



## Terms of Reference for Outcome Evaluation

**Democratic Governance Outcome:** Legislature and civil society are able to improve checks and balances of the executive branch

### A. Introduction

#### 1. Background

The growing demand for development effectiveness is largely based on the realization that producing good deliverables is simply not enough. Efficient or well-managed development projects and outputs will lose their relevance if they yield no discernible improvements in development conditions and ultimately in people's lives.

As part of its efforts in enhancing Results Based Management, UNDP has shifted from traditional project monitoring and evaluation (M&E) to results-oriented M&E, especially outcome monitoring and evaluation that cover a set of related projects, programmes and strategies intended to bring about a certain outcome. An outcome evaluation assesses how and why an outcome is or is not being achieved in a given country context, and the role that UNDP has played. Outcome evaluations also help to clarify underlying factors affecting the situation, highlight unintended consequences (positive and negative), recommend actions to improve performance in future programming, and generate lessons learned.

#### 2. Outcome to be evaluated

The CPAP outcome to be evaluated is "Legislature and civil society are able to improve checks and balances of the executive branch" within the framework of UNDAF Outcome stating that "by 2010, achieve significant progress towards effective participation of citizens, accountability and integrity of government in public decision making and policy implementation for the full realization of human rights and meeting the CMDGs."

Based on the revised Country Programme Action Plan (2006-2010), the intended outcome and main outputs that are expected to contribute to this outcome are illustrated below:

UNDAF Outcome by the end of the programme cycle:

By 2010, achieve significant progress towards effective participation of citizens, accountability and integrity of government in public decision making and policy implementation for the full realization of human rights and meeting the CMDGs.

Outcome to be Evaluated	Outcome Indicators	Outcome Targets	Baseline	Programme Outputs
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Legislature and civil society are able to improve checks and balances of the executive branch	<ul style="list-style-type: none"> <li>• Voter registration system jointly accepted by government, development partners and civil society</li> </ul>	<ul style="list-style-type: none"> <li>❖ Amalgamation of national ID card database into one system</li> <li>❖ Interface voter registration with MoI ID Database</li> </ul>	<ul style="list-style-type: none"> <li>❖ 3 existing separate ID databases</li> <li>❖ No interface voter registration in place</li> </ul>	Capacities of electoral stakeholders strengthened in democratic electoral processes
	<ul style="list-style-type: none"> <li>• Number of draft laws where civil society are invited to give comments to the parliament</li> </ul>	10 (2007-2010)	No available records	Capacity of individual parliamentarians and General Secretariats strengthened in legislation, oversight and representation.

### 3. National Context related to the outcome

Cambodia is at a cross-road in its development as it moves away from a post-conflict situation towards a more stable development paradigm. Several decades of isolation and conflict devastated much of Cambodia's physical, social and human capital. Much has been achieved since the signing of the 1991 Paris Peace Accords and Cambodia has made important progress in ensuring peace and security, rebuilding institutions, establishing a stable macroeconomic environment, and a liberal investment climate. Notwithstanding these achievements, the development agenda remains daunting. Poverty rates remain very high — with 35 percent of the population subsisting below the poverty line, and some 15 percent in extreme poverty — and inequality is increasing. Economic growth remains narrowly based, and has not led yet to reduction in poverty.

In 2004 the Government adopted the Rectangular Strategy (RS) for growth, employment, equity and efficiency. The strategy aimed at improving and building capacity of public institutions, strengthening good governance, and modernizing national economic infrastructure. In support of RS, the UN country team identified, in its United Nations Development Assistance Framework (UNDAF 2006-2010), areas of cooperation where UN can collectively make a difference, namely: good governance and the promotion and protection of human rights; agriculture and rural poverty;



capacity building and human resources development for the social sectors; and development of NSDP.

UNDP's current Country Programme (2006-2010) aims to contribute to the achievement of the UNDAF objectives in line with UNDP's practice areas. It aligns itself to support the Government RS and its effort in making progress towards the achievement of CMDGs. The CP is implemented through the Country Programme Action Plan (CPAP 2006-2010) signed by the Government and UNDP in September 2006.

## **Democratic Governance**

### **Challenges**

The Cambodian Government and its development partners agree that democratic governance is essential for sustainable **development**. Such governance encompasses free and fair elections, the rule of law, access to justice, accountability of elected representatives, and inclusion of marginalized groups.

However, the establishment of democratic institutions functioning under the rule of law has been slow. Civil society organizations and Cambodian citizens continue to face significant challenges, such as accessing to information, establishing dialogue and developing participatory processes. Institutions and capacities for responsive governance remain weak, especially at the local level. Political power and administrative authority have been highly centralized, with most people having little influence on government. Inequality and exclusion extend to the justice system and society in general, with the poor, women, youth, people with disabilities and indigenous peoples at a disadvantage in exercising their legal and civil rights.

