

TERMS OF REFERENCE

1. INTRODUCTION

The Independent Evaluation Office of the United Nations Development Programme (UNDP) conducts independent country evaluations, entitled ‘Assessments of Development Results’ (ADRs), to capture and demonstrate evaluative evidence of UNDP’s contributions to development results at the country level, as well as the effectiveness of UNDP’s strategy in facilitating and leveraging national effort for achieving development results. The ADRs are carried out within the overall provisions contained in the UNDP Evaluation Policy.⁴³ The purpose of an ADR is to:

- Provide substantive support to the Administrator’s accountability function in reporting to the Executive Board;
- Support greater UNDP accountability to national stakeholders and partners in the programme country;
- Serve as a means of quality assurance for UNDP interventions at the country level; and
- Contribute to learning at corporate, regional and country levels.

The ADR for Croatia will be conducted in 2012 in collaboration with the UNDP Country Office, the Regional Bureau for Europe and the CIS (RBEC) and the Government of Croatia. The ADR will focus on the current country programme cycles (2007-2011, extended to 2013). Given that Croatia will join the European Union (EU) in 2013, results of the ADR are expected to contribute to stocktaking lessons learned from

the programme operations and provide an input to strategic discussions on UNDP operations in Croatia after its EU integration.

2. BACKGROUND

DEVELOPMENT CHALLENGES

Croatia, officially the Republic of Croatia, declared independence from the Socialist Federal Republic of Yugoslavia on 25 June 1991 and joined the United Nations in May 1992. However, a war that followed its declaration of independence – between 1991 and 1995 – left the country with heavy loss of life, displaced persons, significant damage to infrastructure, and severe disruptions to the socio-economic lives of its population. With a population of 4.4 million, today the country enjoys comparably a high level of human development in the region: The Human Development Index (HDI) of Croatia is 0.796, which gives the country a rank of 46 out of 187 countries.⁴⁴ Croatia applied for EU accession in 2003 and officially signed the Accession Treaty on 9 December 2011. The country is on its way to full membership of the EU as of 1 July 2013. While EU integration represents an opportunity for development, the country has continued to face development challenges along with those inherent in meeting the EU legislation (*acquis communautaire*) across various chapters. These challenges include weak macroeconomic conditions, high unemployment and cumbersome business environment, sustained poverty, social exclusion of the vulnerable groups in the society, and development challenges in the area heavily damaged during the 1991-1995 war, designated as the Area of Special State Concern

43 UNDP Evaluation Policy, <www.undp.org/evaluation/policy.htm>.

44 UNDP Human Development Report (HDR) 2011, Country Profile - Croatia. The HDI of Europe and Central Asia as a region increased from 0.644 in 1980 to 0.751 today, placing Croatia above the regional average.

(ASSC).⁴⁵ Since its first release of the report on the Millennium Development Goals (MDGs) in 2004, Croatia has closely monitored the progress of its eight national goals and thirty-one targets that have been identified for the country based on the country's specific circumstances and development conditions.⁴⁶

NATIONAL STRATEGIES

Croatia's strategy for development is contained in the Strategic Development Framework 2006-2013.⁴⁷ The essential starting point of the Framework is described as economic openness, competitiveness and the need to change the traditional role of the State and to include all layers of society in the results of economic growth and development, drawing not only the government sector but also the entrepreneurs, the enterprises and the private sector. The document identifies 10 strategic areas of focus for Croatia, with a set of specific instruments and actions, in order to realize "prosperity for Croatia in a competitive market economy within the framework of a welfare state adjusted to the conditions for the 21st century": i) people and knowledge; ii) science, technology and ICT; iii) social cohesion and social justice; iv) transport and energy; v) space, nature, environment and regional development; vi) macro-economic stability and economic openness; vii) finance and capital; viii) the entrepreneurial climate; ix) privatization and restructuring; and x) the new role of the State.

