ANNEX I

TOR for Project Evaluation Consultant under Reimbursable Loan Agreement (RLA) to conduct Final Evaluation of the Bahrain Unit of Sustainable Energy (aka Sustainable Energy Unit – SEA)

1. **BACKGROUND AND CONTEXT**

Following the approval of Cabinet, Bahrain’s Sustainable Energy Unit (SEU) was established in November 2014 by way of a formal agreement between the Minister of Energy and the UNDP. The key objectives of the unit are to develop a cohesive and sustainable energy policy and to promote Renewable Energy, Energy Efficiency and Conservation in the Kingdom of Bahrain. The unit will also work towards bridging the legal, institutional, and capacity gaps in order for the Bahrain energy sector to meet the future challenges.

The SEU has supported three entities at various times due to changing Implementing Partners from the government side, namely the Ministry of Energy, Ministry of Electricity and Water Affairs and the Sustainable Energy Authority of the Kingdom of Bahrain (SEA). These were the entities mandated to lead and promote energy efficiency practices, transfer and diffuse renewable energy technologies and draft related policies and regulatory frameworks in close coordination with stakeholders and partners in the Kingdom of Bahrain. SEU is currently implementing projects/programmes considered under the National Energy Efficiency Energy Action Plan (NEEAP) 2017 and the National Renewable Energy Action Plan (NREAP) 2017 in close coordination with the Ministry of Electricity and Water Affairs.

In accordance with UNDP policies and procedures, the project is required to undergo Final Project Evaluation upon completion of implementation. Therefore, the UNDP CO in Bahrain is seeking a qualified international consultant to undertake the final evaluation of mentioned project and respective activities undertaken between 2015-2022 and prepare and present the Final Evaluation Report.

The Final Evaluation Report will be conducted according to the guidance, rules and procedures established by UNDP as reflected in the UNDP Evaluation Guidance (please refer to annexes of this TORs).

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| **PROJECT/ OUTCOME INFORMATION** | | |
| **Project/outcome title** | International Consultant to conduct Final Evaluation of the Sustainable Energy Unit (SEU) project. | |
| **Atlas ID** | 00089268 | |
| **Corporate outcome and output** | SDG 7 (affordable & clean energy) & SDG 13 (climate action) | |
| **Country** | Bahrain | |
| **Region** | Arab States | |
| **Date project document signed** | Nov 2014 | |
| **Project dates** | **Start** | **Planned end** |
| Jan 01, 2015 | Jun 30, 2022 |
| **Project budget** | $ 5,995,834 | |
| **Project expenditure at the time of evaluation** | $ 5,747,496 | |
| **Funding source** | Office of Minister of Energy (Electricity and Water Affairs)  Government of Bahrain (Ministry of Finance) | |
| **Implementing party[[1]](#footnote-1)** | Office of Minister of Energy (Electricity and Water Affairs) | |

1. **EVALUATION PURPOSE, SCOPE AND OBJECTIVES**
   1. Purpose

With an anticipated SEU project end date of June 30th, 2022, UNDP intends to commission a final project evaluation to assess the project’s contribution towards country’s sustainable energy development achieved through the policies, programme, national targets, national action plans, initiatives, capacity building and projects.

This evaluation shall serve as an important learning and accountability tool, providing the Kingdom of Bahrain, UNDP, and its national stakeholders/ partners with an impartial assessment of the results and outcomes achieved by the project.

* 1. Objectives:

The specific objectives of the evaluation are to:

1. Assess the relevance and strategic positioning of the project towards the country’s sustainable energy development including but not limited to capacity addition, mitigation energy crisis/ demand, support to private/ commercial/ industrial sectors to progressively scale-up renewable energy & energy efficiency projects, products and services in the country.
2. Analyse the extent to which the project enhanced the application of SDG 7 (affordable & clean energy) & SDG 13 (climate action).
3. Assess a) the progress made towards project results and whether there were any unintended results and b) what can be captured in terms of lessons learned for ongoing and future sustainable energy initiatives in Kingdom of Bahrain.
4. Assess whether the project management arrangements, tools, approaches and strategies were well-conceived and efficient in delivering the project.
5. Assesses the internal and external factors affecting the project’s outcomes.
6. Assess the project’s relevance, effectiveness, efficiency and sustainability;
7. Identify and document lessons learned; and provide recommendations to inform key stakeholders.
   1. Scope:

The specific scope of the evaluation are to:

