



Terms of Reference

United Nations Population Fund (UNFPA) Bhutan 7th Country Programme (2019-2023)

Country Programme Evaluation

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Acronyms

APRO	Asia Pacific Regional Office
CCA	Common Country Assessment/Analysis
CO	Country Office
CP	Country Programme
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CPE	Country Programme Evaluation
DSA	Daily Subsistence Allowance
EQA	Evaluation Quality Assessment
EQAA	Evaluation Quality Assurance and Assessment
ERG	Evaluation Reference Group
GBV	Gender-Based Violence
ICPD	International Conference On Population and Development
M&E	Monitoring and Evaluation
SDGS	Sustainable Development Goals
SRHR	Sexual and Reproductive Health and Rights
TOR	Terms of Reference
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework

1. Introduction

The United Nations Population Fund (UNFPA) is the lead United Nations agency for delivering a world where every pregnancy is wanted, every childbirth is safe and every young person's potential is fulfilled. The strategic goal of UNFPA is to “achieve universal access to sexual and reproductive health, realize reproductive rights, and reduce maternal mortality to accelerate progress on the agenda of the Programme of Action of the International Conference on Population and Development (ICPD), to improve the lives of women, adolescents and youth, enabled by population dynamics, human rights and gender equality.”¹ In pursuit of this goal, UNFPA works towards three transformative and people-centered results: (i) end preventable maternal deaths; (ii) end the unmet need for family planning; and (iii) end gender-based violence (GBV) and all harmful practices, including female genital mutilation and child, early and forced marriage. These transformative results will contribute to the achievement of the Sustainable Development Goals (SDGs), in particular good health and well-being (Goal 3), the achievement of gender equality and the empowerment of women and girls (Goal 5), the reduction of inequality within and among countries (Goal 10), and peace, justice and strong institutions (Goal 16). In line with the vision of the 2030 Agenda for Sustainable Development, UNFPA seeks to ensure that no one is left behind and that the furthest behind are reached first.

UNFPA has been operating in Bhutan since 1970s. The support that the UNFPA Bhutan Country Office (CO) provides to the Government of Bhutan under the framework of the 7th Country Programme (CP) 2019-2023 builds on national development needs and priorities articulated in:

- National 12th Five Year Plan, 2019-2023
- Common country analysis (Bhutan), 16 January 2018
- United Nations Sustainable Development Partnership Framework for Bhutan 2019-2023
- Seventh Country Programme Action Plan (CPAP) 2019 – 2023

The 2019 UNFPA Evaluation Policy requires CPs to be evaluated at least every two programme cycles, “unless the quality of the previous country programme evaluation was unsatisfactory and/or significant changes in the country contexts have occurred.”² The country programme evaluation (CPE) will provide an independent assessment of the relevance and performance of the UNFPA 7th CP (2019-2023) in Bhutan, and offer an analysis of various facilitating and constraining factors influencing programme delivery and the achievement of intended results. The CPE will also draw conclusions and provide a set of actionable recommendations for the next programme cycle and will contribute to the greater accountability and transparency of the organization.

Therefore, UNFPA Bhutan Country Office plans to conduct an independent evaluation of the 7th Country Programme in line with the United Nations Evaluation Group (UNEG) Norms and Standards, code of conduct and ethical guidelines for evaluations, as well as UNEG guidance on gender and human rights responsive and disability inclusive evaluations, and in line with international best practice.

¹ UNFPA Strategic Plan 2018-2021, p. 3. The document is available at: https://www.unfpa.org/sites/default/files/resource-pdf/DP.FPA_2017.9_-_UNFPA_strategic_plan_2018-2021_-_FINAL_-_25July2017_-_corrected_24Aug17.pdf.

² UNFPA Evaluation Policy 2019, p. 20. The document is available at <https://www.unfpa.org/admin-resource/unfpa-evaluation-policy-2019>.

The evaluation will be implemented in line with the *Handbook on How to Design and Conduct a Country Programme Evaluation at UNFPA* (UNFPA Evaluation Handbook), which is available at <https://www.unfpa.org/EvaluationHandbook>. The Handbook provides practical guidance for managing and conducting CPEs to ensure the production of quality evaluations in line with the United Nations Evaluation Group (UNEG) norms and standards and international good practice for evaluation. It offers a step-by-step guidance to prepare methodologically robust evaluations and sets out the roles and responsibilities of key stakeholders at all stages of the evaluation process. The Handbook includes a number of tools, resources and templates that provide practical guidance on specific activities and tasks that the evaluators and the evaluation manager perform during the different evaluation phases.

The main audience and primary intended users of the evaluation are: (i) The UNFPA Bhutan CO; (ii) the Royal Government of Bhutan; (iii) implementing partners of the UNFPA Bhutan CO; (iv) rights-holders involved in UNFPA interventions and the organizations that represent them (in particular women, adolescents and youth); (v) the United Nations Country Team (UNCT); (vi) Asia Pacific Regional Office (APRO); and (vii) other development partners. The evaluation results will also be of interest to a wider group of stakeholders, including: (i) UNFPA headquarters divisions, branches and offices; (ii) the UNFPA Executive Board; (iii) academia; and (iv) local civil society organizations and international NGOs. The evaluation results will be disseminated as appropriate, using traditional and digital channels of communication.

The evaluation will be managed by the evaluation manager within the UNFPA Bhutan CO, with guidance and support from the regional monitoring and evaluation (M&E) adviser at the APRO, and in consultation with the evaluation reference group (ERG) throughout the evaluation process. A team of independent external evaluators will conduct the evaluation and prepare an evaluation report in conformity with these terms of reference.

2. Country Context

The Kingdom of Bhutan is a small, mountainous, landlocked country in South Asia, located in the eastern Himalayas, bordered by India and China. It has an area of 38,394 square kilometers with east-west dimension (longest) stretching around 300 kilometers and 170 kilometers at its maximum north-south dimension. About 70 percent of the Kingdom is covered with forests. The administrative system in the country consists of Central and Local Government. The Central Government comprises Ministries, Departments and Autonomous bodies. The Local Government comprises of 20 Dzongkhag (districts) Tshogdu, 205 Gewog (block) Tshogde and the four Thromde (township) Tshogde.

The total population of Bhutan as per the 2017 Population and Housing Census was 760,000 people and is expected to reach a maximum of 1 million with over 55 per cent living in urban areas by 2050. Bhutan's population is young with more than half of them below the age of 23 years. Further, with more than two-third of population in the working age-group, the potentials to reap the demographic dividend is projected to continue till 2040. Due to declining fertility rates and increasing life expectancy, the number of people in the age group of 65 years and above is expected to rise from 6 percent to 17.3 percent by 2050 and the old-age dependency ratio will increase from 11.2% to 26.2% in 2050. Although fertility has fallen below replacement levels to 1.7, the unmet need for contraception continues to be high among adolescents at 27 per cent. General literacy rate stands at 71.4% (78.1%M: 63.9% F) with higher literacy rate among youth at 93.1 with no gender gap. However, around 15% of the young population are illiterate and slightly more than 7.5% have never attended school.