UNDP'S RESPONSE AND STRATEGIES

UNDP has been present in Croatia since 1996, when the first liaison office was established

immediately following the war. UNDP Croatia became a full-fledged Country Office with a Resident Representative in 2001. The current Resident Representative (since 2010) is the first to assume the post of UN Resident Coordinator. The Country Office is composed of 95 staff members and recorded a programme delivery of approximately \$9.5 million in 2011.⁴⁸

The UNDP Country Programme Document (CPD) and Country Programme Action Plan (CPAP) are designed to be consistent with the country's Strategic Development Framework 2006-2013. The CPAP, initially prepared for the period 2007-2011, has now been extended by two years, and the new document for the period 2012-2013 is due to be approved by the Government shortly.⁴⁹ The focus of the CPAP for the two periods, 2007-2011 and 2012-2013, are very similar but the new CPAP reflects the UNDP Country Office's dual priorities, i.e. concluding the ongoing development projects with an emphasis on supporting the preparation for EU accession, and sharing Croatia's experience with other South East European countries. The focus areas, programme components and expected outcomes as defined in the two CPAPs are as follows:

CPAP 2007-2011: The document addresses six strategic national development goals: i) reducing social exclusion and aligning social policies with European standards and ratified UN and other international conventions, as well as conferences; ii) regional development, with an emphasis on absorption capacity and socio-economic recovery in the ASSC; iii) the promotion of biological and landscape diversity conservation and energy

45 Country Programme Action Plan, the Government of the Republic of Croatia and UNDP, 2007-2011.

46 Government of the Republic of Croatia, 'Overview of Achievements of the Republic of Croatia in the Fulfillment of Millennium Development Goals During the Period from 2006 to 2010', Ministry of Foreign Affairs and European Integration, Zagreb, September 2010.

47 Government of the Republic of Croatia, 'Strategic Development Framework for 2006-2013', Martina Dalić (editor), Central Office for Development Strategy and Coordination of EU Funds, Zagreb, 2006.

48 UNDP, 'Briefing Note on Croatia', Regional Bureau for Europe and the Commonwealth of Independent States, New York, 19 January 2011.

49 At the time of this writing, March 2012, the final draft CPAP 2012-2013 has been reviewed by the new Government after its recent election.

efficiency; iv) measures to improve the competitiveness of the business environment; v) measures to contribute to justice reform and human security; and vi) measures to improve national capacities for strategic planning, absorption of development funds and performing emerging donor role.

The six corresponding UNDP programme components and expected outcomes for the period are given in the CPAP results framework as follows:⁵⁰

- i. Social Inclusion
 - The Joint Inclusion Memorandum (JIM) and future social policies are developed with broad participation and target vulnerable social groups.
- ii. Regional Development
 - Socio-economic recovery in Areas of Special State Concern and under-developed regions of Croatia.
- iii. Environmental Governance
 - Institutional barriers that prevent the use of energy efficiency technologies and practices in the residential and service sectors are reduced.
- iv. Business Competitiveness
 - The private sector is tangibly involved in sustainable development.
- v. Transitional Justice and Human Rights
 - Increased level of human and state security.
- vi. Support to National Development Priorities
 - Government and other central-level national institutions in Croatia improve their capacity to plan, develop and implement development policies and measures, internally and as part of international development cooperation.

CPAP 2012-2013: The new CPAP addresses five national development goals: i) reducing social exclusion and aligning social policies with European standards and ratified UN and other international conventions, as well as conferences; ii) regional development, with an emphasis on absorption capacity and socio-economic recovery in the ASSC; iii) environmental governance and climate change; iv) justice and human security; and v) development cooperation and knowledge sharing on European integration. The corresponding five programme components and their expected outcomes are as follows:⁵¹

- i. Social Inclusion
 - The JIM and future social policies are developed with broad participation and target vulnerable social groups.
- ii. Sustainable Local Development and Regional Disparities
 - Socio-economic recovery in ASSC and under-developed regions of Croatia.
- iii. Environmental Governance and Climate Change
 - Institutional barriers that prevent the use of energy-efficient and renewable-energy technologies and practices in the residential and public-service sectors are reduced, thereby reducing greenhouse gas emissions and promoting low-carbon development models.
 - Support 'green' models for small business on the Dalmatian coast and encourage investment decisions and business practices that protect the environment and biodiversity.
- iv. Justice and Human Security
 - Increased level of human and state security.

50 CPAP 2007-2011, Annex 1, Results and Resources Framework

51 CPAP 2012-2013, Annex 1, Results and Resources Framework.

- v. Development Cooperation and Knowledge Sharing on European Integration
 - Improved capacity of Croatia's institutions to provide international development.

