**MID TERM EVALUATION**

**UNDP Myanmar Country Programme (2018-2022)**

**Terms of Reference**

**1. Background**

The UNDP Country Programme (CPD 2018-2022) supports the implementation of the 2030 Agenda and Sustainable Development Goals within the framework of addressing the challenges of multiple transitions in Myanmar. The current Country Programme is built on the achievements of the previous programme but represents a shift towards more integrated programming at the national and sub-national levels and support to United Nations-wide initiatives to better address the interlinkages between peacebuilding and social cohesion, governance, environment and natural resources management, resilience, urbanization and balanced and inclusive growth. This integrated approach is designed to break silos and strengthen horizontal linkages across state and non-state actors as well as vertical linkages across administrations at district, township, state and union level through area based programmes.

The UNDP Country Programme is firmly aligned with UNDAF 2018-2022 and the Myanmar Sustainable Development Plan (MSDP) and it focuses on delivery of the following two outcomes with 7 key intended outputs:

**CPD Outcome I: Peace and Governance -** People in Myanmar live in a more peaceful and inclusive society, governed by more democratic and accountable institutions, and benefit from strengthened human rights and rule of law protection; and

* **Output 1.1:** Effective public institutions enabled to develop and implement evidence- based policies and systems that respond to the needs of the people
* **Output 1.2:** Institutions at union and subnational levels enabled to develop effective systems and procedures for performing their representative and oversight functions
* **Output 1.3:** Mechanisms, institutions and capacities strengthened to sustain peace and social cohesion
* **Output 1.4:** People have improved access to responsive, inclusive and accountable justice services and national human rights protection mechanisms, in compliance with rule of law and international standards

**CPD Outcome II: Planet and Prosperity -** Myanmar becomes more resilient to climate and disaster risk with efficient environmental governance and sustainable use of natural resources.

* **Output 2.1:** Improved disaster and climate risk management systems for community resilience
* **Output 2.2:** Solutions developed at the national and subnational levels for sustainable management of natural resources and ecosystem services as a platform for inclusive economic development
* **Output 2.3:** Evidence-based policies and programmes developed to promote inclusive economic growth and employment creation with particular focus on women and vulnerable groups

As June 2020 marks the mid-point of the Country Programme, UNDP Myanmar plan to assess the continuing relevance of the CPD including a review the changing context and original assumptions on which the CPD was developed, to undertake a review of progress made, to explore areas for change in scope and focus of the CPD and receive recommendations for the next country programme cycle, given the socio-political changes in the country.

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| **COUNTRY PROGRAMME SUMMARY** | | |
| **Title:** | UNDP Myanmar Country Programme Document (2018-2022) | |
| **Atlas ID:** | MMR10 | |
| **CPD document signed:** | 20 November 2017 | |
| **Duration:** | ***Start*** | ***Planned end*** |
| 01.01.2018 | 31.12.2022 |
| **Corporate outcome and output:** | CPD outcome 1 and 2 | |
| **MSDP Alignment:** | Aligned with MSDP Goal 2, 3 and 5 | |
| **CPD budget:** | USD 172 million | |
| **Total Resource mobilized: (till March 2020)** | USD 102 million | |
| **Funding source** | Regular resources (TRAC); Programme cost sharing (Donor contribution including MPTF, private sector); Vertical trust fund (GEF); Funding window; EC Cost sharing | |
| **Key Donors:** | Japan, DFID, SDC, SIDA, DFAT, Canada, Germany, Norway, EU, Luxemburg, Netherlands, PBF, Italy, Austria, Private sectors | |
| **Office locations:** | 8 office locations (Naypyidaw, Yangon, Sitwee and Maundaw- Rakhine, Shan, Kachin, Mon, Mandalay) | |
| **Projects:** | 5 Flagship projects, Vertical fund projects, Area Based Programmes (Rakhine, Kachin) | |
| **Joint Programmes:** | 7 Joint programmes with UN agencies | |
| **UNDP interventions:** | 56 townships, 10 States/Regions | |
| **Partnerships:** | 10 Government ministries, 16 government departments, Commissions, parliaments, private sectors | |
| **Implementing party** | UNDP Myanmar | |
| **Responsible Party** | Work with more than 20 local implementing partners including CSOs/NGOs/INGOs and government entities | |