Bhutan is classified as a LDC and the income per capita has reached US\$3000. Annual GDP growth rate as of 2021 stands at negative 11 per cent and overall unemployment rate is 5 per cent with higher unemployment rate among youth at 22.6 per cent (female 61.3%, Male 38.7%). Poverty and inequality indicators remains high at disaggregated levels. Across districts, income poverty rates vary between 1 to 32 per cent, and are considerably higher in rural areas (16.7 per cent) than in urban areas (1.8 per cent). The share of population living on less than \$3.20 per day fell from 14.7 percent in 2012 to 12.2 percent in 2017. While this marks a continuation of progress over previous years, the pace of poverty reduction has slowed down recently. As of 2017, less than 4 percent of Bhutanese live in multidimensional poverty. Despite Bhutan's strong growth performance, and progress in social indicators, greater attention still needs to be paid to many structural and other challenges to ensure longer-term sustainable development. Bhutan needs to continue and strengthen sustainable interventions to address social, economic and gender gaps and ensure increased coverage and quality of sexual reproductive health services.

The Royal Government of Bhutan (RGoB) is committed to achieving universal health coverage (UHC), with the right to health care for all as mandated by the Constitution. The overarching goal of the 12th Five Year Plan of the Government of Bhutan in the health sector is to achieve UHC by providing access to quality health care services based on the principles of primary health care. National protocols and guidelines on improving quality care of SRH have been developed and widely adopted throughout the country. Bhutan has made significant progress in the SRHR over the past two decades. Maternal mortality has declined from 255/100,000 (maternal deaths per 100,000 live births) in the year 2000 to 89/100,000 in 2017. Despite the high coverage of skilled antenatal care and birth attendance, quality of care remains inadequate. Prevalence of maternal near miss ratio stands at 6.7 per 1000 live births and potential life threatening conditions at 12.8 per 1000 live births. More than a quarter of women are classified as having any anemia and less than a quarter of young people have comprehensive and correct knowledge of HIV prevention and transmission. Challenges around contraceptive use and child marriage remain for Bhutan; over a third of married women are not using an effective method of contraception and a quarter of young women entered a marital union before the age 18 years. Adolescent girls have the lowest demand satisfied with modern methods of contraception and prevalence of modern contraceptive use. Modern contraceptive use among married adolescent girls was half of the national average. Cervical cancer is the leading cause of death among Bhutanese women and

The Constitution of the Kingdom of Bhutan 2008 provides an overarching framework and foundation within which gender equality is enshrined. Despite guarantees of formal equality, structural and cultural norms continue to obstruct the full realization of gender equality. Bhutan is ranked 131 out of 153 countries in the Global Gender Gap. The number of girls enrolled in tertiary education continues to be low (19.1% as compared to 23.7% of boys). Poor academic performance due to domestic commitments and early pregnancy, according to the Bhutan Gender Policy Note 2013, impede girls' access to tertiary education. High adolescent pregnancies, with as many as 32% of females having their first pregnancy at the age of 18 or younger, and the growing issue of feminization of HIV/AIDS continue to exist. Women in rural communities, in particular, are more vulnerable and have limited access to resources. More than 2 in 5 Bhutanese women have been physically, sexually, psychologically, or economically abused by a spouse at some point in their lives.

Bhutan's progress in human development has also been significant, and has made remarkable progress in achieving a number of commitments made to the International Conference on Population and Development. Bhutan is on track to achieve all the SDGs and is expected to graduate from the UN's Least Developed Countries (LDC) category in 2023 with the RGOB calling the latest 12th Five Year Plan (2018 – 2023) , “the last mile to

LDC graduation” Bhutan has incorporated most of the sustainable development goal targets in its five-year development plan, which focuses on addressing the last-mile challenges that are preventing the country from graduating from the least-developed country category and is guided by the development philosophy of Gross National Happiness (GNH).

Development challenges/opportunities

Bhutan is increasingly facing challenges for certain groups, especially adolescents and youth. Half of country’s population is below the age of 24 years, and they face a range of social, health and development issues. The prevalence of sexual activity is high among adolescents aged 10–19 years, with 23 per cent among males and 10 per cent among females. Twenty-six per cent of women aged 20 to 24 years are already in union or married before they reach 18 years. The unmet need for contraception is higher among adolescents (27 per cent) than among the general population (12 per cent) and, as a result, the number of births per 1000 women aged 15-19 years is high at 28.4. The adolescent fertility rate is 77 per 1,000 women in rural areas and 30 per 1,000 women in urban areas, reflecting geographic disparities. One third of all HIV infections in the country are reported among 15–24 years old and comprehensive knowledge on HIV/AIDs is only 23% among 15-24 years old. More than 55% of students did not know about the pregnancy risk and the teachers’ perception on impact of sexuality education on the student’s behavior is alarming with more than 74 % of teachers either perceiving CSE to be promoting sexual activities. The high incidents of early marriages, teenage pregnancies, high unmet need for contraception among 15-19 year olds and higher incidence of STI and HIV underline the need for enhanced provision of high quality SRH and FP services, especially for young people. Therefore, improving access to youth-friendly sexual and reproductive health information and services is fundamental to ensure Bhutan’s continuous progress on critical indicators such as adolescent pregnancy, HIV/AIDS and maternal mortality and morbidities. The coverage for comprehensive sexuality education in schools is low, resulting in limited knowledge among students on sexuality and adolescent health – over 55 per cent of students are unaware of the risks of unprotected sex. There has been a marked increase in sexually transmitted infections in the country. The small numbers of health centres offering adolescent-friendly health services severely limits the access of such services to young people. Enhancing provision of high quality sexual and reproductive health information and services for adolescents and youth is key to ensuring continuous progress on the results areas envisaged under the Twelfth Five Year Plan of Bhutan.

Bhutan has made progress in enacting laws, policies, regulations and strategies related to SRH, young people and gender, such as the health policy, youth policy, gender equality policy, adolescent health strategy, draft population policy, and domestic violence prevention act. However, findings indicate that these instruments are fragmented or lack proper implementation, especially at grassroots level. Insufficient human resource capacities and inadequate resources at national and subnational levels hinder transforming national policies into functioning plans. Additionally, geographical, social, cultural and financial barriers impede access to services. Right holders, specifically vulnerable groups like people with disabilities disabled, illiterate, rural women and young people are not even aware of their rights. In addition, assessments and reviews conducted point out the low level of awareness of service providers regarding the policies and strategies.

