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**Approved by:**
**Ms. Erkina Urazbaeva**
**UNDP Programme and Policy Analyst**
Erkina Urazbaeva
**10/06/2021**

**Approved by:**
**Mukash Kaldarov, Senior Advisor on Social cohesion**
**UNDP Governance and Peacebuilding Programme**
Mukash Kaldarov
**10/06/2021**

# TERMS OF REFERENCE
## Final Evaluation of PBF-funded "Inclusive Governance and Justice System for Preventing Violent Extremism" project

| | |
|---|---|
| **Title of the Programme:** | Inclusive Governance and Justice system for Preventing Violent Extremism (PID: 00108601) |
| **Short title of the assignment:** | International Evaluator |
| **Duty station:** | Homebased\Remote, given the current epidemiological situation. However, can be a subject to further discussion depending on travel conditions and availability. |
| **Contract type:** | Individual Contract |
| **Duration:** | June – October 2021 (60 effective person days) |

## BACKGROUND

The onset of violent extremism in the Kyrgyz Republic is a challenge and threat both at the national and international level. According to National data, 803 Kyrgyzstan citizens have joined the ranks of foreign fighters either in Syria or Iraq. Most of the foreign fighters from the country are young males between 25-35 years-old, while women represent a growing number, constituting as much as 25% of citizens who reportedly have left to join foreign terror groups.

State authorities experience significant difficulties in understanding the contributing role that state policies and responses directly and indirectly play within this phenomenon. This difficulty has been arguably exacerbated by the still developing system of checks and balances stemming from the new Constitutional architecture, coordination challenges within the different State authorities as well as the legacy of the 2010 conflict. Although knowledge of the underlying drivers of radicalization and violent extremism has increased in the Kyrgyz Republic, instead of pursuing a policy of prevention by reducing the structural factors of exclusion that drivers grievances, the state in some cases prioritize security responses to violent extremism. As a result, a lack of trust between communities and law enforcement agencies related to PVE has emerged, which curtails the cooperation necessary for effective prevention of violent extremism is also noted as a worrisome trend. For example, in its research UN Women found that women in Kyrgyzstan rarely turn to the police when they have a problem or concern with violent extremism, while law enforcement officials have limited gender sensitive data collection, consolidation, analysis and reporting capacities. These gaps of both cultural and institutional nature remain critical concerns in PVE efforts to date that need to be addressed to ensure the ultimate success of preventing violent extremism in the Kyrgyz Republic.

In December 2017, the Government of the Kyrgyz Republic, the United Nations in the Kyrgyz Republic and United Nations Peacebuilding Fund (PBF) signed a Peacebuilding Priority Plan for 2018-2020 (PPP), which addresses the following aspects of preventing violent extremism (PVE):

- Strengthening justice and security sector institutions, national and local authorities to apply socially inclusive approaches, participatory decision-making and guarantee increased civic space.

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- Capacitate penitentiary and probation officers as well as the police and forensic experts to prevent and address radicalization to violence by ensuring adequate safeguards respecting national and international standards.
- Increase women's and men's, boys' and girls' critical stance on ideologies instigating violence and their participation in local development and dialogues over PVE in target communities.

Within the context of Peacebuilding Priority Plan, UNDP, OHCHR, UN Women and UNICEF (all together as RUNOs – Recipient UN Organizations) in the Kyrgyz Republic are implementing PBF-funded project on "Inclusive Governance and Justice system for Preventing Violent Extremism" (hereinafter as to project) as part of PPP, which focuses on:

- Increasing capacity and expertise of state authorities to design and implement socially inclusive, gender sensitive, human rights compliant policies and legislation applying participatory approaches to prevent violent extremism.
- Increasing capacity and expertise of law enforcement and judiciary to be engaged with stakeholders, including human rights organizations, experts and communities and operate in line with international human rights standards to prevent violent extremism.
- Increasing capacity of civil society actors with a special focus to youth and women to actively engage in the field of preventing violent extremism with duty bearers.

Theory of change of the project provides that If state institutions, justice and security agencies are equipped with inclusive methodologies and expertise on PVE and if they are able to effectively implement participatory decision-making and legislative reforms in line with Human Rights and Rule of Law norms with the support of civil society representatives, THEN they will be able to engage in a more positive engagement with citizens leading to the reduction of potential drivers to violent extremism.

Implementation timeframe of the project is from 15\12\2017 to 14\06\2021.

The main national partners of the project are:

President's Office, Government Office, Secretariat of Defense Council, Ministry of Justice, State Commission on Religious Affairs, State Agency on Local Self Governance and Interethnic Relations, Ministry of Labor and Social Development, Ministry of Interior, Ministry of Culture, Information and Tourism, Local Self-Governance (LSG) bodies in selected districts, and CSOs.

