

TERMS OF REFERENCE
FOR TERMINAL EVALUATION OF GOVERNMENT OF JHARKHAND-UNDP
PROJECT – STATE LEVEL LIVELIHOOD PROMOTION STRATEGIES

Project Title	State Level Livelihood Promotion Strategies Jharkhand
Project Number	00074057
Implementing Partner	Department of Rural Development, Government of Jharkhand
Project Sites	West Singhbhum, Palamu , Ranchi, Hazaribag, Pakur
Project Duration	1 April 2009 to 31 December 2012
Budget (USD)	USD 2,678,783 (Core)

1. Introduction

UNDP's Poverty Reduction programme is aligned with the Government of India's Eleventh Plan priorities and UNDP's Country Programme Action Plan (CPAP) signed between the Government of India (GOI) and UNDP. The CPAP focuses on 7 priority states - Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh and on disadvantaged groups including women, Scheduled Castes, Schedule Tribes, minorities, displaced persons and people with disabilities.

UNDP partnered with the State Government of Jharkhand through the Department of Rural Development for supporting state government's efforts in strengthening livelihood promotion strategies within the identified select districts.

2. Background

The GOI-UNDP project on State-Level Support to Livelihood Promotion Strategies will focused on strengthening government capacities & coordination mechanisms, improving M&E system of selected poverty reduction programmes, supporting effective models of vulnerability reducing livelihood strategies and instruments in selected districts, increasing opportunities for diversifying livelihoods and skill development through engagements with private sector and integration with market and supporting advocacy and knowledge sharing for greater reflection of priorities and voices of the poor in design and implementation of programmes and policies.

Jharkhand, with an area of 79,714 sq. kms., 24 districts and 32,620 revenue villages, accounts for 2.4 per cent of the total geographical area of the country. With a population of 2.69 crore, the State accounts for 2.6 per cent of the total population of the country. The rural and urban population of the State accounts for 77.7 per cent and 22.3 per cent, respectively of the total population, as per 2001 census.

In spite of rich mineral and natural resources as well as many government schemes/programmes including on-going Tribal Sub-Plan and Watershed Mission, the challenges remain and thus, the large proportion of the population are still poor, particularly among STs and STs. The poverty ratio among STs and SCs in rural areas is, in fact 54% and 57.5% respectively, and is higher than all India level.

In order to meet these challenges, and to make existing livelihoods stronger and sustainable, the Jharkhand Livelihood Promotion Mission brought about a systematic support at both state and

district/block levels to establish feasible and scalable models of livelihood security and promotion in collaboration with the Department of Rural Development, Government of Jharkhand.

The four years project cycle (2009-2012), focussed on setting up the state and district/block team(s), the social mobilization and capacity development of the community organizations aiming at building the foundation for the long-term development and providing long-lasting impact for the poverty reduction in the state. The project followed a holistic livelihood approach and tried to improve livelihood security and diversification of livelihoods among the poor in selected 10 blocks in 5 districts as a starting point. The project is led by a state-level team of experts and state-level manager to ensure linkage between ground work and state level policy. These experts provide technical advice and facilitate collaborations across departments at the state-level to create linkages with existing government schemes and programmes. At district and block levels, the project also provides coordinators and technical experts to ensure the actual benefit for the poor people through ground work including social mobilization and capacity development.

2.2. Project Outcomes

The project has five key strategic components to achieve the results listed above:

- a. **Support development of state level livelihood strategies:** The project seek to improve the livelihood security and employability of poor and marginalized groups in both rural and urban areas and expand employment opportunities in disadvantaged regions. State governments will lead the formulation of demand driven livelihood strategies. It will support mission approach which allows for simultaneous action in several sectors, at different levels and with multiple partners. This requires good coordination to work with different ministries including MoRD, MoHUPA, MoLE and MoTA.
- b. **Strengthening monitoring and evaluation (M&E) systems of national poverty reduction schemes:** The Government of India has launched major poverty reduction schemes that focus on disadvantaged groups and regions. These are implemented in partnership with state and district governments and, in some cases, the Panchayati Raj Institutions. Aiming at tracking of the accrual of benefits and the impact of these schemes on the poor especially the disadvantaged groups, the project will seek to strengthen the existing monitoring and evaluation systems of existing schemes such as NREGP, SGSY JNNURM and the recently launched Skills Mission.
- c. **Demonstrating vulnerability reduction models for disadvantaged groups:** The project will provide technical support to develop/adapt a framework for analyzing the risks and vulnerability of the disadvantaged groups. It will focus especially on the vulnerabilities arising from the degraded state of the natural resource base (land, water, forests, common property resources), recurrent shocks due to weather induced changes, absence of or poorly defined access rights, social and physical exclusion from development process and programmes, lack of awareness on rights and entitlements, and inadequate protection through social security and risk mitigation instruments. Based on the framework it will evolve vulnerability reduction models to be tested at the district level, beginning with at least 4 districts in the UN focus states.
- d. **Fostering public-private-community partnerships for diversifying livelihoods and skill development:** The project will facilitate engagement with the private sector to develop new, cutting edge business models that involve a range of local partners, particularly organizations of the poor and excluded groups. A private sector facilitating agency (agencies) will be engaged under the project to advise and support the coordination of this component. At district level, the project will support a comprehensive value chain analysis to identify additional livelihoods opportunities for the disadvantaged groups and analyze investment, institutional capacities and technical skills required to fill critical gaps and overcome identified/potential barriers. To this end, the project will provide technical assistance and training as well as support for group formation and communication with multiple stakeholders.

- e. **Knowledge management and policy advocacy:** The project will support policy advocacy and knowledge management at both national and state levels. Using a participatory approach, the project will support the identification, review and analysis of key issues for policy advocacy efforts. An effective advocacy and communication strategy will be designed and rolled out, to develop and disseminate knowledge products and carry out evidence based advocacy at district, state and national levels. Issue based stakeholder consultations will be facilitated to address specific concerns related to livelihood promotion and poverty reduction. Issues for advocacy could include land, forest and water rights, land use changes, resettlement and rehabilitation, trade agreements, risk mitigation, social security and skill development.

3. Objectives of the Evaluation

Consistent with UNDP's evaluation policies, the Terminal Evaluation has five main objectives:

1. To monitor and evaluate results and impacts, including an assessment of sustainability;
2. To provide a basis for decision making on actions to be taken post-project;
3. To assess the effectiveness and efficiency of resource use;
4. To document, provide feedback on, and disseminate lessons learned; and
5. To assess the project's response to, and the validity of, recommendations made by in the mid-term reviews.

The Final Evaluation is intended to be a systematic learning exercise for project partners. The exercise is therefore structured so as to generate and share experiences and practical knowledge. To achieve this, the evaluation will take place in a consultative rather than an advisory manner. It will also identify and document lessons learned and make recommendations that might improve design and implementation of similar projects, or maximize the impact of the Livelihood Promotion project going forward. It is important to emphasize that the process is not about finding fault or a proxy for measuring individual or institutional performance.

From the point of view of the design and implementation of the project, the key stakeholders are:

- Department of Rural Development, Government of Jharkhand
- Other State Departments of Government of Jharkhand
- Jharkhand State Livelihood Promotion Society (JSLPS)
- NGOs/CBOs associated with the project
- Communities in the field districts
- UNDP India country office

4. Scope of the Evaluation

The scope of the evaluation is closely related to the following objectives:

4.1. Appropriateness of the project's concept and design:

Assess the appropriateness of the project's concept and design and the project's effectiveness in realizing its immediate objectives and the extent, to which they have contributed towards developing networks, enhance research and action research capacities, improving monitoring and evaluation system and the capacity of the Government in achieving its long-term development objectives.