There is a lack of data in several key areas such as on SRH, young people’s development situation, migrants, vital statistics, etc. and a lack of harmonization of different sources of data. Data on unmarried people, particularly in relation to childbearing, maternal care are extremely limited, despite evidence that unmarried people (particularly adolescents) face considerable barriers to accessing SRH services. There are also no data for some key SRH areas,

notably unintended births, decision-making autonomy with respect to contraceptive use, seeking own health care and sexual relations, safe abortion, STI care and financial protection. Limited disaggregated data for some of indicators included fertility rate, contraceptive knowledge, maternal and neonatal mortality, women with anemia, maternal health care (ANC, SBA, facility-based births, Caesarean section and PNC), HIV and condom use. Addressing these data gaps is important to inform responsive policy and programs, and to track progress. There were no national-level data for people living with a disability, people with diverse sexual orientation or gender identity / expression, or migrants despite global evidence that these populations experience a significant burden of poor SRH and rights violations. Regular availability of disaggregated data has been affected by the country's limited capacity in data production and use of data for policy making and development planning.

In recent years, climate-related disasters have increased in number and magnitude. While considerable progress has been made in building community resilience, key barriers to effective disaster risk management include limitation on data, financial resources and national capacity.

3. UNFPA Country Programme

UNFPA has been working with the Royal Government of Bhutan since 1970 towards enhancing sexual and reproductive health and rights (SRHR), advancing gender equality, realizing rights and choices for young people, and strengthening the generation and use of population data for development. UNFPA is currently implementing the 7th CP in Bhutan.

The 7th CP (2019-2023) is aligned with the priorities of the National 12th Five Year plan, 2019-23, the United Nations Sustainable Development Partnership Framework for Bhutan (UNSDPF 2019-2023), the Sustainable Development Goals, particularly Goals 3, 4 and 5 and the International Conference on Population and Development. In 2019, the UNFPA Bhutan CO undertook the process of aligning the 7th CP to the UNFPA strategic plan 2018-19. It was developed in consultation with the Government, civil society, bilateral and multilateral development partners, including United Nations organizations, the private sector, academia, religious institutions and youth groups.

The UNFPA Bhutan CO delivers its CP through the following modes of engagement: (i) advocacy and policy dialogue, (ii) capacity development, (iii) knowledge management, (iv) partnerships and coordination. The **overall goal** of the UNFPA Bhutan 7th CP (2019-23) is **universal access to sexual and reproductive health and reproductive rights and reduced maternal mortality**, as articulated in the UNFPA Strategic Plan 2018-2021. The CP contributes to the following **outcomes** of the UNFPA Strategic Plan 2018-2021:

- **Outcome 1.** *Every woman, adolescent and youth everywhere, especially those furthest behind, has utilized integrated sexual and reproductive health services and exercised reproductive rights, free of coercion, discrimination and violence.*
- **Outcome 2.** *Every adolescent and youth, in particular adolescent girls, is empowered to have access to sexual and reproductive health and reproductive rights, in all contexts.*

The UNFPA Bhutan 7th CP (2019-23) will advance the sexual and reproductive health and reproductive rights with focus on adolescents and young people and those most left behind and will make a direct contribution to the

UNFPA transformative result on ending unmet need by focusing on access to contraception for adolescents and youth. It has two thematic areas of programming with distinct **outputs** that are structured according to the two outcomes in the Strategic Plan 2018-2021 to which they contribute.

Thematic area: Integrated Sexual and Reproductive Health Services

Outcome 1: Every woman, adolescent and youth everywhere, especially those furthest behind, has utilized integrated sexual and reproductive health services and exercised reproductive rights, free of coercion, discrimination and violence.

Output 1: Increased national capacities to ensure universal and equitable access to high quality sexual and reproductive health information and services.

UNFPA continued advocacy and technical support to improve access to high quality sexual and reproductive health services and information. In support of the Government efforts to advance sexual and reproductive health and rights, the programme focused on building a knowledge base for facilitating policy dialogue and the establishment of broad partnerships and alliances to leverage resources and to advance the sexual and reproductive health and rights agenda as an integral part of the national sustainable development plan of Bhutan. The programme promoted policies and program interventions that aimed to build young people skills and capacities to make informed choices about their sexual and reproductive health and wellbeing, including in humanitarian context.

Strategies:

- a) Provided technical support to the development and or update of rights based and gender sensitive SRH standards, curriculums and policy frameworks that improve the access and quality of services including during emergencies
- b) Supported evidence generation to facilitate the introduction and roll out of newer methods of contraceptives
- c) Advocated and provided technical assistance for strengthened health-sector response to gender-based violence within the context of a multi-sectoral response and civil society engagement
- d) Extended need based technical assistance to emerging reproductive health needs and priorities (RH cancer, ART, RH morbidities etc..) in the country
- e) Provided technical assistance to strengthen data collection, analysis and use in the areas constrained by data gaps with a focus on SRH

Thematic area: Adolescents and Young People

Outcome 2: Every adolescent and youth, in particular adolescent girls, are empowered to realize their sexual and reproductive health and reproductive rights, and participate in sustainable development, humanitarian action and peace- building.

Output 2: Young people, in particular adolescents are empowered with knowledge, skills and capabilities to make informed choices about their sexual and reproductive health and rights, and well-being

UNFPA adopted a gender-responsive and rights-based approach, and focused on advocacy and policy advisory services as primary modes of engagement. UNFPA partnered with Government, civil society organizations and youth groups to identify and address implementation gaps in existing laws, policies and strategies to improve access and use of sexual and reproductive health information and services by adolescents and youth. UNFPA promoted policies and programme interventions that aimed to build young people's skills and capacities to make informed choices about their sexual and reproductive health and well-being, including in humanitarian contexts. And focused on supporting the generation and use of disaggregated data and evidence on the linkages between population dynamics, intergenerational issues and the realization of the sustainable development goals, with a particular focus on guiding multi-sectoral policies and programmes on adolescents and youth.

UNFPA interventions in particular promoted policies that provide adolescent boys and girls with the knowledge and skills to make informed choices about their sexual and reproductive health, including through access to comprehensive sexuality education.

