

Terms of Reference



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I. General Information

Title: One International Consultant and One National Consultant for midterm evaluation of Country Programme (CP) – Country Programme Action Plan (CPAP) 2013-2017

Programme Name : Country Programme – Country Programme Action Plan (CPAP)

Reports to: Country Director – UNDP Country Office

Duty Station: Yangon

Expected Places of Travel (if applicable): Naypyitaw, and selected townships (to be discussed with evaluators and Programme Managers)

Duration of Assignment: June 2015 – September 2015 (with 35 effective working days)

II. Background Information

June 2015 marks the mid-point of the UNDP Myanmar country programme. The UNDP Country Programme Document (CPD) 2013-2015 was approved by the Executive Board in January 2013 for the period 2013-2015, and extended in January 2015 to 2017. It defines three outcomes, which represent the anticipated development changes to be achieved after a five-year period, at the end of 2017. A Country Programme Action Plan, CPAP (2013-2015, extended to 2017) was subsequently derived from the CPD.¹ The CPAP is UNDP's main programme monitoring instrument, detailing outcomes, outputs, with measurable annual targets, baselines and indicators. The CPAP has three programme components and 3 outcomes. The three programme components are: (1) Promoting Local Governance; (2) Promoting Environmental Governance, Climate Change, Adaptation and Disaster Risk Reduction; and (3) Promoting Democratic Governance.

The current Country Programme was developed in a particular context. In 1993-2012, the UNDP mandate in Myanmar was restricted to "the Human Development Initiative (HDI)", which consisted of interventions aiming to have grass-roots level impact by providing crucial livelihood support where other development partners had a limited presence on the ground. In effect, UNDP operated as a large scale INGO.

Beginning of 2013 was marked by the removal of mandate restrictions in response to the evolving development context in the country. UNDP has been strategically re-positioning – or, to be more precise – crafting itself a new identity – as an impartial development partner and source of international expertise. Subsequently, the new country programme has evolved around the Governance focus, addressing the three dimensions which form the three above mentioned programme components.

The programme seeks to provide catalytic support to Myanmar's reforms towards modernizing, democratizing, and decentralizing the state and society, and in so doing pursues an incremental

¹ The CPAP was signed by the Deputy Minister for National Planning and Economic Development and the UNDP Country Director 8 April 2013.

institutional approach that is people- and rights- oriented and places emphasis on women, youth, and vulnerable groups².

Since the inception of the Country Programme, UNDP has conducted regular reviews of established CPAP annual targets. As a result of the review process and in conjunction with national counterparts, annual targets and indicators at output and outcome level were revised and adjusted taking into account evolving national development priorities and context. The mid-point of the Country Programme now provides an opportunity to undertake a comprehensive review of UNDP contribution to development effectiveness.

Consistent with UNDP policy guidance all outcomes to which UNDP is contributing through aligned activities and planned outputs must be monitored. The mid-term review is an opportunity to monitor the strategic course, relevance and effectiveness of the implementation of the country programme. The exercise allows UNDP to engage key stakeholders to discuss achievements, lessons learned and adjustments required in response to an evolving development landscape and changing national priorities. The exercise will allow UNDP to make any changes to the strategic direction of the country programme, as well as the allocation of resources, ensuring it is aligned to national priorities and responsive to national demand. It will also be used as a tool to guide programmatic planning.

III. Objectives of Assignment

The mid-evaluation is a comprehensive assessment of the progress of implementation of the country programme towards achieving the established outcomes, with the following six objectives:

1. Review the progress and achievement;
2. Review of factors influencing the achievement;
3. Assess the continual relevance of the programme including its strategies and progress towards the delivery of the expected outcomes taking into account the emerging development challenges;
4. Identify gaps/risks to be addressed, lessons learnt to be applied, and any modifications to be made in the programme to support the achievement of national development priorities;
5. Revisit program approach, in order to be consistent with the development framework and propose a roadmap/ action plan for the UNDP Country Office on how to support the achievement of national development priorities over the remaining CPAP period;
6. Provide key recommendations/directions (both substantively in terms of focus and allocation of resources) for the second half of the extended CPD implementation, as well as for the next Country Programme cycle.