According to the 2018 Peacebuilding Fund Guidelines on Funds Application and Programming, every PBF project has to undertake an independent evaluation. The aim of this evaluation is to assess the results achieved within December 2017 – June 2021 by the project. However, due to the current Covid-19 restrictions and possible risks evaluation process most possibly will be conducted online[1], at the same time some offline interviews are possible to be handle by local consultant.

## OBJECTIVE

The objective of the evaluation is to assess achieved results under Project, sustainability of benefits and draw lessons that can inform future PVE, Peacebuilding and Development interventions to be further used and implemented by UN and other development partners.

The main purpose of this final evaluation is to assess the programmatic progress, performance of the project interventions from the point of view of relevance, effectiveness, impact, organizational efficiency, sustainability as well as analysis of lessons learnt highlighting areas where the project performed less effectively than anticipated. The findings of the evaluation will contribute to effective programming, refining the approaches of participating UN agencies to peacebuilding and preventing violent extremism, organizational learning and accountability. It will also be a key input to knowledge management on joint programmes, and peacebuilding interventions supported by the Peacebuilding Fund. The findings of the evaluation will moreover be used to engage policy makers and other stakeholders at local, national and regional levels in evidence-based dialogues and to advocate for gender-responsive and inclusive strategies to promote sustainable peace and development.

The evaluation presents an opportunity to assess the achievements of this project and its overall added value to preventing violent extremism in Kyrgyzstan. The evaluation must apply conflict sensitivity, human rights approach and gender equality principles[2] to the evaluation methods.

[1] https://www.unwomen.org/en/digital-library/publications/2020/05/pocket-tool-for-managing-evaluation-during-the-covid-19-pandemic

[2] Integrating Human Rights and Gender Equality in Evaluation – towards UNEG Guidance: www.uneval.org/document/detail/980
UNEG Guidance Integrating Human Rights and Gender into Evaluation: www.uneval.org/document/detail/1616
UN SWAP Evaluation Performance Indicator: www.uneval.org/document/detail/1452

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Final evaluation of Project, funded by PBF will be conducted according to the guidance, rules and procedures established by UNDP as reflected in the UNDP Evaluation Guidelines[3].

The Online Evaluation will assess the Project according to standard evaluation criteria, as elaborated below, in line with the OECD DAC Guidelines on Evaluating Peacebuilding in Settings of Conflict and Fragility[4] and United Nations Evaluations Group norms and principles. However, the consultant in his methodology may propose new or different questions in close coordination and consultation with ERG.

Relevance

- Was the project relevant in addressing key drivers of violent extremism identified in the Peacebuilding Priority Plan and the Project Document[5]?
- Whether important PVE gaps exist, or opportunities are being missed?
- Did the activities and strategies fit the objectives, i.e. is there internal coherence between what the programme is doing and what it is trying to achieve?
- To what extent were the interventions relevant to the needs and priorities of the target groups/beneficiaries?
- To what extent have gender and human rights considerations been integrated into the programme design and implementation?
- Did the project's theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change grounded in evidence?

- Effectiveness
  - To what extent did the project achieve its intended objectives and contribute to the project's strategic vision?
  - Assess the degree to which project implementation was flexible, innovative, and adaptive to the context.
  - To what extend did the Project mainstream a gender dimension and support gender responsive PVE.
  - To what extent did the Project complement work with different entities and have a strategic coherence of approach.

- Efficiency
  - Assess whether the RUNOs has utilized Project funding as per the agreed work plan to achieve the projected targets.
  - Analyze the role of the Project Steering Committee (PSC) and whether this forum is optimally being used for decision making.
  - Analyze the performance of the M&E mechanism of the Project and the use of various M&E tools (any socio-economic data available to the project etc.). How well did the project collect and use data to monitor results?
  - Assess the qualitative and quantitative aspects of management and other inputs (such as equipment, monitoring and review and other technical assistance and budgetary inputs) provided by the project vis-à-vis achievement of outputs and targets.
  - Identify factors and constraints, which have affected Project implementation including technical, managerial, organizational, institutional, and socio-economic policy issues in addition to other external factors unforeseen during the Project design (e.g. Covid-19 factor).
  - How efficient was the overall staffing, planning and coordination within the project (including between the two implementing agencies and with stakeholders? Have project funds and activities been delivered in a timely manner?
  - How efficiently did the project use the project board?
  - Overall, did the project provide value for money? Have resources been used efficiently?

- Sustainability and Impact
  - Assess preliminary indications of the degree to which the Project results are likely to be sustainable beyond the Project's lifetime (both at the community and government level) and provide recommendations for strengthening sustainability.
  - Did the intervention design include an appropriate sustainability and exit strategy?