**2. Current Context**

As COVID-19 spreads globally, it is a massive health, humanitarian, and development crisis. Due to the pandemic, Myanmar, especially the border regions: Kachin State, Shan State and Kayin State and capital Yangon have terrible negative impact. Due to porous border, Myanmar received the immediate return of large influx of migrant workers from China and Thailand where the largest hotspots of outbreaks exist. E.g. according to MOHS data, more than 23,000 people returned to Myanmar from Thailand via Myawaddy from March 19 to 28.

While concerns have been raised about Myanmar’s capacity to manage the coronavirus given its poor healthcare infrastructure, migrants and the country’s displaced populations face even greater risks. Most are trapped in dangerously overcrowded camps with severely substandard health care and inadequate access to clean water, sanitation, and other essential services. Many displaced people have underlying medical conditions and chronic diseases, putting them at high risk of suffering serious effects from the virus.

The impact of economic fluctuations related to the COVID-19 pandemic is likely to disproportionately harm poor and vulnerable households. With travel and border trade restrictions in place, the impact is in Myanmar’s tourism-related services, agricultural exports to China, and in supply-chain disruptions to the manufacturing sector. Every day, people are losing jobs and income, with no way of knowing when normality will return. Myanmar’s GDP growth is projected to slow to between 2 and 3 percent in the current fiscal year due to the COVID-19 pandemic, with the brunt of the outbreak’s economic impact likely to be borne by poor and vulnerable households across the country according to recent world bank report.

Given the current Covid-19 pandemic there is an expectation that this will also impact and delays in UNDP programme and project implementation. However, UNDP Myanmar remains fully operational and is adapting the way it works and focused on COVID-19 response. UNDP is mobilizing all assets to respond to this unprecedented challenge. UNDP Myanmar have transitioned all critical operations to digital and virtual platforms, enabling teams to continue delivering effectively despite restrictions on movement and physical interaction. With the changing context, emerging needs and priorities UNDP Myanmar is also revisiting the Programme strategy and business processes to be more relevant to this crisis. UNDP Myanmar had conducted Programme and operational criticality exercise to review and identification of critical programme areas and activities that will continue and activities that will be postponed or canceled. Some activities are paused or downscaled and looking for opportunities to be redirected to new priorities.

UNDP globally has developed a COVID-19 response focused on three immediate priorities including health systems support, inclusive and integrated crises management and response, and social and economic impact needs assessments and response. The Myanmar Country Office is preparing its response plan building on these three priority areas and in line with the current requests and priorities of the Government of Myanmar, current Programme areas and in response to broader UN Country Team collaboration across a range of development areas. Rapid response funds are new core funds being made available by UNDP headquarters to respond to this crisis, while flexibility have also been provided to the county offices to repurpose existing core funds towards this response, if necessary. In this context, UNDP have also been advised by cost-sharing donor partners that funds can also be repurposed towards COVID response if required.

UNDP intends to fully leverage its existing programme, staff and technical capacities and most importantly partnerships at the union, state and regional levels and with the communities to roll out the response in terms of community engagement and awareness raising, strengthening local government’s capacity plan, coordinate, budget and deliver essential services including to migrants and IDPs, and bolstering public health systems. With many of our partners, particularly in the local government, capacities are being enhanced to be able to work and manage remotely through online systems. UNDP is working closely with local partners that allows local solutions to COVID-19 humanitarian and development needs, to be designed together with local partners, and in coordination with the host government.

Some activities that have been identified include community and anti-stigmatization awareness, expansion of use of digital technologies, private sector engagement and corporate social responsibility, volunteerism and social cohesion, resilience and recovery, support to MSMEs as well as health systems support and socio-economic impact assessments at the sub-national levels.