IV. Scope of work

The Country Programme Action Plan (CPAP) is derived from the UNDP Executive Board approved Country Programme Document. The results chain links the CPAP outputs to the United Nations Strategic Framework (UNSF) outcomes. The CPAP defines 3 broad outcomes and 12 outputs (reduced to 10 after the 2013 Steering Committee Meeting), with multi-year annual targets, demarcating achievements for the duration of the Country Programme. The evaluation will assess

² Vulnerable groups were identified by the Access to Justice mapping as – women, children, poor people with little or no land

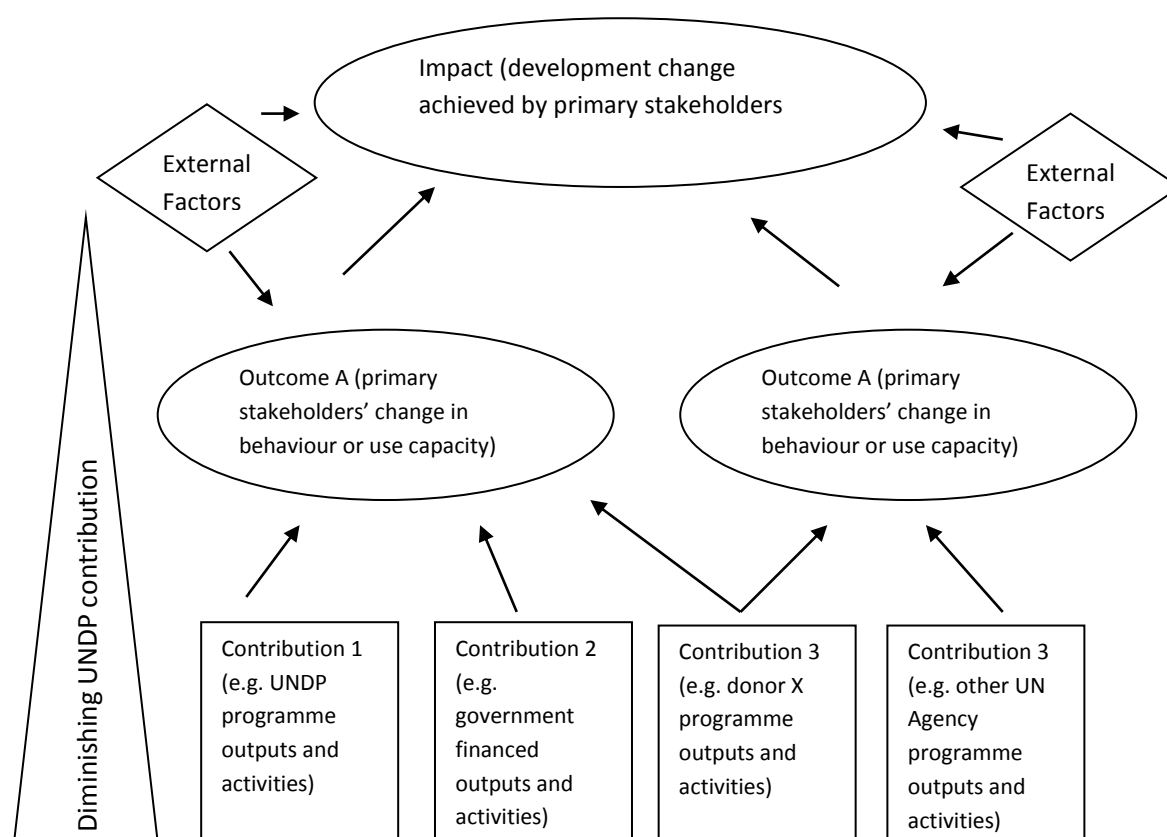
the strength of the results chain by reviewing achievements at the output level and their corresponding contribution to meeting CPAP outcome targets.

