**TERMS OF REFERENCE**

Consultant on Outcome evaluation CPAP 2011 – 2015 for Democratic Governance Outcomes**:**

* **Outcome 3**: Effective mechanisms for dialogue, representation and participation in democratic decision making established and strengthened
* **Outcome 4**: By 2015, sub-national administration have capacity to take over increased functions
1. **Position Information**

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| Post Title: | Consultant - Outcome Evaluation of Democratic Governance components Outcome 3 & Outcome 4 of CPAP 2011 - 2015 |
| Practice Area: | Democratic Governance |
| Duration of the Assignment: | August-September 2014 (30 working days) |
| Duty Station: | Phnom Penh and Provinces, Cambodia |
| Expected Places of Travel | Phnom Penh and selected provinces, Cambodia |
| Supervisor: | Deputy Country Director (programme) , Assistant Country Director (governance) |

##### **2. Background and context**

In 2004 the Government adopted the Rectangular Strategy (RS) for growth, employment, equity and efficiency. The strategy aimed at improving and building capacity of public institutions, strengthening good governance, and modernizing national economic infrastructure. In support of RS, the UN country team identified, in its United Nations Development Assistance Framework (UNDAF 2011-2015), areas of cooperation where UN can collectively make a difference, namely: economic growth and sustainable development; health and education; gender equality; governance and social protection.

UNDP’s current Country Programme (2011-2015) was designed to respond to the priorities identified in Cambodia’s NSDP, with a special focus on helping accelerate progress towards the Cambodia Millennium Development Goals (CMDGs) by 2015. The Country Programme Action Plan (CPAP) is implemented through four programme components – poverty reduction, environment and climate change, democratic governance and gender equity.

Within the democratic governance, UNDP’s support is/was primarily concentrated in the following key areas: Strengthen Democratic & Decentralization Local Governance (DDLG), Partnership for Development Results (PfDR), Strengthening Democracy Programme (SDP) and Associations of Councils Enhanced Services Programme (ACES) which is under the outcomes 3 and 4 of the CPAP 2011 - 2015. In late 2013 UN joint programme Disability Rights Initiative Cambodia (DRIC) was launched. In addition, programmes in other practice areas (poverty reduction, environment and CC) contained elemenet of governance work which contributed to the above outcomes.

The growing demand for development effectiveness is largely based on the realization that producing good deliverables is simply not enough. Efficient or well-managed development projects and outputs will lose their relevance if they yield no discernible improvements in development conditions and ultimately in people’s lives.

UNDP has shifted from traditional project monitoring and evaluation (M&E) to results-oriented M&E, especially outcome monitoring and evaluation that cover a set of related projects, programmes and strategies intended to bring about a certain outcome. An outcome evaluation assesses how and why an outcome is or is not being achieved in a given country context, and the role that UNDP has played. Outcome evaluations also help to clarify underlying factors affecting the situation, highlight unintended consequences (positive and negative), recommend actions to improve performance in future programming, and generate lessons learned.

In addition to this, UNDP Cambodia had released the mid-term review (MTR) of the UNDP country program in March 2014 and mentioned the methodology of measuring the effectiveness of the programme outcome. The theory of change (TOC) approach was recommended to be used to understand the link between programme design and implementation and the level of achievement of the outcome. The TOC approach also provides a sound basis for recommendations on future support to governance.

##### **3. Evaluation purpose**

Following the recommendations from the MTR report, UNDP will undertake outcome evaluations in the area of Democratic Governance, particularly:

* **CPAP** **Outcome 3**: Effective mechanisms for dialogue, representation and participation in democratic decision making established and strengthened
* **CPAP Outcome 4**: By 2015, sub-national administration have capacity to take over increased functions
* **Other CPAP components:** The evaluation should also examine to what extent UNDP has contributed also to democratic governance through other outcomes and apply the evaluation criteria to these additional interventions as well, if any.

The evaluation will access to what extent the above CPAP outcomes contributed to **UNDAF Outcome 4**: By 2015, national and sub national institutions are more accountable and responsive to the needs and rights of all people living in Cambodia and increased participation in democratic decision making.

The objective of this forward-looking outcome evaluation is to review the progress thus far in light of the evolving country context and recommend possible interventions in preparation for development of the next UNDAF, the Country Programme document (CPD) and CPAP for 2016-2018.

