

**Terms of Reference for Evaluation of the
Afghanistan Sub-National Governance Programme (ASGP II)**

1. Background

Developing sound and functional sub-national governance systems is a vital item on the Afghanistan development agenda. The first phase of the Afghanistan Sub-national Governance Programme (ASGP) was launched in October 2006 with the primary objective of working with the Afghanistan government to build institutional structures and capacities required for effective service delivery at the sub-national level. Based upon the lessons learnt from the implementation of the first phase of the programme i.e. ASGP-I, its successor, the second phase of the programme i.e. ASGP-II was launched in 2010. ASGP is a multi – donor assisted project implemented by UNDP in cooperation with its government partners, the Independent Directorate of Local Governance (IDLG), the Provincial Governor's Offices (PGOs), Provincial Councils (PCs) and Municipalities.

The current ASGP Phase – II (2010-2014) is demand – driven at the provincial level designed to support achievement of the goals and targets set out in the Afghanistan National Development Strategy (ANDS), particularly its Governance, Rule of Law and Human Rights Pillar. In its second phase, ASGP through its provincial approach has significantly scaled up existing programmes in policy development and implementation; national capacity building of IDLG; assistance to provincial, district and municipal administrations and respective councils to work in partnership to coordinate, lead and manage government services and development assistance; support to local coordination mechanisms at the provincial and district level, including provincial and district administrative assemblies, provincial development councils, district development assemblies and others to improve cooperation and aid efficiency for subnational socio-economic development; and municipal restructuring and revenue improvement.

ASGP outputs:

Output 1: National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place

Output 2: PGOs/DGOs have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS

Output 3: Municipalities have improved institutional and organizational framework and capacity to collect increasing revenues and deliver basic public services by 2014.

The project was intended to contribute to outcome 3 of the UNDP Country Programme Action Plan 2010-2013 "The state has improved ability to deliver services to foster human development and elected bodies have greater oversight capacity."

At the National level, support was provided to strengthen the capacity of the IDLG to own, plan and manage (i.e. to take the lead) in implementing the sub-national governance policy and to put in place



sub-national governance and development policies and laws. This included support for sound policy analysis and development. IDLG was also supported to develop the human resource directorate, in training sub-national government and governance authorities and their staff.

Provincial level support was provided in capacity development of Provincial Governor Offices, Provincial Councils and District Governor Offices based on "provincial approach to implementation" through seven (7) Regional Offices (Kabul, Jalalabad, Mazar-e-Sharif, Herat, Kunduz, Kandahar and Bamyan). These Regional offices are equipped with the staff to support the Provincial Governors and Provincial Councils to analyse, plan and implement their own capacity development plans, including through recruitment of their own staff and also to use their capacities to enhance participatory governance and development processes, including by providing them access to budget and financial resources. Support was also provided through competitive selection of the specialized staff imbedded in the PGO/PC/Municipality (lead and implemented by IDLG).

At the Municipal Level, support was provided as part of the provincial approach but more specifically adapted for municipalities in order that municipalities are able to analyse, plan and manage their own capacity development as well as implement governance and development processes. There are total 20 municipalities that have been supported with the financial resources as well as with the specialized skilled staff. The ASGP has a total planned budget of US\$139 million the majority of which has been mobilized and despite being in the fourth year of implementation there has still not been a programmatic evaluation although there was an Independent Management Review (IMR) in 2011. During this time the project has evolved from a largely international run intervention focusing on specific geographical areas to a nationally led country wide intervention. In addition to the above the context in Afghanistan has also evolved and the current development agenda as part of the UNDP Sub-National Development Strategy is very much focused upon transition, 2014 and the subsequent transformation process that is envisaged. Given the evolving environment both internally and externally plus that fact ASGP II is nearing its end date in December 2014 the leadership of the project have decided to conduct a programmatic evaluation that will serve as an information platform of the planning and design of follow on interventions to ASGP III.

2. Purpose

The specific purpose of this assignment is twofold:

1. The first purpose is the evaluation of ASGP to assess if programme activities have been carried out and to see if programme outputs and objectives have been met. The standard UNDP evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability needs to be applied for the evaluation along with a special emphasis on Gender within each evaluation criteria.
2. Secondly, the evaluation will be providing recommendations and lessons learned to provide inputs for the design of a future SNG interventions once ASGP comes to an end in December 2014. In this regard an important reference document will be the UNDP Sub National Governance & Development (SNGD) strategy. Furthermore other cluster strategies that have



been developed by the UNDP CO will be important reference documents, in particular those related to Gender and Capacity Development, and regionalization. Government of Islamic Republic of Afghanistan (GoIRA) subnational governance policies and manuals are also very important reference documents, some of the key ones being: the National Priority Programme for Local Governance (NPPLG), developed by ASGP's Government partner the Independent Directorate of Local Governance (IDLG), and the GoIRA's Subnational Governance Policy (SNGP). Other useful reference documents include UNDP/ASGP and IDLG joint policies, including the UNDP-IDLG agreement on provincial reforms, the UNDP/ASGP-IDLG Standard Operating Procedure for Provincial Letters of Agreement (LoA), and the ASGP-IDLG Personnel Manual.