Strategies:

- a) Provided evidence-based advocacy and policy advice for the inclusion of sexual and reproductive health needs and rights of adolescents and young people in policies and programmes
- b) Supported evidence generation to identify and address barriers to promote and achieve adolescent sexual and reproductive health information and services and reproductive rights, with a particular focus on access to contraception, adolescent friendly health services and prevention of teenage pregnancy
- c) Provided technical support to strengthen the implementation of a gender-sensitive comprehensive sexuality education in and out of schools/institutions
- d) Technical assistance to develop and implement community based strategies and youth led initiatives, to address child marriage and social norms and that constrain access to sexual and reproductive health information and services of adolescents and young people
- e) Engaged in advocacy and policy dialogue to strengthen the use of evidence on the linkages between demographic dividend, population dynamics and sustainable development, to guide public policies and programmes that seek to advance gender equality and address the gaps that limit the exercise of adolescent and young people's sexual and reproductive rights

Key Strategic Partners & Stakeholders:

CP7 partnership plan promoted the aspirations and principles of the ICPD Programme of Action and Sustainable Development Goals (SDGs) through advocacy and upstream policy work, capacity building and knowledge management in partnership with the government and non-governmental organizations. Further, UNFPA partnered with key government agencies and parliamentarians to facilitate the implementation of 12th FYP for the empowerment of adolescent girls and young people, maintain and advance legislative and policy environments on issues of sexual and reproductive health, youth, and gender equality and advocate the appropriate allocation of funds.

Government strategic partners includes: Gross National Happiness Commission, Ministry of Health (RMNCH program, Planning and policy division, Adolescent health program), Ministry of Education (Department of Youths and sports, School health and nutrition division, School cultural and education division, ECCD and SEN, Department of curriculum and professional development), Royal University of Bhutan (Paro college of

education, Samtse college of education, Institute of language and cultural studies), Khesar Gyaelpo University of Medical sciences of Bhutan (Faculty of nursing and public health), and National Statistical Bureau

Civil Society Organizations and non-governmental organizations includes: Respect Educate Nurture and Empower Women, Commission for religious organization, Lhak-sam (BNP+) Bhutan network of people living with HIV and AIDs in Bhutan, YPEER network, Pride Bhutan, Queer voices of Bhutan, Disable people's organization of Bhutan, Ability Bhutan society.

The **theory of change** describes how and why the set of activities planned under the CP are expected to contribute to a sequence of results that culminates in the strategic goal of UNFPA is presented in Annex B. The theory of change will be an essential building block of the evaluation methodology.

4. Evaluation Purpose, Objectives and Scope

4.1. Purpose

The CPE will serve the following three main purposes, as outlined in the 2019 UNFPA Evaluation Policy: (i) demonstrate accountability to stakeholders on performance in achieving development results and on invested resources; (ii) support evidence-based decision-making; and (iii) contribute key lessons learned to the existing knowledge based on how to accelerate the implementation of the Programme of Action of the 1994 ICPD.

4.2. Objectives

The **objectives** of this CPE are:

- i. To provide the UNFPA Bhutan CO, national stakeholders and rights-holders, the UNFPA APRO, UNFPA Headquarters as well as a wider audience with an independent assessment of the UNFPA Bhutan 7th CP (2019-23).
- ii. To broaden the evidence base to inform the design of the next programme cycle.

The **specific objectives** of this CPE are:

- i. To provide an independent assessment of the relevance, effectiveness, efficiency and sustainability of UNFPA support and progress towards the expected outputs and outcomes set forth in the results framework of the CP.
- ii. To provide an assessment of the role played by the UNFPA Bhutan CO in the coordination mechanisms of the UNCT, development and national partners, with a view to enhancing the United Nations collective contribution to national development results as well as its ability to respond to national priority needs including those of vulnerable or marginalized groups, entailed by the crisis triggered by the COVID-19 pandemic and
- iii. To draw key lessons from past and current cooperation and provide a set of clear, forward-looking and actionable recommendations in light of SDG 2030 agenda for the next programme cycle, CCA and UNSDPF.

4.3. Scope

The evaluation will cover the following two thematic areas of the 7CP: Sexual and Reproductive Health and adolescent and young people with focus on universal and equitable access to high quality sexual and reproductive health information and services, gender based violence prevention and in addition, the evaluation will cover cross-cutting issues, such as mainstreaming gender and addressing data gaps to ensure policies and programmes take into consideration the socio-cultural, economic context at local level particularly in relation to young people and transversal functions, such as partnership, resource mobilization and CP communication and advocacy interventions. The evaluation will cover all programmatic interventions planned and implemented during the period from January 2019 to July 2022. The 7CP has been implemented nationwide so the evaluation will cover both national and district level. Partnership initiatives with CSOs, religious institutions, organizations representing persons with disabilities and volunteer/youth networks and LGBTIQ communities on SRHR and gender based violence prevention knowledge sharing and practices will be included. Therefore, at least one community based volunteer network, YPEER network, LGBTIQ network, youth center and monastic institute will be selected for evaluation. Sites will be selected based on the discussion with Evaluation team members.

The evaluation will unfold in five phases, each of them including several steps are detailed in section 5.

5. Evaluation Criteria and Preliminary Evaluation Questions

5.1. Evaluation Criteria

In accordance with the methodology for CPEs outlined in the UNFPA Evaluation Handbook (see section 3.2, pp. 51-61), the evaluation will examine the following four OECD/DAC evaluation criteria: relevance, coherence, effectiveness, efficiency and sustainability.³ Furthermore, the evaluation will adapt evaluation questions to the COVID 19 pandemic to assess the extent of UNFPA Bhutan CO has adapted its interventions, adaptive management capacity, ability to learn and innovate and optimized performance in the midst and aftermath of the COVID-19 pandemic.

Relevance	<p>The extent to which the objectives of the UNFPA country programme correspond to needs of the population at country level (in particular, those of vulnerable groups), and were aligned throughout the programme period with government priorities and with strategies of UNFPA.</p> <p>The extent to which the country office been able to respond to changes in national needs and priorities, including those of vulnerable or marginalized groups triggered by the COVID-19 pandemic</p>
Coherence	<p>The extent to which country programme interventions are compatible (complementarity, harmonization and coordination) in areas of UNFPA's mandates and with international norms and standards; and co-ordination and the extent to which the intervention is adding value while avoiding duplication of effort including during COVID19 pandemic.</p>

³ The full set of OECD/DAC evaluation criteria, their adapted definitions and principles of use are available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>.

Effectiveness	The extent to which country programme outputs have been achieved and the extent to which these outputs have contributed to the achievement of the country programme outcomes. The extent to where the UNFPA country programme intended results achieved, taking into account potential changes made to the initial results framework due to the COVID-19 crisis
Efficiency	The extent to which country programme outputs and outcomes have been achieved with the appropriate amount of resources (funds, expertise, time, administrative costs, etc.). The extent to what mix of resources, procedures and implementation modalities were adapted by the country office in COVID-19 context
Sustainability	The continuation of benefits from a UNFPA-financed intervention after its termination, linked, in particular, to their continued resilience to risks. Does COVID-19 affect the likelihood that country programme achievements will be maintained after the end of UNFPA supported interventions?