UNDP Myanmar is also streamlining policies and procedures for greater agility, increasing our flexibility to receive and deliver private sector and other financing, and taking steps to initiate innovative approaches like next generation network of innovation and digital solutions across the country — a crucial institutional asset in responding to this complex, fast-moving crisis. Accelerator Lab will be sensing on-the-ground changes and sourcing local solutions for this crisis response.

Midterm CPD Evaluations is expected to assess UNDP performance in areas that are critical to ensuring sustained contribution to development results and the context of emerging development issues and changing priorities at the national levels. To this end, this evaluation also needs to cover, for example, UNDP policies, focus areas, partnerships, programmatic approaches, cooperation modalities, or business models considering current crisis scenario.

**3. Evaluation Purpose, Scope and Objectives**

The overall objective of the CPD Mid Term Evaluation (MTE) is to assess the progress in achieving the results of the country programme, its relevance, efficiency and effectiveness of strategies in light of the development priorities, and the changes in the local and international contexts including the impact of COVID-19. The evaluation timeframe will cover from the beginning of the country programme- January 2018- to June 2020. Specifically, the evaluation will access the level of achievement of both expected and unexpected results by examining the theory of change, relevance and coherence of its activities and results, the results chain, processes, contextual factors and causality using appropriate criteria. The primary audience for the evaluation will be the Government of Myanmar, development partners, UN Country Team (UNCT), implementing partners and UNDP.

The first stage of the CPD MTE will be to conduct a review of the current context, building on relevant context analysis and taking into account the latest socio-economic and political developments locally as well as relevant developments at a global level since the inception of the CPD in 2018.

The second stage is to assess the relevance of the CPD to the current context, by identifying challenges and ways to overcome or mitigate them, and to provide lessons learnt considering the emerging national and global development priorities. The final stage will be the provision of key recommendations including improvements in performance and results, proposed adjustments to the design of the current country programme including programmatic focus (structurally and through a revised Results and Resource Framework) and the development of elements that can be considered to inform the planning of the next country programme.

**4. Evaluation criteria and Key guiding questions**

The CPD MTE will be conducted in line with the OECD-DAC evaluation criteria and UNDP Evaluation Guideline 2019: (a) relevance; (b) effectiveness; (c) efficiency; and (d) sustainability of development results.

**Relevance:** This essentially looks into and deep dives into the question of whether the CPD is still relevant to current context and what specific measures, if any, that will require to be undertaken to ensure full alignment and impact. In doing do, reviewing the theory of change, UNDP’s comparative advantage and strategic positioning etc will be considered. Considering the emerging crisis, it would be useful to assess the extent that this CPD is appropriately responsive to the needs of the national constituents and changing partner priorities.

**Effectiveness:** This considers to what extent the current programme generated the requisite results in line with what was planned and what has been achieved beyond the planned results. In doing so, the review will also look into whether principles of leaving no one behind were applied, the requisite capacity enhancement of the national counterparts took place, whether conflict sensitivity assessment, gender mainstreaming etc were adequately considered.

**Efficiency:** This criteria considers to what extent the programme results obtained justifies the economic use of resources and if there is alignment between what has been expended (resource wise) and what has been achieved. Other considerations such as timeliness of the results, conducive use of programming modalities, extent to which UNDP processes and decision making have contributed/affected the results etc.

**Sustainability of development results:** This criteria looks into what extent did UNDP establish mechanisms to ensure the sustainability of the results attained in terms of capacities of national partners and whether other institutional mechanisms have been put in place to sustain the programme results. It also assesses, among others, to what extent do partnerships exist with other national institutions, NGOs, United Nations agencies, the private sector and development partners to sustain the attained results and to what extent have partners committed to providing continuing support.

*Guiding evaluation questions will need to be further refined by the evaluation team and agreed with UNDP.*

**5. Methodology**

The evaluation will be conducted primarily to assess the progress, and changes in the context and how this should inform the remaining CPD cycle in terms of programming and operations. This evaluation will include mixed method design. The MTE must provide evidence-based information that is credible, reliable and useful. The MTE team will review all relevant sources of information including documents prepared during the preparation phase. The MTE team is expected to follow a collaborative and participatory approach ensuring close engagement with the evaluation managers, implementing partners and direct beneficiaries.