Given the need to prioritize, refocus and sharpen UNDP’s role in Cambodia, and considering the achieved progress in the past three years, the evaluation should provide a basis for examining UNDP assistance in the area of democratic governance, its partnership strategies and better alignment to the wider UN programmatic framework, and key RGC policy documents (RS 3 and NDSP 2014-2018 etc.) in light of the emerging country context and needs. A final decision on repositioning in this area of work should be based on the results of the outcome evaluation.

Based on the self-assessment of progress in 2011-13 towards CPAP outcomes and expected results for 2014-15, the outcome evaluation has to contribute to the expected results as shown in the section 7 below.

##### **4. Evaluation scope and objectives**

Outcome evaluation follows UNDP guidelines for an assessment whether and to what extent UNDP’s programmes/projects are contributing to the achievement of the intended outcomes and to identify factors, which helps or hampers the achievement of evaluated outcomes.

Specifically, the Outcome Evaluation aims to accomplish the following:

1. Determine the mechanisms by which outputs of programmes/projects lead to the achievement of the specified CPAP and UNDAF outcomes;
2. Determine if and which programme processes e.g. strategic partnerships and linkages, are critical in producing the intended outcomes;
3. Identify factors, which facilitate or hinder the progress in achieving the outcomes, both in terms of the external environment and those internal to the portfolio project(s) including: weaknesses in design, management, human resource skills, institutional capacity and resources.
4. Document lessons learned in the development and implementation stages.
5. Recommend mid-stream changes, if necessary, in the implementation of the programmes and projects.
6. Provide basis for development of the new UNDAF and CPAP for 2016-2018.

The outcome evaluation is expected to review and analyze the achievements through the evaluations of the UNDP-supported projects –Strengthen Democratic & Decentralization Local Governance (DDLG), Partnership for Development Results (PfDR), Strengthening Democracy Programme (SDP) and Associations of Councils Enhanced Services Programme (ACES), and the UN joint programme on Disability Rights Initiative Cambodia (DRIC) that was launched recently. Achievements from other UNDP CO interventions contributing to the above outcomes (if any should also be included)

##### **5. Evaluation questions**

**Outcome Analysis**

* What is the current situation and possible trend in the near future with regard to outcomes?
* Whether sufficient progress has been achieved vis-à-vis the outcome against outcome indicators?
* What are the main factors both positive and negative that effect the achievement of the outcomes?
* Whether the outcome indicators chosen are sufficient to measure the outcomes?
* Whether the outcomes are guided by UNDP broad policy objectives on gender equity?
* Examine the impacts (intended/unintended) for women and men?
* Examine the factors that influenced the differences in participation, benefits and results between women and men.
* To what extent synergies in programming such as partnership are included among various UNDP programmes related to the CPAP outcomes.
* To what extent the CPAP outcomes contribute to UNDAF Governance outcomes
* To what extent synergies in programming with other UN agencies are contributing to the UNDAF outcomes.

**Output Analysis**

* Are the outputs still relevant to the outcome?
* Has sufficient progress been made in relation to the UNDP outputs?
* What the factors (positive and negative) that affect the accomplishment of the outputs?

**Output-Outcome Link**

* Whether the outputs can be credibly linked to the achievement of the outcomes.
* With the current interventions in partnership with other development partners and stakeholders, will UNDP be able to achieve the outcomes within the set timeframe and inputs or whether additional resources are required and new or changed interventions are needed?
* Whether UNDP’s partnership strategy has been appropriate and affective.
* Has UNDP been able to bring together various partners to address the outcomes in holistic manner?
* What is the prospect of the sustainability of gained capacity and gender dimensions of UNDP intervention related to the outcome?

**6. Methodology**

An overall guidance on outcome evaluation methodology can be found in the UNDP – Handbook on Monitoring and Evaluating for Results and the UNDP Guidelines for Outcome Evaluators. The evaluation team should come up with a suitable methodology for this outcome evaluation based on the guidance given in these two documents.

During the outcome evaluation, the evaluation team is expected to apply the theory of change with the following approaches for data collection and analysis:

* Desk review of relevant documents (NSDPs, UNDAF, CPAP documents, project documents with amendments made, review/evaluation reports -midterm/final/TPR, donor-specific, etc.);
* Discussions with the relevant UNDP management team, programme and project staff;
* Regular consultations with Evaluation Focal Team;
* Interviews with and participation of partners and stakeholders especially with women groups and people with disability;
* Field visits to selected project sites;
* Consultation meetings.