5.2. Preliminary Evaluation Questions

The evaluation of the CP will provide answers to the evaluation questions (related to the above criteria), which determine the thematic scope of the CPE.

The evaluation questions presented below are indicative and preliminary. Based on these questions, the evaluators are expected to develop a final set of evaluation questions, in consultation with the evaluation manager at the UNFPA Bhutan CO and the ERG.

Relevance

1. To what extent is the country programme adapted to: (i) national development strategies and policies ; (ii) the strategic direction and objectives of UNFPA in particular to transformative goals and business model and (iii) priorities articulated in international frameworks and agreements, in particular the ICPD Programme of Action and the SDGs and (iv) aligned with the UN Partnership Framework?
2. To what extent has UNFPA ensured that the varied needs of vulnerable and marginalized populations, including adolescents and youth, those with disabilities and LGBTIQ communities, have been taken into account in both the planning and implementation of all UNFPA-supported interventions under the country programme?
3. To what extent were gender equality and empowerment of women, and disability inclusion mainstreamed into the design, implementation and monitoring of the Country Programme?
4. To what extent have UNFPA programmes ensured a flexible and adaptive approach to ensure access to a continuum of comprehensive life-saving sexual and reproductive health and GBV prevention and protection services as part of the COVID-19 response and recovery efforts?

Effectiveness

5. To what extent have the interventions supported by UNFPA delivered outputs and contributed to the achievement of the outcomes of the country programme? And what were the facilitating and hindering factors in achievement of intended results?

6. To what extent and in what ways has UNFPA been able to ensure continuity of sexual and reproductive health services and of interventions addressing GBV and harmful practices as part of the COVID-19 crisis response and recovery efforts?

Efficiency

7. To what extent has UNFPA made good use of its human, financial and administrative resources, and used a set of appropriate policies, procedures and tools to pursue the achievement of the outcomes defined in the country programme?
8. To what extent did UNFPA systems, processes and procedures (particularly in terms of finance, partnerships, logistics, procurement and human resources) foster or, on the contrary, impede the adaptation of the country programme to changes triggered by the COVID-19 crisis?

Sustainability

9. To what extent has UNFPA been able to support implementing partners and rights-holders (notably, women, adolescents and youth) in developing capacities and establishing mechanisms to ensure the durability of effects?
10. To what extent have UNFPA COVID19 response and recovery efforts contributed to strengthening national capacities and systems in the field of SRHR, GBV prevention and data?

Coherence

11. To what extent has UNFPA contributed to the functioning and consolidation of the coordination mechanisms of the UNCT, and added value in the country context, including for the COVID-19 response and recovery efforts, as perceived by UNCT and national stakeholders?

The final evaluation questions and the evaluation matrix will be presented in the design report.

6. Approach and Methodology

6.1. Evaluation Approach

Theory-based approach

The CPE will adopt a theory-based approach that relies on an explicit theory of change, which depicts how the interventions supported by the UNFPA Bhutan CO are expected to contribute to a series of results (outputs and outcomes) that contribute to the overall goal of UNFPA. The theory of change also identifies the causal links between the results, as well as critical assumptions and contextual factors that support or hinder the achievement of desired changes. A theory-based approach is fundamental for generating insights about what works, what does not and why. It focuses on the analysis of causal links between changes at different levels of the results chain that the theory of change describes, by exploring how the assumptions behind these causal links and contextual factors affect the achievement of intended results.

The theory of change will play a central role throughout the evaluation process, from the design and data collection to the analysis and identification of findings, as well as the articulation of conclusions and recommendations. The

evaluation team will be required to verify the theory of change underpinning the UNFPA Bhutan 7th CP (2019-23) (see C) and use this theory of change to determine whether changes at output and outcome levels occurred (or not) and whether assumptions about change hold true. The analysis of the theory of change will serve as the basis for the evaluators to assess how relevant, effective, efficient and sustainable the support provided by the UNFPA Bhutan CO was during the period of the 7th CP.

As part of the theory-based approach, the evaluators shall use a contribution analysis to explore whether evidence to support key assumptions exists, examine if evidence on observed results confirms the chain of expected results in the theory of change, and seek out evidence on the influence that other factors may have had in achieving desired results. This will enable the evaluation team to make a reasonable case about the difference that the UNFPA Bhutan 7th CP (2019-23) made.

Participatory approach

The CPE will be based on an inclusive, transparent and participatory approach, involving a broad range of partners and stakeholders at national and sub-national levels. The UNFPA Bhutan CO has developed an initial stakeholder map (see Annex C) to identify stakeholders who have been involved in the preparation and implementation of the CP, and those partners who do not work directly with UNFPA, yet play a key role in a relevant outcome or thematic area in the national context. These stakeholders include government representatives, civil society organizations, academia, youth networks, and other United Nations organizations and, most importantly, rights-holders (notably women, adolescents and youth). They can provide information and data that the evaluators should use to assess the contribution of UNFPA support to changes in each thematic area of the CP. Particular attention will be paid to ensuring participation of women, adolescents and young people, especially those from vulnerable and marginalized groups (e.g. young people and women with disabilities, LGBTIQ community etc.).

The evaluation manager in the UNFPA Bhutan CO has established an ERG comprised of key stakeholders of the CP, including: GNHC, PPD from (MoH, MoE, NSB), RENEW, CROB, YPEER, at national level, including organizations representing persons with disabilities, the regional M&E adviser in UNFPA APRO. The ERG will provide inputs at different stages in the evaluation process.

Mixed-method approach

The evaluation will primarily use qualitative methods for data collection, including document review, interviews, group discussions and observations during field visits, where appropriate. The qualitative data will be complemented with quantitative data to minimize bias and strengthen the validity of findings. Quantitative data will be compiled through desk review of documents, websites and online databases to obtain relevant financial data and data on key indicators that measure change at output and outcome levels.

These complementary approaches described above will be used to ensure that the evaluation: (i) responds to the information needs of users and the intended use of the evaluation results; (ii) upholds human rights and principles throughout the evaluation process, including through participation and consultation of key stakeholders (rights

holders and duty bearers); and (iii) provides credible information about the benefits for duty bearers and rights-holders (women, adolescents and youth) of UNFPA support through triangulation of collected data.

6.2. Methodology

The evaluation team shall develop the evaluation methodology in line with the evaluation approach and guidance provided in the UNFPA Evaluation Handbook. The Handbook will help the evaluators develop a methodology that meets good quality standards for evaluation at UNFPA and the professional evaluation standards of UNEG. It is expected that, once contracted by the UNFPA Bhutan CO, the evaluators acquire a solid knowledge of the Handbook and the proposed methodology of UNFPA.