1. Assess the project (SEU) conceptualization, design, implementation, monitoring, reporting and appraisal of results;
2. Assess the SEU’s interventions, contribution and implementation of sustainable energy policies, programme, national targets, national action plans, initiatives, capacity building and projects in the Kingdom of Bahrain from the project’s inception Jan 2015 to Jun 2022;
3. Assess the SEU’s intervention towards the establishment of sustainable energy-related legislation and regulatory reforms in the country;
4. Assess the SEU’s contribution towards improvement of sustainable energy (renewable energy & energy efficiency) in the country, mitigation of anticipated energy demand/ crisis;
5. Assess the SEU’s contribution towards the energy investment in the country and the assistance provided to the private/ commercial/ industrial sector’s growth;
6. Assess the relevance, effectiveness, efficiency and sustainability of the project (SEU);
7. Assess the key factors that have contributed to the achievement or non-achievement of planned results including the impact of COVID-19 pandemic;
8. Assess the crosscutting issues, bottlenecks and challenges of the project (SEU);
9. Define lessons learned in the design and execution of the project for consideration in designing other similar projects in the future.
10. **EVALUATION CRITERIA AND KEY GUIDING QUESTIONS** 
    1. Relevance/ Coherence
11. To what extent was the project in line with national development priorities, UNDP Strategic Plan, country programme outputs and outcomes?
12. To what extent was the project in line with the SDG 7 (affordable & clean energy) & SDG 13 (climate action)?
13. To what extent are project management and implementation partner contributed towards achievement of the project objectives?
    1. Effectiveness
14. Are the project objectives and outputs clear, practical and feasible within its frame?
15. To what extent did the project contribute to the national development priorities, UNDP Strategic Plan, country programme outputs and outcomes?
16. To what extent did the project contribute to the SDG 7 (affordable & clean energy) & SDG 13 (climate action)?
17. In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?
18. In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?
19. What factors contributed towards the project effectiveness or ineffectiveness?
    1. Efficiency
20. To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
21. To what extent have project funds and activities been delivered in a timely manner?
22. To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?
23. To what extent do the monitoring and evaluation (M&E) systems utilized by UNDP ensure effective and efficient project management?
    1. Sustainability
24. Are there any financial risks that may jeopardize the sustainability of project outputs?
25. To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
26. Are there any risks that may jeopardize sustainability of project outputs and the project contributions to country programme outputs and outcomes?
27. Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits?
28. To what extent do stakeholders support the project’s long-term objectives?
29. What factors contributed towards the project sustainability?
    1. Cross-cutting issues
30. To what extent has the project promoted and contributed towards the other SDG’s (excluding 7 & 13)?
31. **METHODOLOGY**

The evaluator is expected to follow a participatory and consultative approach. The evaluation must provide evidence‐based information that is credible, reliable, and useful. The evaluation will provide quantitative and qualitative data through but not limited to the following methods.

* **Document review.** Review of the following documentation.
  + Project document (contribution agreement).
  + Theory of change and results framework.
  + Programme and project quality assurance reports.
  + Annual workplans.
  + Quarterly and annual reports.
  + Procurement plan and implementation.
  + Contracting and implementation of consultancy services (UNDP LTA/ IC).
  + Technical and financial monitoring reports.
* **Interviews and meetings** with key stakeholders such as key government counterparts, donor, UNDP country team and implementing partners:
  + **Semi-structured interviews,** based on questionsdesigned for different stakeholdersbased on evaluation questions around relevance, coherence, effectiveness, efficiency, and sustainability.
  + Key informant and **focus group discussions** with beneficiaries and stakeholders.
  + All interviews with beneficiaries and stakeholders should be undertaken in full confidence and anonymity. The final evaluation report should not assign specific comments to individuals.
* **Surveys and questionnaires** including male and female participants in development programmes, UNDP members and/or surveys and questionnaires to other stakeholders at strategic and programmatic levels.
* **Field visits** and on-site validation of key tangible outputs and interventions (where required).
* **Other methods** such as outcome mapping, observational visits, group discussions, etc.
* **Data review and analysis** of monitoring and other data sources and methods. To ensure maximum validity, reliability of data (quality) and promote use, the evaluation team will ensure triangulation of the various data sources.
* **Gender Balance**. Review of evidence of gender balance within the project and its outcomes.

