



Empowered lives.  
Resilient nations.

## ANNEX 1

### TERMS OF REFERENCE

#### FOR CPAP OUTCOME 3 EVALUATION, UNDP TAJIKISTAN

#### INTRODUCTION

The UNDP Country Programme Document (CPD) for the period of 2010-2015 aimed to achieve the objectives set out in the National Development Strategy of the Republic of Tajikistan for the period up to 2015 (NDS), in accordance with the UN [Millennium Development Goals](#). Building on its comparative advantages, programme strengths and lessons learned from previous interventions, CPD (2010-2015) focused its interventions on:

- Poverty Reduction and Achievement of MDGs,
- Reducing burden of HIV/AIDS, Malaria and Tuberculosis,
- Good Governance,
- Crisis Prevention and Recovery, and
- Environment and Sustainable Development.

CPD (2010-2015) gave particular attention to the scaling up of proven successful initiatives, utilizing best practices and lessons learned to inform policy reform, and promoting gender equality as a cross-cutting issue.

According to the CPD (2010-2015), Good Governance area in the country is described as: *“The capacity to develop and implement sound public policy based on good governance principles and respect for human rights is considerably limited, both at the national and sub-national levels. Despite improvements, vertical (between various levels of government) and horizontal (between line ministries) division of responsibilities remain unclear, leading to uncoordinated development initiatives, poor public finance management, and weak delivery of core public services. Planning and decision-making of public policy and financing continues to be highly centralized. Since the Government of Tajikistan adopted a Public Administration Reform Strategy in 2006, reform implementation has been slow.”*

In response to the above situation, the CPD (2010-2015) aimed to promote the principles of good governance, including respect for human rights, the rule of law, and accountable public institutions at the national and sub-national levels and by partnering directly with key national government institutions and line ministries as well as sub-national authorities. UNDP will also promote and enhance the role of civil society, with a particular focus on women, and their participation in decision-making and advocacy through various capacity building initiatives.

## Country background and context<sup>1</sup>

Tajikistan is a landlocked and mountainous country in Central Asia, with a population of 8.3 million<sup>2</sup> and a GNI per capita of US\$990 in 2013<sup>3</sup>. Tajikistan is the only Low Income Country<sup>4</sup> in the Europe and CIS Region. The country borders on Afghanistan in the South, China in the East, Kyrgyzstan in the North, and Uzbekistan in the West. Barely 7 percent of the country's land is arable. Tajikistan possesses vast water resources stored in glaciers, lakes and underground sources. Recovery from the devastating social and economic consequences of civil war and the start of reforms led to steady though unequal growth over the past decade averaging 8 percent annually<sup>5</sup>. Poverty declined from 81% in 1999 to approximately 32% in 2014<sup>6</sup> reaching the MDG-1 target; enrolment and completion of primary education is near universal with good gender parity; maternal mortality rate has halved between 2000-2013. Tajikistan is now among the top 10 economies that improved the most in 2013-2014 making it easier to do business<sup>7</sup>. Despite these impressive results, Tajikistan continues to face a number of key challenges:

Tajikistan is particularly vulnerable to external shocks and regional economic crisis, being dependent on remittances more than any other country in the world with remittances representing 42% of GDP in 2014<sup>8</sup>. Tajikistan's Migration Service reported that in 2014, 834,000 Tajiks left Tajikistan, of whom 106,400 women, in search of employment mostly in the Russian Federation. However, the most recent data indicate declining trend in remittance inflow<sup>9</sup> and a potential wave of returning migrants<sup>10</sup> triggered by the current economic crises in Russia and other countries in the region. As a result, poverty, unemployment and vulnerability are expected to rise. In addition, Tajikistan is susceptible to a diverse range of challenges posed by its unique landlocked geography and potential instability in Afghanistan.

Although Tajikistan's HDI remains lowest in the region, the country continues demonstrating sustainable HDI growth rate. In 2012, Tajikistan's HDI rate has reached its pre-independence rate (0.616 in 2012 and 0.624 as compared to 0.616 in 1990)<sup>11</sup>. Despite these notable achievements, many people face different types of vulnerabilities and social exclusion requiring particular attention: women and girls in rural areas, unemployed young people, and people with disability. Gender inequality is pervasive despite a legal framework that protects women's rights. Violence against women and girls is widespread<sup>12</sup>. Women's rights awareness and participation in decision making are low. Persons with disabilities often face stigma and discrimination and suffer from negative perceptions, lack of legal and appropriate social protection. Young people often are not 'heard' in decision-making. In response to these challenges, the Government of Tajikistan (GoT) has undertaken a number of strategic measures to establish effective legal and institutional frameworks for an effective and efficient governance system. Public Administration, rule of law and access to justice, civil registration and border management remain a high priority for the country.

