

Terms of Reference for Evaluation of Country Programme 2003 – 2007  
Kingdom of Bahrain

Two National Consultants

**1. Background:**

The United Nations Development Programme (UNDP) has been operating in the Kingdom of Bahrain since 1971 to promote and implement sustainable human development strategies and programmes based on national priorities in line with the Kingdom's reform agenda. To guide the national programme, the UNDP formulates the Country Cooperation Framework (CCF)/Country Programme Document covering four years period in consultation with Government, NGOs, donors and other UN agencies.

Currently, the UNDP Bahrain and its project implementing partners are rolling out the Country Programme Action Plan (CPAP) for 2008 – 2011. For improved and effective implementation of the strategies and mechanisms for the CPAP 2008 – 2011, it is important to review and evaluate the efficiency and success of the previous programme cycle (2003-2007). This evaluation will provide lessons learned and make recommendations to improve programme modalities and management approaches.

Additionally, two of the major projects including 1) Enhancing Quality of Education in the Kingdom of Bahrain and 2) Development of National Youth Strategy and Action Plan from the CP 2003 – 2007 will be evaluated. The findings from these two projects will serve as case studies in the CP evaluation. These two projects are considered by the UNDP and the Government of Bahrain as strategically important issues and vital areas of UNDP intervention during the previous programme cycle.

**2. Programme and the Country Context**

**• Country Cooperation Framework 2003 – 2007**

The CP for 2003-2007 was developed on the basis of the review findings from the previous Country Programme cycle that revealed i) the CCF should be more focused and less ambitious in light of the funding arrangements, ii) funding should be discussed on a programme basis rather than on a project by project basis; iii) more coordination among partners should take place; iv) a cost recovery scheme should be implemented; and v) enhance the country office capacity in order to become a knowledge-base office.

Based on the review findings, the country cooperation framework for 2003-2007 focused on two distinct programme areas: (a) *governance* – to support social and political reforms by developing national capacities and by initiating policy dialogue that facilitates the democratic development by, inter alia, empowering women to overcome constraints that prevent them from realizing their potential; and (b) *sustainable development*, focusing on social development and sustainable livelihood as well as human resources development and environmental sustainability.

Under this CP, many national strategies including Education, Social Development, Youth Development, Environment, and HIV/AIDS were formulated. Key national institutions including the Parliament, Bahrain Institute for Political Development, the Supreme Council for Women, Civil Aviation, the Ministry of Foreign Affairs and the Prime Minister's Court, were provided with technical and capacity development support to better undertake their respective roles and responsibilities.

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A number major programmes were initiated during 2003-2007 including the political empowerment of women, provision of support in globalization and trade, national results based planning and evaluation, addressing blood and hereditary diseases and protection of historical building and sites.

To improve the quality of education a strategic planning exercise was carried out that measured the quality of curricula and teaching methodologies, including teacher training. A detailed overview on UNDP support in education sector is provided in Textbox 1. During the exercise important negotiating positions for the World Trade Organization (WTO) rounds were formulated and an export strategy was developed so as to strengthen private sector development. Based on the prioritization of free trade agreements and WTO demands, strategic studies on trade services and facilitation and non-agricultural market access were carried out that also covered free trade agreement aspects.

The recent national report to the Committee on the Elimination of Discrimination against Women described women's voting rights, protection against economic or political discrimination and equal access in public affairs. An action plan for the political empowerment of women was developed and implemented. Intensive professional training and capacity building programmes were organized for a group of 21 women candidates in political campaign management techniques, communication and outreach skills, and political debates. In addition, several workshops, lectures and publications on the role of women in society and in Islam were organized to educate the public on the importance of women at all decision-making levels. Training workshops for journalists were conducted to ensure effective media coverage of efforts to establish quality roles for women. In compliance with article 4 of the Convention, women candidates were supported with in-kind contributions during their election campaigns.

A national social strategy was developed with stakeholders to transform charity-based social programmes into development-oriented ones. A national environment strategy was formulated to highlight a sustainable development approach to environmental concerns. The strategy focuses on water and coastal management, where Bahrain faces a critical situation. Planners developed an urban plan for Tubli Bay as a model for coastal management.