The evaluation will assess the quality, quantity and timeliness of progress towards delivering intended results. It will include an assessment of the performance of on-going and recently completed projects and consider lessons learned from annual project reviews, project evaluation (one to be conducted in 2015 on Social Cohesion and livelihood interventions) and the results of previous annual CPAP review exercises as conducted by the Steering Committee in order to define progress achieved in meeting stated outcomes.

Outcome Model

An outcome model (see UNDP Outcome Level Evaluation Guideline: [http://web.undp.org/evaluation/documents/guidance/UNDP Guidance on Outcome-Level%20 Evaluation 2011.pdf](http://web.undp.org/evaluation/documents/guidance/UNDP%20Guidance%20on%20Outcome-Level%20Evaluation%202011.pdf) also known as results maps, logic models, programme logics, intervention logics, logical frameworks, theory of change) is a (visual) map of the causal logic of an initiative being evaluated and in this case the CPAP. This outcome model includes a description of what UNDP contributes in its own right, what it contributes with partners, what partners may do independently, and what non-partners might do.

Figure 1: Model of UNDP Contribution to Outcome and Impact



This picture will draw on any work that has been conducted to achieve the target. The following

questions should be answered:

- If we were successful in achieving this outcome, what would we actually see happening?
- Who would be doing what differently as a result of our programme
- Identify projects, programme, policies being undertaken by UNDP, by partners, and by other organization that may contribute to – or be a barrier to achievement of the outcome. These should be listed. The most important ones should then be included in a visual display of the outcome model.

Evaluation criteria

While as detailed below, the evaluation exercise shall use the standard OECD/DAC Evaluation Criteria for Evaluation of Development Assistance namely: relevance, effectiveness, efficiency, impact and sustainability (For details see pages 168-170 of the Handbook on Planning, Monitoring and Evaluating for Development Results)³, the evaluation will also focus on other aspects that are particularly relevant to the Myanmar country programme.

Indeed, because of its particular context of being the first UNDP country programme in 25 years and following the lifting of mandate restrictions, the UNDP Country Office underwent an important restructuring, in order to ensure the new sets of skills necessary to the implementation of the country programme were available. The office also invested into ensuring a relationship of mutual trust and respect was established with government counterparts. The evaluation will focus on establishing how successful UNDP has been in establishing itself as a trusted partner to the Myanmar Government, as well as vis-à-vis other development partners. In this regard, the evaluation will not only focus on a quantitative assessment of the number of partnerships formed, but also on a qualitative assessment of the quality and relevance of the UNDP set-up, as well as establish whether the expertise provided by UNDP in the various thematic areas (including RBM, M&E and risk analysis) is adequate.

Relevance concerns the extent to which the programme and its intended outputs and outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries. The following types of questions may be asked:

- To what extent is the programme in line with UNDP's mandate, national priorities, and the requirement of targeted women and men?
- How did the programme promote UNDP principles of gender equality, inclusiveness, human rights based approach, and human development? How were these cross-cutting areas mainstreamed into the programme?
- To what extent is UNDP's engagement a reflection of strategic considerations, including UNDP's role in particular development context and its comparative advantage?
- To what extent was UNDP's selected method of delivery appropriate to the development context?
- To what extent was the theory of change presented in the outcome model a relevant and appropriate vision on which to base of the programme?
- To what extent has UNDP been able to demonstrate responsiveness and adaptability to evolving government reform priorities?

Emphasis will be put on relevance, to ensure the UNDP Myanmar programme is "on track" in supporting the achievement of the "right" development results in Myanmar. This is of particular importance in the country context as not only is this the first UNDP country programme without mandate restrictions in 25 years, but the midterm evaluation also takes place on an election year

³ <http://web.undp.org/evaluation/guidance.shtml#handbook>

and should establish the relevance of the programme regardless of any political agenda.

Effectiveness: The extent to which the programme's intended results (output /outcome) have been achieved or the extent to which progress toward output /outcome has been achieved

The following types of questions may be asked:

- To what extent have outputs been achieved or has progress been made toward their achievement?
- How have corresponding outputs delivered by UNDP affected the outcomes, and in what ways have they not been effective?
- What has been the contribution of partners and other organization to the outcome, and how effective have UNDP partnership been in contributing to achieving the outcome?
- What are the positive or negative, intended or unintended, changes brought about by UNDP's work?
- To what extent did the outcomes achieved benefit women and men equally?