## Institutional set up and UNDP response

Globally, UNDP advocates for nationally-owned solutions to reduce poverty and promote human development. UNDP sponsors innovative pilot projects, connect countries to global good practices and

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<sup>1</sup> Data is given as of end 2014

<sup>2</sup> Agency of Statistics under the President of Tajikistan (2015)

<sup>3</sup> World Development Indicators (Atlas methodology)

<sup>4</sup> <http://data.worldbank.org/country/tajikistan>

<sup>5</sup> Ibid

<sup>6</sup> NDS review report, 2014

<sup>7</sup> Doing Business 2015

<sup>8</sup> According to the latest available official data from World Bank

<sup>9</sup> IMF data show a 31% decline in remittance inflows into Tajikistan.

<sup>10</sup> Official migration data report a 10-15% decline in the number of labour migrants leaving the country in 2014.

<sup>11</sup> [http://hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/TJK.pdf](http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/TJK.pdf)

<sup>12</sup> According to "Medical and demographic assessment of Tajikistan (2012), 19% of all women (15-49 year old) and 1/5 of married women reported different types of domestic violence

resources, promotes the role of women in development, and brings governments, civil society and outside funders together to coordinate their efforts.

UNDP Tajikistan's Outcome 3 is implemented through the following programmes and projects:

1. Border Management:
  - 1.1 Border Management in Northern Afghanistan (Phase I and Phase II);
  - 1.2 Border Management in Central Asia (Phase VII and VIII);
  - 1.3 Promoting cross border cooperation through effective management of Tajikistan's border with Afghanistan;
2. Rule of Law and Access to Justice
  - 2.1 Access to Justice in Tajikistan (Phase I)
  - 2.2 Strengthening Rule of Law and Human Rights to Empower People in Tajikistan
  - 2.3 Building and Strengthening Alliances for Inclusive Policies and Communities for Persons with Disabilities in Tajikistan
3. Aid Coordination
  - 3.1 Aid Coordination and
  - 3.2 Strengthening Effective National Aid Coordination and Monitoring;
4. Human Development
  - 4.1 Mainstreaming Human Development in Tajikistan (Phases I and II);
5. Public Administration
  - 5.1 Public Administration Reform and Institutional Strengthening
6. Capacity Building of MFA staff
  - 6.1 Strengthening institutional capacity of MFA staff
7. Support to DCC Secretariat
8. Corruption prevention
  - 8.1 Developing Capacity for Corruption Awareness Raising and Risk management in Government and CSOs;
  - 8.2 Sector Integrity and Vulnerability Assessment;

### **Brief Description of the Outcome**

Under Outcome 3, UNDP aimed to work with key central government institutions to develop their capacity in good governance, strategic management, and public administration, including capacity to address corruption, strengthen transparency and accountability of state structures. These initiatives were envisaged to contribute towards progress in public administration reform. CPD 2010-2015 included comprehensive capacity building measures targeting sub-national authorities at the district (rayon) and sub-district (jamoat) levels to plan, budget and implement local development, including transparent management of financial flows and/or local investment funds and delivery of core services in the areas of health, social services and public infrastructure. In parallel, UNDP aimed to provide capacity building support to help increase the role of civil society to effectively engage in local development, social advocacy and social service delivery. Under CPD 2010-2015, the National Human Development Reports (NHDR) were viewed as an important tool and were to be complemented with flexible mechanisms to

respond to specific government needs for policy support. To improve cross-border relations and national security UNDP continued supporting Integrated Border Management initiatives along the Tajik-Afghan border and along other borders with neighboring states, including the provision of infrastructure, equipment and capacity building of border, immigration and customs officials. Linked to above, UNDP has also supported the Government in formulation of two midterm development strategies Poverty Reduction Strategy (2010-2012) and Living Standards Improvement Strategy of RT (2013-2015) to support the implementation of the National Development Strategy (2007-2015). Aligned with the country's strategic frameworks and MDGs, UNDP has introduced local development planning and implementation process successfully scaled out throughout the country.

***Main outputs and initiatives expected to contribute the outcome***

The UNDP CPAP for 2010-2015 outlines the following key UNDP outputs and relevant targets which would contribute to achievement of the outcome 1.

**Outcome 3. National and local levels of government have the capacity to implement democratic governance practices, and effectively and strategically plan, finance and implement development initiatives in an inclusive and participatory manner.**

**Indicator:** Whether the development initiatives implemented in inclusive, participatory and democratic manner.

**Baseline:** Poor capacity of national and local government on effective and democratic governance.

**Target:** Improved capacity of national and local government on effective implementation of development initiatives with inclusive and participatory manner

**Expected Outputs, targets and Indicators**

**1. *Key central government institutions receive comprehensive capacity building in good governance, gender mainstreaming, management, and administration, resulting in progress in public administration reform***

**Indicator:** Number of central level institutions that receive capacity building training in governance, management and administration.