In particular, the mission should assess whether:

- The problem was identified correctly;
- The project approach was sound, and the identification of stakeholders, nodal agencies, operational partners, beneficiaries and users of the project results was done appropriately;
- The underlying assumptions were accurate and the objectives were the correct ones for solving the perceived problem;
- The objectives and outputs were stated precisely and in verifiable terms; the objectives were achievable;
- The linkages between objectives, inputs, activities, outputs, expected outcomes and impact was logical;
- The relationship between different project elements (outputs, activities etc.) were logical and commensurate with the time and resources available;
- The adequacy of the quantity and quality of project inputs relative to the targeted outputs;
- The project was relevant to:
 - The development priorities of the Government of Jharkhand; and
 - The UNDP areas of focus

4.2. Review efficiency and adequacy in implementation and management of the project

In particular, the mission should review the following:

- The quality and timeliness of - inputs, activities, responsiveness of project management of changes in the project environment and of the monitoring/ backstopping of the project by all concerned parties;
- Evaluate whether project design allowed for flexibility in responding to changes in the project environment;
- How well the project used its resources (including human and financial) to produce outputs and carry out activities;
- Whether the project strategy was clearly articulated and followed; a work plan was prepared and followed and the timeliness of the project inputs deployed in relation to the annual work plans;
- The factors that impeded or facilitated the production of the outputs;
- The extent to which local expertise (by gender), indigenous technologies and resources have been used;
- The appropriateness of the Institutional arrangements for execution and implementation, in particular the following:
 - How well the project was managed;
 - The adequacy of the monitoring and reporting mechanisms;
 - The adequacy of the government commitment to the project;
 - Whether stakeholders have a sense of ownership of the project;
 - The efforts made by the host institutions to ensure participation of different stakeholders in the implementation process and the extent of their participation; and
 - Whether there were any conflicts of interest among stakeholders, and if so, the steps taken to resolve these conflicts.

4.3. To review the results of the project

In particular, the mission should:

- Review the achievements of the project and assess their effectiveness in solving the perceived problems;
- Assess whether the project has produced its outputs effectively and efficiently;
- Assess the quality of the outputs and how they are being utilized (i.e. assess project impact);
- Assess whether the project has achieved or impeded the progress of the project in achieving its desired results;
- Determine the effect of the project on target groups or institutions;
- Assess any unforeseen effects on non-target groups and any unintended effects caused by the project;
- Assess the adequacy of the project self-monitoring;
- Assess the significance of the results achieved for the country or region;
- Determine the degree of support given by the Government in integrating the project objectives and goals into the national development programme and other related projects, and vice versa how well the project fits into the national development policy.
- Whether mechanisms been put in place to ensure the sustainability of project results?
- How successful has the project been in maintaining interest of the NGOs, government sector, relevant research institutions and other financial institutions?

4.4. Document Lessons Learnt

Identify and document lessons learned (including lessons that might improve design and implementation of other UNDP projects). In particular, the mission should describe the main lessons that have emerged in terms of:

- Strengthening country ownership/drivenness;
- Strengthening stakeholder participation;
- Application of adaptive management strategies;
- Efforts to secure sustainability;
- Knowledge transfer; and
- Role of M&E in project implementation and its effectiveness.

In its reporting of the project's results, the evaluation mission should highlight the following aspects:

- The extent to which national project personnel have been or are being trained, and whether there is enough capacity and human resource to fully take over all technical and professional responsibilities from expatriate project personnel.
- The adequacy of institutional arrangements in attaining the long-term objective of the project. Also the infrastructural, logistical, and financial implication of sustaining the project objectives beyond the project duration/after completion of UNDP funding.
- Assess whether the RBM and performance indicators have been used as project management tools.
- Impact of the project upon beneficiaries/users, particularly with respect to setting protected area management on a sound footing with the support of the local communities.
- Effectiveness of the project's linkages, liaison, coordination and impact upon related activities in environment and nature conservation being undertaken in the country.
- The project's assistance, relationship, relevance to and coordination with the pre-existing Project management system and staff.

4.4.1. Project Specific Learnings

- I. Determine the project's contribution to enhanced level of knowledge and trends and directions of livelihoods promotion strategies among the policy makers and practitioners created through the research and action research supported by the project.
- II. Assess the institutional capacity developed under the project at the Ministry/Department.
- III. Assess the impact of national, regional, state and local level networking established under the project to support wider stakeholder dialogue and exchange of information within India.
- IV. Assess the impact of innovative livelihoods initiatives supported in the states.