3. Scope and objectives of the Evaluation

The evaluation will cover ASGP II activities carried out during the last 4 years (2010-2013) across Afghanistan. The main objectives of the evaluation are to assess ASGP programme and the results achieved so far towards meeting the overall programme objective. The evaluation will generate lessons learned; and best practices and will develop recommendations for future subnational governance interventions

To this end, the evaluation will assess programme results, the use of resources, approaches, strategies and partnership strategy. The evaluation is expected to examine the programme design, implementation, monitoring system and results achieved and the contributing factors and constraints.

The evaluation criteria, to be considered by the evaluation team, include relevance, efficiency, effectiveness, sustainability and impact within the framework of the following guiding questions as outlined below.

4 Evaluation Questions

Relevance:

- Has UNDP been able to design the project relevant to UNDP's role as a development actor, and to the function and mandate of IDLG/PGO/PC/Municipalities as responsible parties of the ASGP and the situation in Afghanistan? The latter should take into account the time at which the original design took place as well as the current context. This task will be performed based on the original results framework and project document, and/or any subsequent amendments that were made to these documents.
- Has project's approach responded to the needs and demands of the beneficiaries/ benefiting institutions?
- Were the approaches, employed by ASGP relevant to achieve intended ASGP objectives and to contribute to the CPAP outcome?
- Were the tools / instruments / inputs applied by the project including the technical input relevant to Afghanistan context and the benefiting institutions?

Effectiveness:



- Have the ASGP programme's expected results (outputs) been achieved and what was the supporting or impeding factors?
- Have interventions been implemented with appropriate and effective partnership strategies? What has been the nature and added value of these partnerships? And were these reflected in the division of responsibilities between the implementing partner and responsible partners?
- Were UNDP's comparative advantages interpreted well to contribute to ASGP objectives?
- What monitoring and evaluation procedures were applied by UNDP and partners to ensure greater accountability? And were they effective?
- Have associated risks at the national and local level been anticipated and addressed?

Efficiency:

- Have the resources (funds, human resources, time, etc.) of ASGP been efficiently used to achieve the relevant outputs?
- Have the interventions been implemented within intended deadlines and cost estimates?

Sustainability and Impact:

- To what extent was sustainability considerations taken into account in the design and implementation of ASGP interventions?
- Were exit strategies appropriately defined and/ or implemented? , and what steps have been taken to ensure sustainability of results?
- Are project results likely to be sustainable beyond the project's lifetime?
- Did or can the capacity development and the knowledge gained be usefully applied and used to further improve the delivery of public services at the subnational level? Is there clear evidencing of that?
- Based on the findings (relevance, efficiency, effectiveness, sustainability and impact) as well as taking into account new initiatives, recommend the extension modality of the project.
- To highlight the key lessons learned coming out of the programme and highlight both the positive ones as well as areas where design, implementation and oversight could have been better.

The consultants will be expected to report/ make recommendations on the following issues:

- Results of ASGP in terms of the above questions i.e. Relevance, Effectiveness, Efficiency and sustainability.
- An analysis of the lessons learnt.
- Recommendations on the design and implementation modality of the next phase of future SNG programmes.

5. Methodology

Given the time constraints and large amount of work as well as geographical area that need to be covered the evaluation will be based upon review of documentation and discussion with key

stakeholders and staff. All programme documentation will be made available including project documentation associated with the previous phase of ASGP. This will be complemented with field visits to some select projects sites (Evaluators will have to travel to a number of provinces and some selected districts). It is proposed that the following should make up a basis for the activities of the evaluation team. However the final work plan will be developed by the consultants themselves in the course of the first week as part of the inception report.

- Interviews with the key interlocutors in IDLG/PGO/PC/Municipalities and the Minister/Deputy Minister as well as other advisors and key individuals who have been involved with ASGP
- Interviews with key individuals at the UNDP Country Office including the Senior Deputy Country Director (Programme), the head of the Sub National Governance Unit, the Programme Officer, representatives from the Strategic Management Support Unit, representatives from the Compliance and Oversight Unit and representatives from the Cross Practice Unit .
- Interviews with key staff of the Project in the Programme Management including the CTA, Regional Project Managers, component managers/Unit Heads.
- Interviews with project donors
- Review project records to establish outputs and financial accountability.
- Meetings and interviews with the project beneficiaries. In addition documented feedback from the direct beneficiaries will be provided where it exists.
- For each output a review of the results achieved against the targets set as reflected in the Results Framework. (This specific tasks will require further explanation in the work plan and will be based on review of the documents and evidence available, interviews with staff and stakeholders and some specific site visits)

All documents, materials, questionnaires, surveys or intermediate reports that might be established for the purpose of the mission should be submitted to UNDP.

