Terms of Reference

Phase End Evaluation

Law and Order Trust Fund for Afghanistan-Phase V

**1. Background**

Rebuilding the national civilian police force for national security and recovery represents one of the Government’s highest priorities. The Afghanistan National Development Strategy (ANDS) envisions a professional, disciplined and reinvigorated police force that is responsible and loyal to the Ministry of Interior (MoI), widely visible to and respected by the public, and capable of protecting rights, insurgency and drug trafficking.

International community support for rebuilding the Afghan police force started from the beginning of the establishment of the Afghan Interim Government in 2002, as stipulated by the Bonn Agreement. In May 2002, at the request of the Government and UNAMA, UNDP established a Law and Order Trust Fund for Afghanistan (LOTFA) to enable the police to return to operation throughout the country.

LOTFA is envisaged to cover the Government’s police-related costs and undertake project activities in conjunction with the MoI in the following order of priorities:

* Payment of the police force remuneration;
* Institutional development;
* Procurement, maintenance and operations of non lethal police equipment and supplies;
* Rehabilitation, maintenance and operations of police facilities;
* Gender Orientation(Selection, recruitment and training of police); and
* Payment of remuneration of uniformed personnel employed by the Central Prisons Department through specially earmarked contributions.

The first four phases of the project have been completed and the project is currently in phase V (August 2008 – December 2010). The United States, Japan, European Union, Canada, Netherlands, Germany, United Kingdom, Switzerland, Norway, Denmark, Finland and Italy are the major contributors to LOTFA. The institutional oversight mechanisms for LOTFA include a Steering Committee comprised of all donors, an independent Monitoring Agent and regular audits besides project and UNDP Country Office periodic monitoring. UNDP is the administrator of the fund and provides technical assistance for the implementation of fund priorities.

While LOTFA is a mechanism for receipt and administration of the funds, there a number of policy and institutional factors which have a bearing on the performance of LOTFA. Although some progress has been made towards reforming MoI and its police force through the pay and rank reform, introduction of Electronic Payroll System, Electronic Fund Transfer, promulgation of new policies, procedures and regulations, and improvement of the gender balance, many challenges remain to be overcome. For instance, the Government of Afghanistan does not currently have the ability to cover core remuneration costs for the ANP from its own revenue sources, raising concerns about the sustainability of MoI reforms and the viability of the LOTFA exit strategy - although some vital steps have been taken towards this in phase-V and proposed for phase-VI.

**2. Purpose of the Evaluation**

As per the UNDP project management cycle, a final evaluation of the project is to be conducted at the end of each project. Therefore, after the completion of the phase V of the project, it should be evaluated. The main purpose of the evaluation would be to assess the effectiveness and impact of LOTFA in meeting its stated objectives during the two year and four months’ period.

The evaluation should also provide lessons learnt and recommendations that can help improve the effectiveness of the Phase VI of LOTFA . These will be extremely valuable for UNDP as it works to improve the planning, design and management of the LOTFA Phase V*I* and for the international community to continue support to LOTFA.

**3. Scope and Focus**

The evaluation will cover all priorities of LOTFA-V and results achieved in each priority area. The evaluation team will analyse the implementation, outcome, outputs, impact, and sustainability dimensions of LOTFA. In looking at the sustainability dimensions of LOTFA, the evaluation team should identify the gaps between the medium and long-term needs of MoI and LOTFA support. For example, when looking at gender mainstreaming, the team should look not only at the recruitment of women, but whether those women have remained with the police force; and if not, what are the areas LOTFA could engage with to ensure retention of female police officers.

