

## **Terms of References Evaluations UNSDPF Bhutan (2019-2023)**

### **1. Introduction**

This United Nations Sustainable Development Framework (UNSDPF) articulates the collective vision of the UN system and the Government of Bhutan for 2019 – 2023. The overall goal of the United Nations’ support to Bhutan with the timeframe is to support “A Just, harmonious and sustainable Bhutan where no one is left behind”. In support of the Royal Government of Bhutan’s (RGoB) achievement of its 12th FYP and beyond, the UN’s strategic priorities outline to support the people of Bhutan by focusing first on those furthest behind, specifically the 14 Socio-Economic groups identified as being at risk of being left behind. The Government’s 12th FYP (2019-2023) was also formulated with both GNH and the SDGs as a guiding basis in its preparations, Bhutan’s development programmes continue to be highly aligned with the 2030 Agenda for Sustainable Development Goals.

An evaluation of the UNSDPF is commissioned by the United Nations Country Team (UNCT) in Bhutan in close partnership with the RGoB and will be conducted by a team of independent evaluators. The independent evaluation of the UNSDPF is a mandatory system-wide country-level evaluation that adheres to the norms and standards of the United Nations Evaluation Group (UNEG) and also conducted in line with the guidelines for the Evaluation of the United Nations Sustainable Development Cooperation Framework (UNSDCF), September 2021. The evaluation is a critical instrument to ensure the accountability of the development system for its collective contribution to a country’s SDG achievement. It supports learning and informs decisions regarding the design of subsequent UNSDCF cycles. It includes a focus on development results and the identification of internal and external gaps and overlaps, encompassing a critical appraisal of the Common Country Analysis (CCA) process, the theory of change, design and implementation, the application of the guiding principles, and the Funding Compact and Management Accountability Framework (MAF).

The evaluation terms of reference set out the details of the evaluation process, methodology, deliverables, and management arrangements, including quality assurance mechanisms. The country lead process will be a transparent and inclusive process with robust quality assurance. There will be technical support provided by the UN Development Coordination office (DCO) and United Nations Evaluation Development Group for Asia and Pacific (UNEDAP) to ensure independence, credibility, and utility of evaluation.

### **2. Country Context & UNSDPF Highlights**

#### **Country context**

Bhutan is one of the smallest economies in the world, it is also one of the fastest growing economies, and is considered by the World Bank’s classification as a lower Middle-Income Country (LMIC). A combination of prudent fiscal and monetary policy, as well as robust investments in hydropower has largely facilitated its growth over the years. Bhutan’s progress in human development has also been significant, having achieved or surpassed targets in five of eight Millennium Development Goals (MDGs), and is ranked in the medium HDI category. As a testament to the tremendous socioeconomic progress made over the decades, Bhutan is expected to graduate from the UN’s Least Developed Countries (LDC) category in 2023, with the RGOB 12th FYP marked as the “the last mile to LDC graduation”.

Bhutan during its first VNR exercise in 2018, presented the 12th FYP as its first major step towards implementing the SDGs and most indicators assessed on track. In July 2021, during the second VNR exercise given the significant impact of the pandemic on education, livelihoods, economy and revenue landscape, it is likely that progress of several related SDGs is “at risk” today i.e. SDGs 1, 4, 8, 10, 17. The theme of reporting was on transformational processes that build on past achievement and draw lessons from the COVID-19 pandemic—as Bhutan works to “build back better” while also moving ahead towards LDC graduation, the SDGs and GNH. The government with the partnership of UN also developed the “Dewa Platform”, an integrated dashboard to monitor GNH, SDGs and FYP progress. The VNR process also highlights that there is broad agreement on the need to strengthen awareness of the SDGs, and on a need for planners and implementers to be more conversant with the “language of the SDGs”.

COVID 19 impact on Bhutan is deep and far-reaching, like many other countries in the Global context. While GDP had grown from three percent in 2018 to 5.46 percent in 2019, and was projected to grow to 6.9 percent in 2020, growth projection decelerated to -6.1 percent by year-end with strict implementation of pandemic containment measures. A large number of people dependent on tourism and allied sectors were displaced, and many Bhutanese working overseas returned home. Overall unemployment reached 5 percent in 2020 as compared to 2.7 percent in 2019; and youth unemployment, a long-standing concern, has reached an all-time high of 22.6 percent as compared to 11.9 percent in 2019. Domestic violence and protection issues have reportedly increased with the COVID-19 pandemic. Issues of online safety, cyber security and the digital divide were highlighted, as education and public services went online. Concerns over food and nutrition security were amplified as weaknesses in value chain management and distribution became apparent. The health system’s capacity to deal with a prolonged pandemic is an additional concern—with epidemiological changes already placing pressure on the sustainability of free healthcare services.

Meanwhile, Bhutan remains highly vulnerable to climate change impacts and natural disasters, which pose serious threats to its nature-dependent livelihoods and hydropower and agriculture-based economy. As it maintains its carbon neutral status in the face of mounting pressure to accelerate economic growth, the additional burden of adaptation and mitigation entails huge costs. The Socio-Economic impact of Covid has brought about a new dimension of challenges to the country.

### Country Profile

<b>World View</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>2020</b>
Population, total (millions)	0.53	0.59	0.69	0.77
Population growth (annual %)	1.6	2.2	1.1	1.1
Surface area (sq. km) (thousands)	47	40.1	38.4	38.4
Population density (people per sq. km of land area)	11.4	14.8	18	20.2
Poverty headcount ratio at national poverty lines (% of population)	..	..	12	8.2
GNI per capita, PPP (current international \$)	1,460	2,690	6,310	10,440
<b>People</b>				
Life expectancy at birth, total (years)	53	61	68	72
Fertility rate, total (births per woman)	5.5	3.5	2.3	2
Adolescent fertility rate (births per 1,000 women ages 15-19)	104	77	36	18
Contraceptive prevalence, any method (% of married women ages 15-49)	..	31	66	..
Births attended by skilled health staff (% of total)	..	27	65	96
Mortality rate, under-5 (per 1,000 live births)	127	77	42	28

Immunization, measles (% of children ages 12-23 months)	93	78	95	97
School enrolment, primary (% gross)	51.4	76.2	108.2	105.8
School enrolment, secondary (% gross)	..	30	64	90
School enrolment, primary and secondary (gross), gender parity index (GPI)	..	1	1	1
Prevalence of HIV, total (% of population ages 15-49)	0.1	0.1	0.3	0.2
<b>Environment</b>				
Forest area (sq. km) (thousands)	25.1	26.1	27.1	27.3
Urban population growth (annual %)	6.3	6.4	3.3	2.8
<b>Economy</b>				
GDP (current US\$) (billions)	0.29	0.42	1.55	2.32
GDP growth (annual %)	10.4	3.4	11.9	-10.1
Inflation, GDP deflator (annual %)	6.2	7.4	5.9	6.9
Agriculture, forestry, and fishing, value added (% of GDP)	32	24	15	19
Industry (including construction), value added (% of GDP)	25	36	44	34
Exports of goods and services (% of GDP)	28	30	43	30
Imports of goods and services (% of GDP)	33	50	72	46
Mobile cellular subscriptions (per 100 people)	0	0	57.5	96.6
Individuals using the Internet (% of population)	0	0.4	13.6	..