Efficiency: A measure of how economically resources/inputs (funds, expertise, equipment, time, etc.) are converted to results.

The following types of questions may be asked:

- To what extent have the programme outputs resulted from economic use of resources (both human and financial)?
- To what extent were quality outputs delivered on time?
- To what extent were partnership modalities conducive to the delivery of outputs?
- To what extent did monitoring systems provide management with a stream of data that allowed it to learn and adjust implementation accordingly?
- To what extent did the risk analysis and risk management system support the programme in managing risks?

Sustainability: The extent to which the programme continues after external development assistance has come to an end.

The following types of questions may be asked:

- What indications are there that the outcomes will be sustained, eg., through requisite capacities (systems, structure, staff, etc)
- To what extent has a sustainability strategy, including capacity development of key national stakeholders, been developed or implemented?
- To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?
- To what extent have partners committed to providing continuing support?
- How will concerns for gender equality, human rights, inclusiveness, and human development be taken forward by primary stakeholders?

V. Evaluation Questions and Methodology

Evaluation questions

The consultant will work in a team of two to develop a list of questions based on the criteria above section and the following broad questions, which are the minimum that need to be addressed in this evaluation:

- Are stated outputs on the way to being achieved or expected to be achieved within the programming cycle, do they contribute to the achievement of the outcome?
- Is the focus of the programme appropriate to achieving priority development results in Myanmar, and in line with the UNDP mandate?
- What progress toward the outcome has been made, and to what extent have UNDP outputs

contributed to the outcomes?

- How relevant is UNDP's contribution amongst other development partners' active in the same areas of intervention?
- Have synergies between the various areas of intervention been taken into account to ensure achievement of results, and how could these linkages be strengthened?
- What factors are contributing to progress or obstacles towards the achievement of the outputs?
- How does the UNDP management structure facilitate the implementation of the programme and achievement of results?
- Has the UNDP partnership strategy been appropriate and effective?
- What factors contributed to effectiveness and ineffectiveness?

Methodology

The team of the evaluators will design a detailed step-by-step work plan that specifies the methods the evaluation will use to collect the information needed to address its purpose and objectives. The overall approach and methodology should ensure the most reliable and valid answers to the evaluation questions and criteria within the limits of resources (for more details see pages 172-177 of Handbook on Planning, Monitoring and Evaluating for Development Results: <http://www.undp.org/evaluation/handbook>)⁴.

The evaluation will consist of three main stages: 1) preparation and planning, 2) in-depth data collection, and 3) analysis and report writing.

Preparation and planning stage

Desk review of CPAP: The evaluation team will review the CPAP RRF: 3 outcomes with 9 indicators and 10 outputs with 60 indicators. This midterm evaluation will focus on the review at outcome level.

Following the desk review, the evaluators will develop an inception report. An evaluation matrix should be included in the inception report and used as a reference in planning and conducting the evaluation. The evaluation matrix should summarize the evaluation design and methodology and should include data sources, data collection, analysis tools or methods appropriate for each data source, and the standard or measure by which each question will be evaluated (For details see pages 199-200 of the Handbook on Planning, Monitoring and Evaluating for Development Results).

Sample Evaluation Matrix (consultants need to elaborate the questions)

Criteria/Sub criteria	Questions to be addressed by outcome level evaluation	What to look for	Data Sources	Data Collection methods
Relevance	Is the programme aligned with national strategies? Is the programme relevant in responding to key sector specific and general human	How does the programme align with national strategies (in specific thematic areas)?	UNDP Programme	Desk review of secondary data