[3] http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf

[4] https://www.oecd-ilibrary.org/docserver/9789264106802-en.pdf?expires=1570808839&id=id&accname=ocid195767&checksum=E395E7C957BEA0EADC13DACF9A702741; https://www.cdacollaborative.org/wp-content/uploads/2017/01/Reflecting-on-Peace-Practice-RPP-Basics-A-Resource-Manual.pdf

[5] Additional reference to drivers of the violent extremism may be made to UN SG's Plan of Action to Prevent Violent Extremism: https://www.un.org/en/ga/search/view_doc.asp?symbol=A/70/674

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- How strong is the commitment of the Government and other stakeholders to sustaining the results of Project's support and continuing initiatives?

- National ownership
  - Assess the degree of involvement of national partners and aligning to existing priorities of the local government in targeted areas.
  - How has the project enhanced and contributed to the development of national capacity?

- Gender Equality and Human Rights

  - To what extent has gender and human rights considerations been integrated into the project design and implementation?

  - How has attention to/integration of gender equality and human rights concerns advanced the area of work? Conflict-sensitivity and do-no-harm principles

  - To what extent conflict sensitivity and do-no-harm principles have been integrated into the project design and implementation.

The review will cover the full period the project has been operational. And it is expected that the evaluator will develop and consecutively refine an evaluation matrix, which will relate to the above questions, the areas they refer to, the criteria for evaluating them, the indicators and the means for verification as a tool for the evaluation. The final evaluation matrix will be approved in the evaluation inception report

Methodology

The evaluation will be conducted online and will employ a participatory approach, as much as possible, whereby discussions with and surveys of key stakeholders provide/ verify the substance of the findings. The evaluation will be based on gender and human rights principles and adhere to the UNEG Norms and Standards and Ethical Code of Conduct, as well as UN SWAP Evaluation Performance indicators. The evaluation process will be accompanied by Evaluation Reference Group (EMG) and proposed methodology and data collection tools should be consulted by EMG accordingly. Proposals submitted by prospective consultants should outline a strong mixed method approach to data collection and analysis, clearly noting how various forms of evidence will be employed vis-à-vis each other to triangulate gathered information.

Proposals should be clear on the specific role each of the various methodological approaches plays in helping to address each of the evaluation questions. The methodologies for data collection may include but not necessarily be limited to:

- Rigorous **desk review** of documentation supplied by RUNOs team: Project documents, previous evaluations, project reports, key intervention reports and policies, etc. Where possible and relevant more detailed monitoring information will be analyzed, such as community monitoring data and activity reporting.[6]
- Key informant **interviews** and **focus group discussions**, as appropriate, with major stakeholders (Interviews will be conducted online). Stakeholders will be selected in close coordination with Responsible UN Organizations (RUNOs) and Evaluation Management Group (EMG), and will at minimum include:

  - Government authorities with a key responsibility towards the project, including – primarily - relevant authorities at district and municipality level.
  - UN Resident Coordinator's office (UN RC), UN Peacebuilding Fund (PBF), RUNOs, Peace and Development Adviser (PDA).
  - Implementing partners, such as local NGOs, experts and consultants.
  - Civil society organizations with no direct role in the project.
  - Project beneficiaries in the villages, i.e. villagers, youth, women.
  - Key stakeholders, if relevant and direct observation in the field.

The evaluation process has five phases:

[6] This data will only be included in the desk research when it is in a format that is accessible and relatively easily digestible for the reviewer.

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1) Preparation: gathering and analyzing project data, conceptualizing the evaluation approach, internal consultations on the approach, preparing the TOR, establishment of the Evaluation Management Group (EMG) and the Evaluation Reference Group (ERG), stakeholders mapping and selection of evaluation team.
2) Inception: consultations between the evaluation team and the EMG, programme portfolio review, finalization of stakeholder mapping, inception meeting with the ERG, review of the result logics, analysis of information relevant to the initiative, finalization of evaluation methodology and preparation and validation of inception report.
3) Data collection and analysis: in depth desk research, in-depth review of PBF project document, PPP and other, interviews/FGDs, staff and partner survey/s if applicable, and field visit.
4) Interview with relevant stakeholders that can be taken on an individual basis or in groups. If the evaluation is to be conducted online than the meetings will be held online with all stakeholders.
4) Analysis and synthesis stage analysis of data and interpretation of findings and drafting and validation of an evaluation report and other communication products.
5) Finalization of the report.
6) Dissemination and follow-up

❖ *Desk research:*

Desk review of relevant documents such as project documents, progress reports, financial records, meeting minutes and monitoring reports, and secondary data or studies relating to the country context and situation.

❖ *Online interviews & focus group discussions with stakeholders:*

These interviews can take place on an individual basis or in groups, and have to cover all groups of partners, beneficiaries, implementing Agencies. It is estimated that the data collection process will take up to 10 working days.

All online meetings and conversations will be held only once the appropriate approvals have been obtained, for which the RUNOs will take primary responsibility. If approvals cannot be obtained on time, it is possible that some of these stakeholders may not be interviewed.