Source: World Development Indicators database

Figures in blue refer to periods other than those specified.

**Country: Bhutan**

**Data from database: World Development Indicators**

**Last Updated:02/15/2022**

Source link:

[https://databank.worldbank.org/views/reports/reportwidget.aspx?Report\\_Name=CountryProfile&Id=b450fd57&tbar=y&dd=y&inf=n&zm=n&country=BTN](https://databank.worldbank.org/views/reports/reportwidget.aspx?Report_Name=CountryProfile&Id=b450fd57&tbar=y&dd=y&inf=n&zm=n&country=BTN)

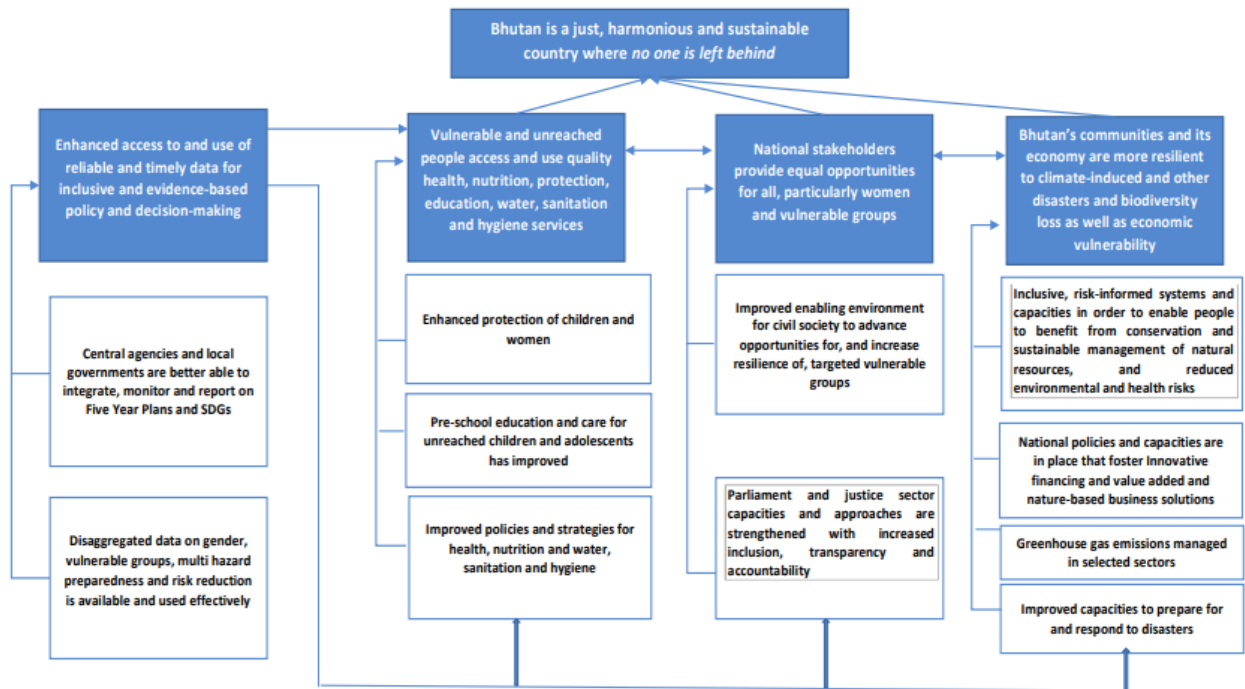
## UNSDPF highlights

The UNSDPF also represents the UN's commitment to advancing the Implementation approaches of UN Reform, Delivering as One (DaO) to drives joint and comprehensive UN work planning and monitoring for results, integrating the full range of UN national and international partners' expertise and experience, facilitating the application of normative programming principles in alignment with national development priorities.

Participating in the Framework are 31 UN Agencies of which 9 are resident agencies: Food and Agriculture Organization (FAO), International Trade Centre (ITC), United Nations Children's Fund (UNICEF), United Nation Capital Development Fund (UNCDF), United Nations Office of Drugs and Crime (UNODC), United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), World Food Program (WFP), World Health Organization (WHO), 22 Non-Resident Agencies: IOM, UNOPS, UNWTO, OCHA, ICAO, UNIDO, UNIC, IFAD, UNCTAD, UNAIDS, UNESCAP, UNDESA, UN Technology Bank, UNESCO, UNV, UN Habitat, ITU, WIPO, UNEP, UN Office of High Commissioner for Human Rights (OHCHR), UN OHRLS, UN Women.

The diagram below reflects the overall theory of change extracted from the UNSDPF 2018-2023:

Overall theory of changes



Based on which the UN aims to mobilize and invest an estimated USD 120 million to achieve results in four outcome areas, by 2023:

- Outcome 1: The RGoB uses more reliable and timely data on people at risk of being left behind for evidence-based policy and decision-making.
- Outcome 2: Vulnerable and unreached people\* access and receive quality health, nutrition, protection, education, water, sanitation and hygiene services.
- Outcome 3: RGoB institutions provide equal opportunities for all, and women and vulnerable groups hold leaders accountable; and
- Outcome 4: Bhutan's communities and its economy are more resilient to climate-induced and other disasters and biodiversity loss as well as economic vulnerability.

The four outcomes through its integrated programming and joint programming approach contributes to the implementation of the 2030 Agenda in Bhutan, building on Bhutan's international human rights commitments and supporting the Governments 12th Five Year Plan. The government and UN agencies formulate and review the Joint annual workplans under these outcomes. The progress under the four outcome groups is monitored and reported at Joint (Government and UN agencies) review meetings held every six months. Furthermore, the annual progress is captured in the Annual Results Report and reported to the Country Programme Board annually.

The UNSDPF did not have a mid-year review conducted, since the development of Socio-Economic Response Plan of (SERP) was developed through a consultative process in Feb 2021 and few SERP indicator were also incorporated in the UNSDPF results reporting framework. UNICEF and WFP have conducted mid-term evaluation of their Strategic plan, and there are also small Programme and project evaluations reports which can be used for desk review.

The evaluation needs to take into consideration the following contextual factors that affected the UNSDPF implementation:

- i. The need to respond to the COVID-19 pandemic from March 2020 affected the priorities and implementation of the UNSDPF. The government's shift in priority to immediate response to COVID, which influenced the UN annual programming cycle in 2020 and 2021 to undergo 2 rounds of repurposing exercises and a shift in the timeline of planning and implementation.
- ii. With national restriction on trade and movement due to COVID, has delayed targeted deliverables of projects and programmes.
- iii. The changing development finance landscape, and its impact on resource mobilization for the UNCT.