A national youth strategy and action plan, the first in the Arab region, was jointly prepared with strong participation of youth. The opinions of youth were obtained through the Youth Voice Campaign, which included 10,000 young interviewees. The youth strategy addresses the issues of young men as well as young women. A brief overview of UNDP project on youth is provided in Text box 2.

Training workshops were carried out aimed at strengthening the knowledge of members of parliament and supporting staff in the legislative, oversight, accountability and representative functions of Parliament, as well as at developing strategic plans. Studies on HIV/AIDS knowledge, attitudes and behaviour in high-risk groups – youth, antenatal clinics and injecting drug users – were conducted and translated into Arabic. Based on their findings, a national strategic plan to raise awareness of the disease was developed, followed by a comprehensive media campaign that communicated relevant messages to the population. A survey to preserve heritage buildings was carried out and an economic regeneration scheme was developed.

In July 2006 UNDP prepared a concept paper with the aim of strengthening and expanding its development partnership with the Government. It analyzed the situation, addressed procedural issues that could strengthen the partnership, proposed ways to solidify efficient sustainable development, and identified challenges and ways to address them.

The total budget allocated for the CP 2003.– 2007 was USD 11 million.

#### **TEXTBOX 1: Enhancing Quality of Education in the Kingdom of Bahrain**

In Bahrain, the Ministry of Education (MoE) has been managing and supervising both public and private since 1929. Over the years, the Kingdom of Bahrain has made significant advancements in this area. The country boasts a literacy rate of 92% among men and 84% among women. It is also worth noting that, in recent years, Bahrain has consistently outranked many Arab countries in the UNDP Human Development Index.

As a continuous measure to strengthen the education system, the MoE with support from UNDP Bahrain approached UNESCO to conduct needs assessment and then carry out an evaluation mission to assess the educational system in Bahrain in mid- 2001. The mission report emphasized on the need to evaluate the quality of the education, policy making and strategic planning process and the organizational efficiency of the MoE. Keeping the recommendations by the UNESCO mission in view, the MoE with support both technical and financial from UNDP initiated a one-year project on "Enhancing Quality of Education" in 2004. The project aimed at assisting the MoE to: a) Evaluate and Improve quality of education at primary and secondary levels; b) strengthen its policy-making and strategic planning process; and c) increase its organizational efficiency.

The project got completed in July 2005 and a final evaluation was conducted to gauge the project achievements made in the project span. However, there is further need to analyze the progress made in comparison with the results of needs assessment conducted in 2001. Additionally, there is a need to document best practices, lessons learned, sustainability approaches adapted & implemented, and scaling-up/replicability mechanism.

The total budget allocated for the project was USD 508, 820.

#### **TEXTBOX 2: Development to National Youth Strategy and Action Plan**

According to the 2001 census, youth population ranging from the age of 15-24 makes up to 16.9% of the total population (20.37% of the Bahrainis and 11.05% of the non-Bahrainis living in the Kingdom). The total population of youth, male and female, included in that age group is 109,670 out of the total number of population, which was 650,000<sup>1</sup>. According to empirical findings, the major challenges faced by Bahraini youth include lack of negotiation skills, life skills, health services, unemployment and opportunity to participate in decision making. Few studies<sup>2</sup> carried out in the Gulf region indicate that the increasing youth population face variety of challenges resulting from media exposure, globalization, change in family function, and economic hardship. However, no documented studies have ever tackled the youth issues from a strategic point of view in the Kingdom.

<sup>1</sup> As per census 2001

<sup>2</sup> These studies were conducted prior to the implementation of the project

As a result, officials as well as the general public of the Kingdom sense the essentiality of putting together a strategy that serves the needs of a rather important and big proportion of the population. With the support of UNDP, the Government initiated a project in 2003 to draft a National Youth Strategy and Action Plan to holistically integrate youth and those dealing with youth issues in national development processes. The project aimed to enhance youth participation and involvement in decision-making and improved provisions and services in relation to education, employment, sports and health.