##### **7. Evaluation products (deliverables)**

The key products expected from this outcome evaluation will include:

1. Evaluation Work Plan outlining tasks and responsibility of the evaluation team members;
2. Initial presentation of evaluation work plan and methodology;
3. Presentation of initial findings
4. Draft report by incorporating comments/suggestions from initial finding presentation
5. Evaluation Final Report

The final report is expected to cover the findings with recommendations, lessons learned, and rating on performance. The template of UNDP evaluation report with no more than 40 pages will be used and included the following contents:

* Title and open page
* Table of contents
* Executive summary
* Introduction
* Description of the evaluation methodology and intervention;
* An analysis of the situation with regard to the outcome, outputs and the partnership strategy;
* Analysis of opportunities to provide guidance for the future programming;
* Key findings including best practices and lessons learned;
* Conclusion and recommendations for UNDP interventions in future country programme.
* Annexes: ToR, evaluation methodology, field visits, people interviewed, documents reviewed, summary of findings, code of conduct signed by the evaluators etc.

##### **8. Evaluation team composition and required competencies**

The evaluation team will comprise of three members: one international consultant as a team leader) and two national consultants. The Team Leader should have an advanced university degree and over ten years of work experience in the field of democratic governance, and sound knowledge about theory of change approach (results-based management).

The team leader will take the overall responsibility for the quality and timely submission of the evaluation report to the UNDP Country Office.

Specifically, the team leader will perform the following tasks:

* Lead and manage the evaluation mission;
* Design the detailed evaluation scope and gender sensitive methodology (including the methods for data collection and analysis);
* Decide the division of tasks and responsibilities within the evaluation team;
* Conduct an analysis of the outputs, outcomes, and partnership strategy (as per the scope of the evaluation described above);
* Make presentation of evaluation findings;
* Draft related parts of the evaluation report; and
* Finalize the whole evaluation report.

The national consultants must have expertise on democratic governance and program development including monitoring and evaluation; and should have post university degree and at least over five years work experience in the area of expertise. S/he should have sound knowledge and understanding of democratic governance issues of Cambodia. S/he will perform the following tasks:

* Review documents;
* Participate in the design of the evaluation methodology;
* Assist in translation;
* Liaise with UNDP staff to organize field missions and meetings with
* stakeholders;
* Conduct an analysis of the outcome, outputs and partnership strategy (as per
* the scope of the evaluation described above);
* Draft related parts of the evaluation report; and,
* Assist Team leader in finalizing document through incorporating suggestions received on draft and final report.

##### **9. Evaluation ethics**

The consultants should follow to the UNEG ‘ Ethical Guidelines for Evaluation’ and should describe critical issues and address in the design and implementation of the evaluation, including evaluation ethics and procedures to safeguard the rights and confidentiality of information providers, for example: measures to ensure compliance with legal codes governing areas such as provisions to collect and report data, particularly permissions needed to interview or obtain information about children and young people; provisions to store and maintain security of collected information; and protocols to ensure anonymity and confidentiality.

##### **10. Implementation arrangements**

To facilitate the outcome evaluation process, the UNDP country office (CO) will support the evaluation team in liaison with key partners and other stakeholders, make available to the team all necessary information and facilitate in conducting field visits, organizing dialogue and stakeholder briefing and debriefing meetings. The CO focal persons for this evaluation will comprise of the team leader of Democratic Governance Cluster and the Programme Analysts in charge of the evaluated outcome portfolio; and Programme Officer, M&E (MSU).

During the evaluation, the CO will help identify the key partners for interviews by the evaluation team. However, the evaluation will be fully independent and the evaluation team will work freely with their own personal equipment, and retain enough flexibility to determine the best approach to collecting and analyzing data for the outcome evaluation, and making recommendations to the future programme focused.

**11 Duty Station and Duration of Work**

The Evaluation Team will carry out the outcome evaluation exercise in Phnom Penh, UNDP Country Office, , with possibility of travel to project site.