**Baseline:** Staff in state level institutions have limited training.

**Target:** Staff in 8 state level institutions are trained in good governance, management and administration, including strategic planning, foreign policy/aid coordination and support to local authorities. Staff in 5 state level institutions trained in gender mainstreaming.

**2. *National capacity is increased to address corruption, strengthen transparency and accountability of state structures and human development approach is promoted to be applied in the development of the different sectors.***

**Indicator:** Level of Transparency International Annual Corruption Perception Index. Number of NHDRs prepared.

**Baseline:** Transparency International's 2008 Corruption Perception Index 2007 rates Tajikistan as 151st out of 180 countries for corruption. 8 NHDRs produced in 1995-2003 and no real NHDR developed since then.

**Target:** Improvement in Transparency Index ranking. At least 3 NHDRs on different topics are prepared during 2010-2015.

**3. *Sub-national authorities and self-governing bodies receive comprehensive capacity building in the governance, gender mainstreaming, management, and administration of core social and communal services in the areas of education, health, social protection, water, sanitation and infrastructure.***

**Indicator:** Number of district development plans created and implemented based on reformed methodology/process.

**Baseline:** 15 District authorities have received basic training on effective local planning.

**Target:** 30 Districts effectively plan and budget based on reformed methodology/process.

**4. *The awareness, skills and knowledge of civil society, with focus on women, are improved so they are better able to effectively engage in local development, social advocacy and social service delivery.***

**Indicator:** % of contribution made by civil society, government, private sector and remittances towards implementation of district development plans.

**Baseline:** Currently civil society contributes 10% to district development plans in 3 districts.

**Target:** Civil society contributes at least by 20% to district development plan implementation in 15 districts

**5. *Security of the nation-state is enhanced through Integrated Border Management along the Tajik-Afghan border and along borders with other neighboring states.***

**Indicator:** # of border points along both sides of Tajik-Afghan border provided with infrastructure, equipment and capacity building support.

**Baseline:** Borders poorly managed, staff poorly trained & equipped.

**Target:** At least 5 border points along both sides of Tajik-Afghan border provided with infrastructure, equipment and training

**6. *Cross-border and regional issues are better managed through improved cooperation among local, national and international partners.***

*Indicator:* Number of stakeholders benefiting from improved cooperation and conflict prevention activities

*Baseline:* Cross border issues are a risk to national and regional stability.

*Target:* Majority of stakeholders in target areas benefit from improved cooperation and conflict prevention activities

## **OBJECTIVES OF THE EVALUATION**

The main objectives of the outcome evaluation are:

- To assess progress towards or achievement of the Outcome 3, CPAP 2010-2015;
- Take stock of key lessons learnt and experience accumulated as result of CPAP 2010-2015 and provide recommendations for more effective programming within new Country Programme Document cycle (2016-2020);
- Identify emerging governance, rule of law and human rights focused areas for future programming of UNDP to contribute to CPD (2016-2020);
- Identify potential scaling up pathways and provide recommendations for more sound resource mobilization;

## **Scope of the evaluation**

The scope of the evaluation is expected to include lessons learned, findings and recommendations in the following areas:

- Were stated outcomes or outputs achieved?
- What progress toward the outcomes has been made?
- What factors have contributed to achieving or not achieving intended outcomes?
- To what extent have UNDP outputs and assistance contributed to outcomes?
- Has the UNDP partnership strategy been appropriate and effective?
- What factors contributed to effectiveness or ineffectiveness?
- Analysis of the range and robustness of partnerships established/maintained with the Government, civil society, UN Agencies and other key stakeholders;
- UNDP's contribution to promoting gender equality and women's empowerment;
- Assessment of scaling up pathways explored and employed by UNDP to achieve the stated outcomes;

The evaluation should be based on the following criteria:

**Relevance:** concerns the consistency of activities and targets with national and local development programmes and national development challenges, and the needs of intended beneficiaries. It also relates to the relevance to UNDP's corporate and human development priorities, as well as the UNDAF and UNDP country programme.

**Effectiveness:** refers to the manner in which the intended outcome targets were achieved. Measuring effectiveness will involve - to the extent possible - an assessment of cause and effect, and judging the extent to which observable changes be attributed to project activities.

**Efficiency:** refers to how economically resources (funds, expertise and time) were used to achieve results.

**Sustainability:** refers to the extent to which the benefits of the results will continue beyond the support provided. Assessing sustainability involves evaluating to what extent capacity can be maintained.

**Impact:** from UNDP's perspective, this measures, to the extent possible, the changes in human development that are caused by the projects activities.

### **Products expected from the evaluation**

1) Inception report with finalized and agreed terms of reference, evaluation matrix, questionnaires and agreed methodology of evaluation (one week after beginning of assignment/contract)

2) A comprehensive evaluation report with findings, recommendations, lessons learned, rating on performance of both the outcome and outputs.