3. OBJECTIVES, SCOPE AND METHODOLOGY

The objectives of an ADR are to: i) provide an independent assessment of the progress made towards achieving the expected outcomes envisaged in the UNDP country programme document; ii) provide an analysis of how UNDP has positioned itself to respond to national needs; and iii) present key findings and lessons learned, as well as a set of forward-looking recommendations useful for Country Office management and the Regional Bureau in their efforts for improving the country programme operations. For Croatia, the objective of the ADR is also to inform the Bureau in terms of the UNDP Agenda for Organizational Change, particularly the development of new business models for operating in the middle-income countries.⁵²

The key evaluation questions are:

- Whether UNDP has played a relevant role in assisting the country address its development challenges based on the comparative strength that UNDP brings to the country;
- Whether UNDP rendered such assistance in an effective, efficient and sustainable manner, and to what extent UNDP's assistance yielded development results; and
- Whether UNDP has responded appropriately to the evolving country situation and government goals by transforming its role and approaches.

The ADR for Croatia will examine UNDP's programmatic activities of the current country programme cycles, i.e. 2007-2011/2013. Given Croatia's EU accession as of July 2013, it is not

expected that a new full-fledged UNDP CPD/CPAP will be prepared after the completion of the current programme cycle. In light of this fact, the ADR Croatia will particularly focus on: i) taking stock of best practices and lessons learned from the country programme, with a view to widely sharing them with other neighbouring countries in the region, particularly those aspiring for EU accession; and ii) exploring some possible ways forward for the UNDP Country Office as it transitions itself.

The overall methodology will be consistent with the 'ADR Method Manual' and the 'ADR Guidelines'.⁵³ The evaluation will assess key results, specifically outcomes – anticipated and unanticipated, positive and negative, intentional and unintentional. UNDP assistance funded from both core and non-core resources will be addressed. The evaluation has two main components: (1) the analysis of the UNDP's contribution to development results through its thematic/programmatic areas; and (2) the strategic positioning of UNDP. For each component, the ADR will present its findings and assessment according to the set criteria provided below, as defined in the 'ADR Method Manual':

(1) UNDP's contribution to development results through thematic/programmatic areas

Analysis will be made on the contribution of UNDP to development results in Croatia through its programme activities. The analysis will be presented by thematic and programme area and according to the following criteria:

- Relevance of UNDP projects, outputs and outcomes;
- Effectiveness of UNDP interventions in terms of achieving stated goals;
- Efficiency of UNDP interventions in terms of use of human and financial resources; and
- Sustainability of the results to which UNDP contributes.

52 UNDP, 'An Agenda for Organizational Change: Lifting UNDP Performance from Good to Great', April 2011.

53 UNDP Evaluation Office, 'ADR Method Manual' (January 2011) and 'ADR Guidelines' (draft January 2010).

In assessing the above, particular attention will be paid to the identification of factors influencing performance. Under each of the thematic and programmatic areas, UNDP's attention to gender equality and human rights, capacity development, regional cooperation (e.g. East-East), use of appropriate partnerships for development, as well as coordination of UN and other development assistance, should be included as part of the analysis. Best practices and lessons drawn from the interventions that can be applied to other countries and regions should be captured.

(2) UNDP's contribution through its strategic positioning

The evaluation will assess the strategic positioning of UNDP both from the perspective of the organization's mandate⁵⁴ and the development needs and priorities in the country. This would entail a systematic analysis of the UNDP place and niche within the development and policy space in the country, as well as strategies used by UNDP to maximize its contribution through adopting relevant strategies and approaches. The following criteria will be applied:

- Relevance and responsiveness of the country programme as a whole;
- Exploiting UNDP's comparative strengths; and
- Promoting UN values from a human development perspective.

During the preparatory mission, it was highlighted that results of the evaluation should serve as an input to the current debate about the direction of UNDP operations in Croatia as the country is set to become part of the EU from 2013. Options should be explored as to how UNDP could transition in the most appropriate manner, through a comprehensive assessment of UNDP's position and strategy in the country.

4. EVALUATION APPROACHES

The ADR will be conducted in close collaboration with the UNDP Country Office, RBEC, the Government of Croatia, and other national counterparts.