## **UNDP support in area of democratic governance**

There is consensus that good governance is a precondition for development across all sectors in Cambodia. For this reason, a large part of UNDP's support to Cambodia (over 60 percent of its development resources) is in the area of Governance. The focus is on supporting the Government and civil society to reinforce democratic institutions and strengthen local governance. An important element of the support in this area is promoting women's involvement in national and local decision-making. Within the democratic governance, UNDP's support is primarily concentrated in the following key areas: local governance; electoral processes; and, parliamentary support. In the light of the outcome to be evaluated, the latter two areas are elaborated below.

### i) Electoral Processes

UNDP provides **long-term support** to institutions, civic education initiatives and the media to create an environment where citizens can elect their representatives in a



genuinely free and fair manner. The 2008 election for the National Assembly produced important indicators of the direct and indirect benefits of UNDP's engagement, with lower levels of election-related violence, fewer spoiled ballots, fewer complaints against local and electoral officials, and a better understanding of political and electoral processes among officials and the general public.

UNDP partnered with the National Election Committee, the Ministry of Interior, the Ministry of Information and civil society organizations to provide technical assistance to the national, provincial and commune election committees. The partners also supported voter education, neutral forums for political discussion, training for election officials and other stakeholders, and production of fair and balanced election news on television. UNDP mobilized funds for the election and trained international observers. Civil society organizations implemented civic education for political parties' agents, security officials and village chiefs, as well as for traditionally under-served groups such as women, youth leaders, and people with disabilities.

#### ii) Parliamentary Support

UNDP helps to promote good governance by supporting **Members of Parliament** in exercising their legislative, oversight and representative functions, and working with parliamentary staff to help deliver effective services to members and their constituents. UNDP's assistance is aligned with the goals outlined in the Parliament's 2006 Strategic Framework and Action Plan for the Capacity Building of the Cambodian Parliament. The assistance to Parliamentarians in both the National Assembly and the Senate aims to reinforce democratic institutions that act as checks and balances on the executive power. Members of Parliament are encouraged to exercise their functions in ways that contribute to a participatory and representative democracy.

The support for staff of the Secretariats General of the two houses and the Technical Coordination Secretariat enhances their ability to deliver effective services to both parliamentarians and citizens. In particular, UNDP provides advice to the Technical Coordination Secretariat to help it implement the Strategic Framework and Action Plan and coordinate development partner assistance.

## **B. Objective of the Outcome Evaluation**

Outcome evaluation follows UNDP guidelines for an assessment whether and to what extent UNDP's programmes/projects are contributing to the achievement of the intended outcome and to identify factors, which helps or hampers the achievement of evaluated outcome.

Specifically, the Outcome Evaluation aims to accomplish the following:



- 1) Determine the mechanisms by which outputs of programmes/projects lead to the achievement of the specified outcome;
- 2) Determine if and which programme processes e.g. strategic partnerships and linkages, are critical in producing the intended outcome;
- 3) Identify factors, which facilitate or hinder the progress in achieving the outcome, both in terms of the external environment and those internal to the portfolio project(s) including: weaknesses in design, management, human resource skills, and resources.
- 4) Document lessons learned in the development and implementation stages.
- 5) Recommend mid-stream changes, if necessary, in the implementation of the programmes and projects.

The lessons from this outcome evaluation, together with lessons from the CPAP review and Assessment Development Results (ADR) will be fed into the next Country Programme (2011-2015)

### **C. Scope of the Evaluation**

The outcome evaluation is expected to review and analyze the achievement of the evaluated outcome through two UNDP supported projects - Legislative Assistance Project, Strengthening Democracy and Electoral Processes in Cambodia Project, Support to Capacity Building of the Cambodian Parliament and Support to the 2008 National Assembly Election.

Specifically, the outcome evaluation is expected to address the following issues:

#### **Outcome Analysis**

- What is the current situation and possible trend in the near future with regard to outcome?
- Whether sufficient progress has been achieved vis-à-vis the outcome against outcome indicator?
- What are the main factors both positive and negative that effect the achievement of the outcome?
- Whether the outcome indicators chosen are sufficient to measure the outcome?
- Whether the outcome is guided by UNDP broad policy objectives on gender equity?
- Examine the impacts (intended/unintended) for women and men?
- Examine the factors that influenced the differences in participation, benefits and results between women and men.
- To what extent synergies in programming such as partnership be included among various UNDP programmes related to the outcome?



## Output Analysis

- Are the outputs still relevant to the outcome?
- Has sufficient progress been made in relation to the UNDP outputs?
- What the factors (positive and negative) that affect the accomplishment of the outputs?
- Assess whether capacity of electoral stakeholders has been strengthened in democratic electoral processes
- Assess whether capacity of individual parliamentarians and General Secretariats has been strengthened in legislation, oversight and representation.

## Output-Outcome Link

- Whether the outputs can be credibly linked to the achievement of the outcome.
- With the current interventions in partnership with other development partners and stakeholders, will UNDP be able to achieve the outcome within the set timeframe and inputs or whether additional resources are required and new or changed interventions are needed?
- Whether UNDP's partnership strategy has been appropriate and affective. Has UNDP been able to bring together various partners to address the outcome in holistic manner?
- What is the prospect of the sustainability of gained capacity and gender dimensions of UNDP intervention related to the outcome?