⁴ <http://web.undp.org/evaluation/guidance.shtml#handbook>

	rights challenges?			
Effectiveness.	Did the programme implementation contribute towards the state outcome?	What outcomes does the project intend to achieve?	Project/Programme evaluation report	Desk review of secondary data Interview
Efficiency	Has the programme been implemented within deadline and cost estimate? Were UNDP resources focused on the set of activities that were expected to produce significant results? Was there any identified synergy between UNDP initiatives that contributed to reducing costs while supporting results?	Have there been time extensions on the programme? Are resources concentrated on the most important initiatives or are they scattered/spread thinly across initiatives?	Programme documents Evaluation reports	Desk Review
Sustainability	Were the programme designed to have sustainable results given the identifiable risks? What issues emerged during implementation as a threat to sustainability?	Does / did the programme have an exit strategy? What unanticipated sustainability threats emerged during implementation?	Programme documents Evaluation reports	Desk Review

In-depth data collection stage

Interview with Key Stake holders

- The UNDP country office has assigned a programme manager for each outcome to be responsible in managing each outcome. The consultant will interview all the programme managers to get the information needed for the evaluations. The programme managers will use results of the previous two Steering Committee Meetings (2013/2015) as well the ROAR (Result Oriented Annual Report) 2013/2014 as reference for discussion. The consultant will also need to interview chairs of the Pillar Boards: 1) Local Governance, 2) Environmental Governance, Climate Change, Adaptation, and Disaster Risk Reduction, and 3) Democratic Governance. The consultant will also interview selected Government counterparts to get the information on the achievement of the programme and outputs' contribution to the outcome. Also as indicated in figure 1 outcome model above the consultant needs to interview selected donors / development partners, NGOs (including civil society actors), and

media that are relevant for UNDP activities.

Field visits: Field visits will be undertaken to at least three selected implementation sites (i.e. one site representative of each of the three programme components). The selection of the site to be visited will be discussed with the programme managers, and interviews will aim at including opinions of different stakeholders.

Data analysis and report writing stage

During this stage, the evaluation team will use the results from the data collected to answer the evaluation questions and criteria. Any additional consultations with key informants can be held at the national level during this stage. A debriefing will be held with project board members to present and confirm findings.

In the evaluation report, findings should be presented as factual statements based on an analysis of the data. They should be structured around the evaluation questions and criteria. Conclusions should be comprehensive and balanced, and highlight both strengths and weaknesses. Recommendations provided should be targeted, practical and feasible. The report should include a discussion on lessons learned, which should be concise and based on specific evidence presented in the report.

VI. Deliverables / Final Products Expected

At minimum the evaluation team is accountable for the following products:

- **Evaluation inception report:** An inception report should be prepared by the evaluators before going into the full-fledged data collection exercise. Based on the Terms of Reference, initial meetings with UNDP senior management, programme managers and M&E, and desk review of relevant documents, the evaluators should develop the inception report. The report should include, at minimum, a detailed description of the evaluation purpose and scope, evaluation criteria and questions, methodology, sampling, evaluation matrix, and a revised workplan.
- **Draft Evaluation report:** M&E Specialist of UNDP Myanmar will review the draft evaluation report to ensure that the evaluation meets the required quality criteria. The UNDP M&E Specialist will facilitate the presentation of the preliminary findings to get inputs and feedback from UNDP. Based on the inputs and feedbacks the consultant will draft the first draft of the evaluation and submit to the M&E Specialist for review and get second inputs and feedbacks from the reference group and UNDP especially to find any factual error in the report.
- **Final evaluation report:** based on the second inputs and feedbacks the evaluators will revise the first draft and submit to M&E Specialist as the final report. The final report will be reviewed for approval by UNDP senior management.

Review/approval time required to review/approve the outputs prior to authorizing payments:

No	Deliverables	Payment	Due date
1	Inception report: <ul style="list-style-type: none">- CP Evaluation Approach and Methodology- Implementation Arrangement- Evaluation work plan- Annex 1: Proposed list of respondents- Annex 2: Proposed agenda	20%	Day 6
2	Draft evaluation report and presentation of draft report	40%	Day 25
3	Final evaluation report	40%	Day 35

Submit the expected written outputs above in printed and soft versions; MS Word (.doc) format including power point presentation.