4.4.2. Assess Project Progress on Cross Cutting issues

The evaluation will also examine the progress of the project in the cross cutting themes of capacity development, decentralized governance, promoting gender equality and inclusion.

4.4.3. Other Specific Project Issues to be addressed

- Has the project imbibed innovative approaches and made any policy level interventions to replicate such projects, in future?
- Sustainability of each activity, especially the M&E systems developed under project;
- Collaborative approach between the State Government Departments for future design of such projects, if any.
- Involvement of local communities, NGOs, CBOs, disadvantaged groups and women groups;
- Fund flow arrangement in the project;
- Implementation strategy, networking for smooth functioning and difficulties faced, if any, in applying project's approach in new socio-ecological situations and their solutions; and
- Information exchange/sharing at the local, regional and national level, if any;

4.4.4. Recommendations

The team should come up with recommendations regarding specific actions that might be taken to improve the efficiency, effectiveness and impact and management arrangements of similar future projects, if taken up.

5. Products expected from the Evaluation

5.1. Evaluation Report

The outline and main finding of the evaluation mission should be completed and handed to UNDP during the final de-briefing session. The final draft report should be produced according to the structure outlined in the UNDP Guidelines for Evaluation.

At the end of the evaluation, the team leader will submit the draft evaluation report to UNDP. Based on the comments of the stakeholders, the team will finalize and submit the final version of the report to UNDP, New Delhi within ten days of receipt of comments.

While the Consultants are free to use any detailed method of reporting, the Evaluation Report should contain at least the following:

- Title Page
- List of acronyms and abbreviations
- Table of contents, including list of annexes
- Executive Summary
- Introduction: background and context of the programme
- Description of the program – its logic theory, results framework and external factors likely to affect success
- Purpose of the evaluation
- Key questions and scope of the evaluation with information on limitations and de-limitations
- Approach and methodology
- Findings
- Summary and explanation of findings and interpretations
- Conclusions
- Recommendations
- Lessons, generalizations, alternatives

In addition, the final report should contain the following annexes:

- Terms of Reference for the evaluation
- Itinerary (actual)
- List of meetings attended
- List of persons interviewed
- List of documents reviewed
- Any other relevant material

5.2. Success Story

The team is also expected to write and **Success Stories** (not more than two pages) after interacting with the community, beneficiaries/ beneficiary organizations that can be useful for the advocacy purposes.

6. Methodology and evaluation approach

The evaluation will be conducted in a participatory manner working on the basis that the primary purpose of the evaluation is to assess the results (outcomes), impacts, performance (on the basis of the indicators identified in the Results matrix) and sustainability of the project. For this to happen, the mission will start with a review of the key project documents, notably Minutes of the Project Steering Committee, Quarterly and Annual Reports and any other reports and correspondence that seems relevant.

The evaluation approach will combine methods such as documentation study (desk review); interviews and field visits. All relevant project documentation will be made available to the evaluation team by the project management team, facilitated by UNDP. After studying the documentation the Consultants will conduct interviews with all relevant partners including the beneficiaries. The consultants are expected to hold discussions with Department of Rural Development, Government of Jharkhand, Jharkhand State Livelihood Promotion Society (JSPLS), CBOs/NGOs, communities, institutions associated with the project. Validation of findings with stakeholders should happen through circulation of initial reports for comments or other types of feedback mechanisms.

Throughout the period of the evaluation, the Consultants will liaise closely with the concerned UNDP officials, Department of Rural Development, Government of Jharkhand, JSPLS and any members of the team of experts under the project and the counterpart staff assigned to the project. The

consultants can raise or discuss any issue or topic they deem necessary to fulfill the tasks. The Consultants, however, are not authorized to make any commitments to any party on behalf of UNDP or the Government.

The Consultants should provide details in respect of:

- Documents reviewed;
- Interviews;
- Field visits;
- Questionnaires, if any;
- Participatory techniques and other approaches for gathering and analysis of data; and
- Participation of stakeholders and/or partners.