## **D. Evaluation Deliverables**

The key products expected from this outcome evaluation will include:

- 1) Evaluation Work Plan outlining tasks and responsibility of the evaluation team members;
- 2) Initial presentation of evaluation work plan and methodology;
- 3) Presentation of initial findings
- 4) Draft report by incorporating comments/suggestions from initial finding presentation
- 5) Evaluation Final Report

The final report is expected to cover findings with recommendations, lessons learned, and rating on performance. The report will include the following contents:

- Executive summary;
- Introduction
- Description of the evaluation methodology;



- An analysis of the situation with regard to the outcome, outputs and the partnership strategy;
- Analysis of opportunities to provide guidance for the future programming;
- Key findings including best practices and lessons learned;
- Conclusion and recommendations for UNDP interventions in future country programme.
- Annexes: ToR, field visits, people interviewed, documents reviewed, etc.

## **E. Evaluation Methodology**

An overall guidance on outcome evaluation methodology can be found in the UNDP Handbook on Monitoring and Evaluating for Results and the UNDP Guidelines for Outcome Evaluators. The evaluation team should come up with a suitable methodology for this outcome evaluation based on the guidance given in these two documents.

During the outcome evaluation, the evaluation team are expected to apply the following approaches for data collection and analysis:

- Desk review of relevant documents (project document with amendments made, review reports -midterm/final/TPR, donor-specific, etc);
- Discussions with the relevant UNDP programme and project staff;
- Regular consultations with Evaluation Focal Team;
- Interviews with and participation of partners and stakeholders especially with women groups
- Field visits to selected project sites;
- Consultation meetings.

## **F. Evaluation Team**

The evaluation team will comprise of three members: two international consultants (including the team leader) and one national consultant. The Team Leader should have an advanced university degree and over ten years of work experience in the field of democratic governance, and sound knowledge about results-based management (especially results-oriented monitoring and evaluation). The team leader will take the overall responsibility for the quality and timely submission of the evaluation report to the UNDP Country Office.

Specifically, the team leader will perform the following tasks:

- Lead and manage the evaluation mission;
- Design the detailed evaluation scope and gender sensitive methodology (including the methods for data collection and analysis);
- Decide the division of tasks and responsibilities within the evaluation team;
- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the evaluation described above);



- Make presentation of evaluation findings;
- Draft related parts of the evaluation report; and
- Finalize the whole evaluation report.

The national consultant, one with expertise on electoral processes and parliamentary development should have university degree and at least over five years work experience in the area of expertise. S/he should have sound knowledge and understanding of democratic governance issues of Cambodia. S/he will perform the following tasks:

- Review documents;
- Participate in the design of the evaluation methodology;
- Assist in translation;
- Liaise with UNDP staff to organize field missions and meetings with stakeholders;
- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the evaluation described above);
- Draft related parts of the evaluation report; and,

Assist Team leader in finalizing document through incorporating suggestions received on draft report.

## **G. Implementation arrangements**

To facilitate the outcome evaluation process, the UNDP country office (CO) will support the evaluation team in liaison with key partners and other stakeholders, make available to the team all necessary information and facilitate in conducting field visits, organizing dialogue and stakeholder meetings on the findings and recommendations. The CO focal persons for this evaluation will comprise of the Head of Governance Unit and the Programme Analyst in charge of the evaluated outcome portfolio; and M&E Officer - MSU.

During the evaluation, the CO will help identify the key partners for interviews by the evaluation team. However, the evaluation will be fully independent and the evaluation team will retain enough flexibility to determine the best approach to collecting and analyzing data for the outcome evaluation.

Evaluation mission schedule (1 December 18 December, 2009)

<b>Activity</b>	<b>Timeframe and responsible party</b>
Evaluation design and work plan	1 day, by the evaluation team
Desk review of existing documents	2 days, by the evaluators
Field visits, interviews with partners, and key stakeholders	4 days, by the evaluation team
Debriefing with UNDP Senior Management, Governance Programme and Partners	1 day, UNDP and the evaluation team
Presentation of initial findings to UNDP and	1 day by the evaluation team





partners	
Drafting of the evaluation report	3 days, by the evaluation team
Finalization of the evaluation report (incorporating comments received on first draft)	4 days by the evaluation team

Working Days:  
16 working days

## **H. Selected documents to be studied by the evaluation team**

The evaluation team should study the following documents:

- UNDP Handbook on Monitoring and Evaluating for Results
- UNDP Guidelines for Outcome Evaluators
- UNDP Results-Based Management: Technical Note
- UN Assistance Development Framework (UNDAF) for 2006-2010
- National Strategic Development Plan
- Country Programme Document (CPD) for 2006-2010
- Country Programme Action Plan (CPAP) for 2006-2010
- Report of CPAP Mid-term Review report
- Project documents, project monitoring reports, factsheets, Mid-term Reviews and project evaluation reports
- Other documents and materials related to the outcome (e.g. government, donors)