The overall MTE will be divided into three phases:

**Phase I: Evaluation Planning Phase** (Virtual)

With the Covid -19 crisis, ensuring the safety of evaluation teams, Phase 1 of the CPD MTE will be to conducted virtually by the evaluator which include remote arrangements to conduct four key tasks (1) desk reviews of key documents (2) review of the current situation – context analysis (3) development and finalize inception report (4) design of evaluation tools and questionnaires.

1. **Desk review of all relevant documentation**. Following the introductory meetings and briefings, the evaluation team will undertake a desk review of all relevant reports and data. This should be supplied by the strategic management unit in a timely manner and all efforts made to access missing reports and data prior to the development of the inception report and the data-collection mission. This would include a review of inter alia

* UNDP Strategic Plan (2018-2021) and other new UNDP corporate priorities since 2018 that are relevant for the Myanmar context;
* Myanmar UNDAF
* COVID impact on UNDP Governance and Climate programming
* Myanmar Sustainable Development Plan (2018-2030) and key government strategies in areas of cooperation with UNDP
* Donor contribution agreements
* Theory of change and results framework
* Result Oriented Annual Report (ROAR)
* All evaluations of projects that were conducted during the period
* Programme/project annual, semi-annual reports.
* Donor reports
* Minutes of programme board meetings.
* Other documents

1. **Context Analysis**

* **Development and Operational Context (2 pager):** First part of context analysis will analyze the environment in which a CPD has been operating since its inception in 2018. Context analysis mainly focuses on scanning both internal and external environment, analyzing operating environments like political, economic, social, technological developments and demographic trends related to CPD implementation. Context analysis will analyze how key departures due to contextual changes had impacted organization, team, strategy, program or project.
* **Evolving Context (2 pager):** Second part of context analysis will assess the relevance of the CPD vis a vis the current evolving context (e.g. Covid crisis, conflicts, migrations, elections etc.). This will to enable an understanding of contextual changes and the ways in which the CPD may need to pivot to respond to these evolving changes; and thereby useful for any proposed adjustments that can be considered.

1. **Evaluation Inception Report** (max 10 pages) to be developed. Evaluators will commence the evaluation process with a desk review and preliminary analysis of the available information supplied by the implementing agency. Based on the TOR, initial meetings with the UNDP programme unit/evaluation manager and the desk review, evaluators should develop an inception report. The description of what is being evaluated illustrates the evaluators’ understanding of the logic or theory of how the initiative is supposed to work, including strategies, activities, outputs and expected outcomes and their interrelationships. It will detail how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection and analysis procedures taking into consideration the options available during COVID-19 restrictions. The inception report should include contextual analyses as mentioned above, a proposed schedule of tasks, activities and deliverables.

The inception report provides an opportunity to clarify issues and understanding of the objective and scope of an evaluation, such as resource requirements and delivery schedules.

1. **Development of evaluation questions, remote interview questionnaire focus groups guidelines and online surveys** 
   * Development of evaluation questions around relevance, effectiveness, efficiency and sustainability and designed for different stakeholders to be interviewed.
   * Surveys interview questionnaires focus group discussions guidelines and online survey tools to be designed and pretested.

**Phase II: Validation Phase** (virtually or on site/ face to face)

***Option 1: Virtual validation***

With travel and border trade restrictions in place, it is very likely that there may or may not be able to conduct field visits and /or lack of local evaluation team members data could be collected remotely.

* For validation, skype or telephone interviews, online/mobile questionnaires, online surveys, collaboration platforms (slack or yammer) and satellite imagery could be used to gather data.
* Remote telephone interviews with key government counterparts, representatives of key civil society organizations and implementing partners is recommended.
* Online survey tool or one to one Zoom meetings can be organized for donor community members and UN partners.
* Programme specific group zoom meetings can be organized for thematic programmatic and operational areas.
* Use of Partners Survey contact information: UNDP Myanmar had already collected list of all the partners contact details during 2019 partners survey. These information’s can be used for virtual interviews.
* Stakeholder engagement ensures the effective communication of an evaluation and its uptake, so it is very important to do a test run and factor in emergency settings and time zone differences.
* Stakeholders that are dealing with existing emergencies should be given advance notice and an adjustment of evaluation timelines can be expected.
* UNDP Field office colleagues will assist national consultant in logistic arrangement of the virtual meetings with partners and beneficiaries.