The CPE will be conducted in accordance with the UNEG *Norms and Standards for Evaluation*,⁴ *Ethical Guidelines for Evaluation*,⁵ *Code of Conduct for Evaluation in the UN System*⁶, and *Guidance on Integrating Human Rights and Gender Equality in Evaluations*.⁷ When contracted by the UNFPA Bhutan CO, the evaluators will be requested to sign the UNEG *Code of Conduct*⁸ prior to starting their work.

The methodology that the evaluation team will develop builds the foundation for providing valid and evidence-based answers to the evaluation questions and for offering a robust and credible assessment of UNFPA support in Bhutan. The methodological design of the evaluation shall include in particular: (i) a theory of change; (ii) a strategy for collecting and analyzing data; (iii) specifically designed tools for data collection and analysis; (iv) an evaluation matrix; and (v) a detailed evaluation work plan and agenda for the field phase.

The evaluation team is strongly encouraged to refer to the Handbook throughout the whole evaluation process and use the provided tools and templates for the conduct of the evaluation.

The evaluation matrix

The evaluation matrix is centerpiece to the methodological design of the evaluation. The matrix contains the core elements of the evaluation. It outlines (i) *what will be evaluated*: evaluation questions for all evaluation criteria and key assumptions to be examined; and (ii) *how it will be evaluated*: data collection methods and tools and sources of information for each evaluation question and associated key assumptions. By linking each evaluation question (and associated assumptions) with the specific data sources and data collection methods required to answer the question, the evaluation matrix plays a crucial role before, during and after data collection.

In the design phase, the evaluators should use the evaluation matrix to develop a detailed agenda for data collection and analysis and to prepare the structure of interviews, group discussions and site visits. During the field phase, the evaluation matrix serves as a reference document to ensure that data is systematically collected (for each evaluation question) and is presented in an organized manner. At the end of the field phase, the matrix is useful to ensure that sufficient evidence has been collected to answer all evaluation questions or, on the contrary,

⁴ Document available at: <http://www.unevaluation.org/document/detail/1914>.

⁵ Document available at: <http://www.unevaluation.org/document/detail/102>.

⁶ Document available at: <http://www.unevaluation.org/document/detail/100>.

⁷ Document available at: <http://www.unevaluation.org/document/detail/980>.

⁸ UNEG Code of conduct: <http://www.unevaluation.org/document/detail/100>.

to identify gaps that require additional data collection. In the reporting phase, the evaluators should use the data and information presented in the evaluation matrix to support their analysis (or findings) for each evaluation question.

As the evaluation matrix plays a crucial role at all stages of the evaluation process, it will require particular attention from both the evaluation team and the evaluation manager. The evaluation matrix will be drafted in the design phase and must be included in the design report. The evaluation matrix will also be included in the annexes of the final evaluation report, to enable users to access the supporting evidence for the answers to the evaluation questions.

Finalization of the evaluation questions and related assumptions

Based on the preliminary questions presented in the present terms of reference (section 5.2) and the theory of change underlying the CP (see Annex B), the evaluators are required to refine the evaluation questions. In their final form, the questions should reflect the evaluation criteria (section 5.1) and clearly define the key areas of inquiry of the CPE. The final evaluation questions will structure the evaluation matrix (see Annex D) and shall be presented in the design report.

The evaluation questions must be complemented by a set of critical assumptions that capture key aspects of how and why change is expected to occur, based on the theory of change of the CP. This will allow the evaluators to assess whether the preconditions for the achievement of outputs and the contribution of UNFPA to higher-level results, in particular at outcome level, are met. The data collection for each of the evaluation questions and related assumptions will be guided by clearly formulated quantitative and qualitative indicators, which need to be specified in the evaluation matrix.

Sampling strategy

The UNFPA Bhutan CO will provide an initial overview of the interventions supported by UNFPA, the locations where these interventions have taken place, and the stakeholders involved in these interventions. As part of this process, the UNFPA Bhutan CO has produced an initial stakeholder map to identify the range of stakeholders that are directly or indirectly involved in the implementation, or affected by the implementation of the CP (see Annex C).

Building on the initial stakeholder map and based on information gathered through document review and discussions with CO staff, the evaluators will develop the final stakeholder map. From this final stakeholder map, the evaluation team will select a sample of stakeholders at national and sub-national levels who will be consulted through interviews and/or group discussions during the data collection phase. These stakeholders must be selected through clearly defined criteria and the sampling approach outlined in the design report. In the design report, the evaluators should also make explicit what groups of stakeholders were not included and why. The evaluators should aim to select a sample of stakeholders that is as representative as possible, recognizing that it will not be possible to obtain a statistically representative sample.

The evaluation team shall also select a sample of sites that will be visited for data collection, and provide the rationale for the selection of the sites in the design report. The UNFPA Bhutan CO will provide the evaluators with necessary information to access the selected locations, including logistical requirements and security risks,

if applicable. The sample of sites selected for visits should reflect the variety of interventions supported by UNFPA, both in terms of thematic focus and context.

The final sample of stakeholders and sites will be determined in consultation with the evaluation manager, based on the review of the design report.

Data collection

The evaluation will consider primary and secondary sources of information. For detailed guidance on the different data collection methods typically employed in CPEs.

Primary data will be collected at the national and district levels through semi-structured interviews with key informants at national and sub-national levels (government officials, representatives of implementing partners, civil society organizations, other United Nations organizations, and other stakeholders), as well as group discussions with service providers and rights-holders (notably women, adolescents and youth) and direct observation during visits to selected sites. Depending on the evolving COVID19 pandemic, if direct observation or face to face meetings are not allowed, the evaluation team will employ remote data collection methods that can include web-based or cell phone based surveys and individual and/group interviews with key stakeholders, including beneficiaries. If it will be feasible for a local evaluation team member to undertake domestic travel for data collection, he/she will be virtually guided by the team leader.

Secondary data will be collected through document (policy, strategy and reports) review, primarily focusing on annual work plans, quarterly work plan progress reports, monitoring data and donor reports for projects of the CO, evaluations and research studies (incl. previous CPEs, mid-term reviews of the CP, evaluations by the UNFPA Evaluation Office, research by international NGOs and other United Nations organizations, etc.), housing census and population data, and records and data repositories of the CP and its implementing partners, such as health clinics/centres. Particular attention will be paid to compiling data on key performance indicators of the UNFPA Bhutan CO during the period of the 7th CP (2019-23).

The evaluation team will ensure that data collected is disaggregated by sex, age, location and other relevant dimensions, such as disability status, to the extent possible.