It is expected that draft report will be submitted to UNDP CO in two working weeks after in-country mission, and the final report with all comments and recommendations incorporated submitted to UNDP CO for final endorsement not later that in two working weeks after receipt of UNDP formal feedback with comments to a draft.

The findings are expected to feed into further strategic planning processes and implementation of relevant UNDP interventions in line with the current UNDAF (2016-2020) and CPD (2016-2020) cycle. The report should include:

- An assessment of the progress towards outcomes and progress towards outputs;
- A rating on the relevance of the outcome;
- Lessons learned concerning [positive and negative] in producing outputs, linking them to outcomes and using partnerships strategically;
- Forward looking recommendations to guide design of future interventions;
- Strategies for continuing UNDP assistance towards improved governance, rule of law and human rights;
- A monitorable action plan for follow-up.

While the evaluator is free to choose his/her own method of reporting, the final Evaluation Report should be no more than 40 pages Font Arial, Size 12, and 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
- 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 (including forward looking recommendations to design future initiatives)
- Lessons learned, case studies

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

- Terms of Reference for the evaluation
- List of meetings conducted
- List of persons interviewed
- List of documents reviewed
- Any other relevant material

### **Methodology or evaluation approach**

The key elements of the methodology to be used by the evaluation team will consist of the following:

- Documentation review (desk study);
- Interviews with key partners and stakeholders;
- Focus groups
- Field visits;
- Questionnaires;
- Participatory techniques, SWOT analysis and other approaches for gathering and analysis of data;

### **Documents to be reviewed**

Some of the background documents to be reviewed as part of the outcome evaluation are as follows<sup>13</sup>:

- United Nations Development Assistance Framework (2010-2015);
- Country Programme Document (CPD) and Country Programme Action Plan (CPAP) 2010-2015;
- National Development Strategy (2007-2015), Poverty Reduction Strategy (2010-2012), Living Standards Improvement Strategy (2013-2015);
- Judicial and Legal Reform Programme (2012-2014; 2015-2017)
  - Concept on State Guaranteed Legal Aid;
- Public Administration Reform Strategy (2010-2015)
  - Concept on Local Development Management;
- Programme/project Documents;
- Programme/Project Progress Reports;
- Evaluation Reports:
  - Access to Justice in Tajikistan Project Mid-Term Evaluation Report (2015)
  - Strengthening Rule of Law and Human Rights to Empower People in Tajikistan project Mid-

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<sup>13</sup> Final list of references and sources for desk review will be agreed and stipulated in inception report.



Term Evaluation Report (2016)

- Results Oriented Mission Report for BOMNAF II (2016)
- Project Completion Review of the SENACAM project (2015);
- Communities Programme Outcome Evaluation Report (2015);
- Other relevant documents and evaluation reports;

## II. SCOPE OF WORK

The key questions to be addressed by the evaluation, including but are not limited to:

- Were stated outcomes or outputs achieved?
- What progress toward the outcomes has been made?
- What factors have contributed to achieving or not achieving intended outcomes?
- To what extent have UNDP outputs and assistance contributed to outcomes?
- Has the UNDP partnership strategy been appropriate and effective?
- What factors contributed to effectiveness or ineffectiveness?
- Analysis of the range and robustness of partnerships established/maintained with the Government, civil society, UN Agencies and other key stakeholders;
- UNDP's contribution to promoting gender equality and women's empowerment;
- Assessment of scaling up pathways explored and employed by UNDP to achieve the stated outcomes;

The evaluation should cover the following criteria: Relevance, Effectiveness, Efficiency, Sustainability and Impact.

### Evaluation team

The evaluation team will comprise of **one International and one National evaluation experts** - development consultants at no point directly associated with the design and implementation of any of the activities associated with the outcome. The evaluation expert should have knowledge and experience in governance and public administration, rule of law and human rights as well as local development issues.

### Skills and Qualifications

- University degree in social sciences, management and other related areas;
- At least 10 years of technical background in good governance, public administration, and/or local development issues;
- Experience and expertise in project design, management, and monitoring and evaluation;
- Proven experience in evaluating programmes/projects;
- Knowledge of UNDP procedures and programme implementation strategies will be additional asset;
- Good report writing skills, advanced computer literacy and the ability to effectively communicate and work with high-level government officials;
- Ability to make recommendations focused on results and impact, with a strong understanding of value for money concepts;
- Knowledge of CIS context, preferably Central Asia region;
- Excellent knowledge of English with proven writing skills; knowledge of Russian language would be

an asset;

The international evaluation expert will be allocated 30 working days (including 10 working days in-country) and the national consultant 20 working days for the evaluation assignment including both field and desk work.