### 3. Purpose, objectives, and scope of the evaluation

The primary **purpose** of the UNSDPF Evaluation is to:

- i. Promote greater learning and operational improvement: The evaluation will provide important information and learning to strengthen programming, planning and decision making to improve coordination at the country level.
- ii. Support greater accountability of the United Nations Country Team (UNCT) to UNSDPF stakeholders: The process will provide evidence of results achieved and assess the effectiveness of the strategies and interventions used in the implementation of the UNSDPF and fix accountability to the UNCT.
- iii. Provide evidence to inform the design and coordination of the next UNSDCF (2024-2028). The evaluation process will provide the UN country team (UNCT) an opportunity to reflect on the way they have been supporting the country's development process.

The **objective** of the evaluation includes:

- a. To assess the contribution of the UNSDPF to national development results.
- b. To provide recommendation to strengthen the 'delivering as one' approach.
- c. To assess the level of 'UN reform' integration in the implementation arrangement of the UN System in Bhutan.
- d. To identify the area of cooperation where UN Bhutan continue to remain relevant to the National priorities and SDGs in the new UNSDCF.
- e. To assess and provide actionable recommendations to further strengthen the existing operational structures and interagency tasks teams in the implementation of the UNSDPF.
- f. Reach conclusions concerning UN's contribution, in relation to the UN systems value-add to the country looking forward to the new UNSDCF.

In addition, the evaluation will assess the extent to which the UNSDPF priorities shifted due to the COVID-19 pandemic and the way the UN system in Bhutan adapted to the changed programming context to effectively and impact deliver as one within the context of the newly emerging priorities and environment. The UNSDPF evaluation is being conducted in the penultimate year of CF as per the UNEG guidelines.

## Scope

The UNSDPF 2019-2023 evaluation will cover a period from 1st quarter of 2019 to the 1st quarter of 2022. The evaluation will cover all UN contributions to UNSDPF outcomes made through programmes, projects and activities supported by the UNCT and non-resident UN agencies, including activities implemented as part of global or regional programmes and projects. It should not seek to conduct a full evaluation of individual programme projects or activities of UNCT members, but rather synthesize and build on the agency programme and projects evaluations and other evaluative evidence.

The evaluation will be a comprehensive and strategic assessment of the UNSDPF's /UN Bhutan's contribution to the achievement of national priorities, the SDGs and the strategic relevance, effectiveness, efficiency, coherence, and sustainability of the UNSDPF. It should focus on the effectiveness of the UNSDPF operational structures including the governance structure and mechanisms, task teams and workplans. Also identify areas of impact which require collective strategic actions to create value and position the UN system in Bhutan as an impactful partner to the government. Emphasize on identifying the need to bring in support from new relevant UN agencies at the country level, in the government priority area of digitalization, youth, economy etc.

The evaluation will address how far results dealt with overall inequalities (focused on leaving no one behind principle, and building resilience to humanitarian emergencies), and in the application of the cross-cutting elements of the UNSDF (human rights, conflict sensitivity, youth, volunteerism, and gender equality and women's empowerment, disability inclusion, environmental sustainability), as well as promoting innovative approaches, and deepening strategic partnerships.

The geographic coverage of the evaluation includes UN's partners in all 20 districts have taken place. The evaluation will cover all levels of partnership and contributions of stakeholders to achievement of UNSDPF outcomes (government, community, CSO, private sector, etc.).

The evaluation will be used by the various stakeholders of the UNSDPF 2019-2023, including the UNCT, RGOB, donors, development partners and implementing partners. A detailed stakeholder mapping will be carried out by the evaluation team during the inception phase to inform the primary and secondary users of the evaluation results.

The inception phase of the evaluation will further define and narrow the scope of the evaluation to meet the stated objectives and ensure that the evaluation is feasible given the resources and time available. Also, the provinces and thematic areas to be covered during the evaluation would be explicitly detailed in the inception phase.

## 4. Evaluation criteria and preliminary evaluation questions

The UNSDPF will be evaluated according to the OECD-DAC criteria of relevance, coherence, effectiveness, efficiency, and sustainability of the UNSDPF. Listed below are preliminary evaluation questions, however, the evaluation team will refine the evaluation questions during the inception phase of the evaluation.

### Relevance and adaptability

- i. To what extent has the UNSDPF addressed national development priorities, policies and needs, and challenges identified in the Common Country Analysis?
- ii. To what extent the UN system remained responsive to emerging and unforeseen development needs of the country and the people, especially of the most vulnerable and those left furthest behind?

### Coherence and coordination

- iii. To what extent has the UNSDPF strengthened the coherence of support by UNCT members and sought partnership with government and other stakeholders to deliver inclusive, quality, integrated, SDG-focused support?
- iv. To what extent has the UN member agencies contributed to functioning and consolidation of the UNCT coordination mechanisms (UNCT, DPG, IATT, Outcome Groups, PME, OMT, etc.) to deliver on the UNSDPF in the spirit of the UN Reform and how can it be improved?

### Effectiveness

- v. To what extent has the UNSDPF reached the targeted beneficiaries and institutions and contributed to achieved expected results outlined in the results framework (Outcome and Output)?
- vi. To what extent has the UNSDPF strengthened the position, credibility, and reliability of the UN system as a partner of the government and other actors, and has served as an effective partnership vehicle?
- vii. To what extent has the CF contributed to the promotion of and integrated gender equality and women empowerment, human rights, disability inclusion and environmental sustainability?

### Efficiency

- viii. To what extent were the resources (financial/technical/human) efficiently used and adapted to the implementation modalities in the COVID-19 context?
- ix. To what extent did the UNSDPF implementation reduced transaction costs for partners through greater UN coherence and discipline?

### Sustainability

- x. What mechanisms, if any, has the UNSDPF established to ensure socio-political, institutional, financial, and environmental sustainability of the achieved results? To what extent has the UNSDPF contributed to building national and local capacities and ensuring long-term gains?



## 5. Evaluation approach, methodology, quality assurance, and assessment

### 5.1 Evaluation approach and Methodology

The evaluation will use a combination of document reviews, analysis of other quantitative secondary data, individual interviews with key informants and focus groups or other types of group discussion to collect data. The evaluation team will develop the evaluation methodology in accordance with the evaluation approach and design tools to collect appropriate data and information as strong, evidence-based answers to answer the overall evaluation questions. The methodological design will include: an analytical framework; a strategy for data collection and analysis; specially designed tools; an evaluation matrix; and a detailed work plan.

**Sampling approach:** A purposive sampling approach will be used to select programmes (joint workplans; joint programmes; UN agencies strategic plans etc.) that will be covered in the scope of the UNSDPF evaluation. The selected programmes components should have sufficient level of transformational intent (depth, breadth, and size) and maturity.