The timeframe is for 30 working days spreading over a period August – September 2014. A more detail work-plan of the assignment will be further elaborated with UNDP focal team once the evaluator team is being selected and on board.

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| **Activity Timeframe and responsible party** | **Estimated Duration of Work** | **Target Due Date** | **Review and Approved Team** |
| Evaluation design and work plan | 2 day, by the evaluation team | 5 August | Team leader – democratic governance and programme analyst |
| Desk review of existing documents | 5 days, by the evaluators | 15 August | Team leader – democratic governance and programme analyst |
| Field visits, interviews with partners, and key stakeholders | 12 days, by the evaluation team | September 10 | Team leader – democratic governance and programme analyst |
| Debriefing with UNDP Senior Management Governance Programme and Partners | 1 day, UNDP and the evaluation team | September 11 | Team leader – democratic governance and programme analyst |
| Drafting of the evaluation report | 7 days, by the evaluation team | September 20 | Team leader – democratic governance and programme analyst |
| Finalization of the evaluation report(incorporating comments received on firstdraft) | 5 days by the evaluation team | End of September | Team leader – democratic governance and programme analyst |

**12. Minimum Qualifications of the National Consultant**

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| **Education:**  | A minimum of a Master’s or equivalent degree in development study, public administration and policies, socio-economic or a related field.  |
| **Experience:**  | * At least 10 years of relevant experience, including 5 years of experience in conducting monitoring and programme review or evaluation of development projects in the field of democratic governance.
* Good experience in data collection, analysis and evaluation report writing
* Good experience in project and programme management, as well as capacity development
* Demonstrated knowledge of democratic governance and related monitoring and evaluation tools.
* Prior experience working with government, NGOs or intergovernmental agencies
* Prior experience in Cambodia or South-East Asia will be an asset
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| **Competencies:** | * Strong technical background and proven competency in democratic governance issues of Cambodia.
* Excellent evaluation skills, including capacity to produce high quality and constructive reports
* Experience leading multi-disciplinary, multi-national teams.
* Ability to work under pressure, effectively lead research team and meet tight deadlines without compromising quality of work.
* Excellent English report writing skills
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| **Language Requirement:** | Fluency in English |
| **Other Requirements (if any):** |  |

##### **Criteria for Evaluation of Level of Technical Compliance of Individual Contractor**

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| **Technical Evaluation Criteria** | **Obtainable Score** |
| At least 10 years of relevant experience, including 5 years of experience in conducting monitoring and programme review or evaluation of development projects in the field of democratic governance. | 30 |
| Demonstrated knowledge of democratic governance and related monitoring and evaluation tools. | 30 |
| Experience in data collection, analysis and evaluation report writing | 20 |
| Relevant country or regional experience | 20 |
| **Total Obtainable Score:** | **100** |

##### **14. Payment Milestones**

The consultant will be paid on a lump sum basis under the following installments.

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| **N** | **Outputs/Deliveries** | **Payment Schedule** | **Payment Amount**  |
| 1 | Upon satisfactory completion of Evaluation design and work plan | August 5, 2014 | 30% |
| 2 | Upon satisfactory completion of first draft of evaluation report | September 20, 2014 | 40% |
| 3 | Upon satisfactory completion of final report (incorporating comments received from multiple rounds feedback) | End of September | 30% |

##### **12. ToR annexes**

* United Nation Development Assistance Framework (UNDAF) 2011 – 2015, Cambodia
* Country Programme Document (CPD) 2011 – 2015, UNDP Cambodia
* Country Programme Action Plan (CPAP) 2011 – 2015, UNDP Cambodia
* Results Oriented Annual Reports (ROARs) 2011, 2013 and 2013
* UNDP Strategic Plans 2008 – 2013, and 2014-2017
* CPAP MTR report 2014
* Common Country Analysis (CCA), May 2014
* UNDAF Document 2011-2015
* UNDAF Outcome Statements for 2016-2018
* Project documents, project progress reports, project MTR & evaluation reports, project monitoring reports, factsheets
* Suggested Stakeholder List
* Other documents and materials related to Outcome Evaluation (Government and Donors)
* UNDP Handbook on Planning, Monitoring and Evaluation for Development Results
* UNDP Outcome Guideline for Evaluators.

**This TOR is approved by:**

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| **Signature****Name and Designation** |  |
| **Date of Signing** |  |