❖ *Validation*

The review findings will be presented to the RUNOs during joint online call to collect feedback on these main findings and serve as a validation exercise.

The draft Report and Final Reports: The Report should be logically structured, contain evidence-based findings, conclusions, lessons learnt and recommendations, and should be free of information that is not relevant to the overall analysis. The Report should respond in detail to the key focus areas described above.

Presentation: For presenting and discussing the draft final report interactively, the RUNOs will facilitate a concluding online joint workshop for the Project stakeholders.

Also, a separate analytical report with recommendations for the government and the UN in Kyrgyzstan on the strategic prospects for the future interventions, programs and projects in the field of PVE is expected. The report should show the long-term goals, risks, and possible priority directions in the field of PVE in Kyrgyzstan.

The evaluation will be independent and led by the expert. The evaluation will be a consultative, inclusive and participatory process. The evaluation will be managed by UNDP M&E officer and Team Leader of UNDP Accountable Institution, Justice and Peace Programme Area in close coordination with OHCHR, UN Women, UNICEF and PBF Secretariat and\or PBSO. An Evaluation Management Group (EMG) comprising representatives from each participating agency and their delegated programme staff members will be established to oversee evaluation management, make key decisions and quality assure throughout the evaluation process.

The management structure will also include the Evaluation Reference Group (ERG). The purpose of the ERG that will include key stakeholders from government and CSO is to facilitate the participation of relevant stakeholders in the design and scope of the evaluation, raising awareness of the different information needs, quality assurance throughout the process and in disseminating the evaluation results.

The RUNOs (coordinated by UNDP) will help facilitate contacts and set up online meetings. The participation of the RUNOs in the evaluation is required, as this will provide an instant opportunity for validating the findings and will assist in internalizing the learning.

Time Schedule and Deliverables

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| Tentative time schedule | Period (all tbc) |
|---|---|
| **Inception report with agreed evaluation methodology, questionnaires, and action plan** | 5 days |
| Initial desk research | 5 days |
| Online interviews and\or FGDs | 10 days |
| **Preliminary analysis and the provision of the first draft report** | 10 days |
| Validation and the inception online workshop with the RUNOs | 5 days |
| **Submission of final report (with minimum two rounds of comments)** | 10 days |
| Final online workshop with the RUNOs | 5 day |
| Development of separate analytical report with recommendations on the strategic prospects for the possible PVE interventions in Kyrgyzstan. | 10 days |

| | Deliverables | Due date | Payment structure |
|---|---|---|---|
| 1 | The first approved draft evaluation report | Within 3 months after signing the Contract | 50% |
| 2 | The final approved evaluation report | Within 4 months after signing the Contract | 50% |

## REPORTING REQUIREMENTS

**Accountability and reporting:**

1. The Consultant will report to UNDP M&E officer and Team Leader of UNDP Accountable Institution, Justice and Peace Programme Area
2. All reports should be provided in electronic version in English language, with the detailed description of the fulfilled tasks, according to the present Terms of Reference, and the direct contribution of the expert. Analytical documents, reports and notes developed by experts should be attached to the reports as annexes, which will serve as a justification for payment.

## TRAVEL

No travels are envisaged.

In the case of unforeseeable travel, payment of travel costs including tickets, lodging and terminal expenses should be agreed upon, between the respective business unit and Individual Consultant, prior to travel and will be reimbursed.

## SCOPE OF PRICE PROPOSAL AND SCHEDULE OF PAYMENTS

**Contracts based on lump-sum**

The financial proposal shall specify instalments and payment terms around specific and measurable (qualitative and quantitative) deliverables. Payments are based upon output, i.e. upon delivery of the services specified in the TOR. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of each of the two instalments' amounts.

**Preferred Currency of Offer**:

United State Dollars (USD)

## UNDP CONTRIBUTION

1) Arranging online meetings\interviews with local counterparts and beneficiaries.
2) Project related documents such as Project Document, Annual Work Plans and/or Progress Reports.
3) Security charges are not applicable.

**Requirements for expertise and qualifications:**

The evaluation will be conducted by an international consultant. The international consultant should meet the following professional expertise criteria:

- Minimum Master's degree in social sciences, peace and conflict studies, a humanitarian area or a related area.
- No less than 5 years' experience in conducting evaluations and\or M&E of development programs and\or projects.
- No less than 2 contracts or consultancy experiences in evaluation of PVE or peacebuilding related strategies and\or policies and/or programs and\or projects.

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- Knowledge of UN procedures and evaluation strategies will be additional asset.
- Good report writing skills, proven by evidence.
- Familiarity with the political, economic, social and gender situation in Central Asia and/or Kyrgyzstan would be an asset.
- Fluency in English, knowledge of Russian is an asset.