The purposive sampling approach will also be used to target groups and stakeholders to be consulted. It is expected that the list of target groups will ensure adequate representation of beneficiaries, including civil society organizations with an emphasis on vulnerable groups, e.g people living with disabilities, and other marginalized groups. The selection will be informed by the portfolio analysis and stakeholder mapping undertaken during the inception phase of the evaluation. This analysis will yield information on the relevant initiatives and partners to be part of the evaluation (including those that may not have partnered with the UNCT but play a key role in the outcomes to which UNSDPF contributes). The evaluation team should clearly outline the sample selection criteria and process and identify any potential bias and limitations, including the steps towards addressing the limitations.

The sampling technique should ensure that the selected samples adequately reflect the diversity of stakeholders of the intervention and pay special attention to the inclusion, participation, and non-discrimination of the most vulnerable stakeholders. This process will enhance the credibility and technical adequacy of the information gathered.

**Data collection:** The evaluation will use quantitative and qualitative approaches, including literature review, statistics at national and local levels, survey data, semi-structured interviews, direct observation, focus groups and workshops.

**Quality assurance:** The data collected should be subjected to a rigorous quality assurance for validation purposes, using a variety of tools including triangulation of information sources and permanent exchange with the UNSDPF implementation entities at Country Office level.

**Evaluation Matrix<sup>[2]</sup>:** The evaluation team will use the template of the evaluation matrix provided by the evaluation manager to systematically structure and consolidate the data collected for each of the evaluation questions. This matrix will allow them, among other things, to identify the missing data and thus fill these gaps before the end of the collection. This matrix will also help to ensure the validity of the data collected.

**Participation and inclusion:** This evaluation should be conducted using a participatory and inclusive approach<sup>[3]</sup>, involving a wide range of partners and stakeholders. The evaluation team will carry out a stakeholder mapping in order to identify the direct and indirect partners of the UNSDPF, specifically targeting United Nations organizations and representatives of the national government. Stakeholders mapping may



include civil society organizations[4], the private sector, other multilateral and bilateral cooperation organizations and, above all, the beneficiaries of the program.

**Contribution analysis (based on the "theory of change"):** The evaluation will be conducted on the basis of a theoretical approach, which means that the evaluation methodology will be based on a careful analysis of the expected results, outputs and contextual factors (which may affect the implementation of the UNSDPF interventions) and their potential to achieve the desired effects. The analysis of the UNSDPF's theory of change and the reconstruction of its intervention logic, if necessary, will therefore play a central role in the design of the evaluation, in the analysis of the data collected throughout the evaluation, in communicating results and in developing relevant and practical conclusions and recommendations.

The theory of change analysis should be limited to the soundness of the "agencies' and joint workplans" outputs contributions to the outcome level and SDG indicators. Evaluators will base their evaluation on the analysis and interpretation of the logical consistency of the results chain: linking program outputs to changes at a higher level of outcomes, based on observations and data collected during the process along the result chain. This analysis should serve as a basis for the judgment of the evaluators on the contribution of the current CF to the achievement of the outcome level results as targeted by the UNSDPF.

**Finalization of the evaluation questions and assumptions:** The evaluation team will finalize the evaluation questions after consultations with the evaluation steering committee and thematic groups. The final evaluation questions should be a reasonable number, generally not exceeding 15. They should clearly reflect the evaluation criteria as well as the indicative evaluation questions listed in this Terms of Reference. They should also take advantage of the results of the reconstruction of the intervention logic of the cooperation framework. The evaluation questions will be included in the evaluation matrix (see appendix) and should be supplemented by sets of hypotheses that capture the key aspects of the intervention logic associated with the scope of the question. Data collection for each of the assumptions will be guided by clearly formulated quantitative and qualitative indicators, also indicated in the matrix.

## 6. Evaluation process

The UNSDPF evaluation has a timeline of 9 months, however the actual evaluation process is expected to be completed in six months, commencing with the evaluation team on board from April 2022 to September 2022. Evidence and findings of the UNDAF evaluation will embrace the views of all key stakeholders, including UN, Government, CSOs and development partners, donors, vulnerable, poor, private sector, and marginalized groups where relevant. Stakeholders' analysis should be done during the inception phase with the support of the evaluation manager and the consultative group.

Adequate effort should be allocated to the evaluation to ensure timely submission of all deliverables as stipulated timeline table. All deliverables should meet UNEG evaluation quality standards and adhere to other UNEG evaluation guidance documents.

### Preparatory phase

- 1) The RC notifies the national counterparts (or the UNSDPF Country Programme Board Members), DCO, and the (UNCT) Result Groups on the UN's intent to launch the CF evaluation.
- 2) The RC and UNCT designate an Evaluation Manager.
- 3) The Evaluation Manager, in consultation and with support from the RCO and UNCT, establishes a national Evaluation Reference Group (ERG).



- 4) All preparatory deskwork and consultation processes to draft and finalize the Terms of Reference (TOR)
- 5) **Advertisement** and recruitment of the Evaluation Team in coordination with the DCO.

#### Design phase

- 1) Led by the independent Evaluation Team Leader,
- 2) Involves mapping and scoping activities leading to the refinement of the evaluation design and questions that will be reflected in the Inception Report.
- 3) With support from the DCO Evaluation Advisor, this phase includes a briefing of the RC and the Evaluation Manager, agreeing or developing theories of change, and drafting the Inception Report through a consultative process.

#### Field phase

- 1) **Data collection and analysis:** The data collection and analysis phases include all primary and secondary data collection and analysis:
- 2) **Desk review:** Synthesis or meta-analysis of previous evaluations and assessments carried out by UN agencies and/or development partners.
- 3) **Primary qualitative data collection:**
  - a. In-depth and/or Semi-structured interviews with key informants
  - b. Focus group discussions with providers and beneficiaries
  - c. Online surveys
- 4) **Observation**

#### Reporting phase

During the reporting phase the Evaluation Team compiles and synthesizes findings and prepares the Evaluation Report.

Review and validation All UNCT and ERG members are engaged in the review and validation phase. The RC and UNCT drafts a management response to propose timebound actions and interventions to address recommendations and assign responsibilities for follow-up.

#### Management response, dissemination and use phase

##### Management Response

To strengthen the use of evaluation findings, promote learning and accountability, and contribute to improved Programme design and delivery, all UNSDPF evaluations require a management response. Once the evaluation report is finalized and signed off by DCO, the RC/RCO and ERG should coordinate to prepare the formal management response to the evaluation. It should contain a response to each recommendation (normally prepared in tabular format) and a follow-up mechanism.

The response to each recommendation should include:

- Whether the recommendation is accepted, partially accepted, or rejected and why.
- Actions that will be taken, by whom and when, for those recommendations accepted; and
- An explanation of why certain recommendations was rejected and potential alternative actions to address the issues raised. The management response should be presented at a post-evaluation stakeholder workshop for discussion. The final evaluation report will be made publicly available.