The evaluation team is expected to dedicate a total of four weeks for data collection in the field. The data collection tools that the evaluation team will develop, which may include protocols for semi-structured interviews and group discussions, survey questionnaire, checklists for direct observation at sites visited or a protocol for document review, shall be presented in the design report.

Data analysis

The evaluation matrix will be the major framework for analyzing data. The evaluators must enter the qualitative and quantitative data in the evaluation matrix for each evaluation question and each assumption. Once the evaluation matrix is completed, the evaluators should identify common themes and patterns that will help to answer the evaluation

Questions. The evaluators shall also identify aspects that should be further explored and for which complementary data should be collected, to fully answer all the evaluation questions and thus cover the whole scope of the evaluation.

The following methods of data analysis and synthesis are encouraged to be used:

- Descriptive analysis - to identify and understand the contexts in which the programme has evolved, and to describe the types of interventions and other characteristics of the programme.
- Content analysis - to analyze documents, interviews, group discussions and focus groups notes to identify emerging common trends, themes and patterns for each key evaluation question, at all levels of analyses. Content analysis can be used to highlight diverging views and opposing trends. The emerging issues and trends provide the basis for preliminary observations and evaluation findings.
- Comparative analysis - to examine evidence on specific themes or issues across different areas of programme implementation. It can be used to identify good practices, innovative approaches and lessons learned.
- Quantitative analysis - to interpret quantitative data, in particular data emerging from programme annual reports, studies and reports, and financial data.
- Contribution analysis - to assess the extent to which the country programme contributed to expected results. The team is encouraged to gather evidence to confirm the validity of the theory of change, and to identify any logical and information gaps that it contained; examine whether and what types of alternative explanations/reasons exist for noted changes; test assumptions, examine influencing factors, and identify alternative assumptions for each pathway of change.

Validation mechanisms

All findings of the evaluation need to be firmly grounded in evidence. The evaluation team will use a variety of mechanisms to ensure the validity of collected data and information. These mechanisms include (but are not limited to):

- Systematic triangulation of data sources and data collection methods
- Regular exchange with the evaluation manager at the CO;
- Internal evaluation team meetings to corroborate data and information for the analysis of assumptions, the formulation of emerging findings and the definition of preliminary conclusions; and
- The debriefing meeting with the CO and the ERG at the end of the field phase, when the evaluation team present the emerging findings of the evaluation.

Data validation is a continuous process throughout the different evaluation phases. The evaluators should check the validity of the collected data and information and verify the robustness of findings at each stage of the evaluation, so they can determine whether they should further pursue specific hypotheses (related to the evaluation questions) or disregard them when there are indications that these are weak (contradictory findings or lack of evidence, etc.).

A validation workshop with a wider group of stakeholders, not limited to Implementing Partners and the ERG, will be conducted to discuss evaluation findings, conclusions and recommendations before the final report is submitted. This opportunity will allow integrating comments from stakeholders into the final evaluation report. ERG members will review draft reports and participate in validation meetings.

The validation mechanisms will be presented in the design report.

7. Evaluation Process

The CPE process can be broken down into five different phases that include different stages and lead to different deliverables: preparatory phase; design phase; field phase; reporting phase; and phase of dissemination and facilitation of use. The evaluation manager and the evaluation team leader must undertake quality assurance of each deliverable at each phase and step of the process, with a view to ensuring the production of a credible, useful and timely evaluation.

7.1. Preparatory Phase

The evaluation manager at the UNFPA Bhutan CO will lead the preparatory phase of the CPE, which includes:

- Establishment of the ERG.
- Compilation of background information and documentation on the country context and CP for desk review by the evaluation team in the design phase.
- Drafting the terms of reference (ToR) for the CPE with support from the regional M&E adviser in UNFPA (APRO) and in consultation with the ERG, and submission of the draft ToR (without annexes) to the UNFPA Evaluation Office for review and approval.
- Publication of the call for the evaluation consultancy.
- Completion of the annexes to the ToR with support of the CO staff.
- Pre-selection of consultants by the CO with support of APRO Regional M&E Adviser, pre-qualification of the consultants by the UNFPA Evaluation Office, and recruitment of the consultants by the CO to constitute the evaluation team.

7.2. Design Phase

- In the design phase, the evaluation manager will lay the foundation for communications around the CPE. All other activities will be carried out by the evaluation team, in close consultation with the evaluation manager and the ERG. This phase includes:
 - Evaluation kick-off meeting between the evaluation manager and the evaluation team.
 - Development of an initial communication plan by the evaluation manager, in consultation with the communication officer in the UNFPA Bhutan CO to support the dissemination and facilitation of use of the evaluation results. The initial communication plan will be updated during each phase of the evaluation, as appropriate, and finalized for implementation during the dissemination and facilitation of use phase.
 - Desk review of background information and documentation on the country context and CP, as well as other relevant documentation.
 - Review and refinement of the theory of change underlying the CP (see Annex B).
 - Formulation of a final set of evaluation questions based on the preliminary evaluation questions provided in the ToR.

- Development of a final stakeholder map and a sampling strategy to select sites to be visited and stakeholders to be consulted in Bhutan through interviews and group discussions.
- Development of a data collection and analysis strategy, as well as a concrete and feasible evaluation work plan and agenda for the field phase.
- Development of data collection methods and tools, assessment of limitations to data collection and development of mitigation measures.
- Development of the evaluation matrix (evaluation criteria, evaluation questions, related assumptions, indicators, data collection methods and sources of information).
- At the end of the design phase, the evaluation team will develop a design report that presents a robust, practical and feasible evaluation approach, detailed methodology and work plan. The evaluation team will develop the design report in consultation with the evaluation manager and the ERG and submit it to the regional M&E adviser in UNFPA APRO for review. The template for the design report is provided in Annex F.

7.3. Field Phase

The evaluation team will collect the data and information required to answer the evaluation questions in the field phase. Towards the end of the field phase, the evaluation team will conduct a preliminary analysis of the data to identify emerging findings that will be presented to the CO and the ERG. The field phase should allow the evaluators sufficient time to collect valid and reliable data to cover the thematic scope of the CPE. A period of five weeks for data collection is planned for this evaluation. However, the evaluation manager will determine the optimal duration of data collection, in consultation with the evaluation team during the design phase.

The field phase includes:

- Meeting with the UNFPA Bhutan CO staff to launch the data collection.
- Meeting of the evaluation team with relevant programme officers at the UNFPA Bhutan CO.
- Data collection at national and sub-national levels.