The project was completed in the year 2004 and a National Youth Strategy was formulated. However, the strategy was not implemented as planned.

The total budget allocated for the project was USD 363, 590.

### **3. Objectives of the evaluation:**

The key objectives of the evaluation are:

- To assist the Government of Bahrain, UNDP and other project implementing partners to understand:
  - ✓ the efficiency, effectiveness, relevance and impact of the 2003-2007 Programme
  - ✓ the sustainability of programme results including ownership of the project implementing partners
  - ✓ the level of satisfaction of programme stakeholders and beneficiaries with the results, and (*effectiveness and relevance can also be captured here*)
  - ✓ whether UNDP was effectively positioned and partnered to achieve maximum impact
- To assess the contribution of the programme to achieve the country priorities and goals
- To help programme stakeholders to assess the extent to which the CP has effectively integrated gender equality, young people and human rights in the programme
- To distil lessons learned based on programmatic and operational strengths and weaknesses for the future programming
- To assess the effectiveness and relevance of implementation strategies and coordination mechanisms
- To assess UNDP's comparative advantage in addressing the support and capacity needs of implementing partners during the course of CP implementation
- To highlight the anticipated and unanticipated outcomes of the programme both positively and negatively impacting the lives of the target groups
- To provide recommendations on the future implementation and strategy options for effective and efficient delivery of UNDP commitments as per the CPAP.

Additionally, the evaluation will do an in depth analysis of two keys projects with the following specific objectives:

#### Enhancing Quality of Education Project:

- To assess the overall contribution of the UNDP project in reforming the education sector in Bahrain including education policy setting and strategic planning processes
- To document lessons learned and good practices (both positive and negative) resulting from the project intervention that could further contribute to policy development and future scaling-up of the education projects

#### National Youth Strategy Development Project:

- To assess the contributing factors including participatory processes and broad stakeholder engagement that led to the formulation of the National Youth Strategy
- To highlight the factors that hindered the implementation of the National Youth Strategy
- To document the impact of the project (positive/ negative, intended/ unintended) on the lives of Bahraini youth

#### **4. Scope of the evaluation:**

The evaluation will be conducted primarily as summative evaluation though with a clear recommendations on the strategy options for the implementation of UNDP CPAP 2008-2011. The evaluation will assess the contributions of UNDP towards development results stipulated in the CP, which is expected to strengthen the formulation and implementation of the next CPAP and associated UNDP projects. The evaluation will cover the entire programme period and will focus on assessing the strategies, implementation mechanisms and programmatic results based on management, programme coordination, design of the CP and communication and cooperation between the stakeholders. The evaluation will highlight strengths, weaknesses/gaps, good practices and provide forward looking recommendations. Additionally, the two selected projects for evaluation – Education project and National Youth Strategy project - will serve as case studies in the overall CP evaluation. These two projects are the best examples of successful projects with the CP 2003 – 2007 and are critical and central theme of Government of Bahrain's work towards development.

The education project evaluation will look at the resulting impact of UNDP contributions using the final project evaluation (2005) as a base. This evaluation will focus on exploring the impact and scaling up of the project results since its completion. The National Youth Strategy Development project will evaluate the participatory processes that led to the formulation of the National Youth Strategy and the impeding factors that hampered the implementation of the National Youth Strategy and recommendations on how to address any gaps during the current programme cycle.

The evaluation will be conducted in a participatory manner involving and soliciting views, feedback and opinions of stakeholders including implementing partners (Ministry of Foreign Affairs, Ministry of Education, Ministry of Finance, Ministry of Social Development, Ministry of Industry and Commerce, Ministry of Health, General Organization for Youth and Sports), civil society organizations (Parliament, Supreme Council for Women, Bahrain Institute for Political Development, Bahrain Institute for Public Administration), programme/ project beneficiaries including women and youth NGOs and relevant UN agencies.