## Dissemination of report

The RC shall commit to facilitate maximum in-country dissemination of the report, management response and follow-up actions. DCO shall commit to posting the UNSDPF evaluation reports, management responses and follow-up actions on the UNSDG website. As the UNSDPF evaluation is finalized, the Evaluation Manager and ERG should give due thought to internal and external dissemination modes. Due regard should be given to:

- External dissemination: discussing how the report will be made publicly available including, for example, which platforms may be used.
- Internal dissemination: platforms used for internal publication and roll-out to regional and global management.
- Dissemination to study respondents: how findings will be disseminated to all stakeholders/respondents engaged in the evaluation, including the government, noting if/how the language and format will be adapted for different stakeholder groups as appropriate and necessary.

## Evaluation deliverables

Evaluation products expected for this exercise are: 1) an inception report; 2) a PowerPoint presentation containing initial evaluation findings to facilitate validation of the preliminary findings; 3) the final report of the evaluation with up to three revisions (complete first draft be reviewed by the Consultative Group along with Evaluation Manager and DCO Evaluation Advisors; the second draft to be reviewed by the ERG) that includes an executive summary; 4) infographics to be used for publication; a PowerPoint presentation to be used to share findings with the stakeholders and for use in subsequent dissemination events. Outlines and descriptions of each evaluation product are meant to be indicative, and include:

- **Inception report:** The inception report will be presented at a formal meeting of the ERG and the consultative group. The inception report will contain:
  - an assessment of the evaluability of the UNDAF, including identification of data gaps and a proposal to address any limitation identified.
  - conduct a stakeholder analysis followed by ample in-country consultations with all key stakeholders, to ensure that their views on issues that need to be considered, potential sub-questions, etc. are incorporated into the UNDAF evaluation.
  - an elaboration of the evaluation questions into methodological sub-questions (by programme or project, by data-collection method, etc.).
  - sources and methods for collecting data for each methodological sub-question; and
  - a concrete plan of evaluation activities and a timeline, possibly with a tentative list of interviews to be arranged or plans for travel to other locations (e.g., municipalities, project sites).

The inception report should use the UNEG quality checklist for completeness. Here is the link to the checklist. <http://uneval.org/document/detail/608>

- **PowerPoint presentation:** Initially prepared and used by the evaluation team in their presentation of the preliminary findings to the evaluation commission and the consultative group, a standalone PowerPoint will be submitted to the Evaluation Manager as part of the evaluation deliverables.
- **Evaluation report:** The evaluation report should be written clearly and concisely that allows readers to easily follow its logic. It should not be overly filled with factual descriptions, especially those available elsewhere. The focus of the report should be to present the findings, the conclusions, and the recommendations in a logical and convincing manner. It should contain:
  - what was evaluated and why (purpose and scope);
  - how the evaluation was conducted (objectives and methodology);
  - what was found and on what evidence (findings and evidence/analysis);



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- what was concluded from the findings and in response to the main evaluation questions (conclusions).
- what was recommended (recommendations). Recommendations should be developed for the purpose, to help the UNCT to improve its support towards the achievement of national goals and the Sustainable Development Goals. In particular, recommendations:
  - must logically follow the findings based on evidence and the conclusions drawn from them, with their rationale clearly explained.
  - must be relevant to the country context and to the improvement of the UN system support towards the achievement of national goals and the Sustainable Development Goals.
  - should be developed with the involvement of relevant stakeholders to ensure the relevance and feasibility of the actions to follow.
  - Recommendations should be clear on who needs to implement them and
  - must not be overly prescriptive to allow the UNCT to design concrete actions for implementation in the management response.
- what could be usefully learned, if any (lessons learned).

Short, summarizing reports for executive decision-makers and general readers, complemented by studies containing evidence and analysis will be submitted together with the report. In short, the evaluation report should adhere to the

[DCO UNEG QA Checklist CF Evaluation Reports 2021](#)

**Data and infographics:** Data, live data tables and infographics will be submitted to the evaluation management team as part of the evaluation deliverables.

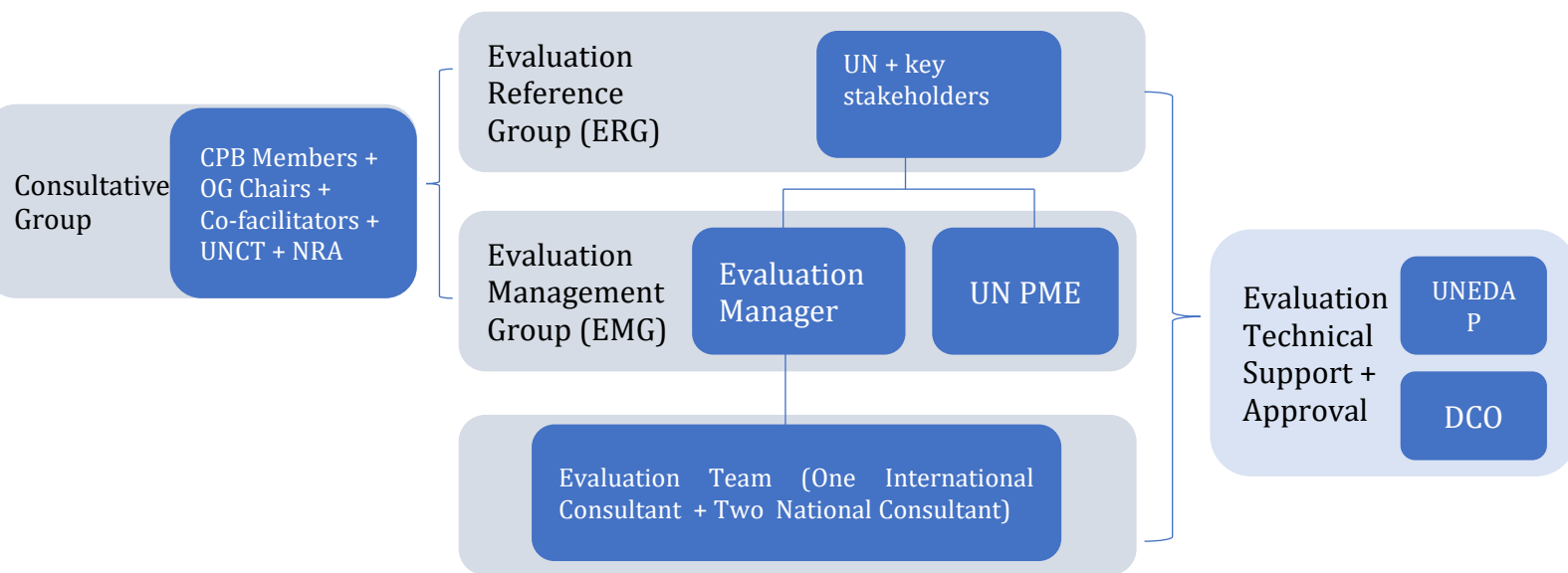
The inception and evaluation reports will be produced jointly by the members of the evaluation team and will reflect their collective understanding of the evaluation. All deliverables listed will be written in English. If the Evaluation Manager, Evaluation reference Group and the consultative group finds that the reports do not meet the required standards, the evaluation team will make the edits and changes needed to align the report to the required standards.

