow this link: <http://www.unevaluation.org/document/detail/100>