The final methodological approach including interview schedule, field visits and data to be used in the evaluation should be clearly outlined in the inception report and fully discussed and agreed between UNDP, key stakeholders, implementing partners and the evaluators.

1. **EVALUATION DELIVERABLES**

The Evaluator is expected to deliver the following outputs:

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| **Evaluation inception report (10-15 pages)**  Based on the preliminary discussions with UNDP and desk review an inception report (including the evaluation matrix) to be produced to UNDP evaluation starts *(before any formal evaluation interviews, survey distribution or field visits and prior to the country visit in the case of international evaluators)* | 22nd May 2022 |
| **Evaluation debriefings**  Presentation of initial findings and recommendations. | 5th June 2022 |
| **Draft evaluation report (40-60 pages)**  A full draft evaluation report, including executive summary, findings, recommendation and with relevant annexes. | 15th June 2022 |
| **Evaluation report audit trail**  Comments and changes provided by the UNDP in response to the draft evaluation report should be retained by the evaluator to show how they have addressed comments | 23rd June 2022 |
| **Final evaluation report**  Submission of final evaluation report with sufficient detail and quality and including on board comments, with annexes and working papers as required. | 29th June 2022 |

1. **Evaluation team composition and required competencies**

The consultancy will be undertaken by one qualified international consultant. The consultant must meet the following:

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| **Education** | Advanced university degree in environmental science, energy studies, development studies, social sciences and/ or other related fields. |
| **Work Experience and Other Qualifications** | * Minimum of 5 years of supporting project evaluation and implementation experience in the result-based management framework, adaptive management * Minimum of 5 years of experience in the field of governmental, inter-governmental projects, including technical advice at senior level, capacity building, monitoring, and evaluation. * Sound knowledge of results-based management (especially results-oriented monitoring and evaluation). * Previous work experience working in governmental development and capacity building is desirable. * Gender expertise and knowledge and/or experience of disability inclusion is preferable. * Experience in similar monitoring and evaluation assignments for UNDP or a UN organization is a plus. |
| **Technical competencies** | * Strong interpersonal and communication skills. * Ability to work in a team. * Ability to work under pressure and in stressful situations. * Strong analytical, reporting and writing abilities. * Strong administrative skills - well-organized, methodical, ability to set priorities and pay attention to detail. * Ability to produce high quality outputs in a timely manner while understanding and anticipating the evolving client needs. * Strong organizational skills. * Ability to conduct evaluation, data analysis and report writing. * Ability to work independently, produce high quality outputs. * Sound judgment, strategic thinking, and the ability to manage competing priorities. * Excellent communication (in writing and oral) and presentation skills * Ability to undertake gender analysis and evaluation. * Proven ability to work with a variety of high-ranking stakeholders/ partners. |
| **Technical knowledge and experience** | * knowledge in the sustainable energy (technology, principle & application). * knowledge in energy policy and programme implementation. * knowledge in sustainable energy business and market. Previous experience in the Arab league states is an advantage. * Experience in the evaluating of climatic change/ sustainability/ energy projects. * Experience in country-level project evaluation. * experience in other cross-cutting areas such equality, disability issues, rights-based approach, and capacity development. * Demonstrates integrity by modelling 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 |
| **Language skills required** | * Fluency in written and spoken English is required. * Fluency in written and spoken Arabic is desired. |

1. **Evaluation ethics**

This evaluation will be conducted in accordance with the principles outlined in the UNEG ‘‘Ethical Guidelines for Evaluation’.[[2]](#footnote-2) The consultant 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.

1. **Implementation arrangements**
   1. **Project organizational structure:**

Project Board is comprised of the UNDP Resident Representative and the Implementation Partner (the Minister of Electricity and Water Affairs). The purpose of the Project Board is to review and commit to carry out the activities of this Project; approve Work Plans; review/ endorse substantive revisions to the Project and work plan; and receive the final Evaluation report that will be produced by the Evaluator.

UNDP is the project managing agency responsible for the administration of funds and procurement of services and goods. UNDP is responsible for the preparation of financial reports and undertaking financial audit as per UN rules and regulations.

The SEU’s Project Focal Point has prepared progress reports and submitted them to each Project Board meeting using the UNDP Project Progress Report format. Results-based Monitoring and Evaluation mechanisms have been utilized. All financial reports and Combined Delivery Reports under the Project have been prepared as per UNDP’s procedures. The Project focal point will work closely with the Evaluator to ensure the delivery of the final report.