***Option 2: Onsite or face to face validation***

* If situation permits, national consultant or international consultant will visit to selected field sites (if feasible)
* Undertake key informant interviews with beneficiaries, government officials, communities and other stakeholders who have been involved in implementing activities under the program and/or participated in various program activities.
* Focus Group Discussions to be held whenever appropriate (specially recommended for beneficiaries). All interviews should be undertaken in full confidence and anonymity.

Ensuring the security of consultants, stakeholders and accompanying UNDP staff, particularly in crisis situations. The evaluation team members should have passed relevant United Nations security exams and be aware of and compliant with related security protocols, including passing the United Nations Department of Safety and Security training courses on basic security in field II29 and advanced security in the field.

**Phase III: Analysis, Debriefing and Report Writing Phase** (in country or virtually)

Following field missions or data validation phase, data review and analysis of evaluation questions, surveys and questionnaires. Evaluation teams are required to ensure maximum validity, reliability of data (quality) through triangulation of the various data sources.

Prior to the drafting of the evaluation report, the evaluation team should debrief the UNDP project/programme and management teams with preliminary findings. Debriefings with key stakeholders and the evaluation reference group may also be organized virtually or face to face where possible. This gives an opportunity to discuss preliminary findings and address any factual errors or misunderstandings, prior to writing the evaluation report.

At a time of social distancing, social media can help bridge the gap. Social platforms like yammer, teams etc can be formed to enable connecting, networking and engaging with target audiences such as donors, partners, and decision makers. This will be valuable to drive discussions, increase accessibility and amplify reach to key evaluation stakeholders.

A quality evaluation report should:

* Have a concise executive summary (maximum four pages).
* Be well structured and complete.
* Describe what is being evaluated and why.
* Identify the evaluation questions of concern to users.
* Identify target groups covered by the evaluation and whether the needs of the target groups were addressed through the intervention, and if not, why.
* Explain the steps and the procedures used to answer those questions.
* Present findings supported by credible evidence in response to the questions.
* Acknowledge limitations and constraints in undertaking the evaluation.
* Draw conclusions about findings based on of the evidence.
* Propose concrete and usable recommendations derived from conclusions.
* Be written with the report users and how they will use the evaluation in mind.

**6. Evaluation products (deliverables)**

The evaluation team will be accountable for producing following Deliverables/Expected outputs. These products include:

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| **Deliverables** | **Payments** |
| **Evaluation Inception report (max 10 pages).** The inception report to be submitted following and based on preliminary discussions with UNDP after the desk review and prior to any formal evaluation interviews, survey distribution or field visits (and country visit in the case of international evaluators). It will detail the evaluators’ understanding of what is being evaluated and why, include the context analyses that overarches the CPD review, showing how evaluation questions will be answered by way of: proposed methods; proposed sources of data; and data collection and analysis procedures taking into consideration the options available during COVID-19 restrictions. The inception report should include a proposed schedule of tasks, activities and deliverables. | 25 percent |
| **Debrief on initial findings:** A debrief meeting will be held after collecting primary data/information on the initial findings and observations at the validation phase. |  |
| **Draft Midterm evaluation report**.[[1]](#footnote-1) A Draft Mid-Term Evaluation report with all major findings and recommendations will be submitted to the Strategic Management Unit (SMU). SMU will share the draft with relevant internal stakeholders, collate all the comments and provide the feedback to the evaluator within an agreed period of time. | 25 percent |
| **Final Mid-Term Evaluation report**incorporating comments received from internal stakeholders and including a clear succinct Executive Summary. The evaluator will maintain an evaluation report audit trail to ensure that comments and changes by the evaluator in response to the draft report have been addressed. | 50 percent |

**7. Evaluation Team**

The MTE team is expected to consist of an International Consultant (Lead) and a National consultant to ensure contextual alignment.