## 7. Workplan and indicative time schedule of deliverables

Task	Time Estimate	LoE team Lead	LoE National	Lead	In Consultation with
<b>Preparation (April)</b>					
Publication of the ToR	3 weeks			Evaluation Manager	
Recruitment	3 weeks			Evaluation Manager and RCO	DCO/Evaluation Advisor
<b>Inception (April)</b>					
Onboarding of Evaluation team: RC and Evaluation team manager briefing	2 weeks			Evaluation Manager and Evaluation team	Evaluation team, ERG
Development of the inception report (desk review; ToC meetings; writing)	2 weeks	10 days	7 days	Evaluation team Leader	Evaluation team, DCO Evaluation Advisor, ERG, consultative group
Review and validation of the inception report	1 weeks	5 days	3 days		
<b>Data collection (May-June)</b>					
Primary and secondary data collection and preliminary day-to-day analysis	3 weeks	5 days	10 days	Evaluation Team	
Data validation, analysis and report writing	3 weeks	5 days	3 days	Evaluation Team	Share with ERG, UNCT, PME
<b>Reporting, review and validation (July- Sep)</b>					
Submission of 1 <sup>st</sup> draft of the evaluation report	3 weeks	10 days	3 days	Evaluation Team	evaluation manager
The review by the SC, UNCT and the consultative group including the regional UNEDAP and DCO reviews.	3 weeks	5 days	7 days	Evaluation Manager and Evaluation Team	UNCT/ ERG, consultative group, Regional DCO
Stakeholder validation workshop	2 weeks	5 days	2 days	ERG, Evaluation Manager and Evaluation Team	UNCT/ ERG
Finalize and disseminate final report	2 weeks			Government Rep. from the UNSDPF ERG	RC/stakeholders government officials, funding partners, civil society organization and the private sector

Management Response and dissemination	2 weeks			RC/RCO	UNCT/DCO
<b>Total duration</b>	<b>27 weeks</b>	45 days	35 days		

## 8. Management of the evaluation



### UNSDPF Evaluation Reference Group (ERG)

The ERG is responsible for ensuring the evaluation is conducted in a timely manner and through a proper process, to meet quality standards and be useful to the UNCT, and stakeholders. Specifically, the ERG will:

- 1) Decide on the timing of the UNDAF evaluation in consultation with government counterparts and invite the counterpart officials and other key stakeholders to form an Evaluation Reference Group.
- 2) Inform UN DCO of the launch of the evaluation, so that an Evaluation Advisor can be assigned, and inform UNEG in order to obtain necessary support.
- 3) Ensure that UN Agencies and the Government counterparts' staff give the Evaluation Team their full support.
- 4) Facilitates stakeholder identification and consultations and provides access to information sources (documents and interviewees) to support data collection.
- 5) Provides overall comments on the main deliverables of the evaluation, including the inception report and draft evaluation report.
- 6) Prepare the Management Response, in consultation with all UNCT members.
- 7) Ensures the evaluation report and its results are disseminated and shared with DCO and other key stakeholders, promoting the use of evaluation and lessons.
- 8) The ERG will constitute of 5 members from UN Agencies, 5 from the Government, 1 CSO and 1 Pvt Sector.

### **Evaluation Management Group**

**Evaluation Manager:** RCO Data, Monitoring and Reporting Officer

Roles and Responsibilities of Evaluation Manager:

The Evaluation Manager is not involved in implementing programmes/projects and has a sound knowledge of the evaluation process and methodology and understands how to abide by UNEG Evaluation Norms and Standards. The Resident Coordinator and UNCT ensure that the Evaluation Manager could operate within an environment and conditions conducive to an independent and unbiased evaluation management and is not subject to undue pressure from any interested party. The Evaluation Manager is technically supported by the UN PME Group comprising M&E officers from UN agencies. The Evaluation Manager is also backed by the RCO Head and RCO staff in coordination-related tasks. The duties include:

- 1) Technically oversees the evaluation and reports regularly to the ERG by organizing regular ERG meetings. In addition, the Evaluation Manager works in close collaboration with DCO for quality assurance purposes and technical support.
- 2) With support from the RC's office, compiles a preliminary list of background information and documentation on both the country context and the UNSDPF evaluations and lists these in an Annex of the TOR.
- 3) Coordinates comments on and ensures the quality control of deliverables submitted by the Evaluation Team throughout the evaluation process, ensuring that the UNEG Norms and Standards, Code of Conduct and Ethical Guidelines for Evaluations, as well as guidance on integrating human rights and gender equality in evaluation are followed/adhered to.
- 4) Sends all evaluation products to DCO for approval.
- 5) Ensures concerned units/agencies/bodies provide the management response.
- 6) Clears payment of the Evaluation Team once outstanding issues have been addressed satisfactorily.

### **Evaluation Consultative Group**

The Consultative Group will support the evaluation process, ensuring, in particular, that the evaluation properly addresses the issues of importance to different ministries/agencies and other key stakeholders involved and that the evaluators gain access to relevant informants and information sources. In addition to promoting ownership of and buy-in to the evaluation results, the Consultative Group will also:

- 1) Provide comment and advice on the main deliverables of the evaluation such as the inception and draft reports.
- 2) Facilitate the evaluation process, helping the team to identify and gain access to government and other stakeholders.
- 3) Facilitate maximum in-country dissemination of the report.

The Consultative Group will be the CPB members, OG Chair and Co-facilitators, members of the Country Board (key stakeholders, CSO, UNCT, NRA).

### **DCO:**

The Evaluation Advisor of UNDCO will oversee the process to ensure the independence and quality of the evaluation. UNEDAP will provide technical support to RCO in collaboration with DCO at all phases of the evaluation. The DCO Evaluation Advisor will:





- 1) Review, comment on and approve the evaluation TOR
- 2) Support and approve the selection of the Evaluation Team, confirming the professional credentials of the team members and the absence of any conflicts of interest;
- 3) Establish a hotline for the Evaluation Team, to be used if the Team encounters risks to the independent conduct of the evaluation;
- 4) Review the inception report, checking if the approach and the methodology proposed are of professional quality;
- 5) Provide support (backstopping) to the Evaluation Manager at all stages of the evaluation.
- 6) Participate in Evaluation Reference group meetings when possible.
- 7) Receive the first and final draft of the report and the audit trail to ensure the transparency of the process and ascertain that the Evaluation Team was not subject to undue pressure to alter the contents of the report;
- 8) Conduct an external quality check of the draft report and clear payment to the Evaluation Team once any outstanding issues have been addressed satisfactorily
- 9) Lead and ensure the dissemination and use of evaluation results.
- 10) Ensure accountability mechanisms, submission of the management response, track the implementation of the recommendation, and the use of the evaluation in the design of the next CCA and CF.