6. Deliverables

The deliverables of the mission are comprised of:

- An inception report no later than seven days after the commencement of the mission. The inception report should outline the evaluation team's understanding of what is being evaluated and why, evaluation methodology including evaluation matrix outlining which data collection methodologies will be used to address each of the evaluation questions, a proposed schedule of tasks. This inception report will also provide the evaluation team with an opportunity to comment upon the ToR should it be deemed necessary.
- Presentation of preliminary findings including recommendations on the design of any future interventions;
- A draft report covering the issues outlined in the terms of reference including evaluation findings and conclusions, lessons and recommendations for review of all stakeholders;
- A final evaluation report(UNDP Evaluation Report Template to be used), incorporates the inputs resulting from the review of the draft report (i.e. incorporate corrections of factual errors



and incomplete information contained in the draft report) to be approved by the UNDP Country Office;

7. Time Frame for the Evaluation Process

The evaluation is scheduled to start in December 2013 and to be completed by January 2014. A tentative time table is outlined below:

Item	Schedule / Days
Initial review of documents	5 days
Inception Report produced	2 days
Consultations with UNDP and key stakeholders in Kabul	5 days
Comprehensive desk review and through consultations including Field visits to selected project sites in the localities and beneficiary communities	10 days
Analysis of the information collected and preparation of a draft report	5 days
Debriefing to the project stakeholders (presenting the draft report)	Between Day 25 and Day 27 of the assignment
Draft shared for comment	By day same as debriefing.
Incorporating the comments and submission of final report	Day 30 of the assignment
Total work days	40 working days

8. Evaluation Team Composition and Required Competencies

It is envisaged there will be three members in the evaluation team that will be as follows: team leader with a strong background in managing evaluations, a local development/governance specialist and national governance specialist.

In addition staff from the project will assist the team in all issues such as arranging logistics and translation where necessary.

The specific requirements of each position are provided below

Team Leader /International Consultant (40 working days)

Education:



- Masters of Science in relevant disciplines (e.g. Urban or Regional Development, Economics, or Public Administration).

Experience:

- At least 15 years of international working experience in the field of Governance at national and sub-national level, preferably in conflict or post-conflict settings
- At least seven years of experience in programme evaluation and proven accomplishments in undertaking evaluation for international organizations, preferably including UNDP
- Experience in conducting at least four evaluations in related fields and with international organizations, at least two of which were as the team leader
- Deep knowledge of the political, cultural, and economic contexts of Afghanistan including prior working experience in the country
- Good analytical and strategic thinking skills
- Excellent inter-personal, communication, and teamwork skills
- Excellent written and spoken English and presentational capacities
- Extensive knowledge of qualitative and quantitative evaluation methods
- Ability to meet tight deadlines

Languages:

- Fluency in English language is required. Knowledge of local language i.e. Pashto and Dari is preferable but not required.

Local Development/Governance Specialist (30 working days)

Education:

- Advanced university degree relevant disciplines (e.g., Urban or Regional Development, Economics, or Public Administration)

Experience:

- At least 7 years of experience in working in the sub national governance/local development sphere in Afghanistan
- Deep knowledge of the political, cultural, and economic contexts of Afghanistan including prior working experience in the country
- Good knowledge and awareness of gender issues and how they impact upon men and women's roles in governance and community development
- Proven knowledge of evaluation methods
- Good analytical and English report writing skills
- Excellent inter-personal, communication, and teamwork skills
- Ability to meet tight deadlines

Languages:

- Fluency in English language is required. Knowledge of local language i.e. Pashto and Dari is preferable but not required.

National Governance Specialist (30 working days)

Education:

- Master's degree in political science, public policy, development studies, economics, sociology or a related social science

Experience:

- Minimum 5 years of research experience in, project evaluations, strategic planning, preferably in the areas of democratic governance;
- Sound knowledge of democracy and good governance;
- Prior evaluation experience would be an asset.

Language Requirements:

- Proficient in writing and communicating in English, in Dari and Pashtu. Ability to interpret to the international counterpart and also to translate necessary written documents to English

Applications

Individuals are encouraged to apply for one of the posts and should include the following information as part of their application

1. Clearly identify which of the posts they are applying for
2. An updated copy of their CV including references
3. A lump sum fee for the piece of work this should include
 - The daily fee
 - Travel costs to and from Afghanistan

Note: - While in Afghanistan DSA will be paid at standard UNDP rates and this will be more than enough to cover the cost of accommodation. In addition UNDP will take responsibility for the organization and cost of all travel within Afghanistan associated with the mission.

Companies who wish to apply with a team of individuals for the two posts are more than welcome however they should note that UNDP will retain the right to select the most competitive team. Thus they should structure their application in such a manner as to ready that just two or even one of the consultants is selected. In short the financial offer should be broken down per consultant.