**International Consultant Profile:**

**Required qualifications:**

Master’s Degree or equivalent in International Relations, Political Science, Economics, Sociology, or any other related field; knowledge of current development issues, evaluation discipline is a must.

**Technical competencies**:

* Minimum 10-15 years relevant experience
* Proven recent experience with Country Programme assessment or UN Development Framework assessment is mandatory.
* Proven experience in conducting Evaluations/assessments in transitional and conflict countries required
* Strong analytical capacities (quantitative and qualitative) and strong ability to communicate and summarize this analysis in writing.
* Proven ability to produce high quality analytical reports
* Proven experience of having worked in south/southeast Asia. Prior experience in Myanmar would be significant asset.

**Language skills required.**

* Excellent communication (oral and written) skills; fluency in English required.

**National Consultant Profile:**

**Required qualifications:**

Master’s Degree or equivalent in International Relations, Public Administration, Political Science, Economics, Sociology, or any other related field;

**Technical competencies**:

* Minimum 3-5 years relevant experience
* Thorough understanding of overall socio-political and development context of Myanmar including that for regions/states.
* Knowledge and experience of working with national and sub national government structures
* Experience in undertaking reviews or assessments
* Prior experience in Gender related work or working with the UN will be an asset
* Strong analytical capacities (quantitative and qualitative) and strong ability to communicate and summarize analysis in writing.
* Proven ability to produce reports in English

**Language skills required.**

* Excellent command of Myanmar and English languages in speaking and writing and should be interpret in both languages (National consultant)

**8. Institutional arrangements**

The Strategic Management Unit (SMU), UNDP Myanmar will be overall responsible for coordinating the evaluation process. The team will work independently under guidance of SMU team leader to ensure quality and timeliness of the deliverables.

**9. Time frame for the evaluation process approx. 45 Days over a period a 90 Days (May – August 2020)\*\***

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| **ACTIVITY** | **ESTIMATED # OF DAYS** | **PLACE** |
| **Phase One: Evaluation Planning Phase** | **22days** |  |
| Briefing with UNDP (Senior Managers, SMU, Programme units) | 2 days | Home based |
| Desk review of all relevant documentation | 6 days |  |
| Context analysis: Development context and evolving context | 4 days |  |
| Drafting of inception report | 4 days | Home- based |
| Development and testing of evaluation tools | 4 days |  |
| Comments and approval of inception report  *Note: Within one week of submission of the inception report* | 2 days | Home based |
| **Phase Two: Validation Phase** | **10-15 days** |  |
| Option 1: Virtual validation. Use of skype or telephone interviews for government counterparts and local implementing partners; online surveys/Zoom meetings/telephone interview with donor partners, UN counterparts and programme teams | 10 days | Home- based |
| Option 2: On the ground validation - Consultations and field visits, in-depth interviews and focus groups | 15 days | With field visits |
| **Phase Three: Analysis, Debriefing and Report Writing Phase** | **13 days** |  |
| Preliminarily debriefing (via zoom meetings if travel restrictions exists) | 1 day |  |
| Preparation of draft report including executive summary | 8 days | Home- based |
| Draft report submission |  |  |
| Feedback from UNDP  *Note: Within two weeks of submission of the draft report* | - |  |
| Finalization of the evaluation report incorporating comments | 3 days | Home- based |
| Presentation of final report (vis zoom meeting (via zoom meetings if travel restrictions exists) | 1 days | Home- based |
| **Estimated total days for the evaluation** | **45 Days** |  |

*\*\* This flexibility is being built in given the current COVID crisis and the uncertainties around travel etc.*

**10. Evaluation Ethics**

“This evaluation will be conducted in accordance with the principles outlined in the UNEG ‘Ethical Guidelines for Evaluation’. The consultant must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners.”

1. A length of 30 to 40 pages including executive summary is suggested. [↑](#footnote-ref-1)