DATA COLLECTION

The evaluation will use a multiple-method approach that would include desk reviews of reference material, interviews with relevant individuals and groups both at the Headquarters and in the field (e.g. UNDP staff members, government officials representing the ministries and institutions in programme practice areas, bilateral and multilateral donors, civil society organizations, the private sector and beneficiaries). A survey may be used, as appropriate. A specific method for data collection will be developed through a scoping mission, which will be presented in the inception report.⁵⁵ A number of documents will be consulted, including the following:

- Country programming documents;
- Project/programme documents and reports by UNDP and the Government of Croatia;
- UNDP corporate documents (e.g. strategic plan, multi-year funding frameworks, results-oriented annual reports (ROAR), etc.);
- Past evaluation reports available at the outcome and project levels; and
- Any research papers and publications available about the country.

VALIDATION

All evaluation findings should be supported with evidence. A coherent and consistent analysis of the issues under evaluation will be conducted through the use of triangulation.

54 UNDP Strategic Plan, <www.undp.org/content/dam/undp/library/corporate/Executive%20Board/dp07-43Rev1.pdf>

55 See Section 5 on the scoping mission and the inception report.

STAKEHOLDER INVOLVEMENT

At the start of the evaluation, a stakeholder analysis will be conducted to identify all relevant UNDP partners, as well as those who may not work with UNDP but play a key role in the outcomes of the practice areas.

The evaluation will use a participatory approach to the design, implementation and reporting of the ADR. In order to facilitate the evaluation process, as well as to increase the ownership of the evaluation results, a national reference group for the ADR will be established, comprising key national stakeholders, e.g. representatives from the Government, civil society organizations, UN agencies, donors and other development partners, as well as the UNDP Country Office.⁵⁶

5. EVALUATION PROCESS

The ADR process is divided into the following five main phases:

PHASE 1: PREPARATION

- **Initiating the process** – The focal points are designated at the Country Office and the Regional Bureau and the working relationship is established with the Independent Evaluation Office with a clear understanding by all parties on the process and requirements.
- **Preparatory mission** – The task manager responsible for the implementation of the ADR at the Independent Evaluation Office will conduct a weeklong preparatory mission, holding consultations with key national stakeholders. The purposes of the mission include: i) ensure that national stakeholders understand the purpose, methodology and the evaluation process; ii) obtain stakeholder perspectives of key evaluation issues and questions to be examined; and iii) discuss an approach to be followed, the basic

time-frame in conducting the ADR and the parameters for the selection of the ADR evaluation team. A draft terms of reference for the ADR evaluation will be developed upon completion of the mission.

- **Identification and selection of the evaluation team members** – An independent evaluation team, comprising external consultants, is put together for the ADR. The use of national/regional expertise will be explored to the extent possible in close collaboration with the Country Office, the Regional Bureau and the national counterparts (See Section 6 Management Arrangement).
- **Research material** – The Independent Evaluation Office, in consultation with the Country Office and the Regional Bureau, will collect a set of reference documents and information for use by the evaluation team. The team will further identify and collect any other relevant material for its analysis throughout the evaluation.

PHASE 2: INCEPTION

- **Evaluation team briefing** – Once the evaluation team is in place, a team briefing should be conducted at the Headquarters, in the country, or through telephone/videoconferences, in order to ensure that all members are familiar with the process and expected tasks.
- **Desk review** – The evaluation team conducts desk reviews of reference material provided by the Independent Evaluation Office to familiarize themselves with the country programme and the issues to be addressed.
- **Scoping mission** – Prior to data collection, the team leader will visit the country in order to:
 - Improve his/her understanding of the UNDP programme and project

⁵⁶ See Section 6 on Management Arrangements.

portfolios, types of stakeholders involved, as well as the operational environment;

- Assess the availability of data and information;
 - Develop an evaluation plan, detailing data collection and analysis methods, including the selection of potential sites for field visits; and
 - Further identify and collect relevant documents and information.
- **Inception report** – Upon completion of the scoping mission, the team leader will prepare a brief inception report. The report will include: i) an evaluation design matrix which links each of the evaluation criteria and related questions to data sources and data collection methods; ii) selection of projects to be examined in depth; iii) locations for field site visits; iv) a stakeholder analysis of all direct and indirect stakeholders, including government, civil society organizations, UN agencies, beneficiaries, donors and any other development partners; and v) identification of required logistical and administrative arrangements, as well as possible risks and assumptions in the process.