## **5. Key evaluation guiding questions:**

The following broad questions need to be addressed in the evaluation:

- To what extent the CP and the two projects have been relevant, appropriate and strategic to national goals and the UNDP mandate?
- To what extent the actual management mechanisms (including coordination, planning, implementation, reporting, monitoring and communication) are in accordance with the stipulated CP management design?
- Were operational strategies (including planning, execution modalities and arrangements for the implementation of the programme) adequate to achieve timely and effective programme implementation?
- Has the programme design responded/taken into consideration to specific country needs and conditions?
- Were monitoring, evaluation and internal control and accountability systems adequate to enable UNDP and its partners to demonstrate programme results?
- How effective and efficient have been the programme options in terms of achieving outcomes?
- To what extent the outputs and outcome(s) of the CP and the two projects have led to benefits beyond the life of the programme(s)/project(s)?
- Are programme components and approaches replicable by national implementing partners upon ending UNDP programmes?
- Did the programme design include strategies to ensure sustainability?
- To what extent the projects have supported the Government of Bahrain to improve the quality of lives of Bahraini citizens?

## **6. Methodology:**

The evaluation will be undertaken in close consultation with the government throughout the process to ensure the principles of national ownership, transparency and mutual accountabilities are followed. The relevant national partners will be consulted at all levels of the process including the development of the evaluation TOR, setting evaluation methodology, identification of external consultants following the UNDP recruitment procedures and the overall management of the evaluation process.

In general, the evaluation team will adopt an integrated approach involving a combination of quantitative and qualitative data collection and analysis tools to capture both the tangible and quantifiable impacts as well as to understand the factors and processes contributing to those changes in the lives of beneficiary groups. The evaluation will comprise of the following key stages/ processes:

1. Desk review: the evaluation team will review all available material related to the programme, such as Project progress reports, project evaluation reports, projects' documents, relevant national and international surveys, knowledge produced, attitudes and practices surveys as well as policy and legal documents.
2. Finalisation of evaluation methodology and work plan: In consultation with the relevant UNDP Evaluation Task Manager and relevant national partners (as required), the Evaluation Team will finalize the appropriate methodology to address the underlying objectives of this evaluation. The methodology will entail a participatory process for data collection, generating an evidence base to substantiate all findings while ensuring that the data collection methods and data analysis is of high quality, triangulated and verifiable; and that stakeholders are



involved in data collection processes and debriefed on regular basis to address any unforeseen challenges requiring support or clarification

3. Field visits: the evaluation team will conduct field visits supported by UNDP to collect data using a mix of qualitative and quantitative approaches such as structured surveys, structured and semi-structured interviews and observation techniques. The team, in consultation with UNDP, will identify key stakeholders to be consulted with during the evaluation so that their engagement and involvement in the evaluation process can be arranged in a timely manner. Key stakeholders include officials from government departments, civil society representatives, UNDP staff, and beneficiary groups.
- Debriefing session: the evaluation team will debrief the relevant stakeholders including the Evaluation Steering Group, key officials from partner organizations, civil society organizations, and UNDP management about the initial findings including key observations and recommendations based on verifiable facts and figures.

## 7. *Expected products:*

The Team Leader will be responsible for consolidating the final evaluation report in English following the UNDP Guidelines on Evaluation Report. The first draft will be presented to and discussed with the UNDP prior to the completing the evaluation mission in Bahrain. The final Evaluation Report will be send to UNDP at the latest, one week after the end of the mission.

The evaluation team is required to follow the following guidelines and standards developed by UNDP Evaluation Office:

- UNDP Guidelines for Outcome Evaluators
- UNEG Ethical standards for evaluation
- UNEG Norms and Standards for Evaluation
- UNDP Evaluation Report standards

These resources are available on <http://erc.undp.org>. The Evaluation team will be provided with these guidelines prior to starting their assignment with UNDP.