VII. Requirements

The evaluation team will consist of one international consultant as team leader and one national as member of the team.

The international consultant should possess the following competencies:

- Experience in monitoring and evaluation including demonstrated experience with program assessments;
- A background in development;
- Experience in monitoring and evaluation techniques including in-depth interviews; focus group discussions and participatory information collection techniques;
- Strong analytical skills;
- Experience in working with government agencies (central and local), civil society organizations, international organizations, UN Agencies, and Donors. Direct experience working in Myanmar is an asset;
- Understanding of Results Based Approach and Human Rights Based Approach
- Understanding of policy-making and capacity development issues in Myanmar;
- Understanding of Myanmar government systems
- Good interpersonal and cross-cultural communication skills
- Ability to work efficiently and independently under pressure, handle multi tasking situations with strong delivery orientation;
- Experience in leading evaluation teams. A good team player committed to enhancing and bringing additional value to the work of the team as a whole;
- Fluent written and oral English.

***Note:**

The International Consultant need to travel 2 visits to Myanmar with the possible for additional travel if required.

The national consultant should possess the following competencies:

- The two consultants should have combination of experiences in monitoring programme / project in the areas of : Local Governance, Sustainable environment, Climate Change, Adaptation & DRR, and Democratic Governance;
- Familiarity in in-depth interview; focus group discussion and participatory information collection techniques;
- Understanding of Myanmar government systems;
- Experience in working with government agencies (central and local), civil society organizations, international organizations, UN Agencies, and Donors. Direct experience working in Myanmar is an asset;
- Fluent written and oral English.

VIII. Recruitment Qualifications

For Team Leader (international consultant)

Education: Master degree or higher in public policy, political science, public administration, economics, regional planning, or other relevant field

Experience: Minimum of 10 years, in design, monitoring, management and evaluation of

development projects. Experience working in policy and advocacy works on development issues, particularly in developing countries, experienced in Myanmar context is an advantage.

Specific skills: Ability and experience to lead evaluation teams, and deliver high quality reports

Language Requirements: Excellent command of the English language, spoken and written. Knowledge of Myanmar language is an asset.

Understanding of cultural and socio-economic context and development challenges in Myanmar.

For Team member(national consultant)

Education: Master degree or higher in public policy, political science, public administration, economics, regional planning, or other relevant field.

Experience: Minimum of 6 years, in design, monitoring, management and conducting evaluation of development projects. Experience working in policy and advocacy works on development issues

Specific skills: Ability and experience to work in a team, and deliver high quality reports.

Language Requirements: Excellent command of the English language, spoken and written.

IX. Time Frame for Evaluation Process

Activities	Time Frame
Briefing of evaluators	Day 1
Desk Review and Finalizing the evaluation design and methods and preparing the detailed inception report	Day 1-5
Finalizing the evaluation design and methods and preparing the detailed inception report	Day 6
In-country evaluation mission (visit to the field, interviews, questionnaire)	Day 7 - 17
Preparing the draft report	Day 18 - 25
Stakeholder meeting and review of the draft report (for quality assurance)	Day 26
Incorporating comments and finalizing the evaluation report	Day 27 to day 35