Each of these aspects will be assessed as follows:

1. **Effectiveness:** Provide a comprehensive analysis of effectiveness of LOTFA in phase V vis a vis its pre-stated outputs. The evaluation should review all outputs of LOTFA and respond to the below questions:

* 1. Did timely payment of police and Central Prisons Department remuneration ensure effectiveness and efficiency in performance? How effective has been increments in police salaries?
  2. Has the Electronic Payroll System (EPS) and Electronic Funds Transfer (EFT) contributed towards accountability and transparency in police salary payment?
  3. How effective have the capacity development initiatives undertaken by LOTFA been? Have the initiatives been adequate and resulted in sustainable capacity in the target MoI departments at the central, provincial and regional offices?
  4. Has contribution towards gender mainstreaming in MoI been cost effective and adequate leading to greater gender balance and awareness? Have capacity development initiatives towards gender mainstreaming in MoI been effective and efficient? Have these initiatives led to greater recruitment and retention of female police officers?
  5. To what extent have construction and procurement activities added to improvement in police mobility and responsiveness and living conditions? Have the initiatives undertaken under phase V contributed towards overall improvement in police service delivery?

1. **Impact:** Take stock of overall LOTFA impact and respond to the questions below:

* 1. To what extent has LOTFA impacted the wider objective of re-building the ANP? In particular, what changes, both positive and negative, both intended and unintended, can be attributed to the interventions?
  2. What is the estimated impact of the LOTFA funding level on the police reform and overall security in the country?

1. **Sustainability:** The evaluation should have an in depth review of LOTFA sustainability and provide recommendations for future improvements in terms of sustainability, both financially and substantively:

* 1. To what extent will LOTFA benefits and results be maintained after its exit?
  2. To what extent have the funding requirements for the LOTFA been met and how have shortfalls been managed? How predictably and regularly have resources been supplied to LOTFA? What can be done to improve the predictability and sustainability/efficiency of fund raising?
  3. To what extent are LOTFA’s capacity building initiatives/trainings sustainable?
  4. To what extent is the GoA taking measures for the fiscal sustainability of the ANP.

1. **National Ownership:** UNDP weighs national ownership as the highest priority and it is no different in LOTFA. All fund activities are nationally led and owned for sustainable result delivery. Hence, the evaluation should give this aspect specific consideration and respond to the questions below:

* 1. How effective has LOTFA been in garnering national ownership of the activities? What have been the best practices? Where has the project not been able to deliver on enhancing national ownership?
  2. How much support has the Government provided to LOTFA’s efforts to garner national ownership?
  3. Provide a comprehensive analysis of the overall national ownership building effort and set out the strengths and weaknesses; in addition, provide a baseline for future efforts.

1. **Monitoring and Evaluation (M&E):** LOTFA has recruited an independent Monitoring Agent (MA) in addition to a full time M&E officer. The review should also take stock of the performance and effectiveness of M&E efforts:
   1. The evaluation should review the overall performance, effectiveness and efficiency of the MA and identify strengths and weaknesses of the team.
   2. Review the system of MA findings implementation and find strengths and weaknesses of the process.

**5. Recommendations**

Based on the evaluation, the team will provide:

* Provide recommendations for improving effectiveness of LOTFA efforts;
* Provide recommendations for improvement in sustainability aspect of fund activities;
* Provide recommendations for improvement of national ownership;
* Provide recommendations on improving the M& E of LOTFA.

**6. Review Process and Methods**

A team of experts/institution will be hired to engage in a consultative process with the relevant GoA institutions, International Community, LOTFA Steering Committee members, LOTFA Trust Fund Administrator, and to assess the challenges and processes and provide recommendations for the future. An initial meeting could be conducted jointly with the Steering Committee members to provide a common direction to the evaluation, identify the major focus areas and agree upon key results.

The Review Team will be requested to prepare and submit to the UNDP Country Office an inception report with an outline of the methodology that will be followed for the evaluation.