## 8. *Proposed evaluation schedule:*

Activity	Timeframe	Place	Responsible Party
Desk review	5 days	Consultants place of residence	Evaluation team
Evaluation design, methodology and detailed work plan	2 days	Consultants place of residence	Evaluation team in collaboration with UNDP
Field visits, interviews, consultations	5 days	Bahrain	Evaluation team with the logistical support from UNDP
Preparation of draft evaluation report for debriefing	2 days	Bahrain	Evaluation team
Debriefing with UNDP	1 day	Bahrain	Evaluation team

and Partners/ key stakeholders			
Finalization of evaluation report	5 days	Consultants place of residence	Evaluation team
Evaluation Dissemination			UNDP
Management response			UNDP
Posting of evaluation TOR, summary and report on ERC			UNDP
Half day sessions to share and discuss the evaluation findings with implementing partners and relevant line ministries		Bahrain	Programme staff...

## 9. Management arrangement:

UNDP will manage the evaluation process, provide backstopping support and ensure the coordination and liaison with concerned agencies. The UNDP will work with the Evaluation Team providing overall guidance and quality assurance.

UNDP will support the evaluation team in terms of providing all the reading materials, introductory letter to the Ministries in the Government of Bahrain, logistical support for conducting the consultation meeting & field visits and brief orientation to facilitate & initiate the evaluation process.

UNDP will ensure that the evaluation is on agreed schedule, follows UNDP evaluations standard and all the stakeholders are informed & involved in the evaluation process. UNDP will also ensure that there is a management response to the evaluation in place and measures & plans to take these responses forward.

### Steering Committee

The overall quality of the evaluation will be reviewed by Evaluation Steering Committee. This committee will include members from the Government of Bahrain, UNDP and other civil society organisations. The Committee will be chaired by UNDP. This committee will help to ensure that the opportunities presented by the evaluation add value to UNDP Bahrain's future programming and based on the principles of greater accountability, transparency, national ownership, and better results management.

### Evaluation Team

An international and national team of consultants (one international and **two national consultants**) selected by UNDP Bahrain will be engaged to undertake the evaluation. UNDP Bahrain to work with the Team in facilitating the evaluation mission while providing overall guidance and quality assurance to the evaluation.



## Two National Consultants

The **national consultants** will function as team members for the evaluation mission.

Each of the **national consultants** will be responsible for the delivering the expected outputs of the mission in addition to high quality UNDP format Project Evaluation Report agreeable to the UNDP standards and requirements. Under the supervision of the Team Leader, the **national consultants** will assist and support the production of the outputs. Depending on the division of labour with the Team Leader, the **national consultants** might be required to undertake the evaluation of the Education and Youth projects (one consultant to carry out an evaluation of one of the projects).

Specifically, the **national consultants** will perform the following functions:

- (a) contribute to the elaboration of the research methodology for the evaluation
- (b) conduct the evaluation mission with the Team Leader in cooperation with the government, public and private sector in national and local levels
- (c) responsible for conducting site visits and field data collection
- (d) support the Team Leader in formulating the Evaluation Report
- (e) Assist in translation, logistical organisation for meetings in Bahrain (travel, meetings, etc) and collection of documentation

## Qualifications and experience of national consultants:

### *Requirements*

- Masters degree in social sciences related to international development, i.e. economics, social development, education
- Extensive (at least 5 year) experience and proven track record with local social and economic development field, policy advice, development formulation and implementation in education and/or youth areas preferably at national level, including field experience, strategic planning and evaluation
- Experience in conducting Project Level evaluations
- Strong inter-personal and presentation skills
- Proficiency in English and Arabic.

### *Desirable*

- Experience in project creation and management in Bahrain, including cost assessments and sustainability issues
- Experience in working with Government entities and/or Civil Society organizations
- Prior experience with in programme/project implementation and M&E.

## Team Leader (International Consultant)

The international consultant will function as the Facilitator (hence Team Leader) for the mission. He/she will be responsible for the entire work of the mission and to deliver the expected outputs of the mission (high quality UNDP format Project Evaluation Report agreeable to the UNDP standards and requirements). The Team Leader is responsible and accountable for the evaluation plan, development of methodology and production of the outputs.

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#### *Reference documents*

- CCF
- Country Programme Outline
- Any projects evaluations, reviews, progress reports that have been prepared in the past
- The previous national strategic framework to which CCF was aligned
- Key strategy papers produced during the review period to which UNDP contributed
- All guidelines from Evaluation Resource Center