PHASE 3: MAIN EVALUATION PHASE (DATA COLLECTION AND ANALYSIS)

- **Data collection mission** – The evaluation team will visit the country to conduct data-collection activities as defined in the evaluation plan, including interviews with relevant stakeholders, site visits and conduct of focus groups, if any. The data collection may take up to three weeks in the country. Following the planned data-collection activities, the team will remain in the country for up to one week to collectively examine, validate and analyse the data and information collected. The team will prepare a synthesis of

preliminary findings, conclusions and recommendations substantiated by evidence.

- **Exit briefing** – Prior to the team’s departure, an exit briefing will be organized by the evaluation team, participated by the UNDP Country Office and key national stakeholder representatives, to present the team’s preliminary results, obtain feedback and seek clarification from the stakeholders.

PHASE 4: REPORT WRITING

- **Preparation of the first draft** –The evaluation team will prepare a draft evaluation report within three weeks upon completion of the main data collection mission. The team leader will ensure that all inputs from the team members have been included in the report and submit the draft ADR report to the Independent Evaluation Office task manager. The report will be written in accordance with the terms of reference, the inception report and other established guidance documents.⁵⁷
- **Review of the draft report and revisions** – The initial (or ‘zero’) draft will be first reviewed by the task manager and regional coordinator at the Independent Evaluation Office, as well as an external reviewer for quality assurance. The revised report, which has reflected all comments made by the Independent Evaluation Office (‘first’ official draft), will be submitted for factual corrections and feedback by key client groups, including the UNDP Country Office and the Regional Bureau. Following further revisions based on comments made by the Country Office and the Bureau, the draft report is shared with the Government for its review. The team leader, in consultation with the Independent Evaluation Office task manager, will prepare an audit trail to record all comments received and indicate how the comments were taken into account.

⁵⁷ The ‘ADR Method Manual’, ‘ADR Guidelines’, and the ‘Qualitative Data Analysis for Assessment of Development Results’.

- **Stakeholder workshop** – Upon completion of the final draft report, a meeting with key national stakeholders will be organized in the country to present the evaluation results and discuss ways forward. The purpose of the meeting is to ensure national stakeholders’ buy-in to results observed, lessons learned and evaluation recommendations, and to strengthen the national ownership of development process and the accountability of UNDP interventions at the country level.
- The final report will take into account feedback received at the stakeholder workshop. Once finalized, the report will be edited and be sent for printing.

PHASE 5: DISSEMINATION AND FOLLOW-UP

- **Management response** – The ADR report is submitted to UNDP Administrator who will request a management response from the Regional Bureau/Country Office. The management response includes specific actions to be undertaken by the Country Office and/or

the Bureau in order to implement the recommendations of the ADR. The management response should be prepared according to the established guidelines and the template. As a unit exercising oversight, the Regional Bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre (ERC).⁵⁸

- **Communication and dissemination** – The final report and its brief will be widely distributed in both hard copies and electronic version. The report and the management response are normally made available to the UNDP Executive Board at the time of its approval of a new country programme document. The Government will be responsible for the dissemination of the report within its relevant ministries and offices, as well as to other national stakeholders. The ADR report and the management response will be published on the UNDP website.⁵⁹

The overall evaluation process is tentatively scheduled as follows:

Activity	Estimated date
Collection and mapping of documentation by research assistant	Jan-Apr 2012
Preparatory mission by Independent Evaluation Office task manager	30 Jan–3 Feb 2012
Preparation of the ToR by the task manager	Feb-Mar 2012
Identification and selection of evaluation team members	Mar-April 2012
Scoping mission/preparation of the inception report by team leader	May 2012
Main data collection mission and exit briefing with stakeholders	10 Sept-1 Oct 2012
Submission of the team’s initial draft report (‘zero’ draft)	Oct-Nov 2012
Provision of comments by Independent Evaluation Office and external reviewer	Nov 2012
Submission of the revised draft report for review by CO/RB	Nov-Dec 2012
Submission of the revised draft report for review by the Government	Dec 2012-Jan 2013
Stakeholder workshop	TBD
Final editorial check and printing	Mar 2013
Issuance of the ADR report	By the June 2013 Executive Board