The project progress and achievements will be tested against following evaluation criteria:

- (i) **Relevance** – the extent to which the activity is suited to local and national development priorities and organizational policies, including changes over time.
- (ii) **Effectiveness** – the extent to which an objective has been achieved or how likely it is to be achieved.
- (iii) **Efficiency** – the extent to which results have been delivered with the least costly resources possible.
- (iv) **Results/impacts** – the positive and negative, and foreseen and unforeseen, changes to and effects produced by a development intervention.
- (v) **Sustainability** – the likely ability of an intervention to continue to deliver benefits for an extended period of time after completion.

The Project will be rated against individual criterion of relevance, effectiveness, efficiency and impact/results based on the following scale:

- Highly Satisfactory (HS): The project has no shortcomings in the achievement of its objectives.
- Satisfactory (S): The project has minor shortcomings in the achievement of its objectives.
- Moderately Satisfactory (MS): The project has moderate shortcomings in the achievement of its objectives.
- Moderately Unsatisfactory (MU): The project has significant shortcomings in the achievement of its objectives.
- Unsatisfactory (U): The project has major shortcomings in the achievement of its objectives.
- Highly Unsatisfactory (HU): The project has severe shortcomings in the achievement of its objectives.

As for sustainability criteria the evaluator should at the minimum evaluate the “likelihood of sustainability of outcomes at project termination, and provide a rating for this.

7. Evaluation Team

The evaluation team should be familiar with, and use, the results based monitoring approach of UNDP. The evaluation team (preferably 2 members) will comprise a Team Leader with expertise and experience in evaluation of development programmes and specialists in policy analysis and research on livelihoods and capacity/institutional assessment. The Team Leader will coordinate evaluation process to ensure quality of the report and timely submission.

Bids containing the CVs of the proposed Team members are invited from the Institutions and Consultancy firms. The CVs should clearly state the:

1. Professional background with a minimum of 8 years of relevant experience;
2. Demonstrated skills and knowledge in participatory monitoring and evaluation processes;
3. Extensive experience in monitoring and evaluation of development projects supported by donors;
4. Knowledge of institutions, policies and legislations on livelihoods promotion strategies;
5. Proficient in writing and communicating in English. Each consultant to bring his/her own computer/laptop and related equipment.

7.2. Specific tasks of the evaluators

In particular the Evaluation Team will be responsible for:

- (i) Desk review of existing management plans, survey/research/evaluation reports and database.
- (ii) Conduct fieldwork together with counterpart and interview stakeholders, implementing agencies and institutions to generate authentic information/opinions.
- (iii) Write and compile reports.
- (iv) Make a presentation of the entire findings highlighting achievements, constraints and realistic recommendations to decision makers and stakeholders.
- (v) Finalise the evaluation report

8. Application Details

8.1. Technical and Financial

UNDP will not entertain any proposals from individual consultants. Interested agencies are requested to go through the ToR and send separately (sealed) the following documents:

Technical

1. Proposed methodology and work plan (maximum five pages).
2. Detailed profile of expertise and experience of the organizations/evaluators.

Financial

3. Detailed budget for the work plan,

8.2. Contents of the Proposal to be submitted

1. Background information about the organization / individual, registration certificate and financial capacity statements (in case of organization), other projects handled and CVs of the persons that will be engaged in the assignment.
2. A section explaining the organization's competence and experience in handling similar assignments supported by documents.
3. Proposed strategy / methodology, work plan, timeline and budget for the assignment

9. Implementation Arrangements

9.1. Evaluation schedule

The evaluation team should mention the total number of days required to undertake the evaluation including the visits to project sites and interaction with the implementing agencies and other stakeholders. The Evaluation team shall finalize the exact schedule of the various stages of the Evaluation in consultation with UNDP. At the end of the evaluation the Team Leader / Evaluation Team will submit and present the draft report to UNDP and Department of Rural Development, Government of Jharkhand. After incorporating the comments, the team leader will submit the final report to UNDP, New Delhi (including an electronic copy).

If there are discrepancies between the impressions and findings of the evaluation team and the aforesaid parties, these should be explained in an Annex attached to the final report.