* 1. **Evaluation implementation arrangements:**

UNDP will designate an evaluation manager/ focal point. The evaluation manager will be responsible for the oversight of the whole evaluation process and will provide technical guidance and ensure the independence of the evaluation process, and that the evaluation policy is followed. The Project staff will assist in facilitating the process (e.g., providing relevant documentation, arranging visits/ interviews with key stakeholders, informants, reviewing evaluations deliverables).

The evaluation manager will convene an evaluation reference group. This reference group will review the inception report and the draft evaluation report to provide detailed comments related to the quality of methodology, evidence collected, analysis and reporting. The reference group will also advise on the conformity of processes to the UNDP and UNEG standards. Comments and changes by the evaluator in response to the draft evaluation report should be retained by the evaluator to show how they have addressed comments.

The consultant will report directly to the designated evaluation manager/ focal point and work closely with the project team. The consultancy will be conducted virtually and remotely. The methodology should be detailed in the Inception Report and agreed with the Evaluation Reference Group and the Evaluation Manager

The consultant will take responsibility, with assistance from the project team, for setting up meetings with the agreed people, subject to advanced approval of the methodology submitted in the inception report. Project staff will not participate in meetings between consultant and evaluation participants. An updated stakeholder list with contact details (phone and email) will need to be provided by the evaluation manager to the consultant.

The final report will be approved by the evaluation commissioner.

UNDP with support of relevant stakeholders will develop the management response to the evaluation within 2 weeks of report finalization.

* Evaluator’s main tasks: Fulfil the contractual arrangements under the TOR
* Develop the evaluation inception report, including an evaluation matrix and a gender-responsive methodology, in line with the TOR, UNEG norms and standards and ethical guidelines
* Conduct data collection according to the TOR and inception report
* Produce draft reports adhering to UNDP evaluation templates, and brief the evaluation manager, programme/ project managers and stakeholders on the progress and key findings and recommendations
* Consider gender equality and women’s empowerment and other cross-cutting issues, check if all and respective evaluation questions are answered, and relevant data, disaggregated by sex, is presented, analysed and interpreted
* Finalize the evaluation report, incorporating comments and questions from the feedback/ audit trail.
* Record own feedback in the audit trail
  1. **The duties and responsibilities of the Evaluator include:**
* To assess and evaluate the progress made by the project towards an attainment of the results as specified in the project documents/ strategy framework / resource framework / Annual work plan.
* To measure the contributions made by the project in country’s sustainable energy development.
* To assess the relevance, sustainability, effectiveness, and efficiency of the project interventions.
* To identify challenges to project implementation and make recommendations on possible ways forward.
* To examine the cost efficiency and effectiveness of the project.
* To document main lessons learned, best practices and propose recommendations that will integrate Project Final Report.

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

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| --- | --- | --- | --- | --- |
| **ACTIVITY** | **ESTIMATED DAYS** | **DATE OF COMPLETION** | **PLACE** | **RESPONSIBLE PARTY** |
| **Phase One: Desk review and inception report** | | | | |
| Meeting briefing with UNDP  (programme managers and project staff as needed) | - | Please refer “Deliverables section” for exact dates | Virtual | Evaluator and UNDP Bahrain CO Focal Point |
| Sharing of the relevant documentation with the evaluation team | - | Via email | Evaluator and UNDP Bahrain CO Focal Point |
| Desk review, Evaluation design, methodology and updated workplan including the list of stakeholders to be interviewed | 3 days | Remote | Evaluator |
| Submission of the inception report (15 pages maximum) | - | Via email | Evaluator |
| Comments and approval of inception report | 1 day | Virtual | Evaluator |
| **Phase Two: Data-collection mission** | | | | |
| Virtual consultations, in-depth interviews, and focus groups (virtually) | 6 days | Please refer “Deliverables section” for exact dates | Virtual | UNDP to organize with local project partners, project staff, Implementation partner, stakeholder |
| Debriefing to UNDP, implementing partners and key stakeholders | 1 day | Virtual | Evaluator |
| **Phase Three: Evaluation report writing** | | | | |
| Preparation of draft evaluation report (50 pages maximum excluding annexes), executive summary (4-5 pages) | 4 days | Please refer “Deliverables section” for exact dates | Remote | Evaluator |
| Draft report submission | - | Via email | Evaluator |
| Consolidated UNDP and stakeholder comments to the draft report | 1 day | Remote | Evaluator, Project board, Implementation partner, stakeholder and UNDP |
| Debriefing with UNDP | 1 day | Virtual | Evaluator, Project board and UNDP |
| Finalization of the evaluation report incorporating additions and comments provided by project staff and UNDP country office | 3 days | Remote | Evaluator |
| Submission of the final evaluation report to UNDP country office (50 pages maximum excluding executive summary and annexes) | - | Via email | Evaluator |
| Presentation of report and findings to project Board Members | 0.5 | Virtual | Evaluator, Project board and UNDP |
| Evaluation brief for knowledge sharing and supporting programme | 0.5 | Virtual | Evaluator and UNDP |
| **Estimated total days for the evaluation** | **21** |  |  |  |