58 <erc.undp.org/>

59 <www.undp.org/eo/>

6. MANAGEMENT ARRANGEMENTS

UNDP INDEPENDENT EVALUATION OFFICE

The Independent Evaluation Office task manager will oversee the evaluation process and ensure coordination and liaison with the Country Office, the Regional Bureau, and other concerned units at Headquarters and in the country. The evaluation will be supported by a research assistant, who will be recruited by the Independent Evaluation Office to facilitate the initial collection of reference material, as well as by a programme assistant who will provide logistical and administrative support. The Independent Evaluation Office task manager will participate in the missions, as appropriate, and provide guidance to the team throughout the evaluation for quality assurance.

The Independent Evaluation Office will meet all costs directly related to the conduct of the ADR, including the costs related to participation of the team leader and team specialists, conduct of a preliminary research, a stakeholder workshop, and the issuance of the final ADR report.

THE EVALUATION TEAM

The evaluation will be conducted by the UNDP Independent Evaluation Office, supported by an independent evaluation team consisting of the following:

- **Team leader** – An external consultant, preferably either national or regional, with the overall responsibility for providing guidance and leadership to the team during the evaluation and for coordinating the preparation of the draft/final reports. The team leader must have demonstrated capacity in strategic thinking and policy advice, ability to lead a complex evaluation, excellent drafting and communication skills, as well as substantive knowledge of development issues in the country/region under evaluation. He/

she should also be familiar with at least one UNDP programme practice area.

- **Team specialists** – A group of thematic experts, preferably either national or regional, who will support the team leader during the evaluation and provide expertise in the analysis of their respective subject area(s). The team specialists will undertake data collection activities and analysis in the country and participate in the drafting of the evaluation report. They should have substantive work experience and knowledge of the subject area(s) they are selected for, as well as familiarity with human development issues in the country/region under evaluation.

All members of the team are expected to be familiar with the EU accession process, as well as general concepts, approaches and methodology in evaluation. The evaluation team will be guided by the norms and standards for evaluation established by the United Nations Evaluation Group (UNEG) and will adhere to its ethical code of conduct as evaluators.⁶⁰

UNDP COUNTRY OFFICE IN CROATIA

The Country Office is expected to provide support to the evaluation by: i) liaising with the national Government and other stakeholders in the country; ii) assisting the evaluation team with the identification and collection of necessary reference material relevant to the country and the UNDP programme; iii) providing any logistical and administrative support required by the evaluation team during data collection; iv) reviewing the draft ADR report and providing any factual corrections required and feedback; and v) facilitating the organization of a stakeholder workshop at the end of the evaluation. All costs pertaining to the conduct of the evaluation will be covered by the Independent Evaluation Office.

⁶⁰ See 'Norms for Evaluation in the UN System' and 'Standards for Evaluation in the UN System', United Nations Evaluation Group (UNEG), April 2005, as well as the 'UNEG Code of Conduct in Evaluations in the UN System', March 2008.

NATIONAL REFERENCE GROUP

An evaluation reference group will be established in the country to enhance greater participation of national stakeholders in the ADR process and strengthen their ownership of the evaluation process and results. The reference group's key tasks include: i) participating in the preparatory phase of the ADR by meeting with the task manager and team leader and by reviewing preparatory documents (e.g. the terms of reference and the inception report); ii) providing comments and feedback to a draft ADR report, including any factual corrections required; and iii) participating in the final stakeholder workshop, if organized. The composition of the reference group will be discussed with the UNDP Country Office prior to the launch of the evaluation.

7. EXPECTED OUTPUTS

The expected outputs from the evaluation team include:

- An inception report by the team leader (maximum 15 pages)
- The draft/final evaluation report, 'Assessment of Development Results for Croatia' (approximately 50 pages plus annexes);
- An evaluation brief (two pages); and
- Presentations at the feedback and stakeholder meetings.

The final report of the ADR will follow the standard structure outlined in the 'ADR Method Manual'. All reports will be prepared in English.