#### The Evaluation team

The composition and selection of the UNSDPF Evaluation Team should follow the good practices applied by UN Evaluation Group (UNEG). The team should have ample collective knowledge of the national context in various areas of UN work in the context of UNSDPF. The team should be built with due consideration to ethnic/religious balance, gender balance, and coverage of different subject areas of work by UNCT member agencies. The international consultant (individual/firm) should have expertise in international evaluation and the national consultants (firm) should have expertise in development, gender, disability, and environment.

- The composition of the evaluation team will consist of one international evaluator and two national consultants.
- The international consultant will fulfil the role of the Team Leader and the national consultants will be members to the team.
- The total number of expected consultant days for international consultant is 45-55 days, National Consultants should be for 30-35 days. In case of extended engagement due to unavoidable circumstances, the team should be flexible to accommodate reasonable duration of extension which shall be jointly acceptable.
- The international consultant will provide remote assistance and the National consultant will carry out the necessary support.

The Service Provider shall be paid the consultancy fee upon completion of the following milestones:

- 30% after approval of the inception report.
- 30% after a Power Point presentation containing initial evaluation findings to facilitate validation of the preliminary findings; and
- 40% after approval of the final evaluation report that includes an executive summary, infographics to be used for publication; and a PowerPoint presentation used to share findings with the stakeholder and for use in subsequent dissemination events.

The consultant shall be paid on a basis of the above delivery at a total price of \$ 21,600.

### ***Roles and responsibilities of the evaluation team***

- i. Gains an in-depth understanding of both the CF and the country context.
- ii. Assesses the ToC and its reconstitution (if necessary) to better adhere to the CF as implemented.
- iii. Selects and adapts the evaluation questions and proposes the most appropriate methods for data collection and analysis.
- iv. In consultation with the UNCT and the Evaluation Manager, selects a sample of stakeholders (from a sampling frame - comprehensive stakeholder map) to interview, survey and the field phase. The sampling covers all data collection methods.
- v. Collects data during the field phase. Triangulates and analyses the data.
- vi. Drafts the inception and draft and final evaluation reports (with the summary of Performance Rating). Revises deliverables as needed based on comments.
- vii. Leads stakeholder, briefing and debriefing workshops as needed.
- viii. Abide by the UNEG Code of Conduct for carrying out the evaluations.

**The Evaluation Team Leader** leads the entire evaluation process, working closely with all team members. He/she will conduct the evaluation process in a timely manner and communicate with the Evaluation Manager on a regular basis and highlight progress made/challenges encountered. The Evaluation Team Leader will be responsible for producing the inception report and the draft and final evaluation reports, ensuring quality of these deliverables.

### **Specific roles**

- i. Outline evaluators understanding of purpose scope and user,
- ii. Evaluation criteria, question and methodology
- iii. Evaluation workplan and management arrangements
- iv. Identify main deliverables.
- v. Propose a template to be agreed with evaluation manager.
- vi. Should also present the primary findings to the key stakeholders, evaluation technical committee.
- vii. Capture discussion and feedback that can be used to finalize the draft evaluation report.
- viii. Develop the first draft UNSDPF evaluation report containing a summary of findings, lessons learned, conclusions and recommendations. Also develop a presentation of the report and share it with the relevant stakeholders for feedback and finalizing the report.
- ix. Will submit the final report as per the agreed timeline by Incorporating feedback received on the draft report. The consultant will also make a final presentation on the evaluation findings to all stakeholders including the govt. officials.

**The team members contribute** to the evaluation process substantively through data collection and analysis. They will share responsibilities for conducting desk review and interviews and conduct field visits identified and collect data. They will provide substantive inputs to the inception report, the presentation of preliminary findings as well as to the draft and final reports.

### **Specific roles:**

- i. Providing local perspective in the inception report
- ii. Facilitate document review.



- iii. Coordinate closely with evaluation manager for in-country logistic support, arrangement of documents, interviews, and consultations
- iv. Seek clearance required for evaluation and collect high quality data from field
- v. Support data analysis and report writing.
- vi. Support in preparing and making presentation of preliminary finding to key stakeholders and the evaluation technical committee.
- vii. Support the international consultant during the drafting of the report discussing key findings, lessons learned, conclusion and recommendations. Also support the stakeholder consultation to gather feedback and finalize the report.
- viii. Will support the international consultant during the consultation with stakeholders and in the submission of the final report.

The Team should be built with due consideration to:

- Cultural and language balance;
- Gender balance;
- Coverage of relevant subject areas of work by UNCT member agencies;
- Coverage of key cross-cutting issues, including gender equality, human rights and environmental sustainability; and
- Collective knowledge of the national context in various areas of UN work

#### **Qualifications and competencies of the evaluation team members**

- a. Advanced university level of education in evaluation or field(s) relevant to one or more UNSDPF evaluations areas of work. Where possible/suitable PhD level preferred for the Evaluation Team Leader;
- b. Proven experience in conducting evaluations of complex programmes and themes relevant to the UNSDPF (minimum 10 years for the Team Leader, 3-5 years for other team members);
- c. Experience and background in gender equality/gender analysis and gender responsive and disability inclusive evaluations.
- d. Good understanding of the SDGs, other relevant regional or global frameworks and their implications for development cooperation; Good understanding of multilateralism and the role of the UN System in development cooperation in the context of the country in question;
- e. Understanding of UN Reform and its implementation implication at the country level;
- f. Demonstrated analytical capacity, particularly in the case of the Team Leader, including on political economy and financing for development;
- g. Sound knowledge of the country context and an in-depth understanding of at least one area of work of UNCT members; collectively, Evaluation Team members should broadly cover all areas of UNCT activity;
- h. Demonstrated ability to write and communicate clearly in languages (English and Dzongkha). English for international consultant and both Dzongkha and English for National Consultants.
- i. No conflict of interest such as recent or expected employment by UNCT members or implementing partners, private relationships with any UNCT members of staff or government counterparts or implementing partners; participation in the design, implementation or advising UNSDPF evaluations being evaluated, among others). Any potential conflict of interest should be declared by candidates during the application process

## 11. BIBLIOGRAPHY

The UNSDPF evaluation team will use a variety of reference materials including, but not limited to:

- UNSDPF 2019-2023 (<https://bhutan.un.org/en/97736-united-nations-sustainable-development-partnership-framework-bhutan-2019-2023>)
- UNSDPF Annual Results Report 2019, 2020, 2021 (<https://bhutan.un.org/en/124967-annual-results-report-2020>)
- Government's 12<sup>th</sup> FYP (<https://www.gnhc.gov.bt/en/wp-content/uploads/2019/05/TWELVE-FIVE-YEAR-WEB-VERSION.pdf>)
- Mid Term Review Report of 12<sup>th</sup> Five Year Plan (FYP) of the Government
- 1<sup>st</sup> and 2<sup>nd</sup> Voluntary National Reports of Bhutan (<https://www.gnhc.gov.bt/en/wp-content/uploads/2021/09/2nd-VNR-Report-SDGs.pdf>)
- Government report for Human rights related conventions (<https://www.mfa.gov.bt/wp-content/uploads/2019/01/Bhutan-UPR-Third-Cycle-2019.pdf> and <https://www.state.gov/wp-content/uploads/2021/03/BHUTAN-2020-HUMAN-RIGHTS-REPORT.pdf>)
- Relevant policy document
- UN Agencies Country Programme Documents
- UN agencies Annual Reports 2019, 2020, 2021
- UN Socio Economic Response Plan ([https://unsdg.un.org/sites/default/files/2020-09/BTN\\_Socioeconomic-Response-Plan\\_2020\\_updated.pdf](https://unsdg.un.org/sites/default/files/2020-09/BTN_Socioeconomic-Response-Plan_2020_updated.pdf))
- Mid Term Review reports of WFP and UNICEF Country Programme document
- Project and Programme Evaluation as identified by UN Agencies
- UNDAF Evaluation Report 2018 ([https://www.unfpa.org/sites/default/files/portal-document/Bhutan\\_UNDAF%202014-2018.pdf.pdf](https://www.unfpa.org/sites/default/files/portal-document/Bhutan_UNDAF%202014-2018.pdf.pdf))

Annex:

- Guidelines for the Evaluation of the UNSDCF, Sept 2021 (<http://www.unevaluation.org/document/detail/2972>)
- UNEG Standard and Norms (<http://www.uneval.org/document/detail/1914>)
- UNEG guidance on gender equality and human rights (<http://www.uneval.org/document/detail/1616>)
- UNEG ethical guidelines for evaluations (<http://www.uneval.org/document/detail/2866>)
- UNEG handbook for conducting evaluation of normative work. (<http://www.uneval.org/document/detail/1484>)
- UNEG Quality Checklist for Evaluation Report (<http://www.uneval.org/document/detail/607>)
- UNEG Quality Checklist for Inception Report (<http://www.uneval.org/document/detail/608>)

Stakeholders	
Government	
1	Ministry of Education
2	Ministry of Foreign Affairs
3	Ministry of Labour and Human Resource
4	Ministry of Works & Human Settlement
5	Ministry of Agriculture and Forests
6	Ministry of Economic Affairs



7	Ministry of Finance
8	Ministry of Information and Communications
9	Ministry of Health
10	Ministry of Home and Cultural Affairs
11	Department of Local Government
12	Career Education & Counselling Division, Bhutan Department of Youth and Sports (DYS)
13	Department of School Education
14	Department of Curriculum and Professional Development (DCPD)
15	Department of Youth and Sports
16	School Health & Nutrition Division
17	School Health Programme
18	Scouts and Culture Education Division
19	Youth Center Division
20	Early Childhood Care and Development
21	Bhutan Council for School Examinations & Assessment
22	Special Education Needs
23	Department of Public Health
24	Faculty of Nursing & Public Health
25	Integrated Management of Childhood Illness
26	National AIDS Control Programme
27	Public Health Engineering Division
28	Reproductive, Maternal and Neonatal Health Program
29	The Emergency Medical Services Division
30	Vaccine Preventable Disease Program, Department of Public Health
31	Village Health Workers
32	Health Promotion Division
33	One-Stop Crisis Centre
34	Adolescent Health Programme
35	Mental Health Program
36	Non-Communicable Diseases Division (NCDD)
37	Commission for religious organizations of Bhutan
38	Department of Disaster Management
39	Department of Law and Order
40	Royal Bhutan Police
41	Water & Sanitation Division, Bhutan Department of Engineering Services
42	Renewable Natural Resources Research Development Center
43	Department of Agricultural Marketing and Cooperatives
44	Department of Agriculture
45	Agency for Promotion of Indigenous Crafts
46	National Center for Hydrology & Meteorology



47	Department of Macro Economic Affairs
48	Department of National Budget
49	Department of Information Technology and Telecom
50	Policy and Planning Division
51	Royal Institute of Management
52	Gross National Happiness Commission
53	National Environment Commission
54	Tourism Council Bhutan
55	Justice Sector Agencies/Judiciary
56	Anti-Corruption Commission
57	Royal Civil Service Commission
58	Paro College of Education
59	Sherubtse College of Education
60	National Commission for Women and Children
61	Bhutan Women Parliamentary Caucus
62	Research and Evaluation Division
63	Religion and Health Project
64	National Council Secretariat
65	National Assembly Secretariat
66	Monastic Education Council
67	Royal Education Council
68	National Statistics Bureau
69	Office of the Attorney General
70	National Film Commission
71	Dratshang Lhentshog Secreteriat
72	JDWNRH
73	Royal University of Bhutan
74	Bhutan Agriculture and Food Regulatory Authority
75	College of Natural Resources
76	Department of Livestock
77	Department of Forest and Park Services
78	Food Corporation of Bhutan Limited
79	Khesar Gyalpo University of Medical Sciences of Bhutan
	<b>NGO</b>
1	Bhutan Chamber of Commerce & Industry
	<b>Civil Society Organization</b>
1	Bhutan Nuns Foundation
2	Bhutan Centre for Media and Democracy
3	Bhutan Cricket Council Board
4	Fablab, Bhutan
5	Loden Foundation



6	Nazhoen Lamtoen
7	Respect, Educate, Nurture and Empower Women
8	Youth Development Fund
9	SAARC Business Association of Home-based workers
10	Disability Organisations
11	Ability Bhutan Society
12	Civil Society Organizations Authority
13	Tarayana Foundation
14	Bhutan Association of Women Entrepreneurs
15	Bhutan Ecological Society
16	Disabled peoples' Organization of Bhutan
17	Bhutan Trust Fund for Environmental Conservation
18	Bhutan Board for Certified Counselors
19	Bhutan for Life
20	Lhaksam
21	Queer Voices of Bhutan
22	Pride Bhutan
23	Taxi Association of Bhutan
<b>International Organization</b>	
1	Save the Children
2	Austrian Development Agency
3	EU
4	KOICA
5	SNV Netherlands Development Organisation
6	JICA
7	Japan
8	ADB
9	World Bank
<b>UN Agencies</b>	
1	FAO
2	OCHA
3	IFAD
4	ILO
5	IOM
6	ITC
7	RCO
8	UN Women
9	UNAIDS
10	UNCDF
11	UNCITRAL
12	UNCTAD





**UNITED NATIONS  
BHUTAN**

●●●●●●●●●●●●●●●●●●●●  
Leaving No One Behind

13	UNDP
14	UNEP
15	UNESCO
16	UNFPA
17	UN-Habitat
18	UNHCR
19	UNICEF
20	UNIDO
21	UNODC
22	UNOPS
23	UNV
24	WFP
25	WHO