1. **APPLICATION SUBMISSION PROCESS AND CRITERIA FOR SELECTION**

As per UNDP’s HR and procurement rules and regulations.

1. **TOR ANNEXES** 
   1. **Key stakeholders and partners:**

A list of key stakeholders and other individuals who should be consulted/ interviewed, together with an indication of their affiliation and relevance for the evaluation and their contact information will be shared to the consultant prior to inception report preparation.

* 1. **Documents to be consulted:**

A list of important documents and web pages that the evaluators should read at the outset of the evaluation and before finalizing the evaluation design and inception report.

* + Project Documents (PD).
  + Cost sharing agreements.
  + Audit reports.
  + Quarterly reports.
  + Any other relevant documents to support the Project evaluation.

* + [UNDP Evaluation Guidelines and other useful Guidance Documents](http://web.undp.org/evaluation/guideline/documents/Template/section-4/Sec%204%20Audit%20trail%20form%20template.docx).
  + [UNDP Quality Assessment Questions for Evaluation Reports](http://web.undp.org/evaluation/guideline/documents/PDF/section-6.pdf).
  + [UNEG Quality Checklist for Evaluation Reports](http://www.unevaluation.org/document/detail/607).
  + [UNEG Code of Conduct for Evaluation in the UN system](http://www.unevaluation.org/document/detail/100).
  + [Integrating Gender Equality and Human Rights in Evaluation - UN-SWAP Guidance, Analysis and Good Practices](http://www.unevaluation.org/document/detail/1452).
  + [Dispute and wrongdoing resolution process.](http://web.undp.org/evaluation/guideline/documents/Template/section-4/Sec%204%20complaints%20dispute%20settlement.docx)
  1. **Evaluation matrix:**

Evaluation matrix to be included in the inception report. The evaluation matrix is a tool that evaluators create as a 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 and analysis tools or methods appropriate for each data source, and the standard or measure by which each question will be evaluated. The below table provides a sample evaluation matrix template.

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| --- | --- | --- | --- | --- | --- | --- |
| **Relevant evaluation criteria** | **Key questions** | **Specific sub-questions** | **Data sources** | **Data collection methods/ tools** | **Indicators/ success standards** | **Methods for data analysis** |
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* 1. **Schedule of tasks, milestones, and deliverables:**

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

* 1. **Formats and templates:**
* [Inception Report Content Outline](http://web.undp.org/evaluation/guideline/documents/Template/section-4/Sec%204%20Inception%20Report%20content.docx)
* [Evaluation Report Outline](http://web.undp.org/evaluation/guideline/documents/Template/section-4/Sec%204%20UNDP%20evaluation%20report%20template%20and%20quality%20standards.docx) (The reports must include, but not necessarily be limited to, the elements outlined in the template for evaluation reports)
* [Audit Trail Form template](http://web.undp.org/evaluation/guideline/documents/Template/section-4/Sec%204%20Audit%20trail%20form%20template.docx)
  1. **Pledge of ethical conduct in evaluation:**

Each member of the evaluation team to read carefully, understand and sign the ‘Pledge of Ethical Conduct in Evaluation of the United Nations system’.[[3]](#footnote-3)

1. This is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan. [↑](#footnote-ref-1)
2. UNEG, ‘Ethical Guidelines for Evaluation’, 2020. Access at: <http://www.unevaluation.org/document/detail/2866> [↑](#footnote-ref-2)
3. http://www.unevaluation.org/document/detail/2866#:~:text=The%20UNEG%20Ethical%20Guidelines%20for%20Evaluation%20were%20first%20published%20in%202008.&text=This%20document%20aims%20to%20support,day%20to%20day%20evaluation%20practice. [↑](#footnote-ref-3)