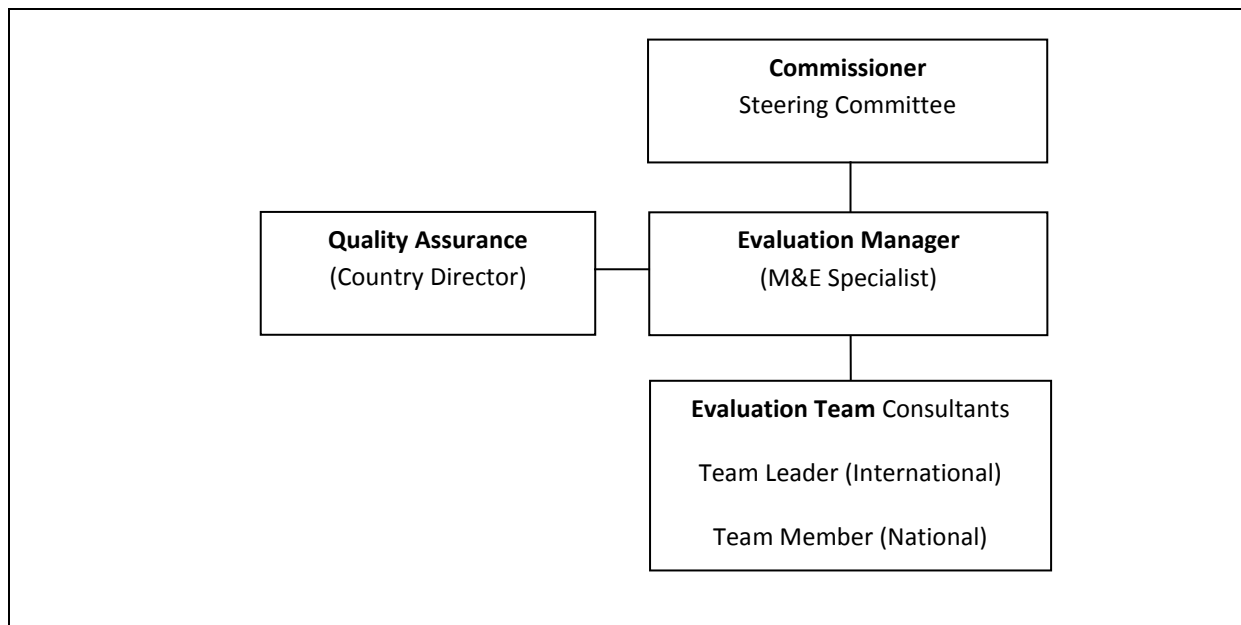
XI. Implementation Arrangements

The consultant will compose an evaluation team under the supervision of the Evaluation Manager. The roles of evaluation team and its relations vis-à-vis other evaluation stakeholders are described in the table below and in the management structure.

Table 1: Key roles and responsibilities in the evaluation process

Person or Organization	Roles and Responsibilities
UNDP as commissioner of the evaluation	<ul style="list-style-type: none"> • Provide clear advice to the evaluation manager at the onset on how the findings will be used • Respond to the evaluation by preparing a management response and use of findings as appropriate • Take responsibility for learning across evaluation on various content areas and about evaluations • Safeguard the independence of the exercise • Allocate adequate funding and human resources
Quality Assurance (Country Director)	<ul style="list-style-type: none"> • Review documents as required and provide advice on the quality of the evaluation and option for improvement
Evaluation Manager: M&E Specialist	<ul style="list-style-type: none"> • Lead the development of the evaluation TOR • Manage the selection and recruitment of the external evaluators • Manage the contractual arrangements, the budget, and the personnel involved in the evaluation • Provide the evaluators with administrative support and required data • Liaise and respond to the commissioners • Connect the evaluation team with the wider programme unit, senior management and key evaluations stakeholders, and ensure a fully inclusive and transparent approach to the evaluation • Review the inception report and the draft evaluation report; ensure the final draft meets quality standard
Steering Committee	<ul style="list-style-type: none"> • Approves the Terms of Reference for the Mid Term Evaluation • Endorses the Final Mid Term Evaluation Report • Approves UNDP management response to the Evaluation recommendations and ensures its implementation
Evaluation Team: One international and one national consultant	<ul style="list-style-type: none"> • Fulfil the contractual arrangements in line with the United Nations Evaluation Group (UNEG) norms and standards and ethical guidelines⁵; this includes developing an evaluation matrix as part of the inception report, drafting reports, briefing the commissioner and stakeholders on the progress and key findings and recommendations as needed.

Figure 1: Proposed management structure for Country Programme Midterm evaluation



Annex 1: The Report should include the following headings

Title and opening pages
Table of contents
List of acronyms and abbreviations
Executive summary
Introduction
Description of the programme
Evaluation Scope and objectives
Evaluation approach and methods
Data analysis
Findings and conclusions
Recommendations
Lessons learned
Annexes