The inception report will contain, but will not be limited to the following information:

* List of all key documents and resource people for the review exercise. The review mission will be provided with the available written documentation (Terms of Reference for LOTFA, programme documents, previous evaluation report, monitoring reports (including that of MA), project quarterly progress and annual financial reports, minutes of the Steering Committee, etc).
* Work programme for the evaluation exercise.
* Draft of detailed programme for regional visits and consultation meetings.
* First cut of criteria and indicators for assessing the relevance, effectiveness and efficiency of LOTFA operations.
* List of specific questions and concerns relating to the review to which LOTFA Steering Committee would respond.

Upon arrival of the evaluation mission in Kabul, a meeting will take place among all concerned parties to review and finalize the proposed work plan and methodology. The mission will meet with UNDP, LOTFA project management, National Director for the project, MoI and MoF staff, MA team members and donors to receive answers to possible particular questions that the mission would like to look into prior to field visits.

Following these initial meetings the mission will have meetings in Kabul and the provinces (visiting provincial MoI departments) and hold discussions mainly with the police personnel, national project staff, local authorities, members of the public, donors and implementing partners, if necessary. The mission members would look into systems and processes adopted at different levels.

A participatory approach will be used throughout the review.

**7. Deliverables**

The consultancy will produce the following deliverables:

*Inception Report*

(as indicated earlier)

*Preliminary conclusions*

The Review team/institution will draft the preliminary conclusions one week prior to the end of the mission to be shared in meetings with all concerned, for obtaining reactions to these observations and conclusions. A particular effort will be made to obtain the views of the Government implementing agency (MoI), the LOTFA project management team, donors and UNDP staff during these meetings. Prior to its departure from Kabul, the Team Leader will submit the draft report.

*Review Report*

Within three weeks after receipt of the comments and observations on the draft report, the Review Team will submit a final report.

* The language of the report should be English
* 5 hard and soft copies should be delivered
* The soft copy should be compatible with MS Office Word and Acrobat Reader
* A five page long stand alone executive summary should be submitted

*Presentation of the Report*

Once the report is finalized between UNDP and evaluation team, one of the team members will present the report to the LOTFA SC (Government and donor counterparts).

**8. Team Composition**

The evaluation team could consist of about three members (from an institution or individuals). The team leader (an international consultant) will take the overall responsibility for reviewing documents, undertaking field visits, conducting interviews and preparing draft and final reports.

National specialist will also be part of the team who may be separately hired by the institution to support the team leader in reviewing documents, undertaking field visits and conducting interviews as well as doing interpretation as required.

*Minimum Qualification and Experience required for the Team members:*

* Advance degree in law, public affairs or international developments studies;
* At least 15 years of experience in the area of democratic governance, security sector or police reform, of which at least five years should be experience of working for, or closely partnering with, international organizations working in a developing country context;
* Experience in evaluation of law enforcement and capacity building projects;
* Extensive experience in conflict countries, institution and state building initiatives; Knowledge of Afghanistan country context and the state’s institutional framework;
* Experience in undertaking evaluation reviews/studies and impact assessments of development projects; Knowledge of management and implementation of Trust Funds;
* Ability to present information in transparent and comprehensive manner;
* Written and spoken fluency in English, knowledge of local languages is an asset

*Minimum Qualification and Experience required for the National Specialist:*

* University degree
* At least five years of experience in the area of democratic governance, law or judicial
* This expertise may have been gained in the private sector, NGO, international organizations or public sector
* Should have full command on Dari, Pashto and English languages

**9. Timeline**

The mission will start in mid January-early February 2011.

* Briefing, review of documentation – 5 days
* Inception Report - 1 week
* Consultations, field missions – 2 weeks
* Preliminary Conclusions- 1 week
* Draft Report – 2 weeks
* Receipt of comments and final report – 2 weeks

**10. Procedures and Logistics**

UNDP-LOTFA will be responsible for organizing and facilitating the evaluation. UNDP-LOTFA will provide all related documents and logistical support, arrange meetings and facilitate the field visits.

Throughout the mission the evaluation team will be supported by the following staff:

*UNDP and LOTFA Project Staff*

**11. Funding**

The review will be supported by the Trust Fund.