At the end of the field phase, the evaluation team will hold a debriefing meeting with the CO and the ERG. The first meeting will be conducted with the UNFPA CO to validate and correct any misinterpretation of evidence. The second meeting with ERG and other relevant stakeholders to validate findings and discuss preliminary conclusions and recommendations. These meetings will serve as a mechanism for the validation of collected data and information and the exchange of views between the evaluators and important stakeholders. It will enable the evaluation team to refine the findings, which is necessary so they can then formulate their conclusions and develop credible and relevant recommendations.

7.4. Reporting Phase

In the reporting phase, the evaluation team will continue the analytical work (initiated during the field phase) and prepare a draft evaluation report, taking into account the comments and feedback provided by the CO and the ERG at the debriefing meeting at the end of the field phase.

Prior to the submission of the draft report to the evaluation manager, the evaluation team must perform an internal quality control against the criteria outlined in the Evaluation Quality Assessment (EQA) grid (see Annex G). The

evaluation manager, other CO colleagues and the regional M&E adviser in UNFPA APRO will subsequently review the draft evaluation report, using the same criteria (defined in the EQAA grid). If the quality of the report is satisfactory (in form and substance), the draft report will be circulated to the ERG members for review. In the event that the quality of the draft report is unsatisfactory, the evaluation team will be required to revise the report and produce a second draft.

The evaluation manager will collect and consolidate the written comments and feedback provided by the members of the ERG. On the basis of the comments, the evaluation team should make appropriate amendments, prepare the **final evaluation report** and submit it to the evaluation manager. The final report should clearly account for the strength of evidence on which findings rest to support the reliability and validity of the evaluation. Conclusions and recommendations need to clearly build on the findings of the evaluation. Each conclusion shall make reference to the evaluation question(s) upon which it is based, while each recommendation shall indicate the conclusion(s) from which it logically stems.

The evaluation report is considered final once it is formally approved by the evaluation manager in the UNFPA Bhutan CO in consultation with regional M&E Adviser.

At the end of the reporting phase, the evaluation manager and the regional M&E adviser will jointly prepare an internal EQAA of the final evaluation report and the Regional M&E Adviser will submit the final report and the draft EQAA to EO to conduct the external quality assessment of the evaluation report. The Evaluation Office will subsequently conduct the final EQAA of the report, which will be made publicly available in the UNFPA evaluation database.

7.5. Dissemination and Facilitation of Use Phase

In the dissemination and facilitation of use phase, the evaluation team will develop a **PowerPoint presentation of the evaluation results** that summarizes the key findings, conclusions and recommendations of the evaluation in an easily understandable and user-friendly way.

The evaluation manager will finalize the **communication plan** together with the communication officer in the UNFPA Bhutan CO. Overall, the communication plan should include information on (i) target audiences of the evaluation; (ii) communication products that will be developed to cater to the target audiences' knowledge needs; (iii) dissemination channels and platforms; and (iv) timelines. At a minimum, the final evaluation report will be accompanied by a powerpoint presentation of the evaluation results (prepared by the evaluation team) and an evaluation brief (prepared by the evaluation manager).

Based on the final communication plan, the evaluation manager will share the evaluation results with the CO staff (incl. senior management), implementing partners, APRO, the ERG and other target audiences, as identified in the communication plan. While circulating the final evaluation report to relevant units in the CO, the evaluation manager will also ensure that these units prepare their response to recommendations that concern them directly. The evaluation manager will subsequently consolidate all responses in a final **management response** document. In a last step, The UNFPA Bhutan CO will submit the management response to the UNFPA Policy and Strategy Division in HQ.

The evaluation manager, in collaboration with the communication officer in the UNFPA Bhutan CO, will also develop an **evaluation brief**. This concise note will present the key results of the CPE, thereby making them more accessible to a larger audience (see sections 8 and 10 below).

The final evaluation report, along with the management response and the final EQAA will be included in the UNFPA evaluation database.⁹ The final evaluation report will also be circulated to the UNFPA Executive Board. Finally, the final evaluation report, the evaluation brief and the management response will be published on the UNFPA Bhutan CO website.

8. Expected Deliverables

The evaluation team is expected to produce the following deliverables:

- **Design report.** The design report should translate the requirements of the ToR into a practical and feasible evaluation approach, methodology and work plan. It should include (at a minimum): (i) the evaluation approach and methodology (incl. the theory of change and sampling strategy); (ii) the final stakeholder map; (iii) the evaluation matrix (incl. the final evaluation questions, indicators, data sources and data collection methods); (iv) data collection tools and techniques (incl. interview and group discussion protocols); and (v) a detailed evaluation work plan and agenda for the field phase. For guidance on the outline of the design report, see Annex F.
- **PowerPoint presentation of the design report.** The PowerPoint presentation will be delivered at an ERG meeting to present the contents of the design report and the agenda for the field phase. Based on the comments and feedback of the ERG, the evaluation manager and the regional M&E adviser, the evaluation team will develop the final version of the design report.
- **PowerPoint presentation for debriefing meeting with the CO and the ERG.** The presentation provides an overview of key emerging findings of the evaluation at the end of the field phase. It will serve as the basis for the exchange of views between the evaluation team, UNFPA Bhutan CO staff (incl. senior management) and the members of the ERG who will thus have the opportunity to provide complementary information and/or rectify the inaccurate interpretation of data and information collected.
- **Draft evaluation report.** The draft evaluation report will present findings, conclusions and recommendations, based on the evidence that data collection yielded. It will undergo review by the evaluation manager, the CO, the ERG and the regional M&E adviser. Based on the comments and feedback provided by these stakeholders, the evaluation team will develop a final evaluation report.
- **Final evaluation report.** The final evaluation report (*maximum 70 pages, excluding annexes*) will present the findings and conclusions, as well as a set of practical and actionable recommendations to inform the next programme cycle. For guidance on the outline of the final evaluation report, see Annex H.
- **PowerPoint presentation of the evaluation results.** The presentation will provide a clear overview of the key findings, conclusions and recommendations to be used for the dissemination of the final evaluation report.

⁹ The UNFPA evaluation database can be accessed at the following link:

<https://web2.unfpa.org/public/about/oversight/evaluations/documentList.unfpa>.

Based on these deliverables, the evaluation manager, in collaboration with the communication officer in the UNFPA Bhutan CO will develop an:

- **Evaluation brief.** The evaluation brief will consist of a short and concise document that provides an overview of the key evaluation results in an easily understandable and visually appealing manner, to promote their use among decision-makers and other stakeholders. The structure, content and layout of the evaluation brief should be similar to the briefs that the UNFPA Evaluation Office produces for centralized evaluations.

All the deliverables will be developed in English.

9. Quality Assurance and Assessment

The UNFPA Evaluation Quality Assurance and Assessment (EQAA) system aims to ensure the production of good quality evaluations at central and decentralized levels through two processes: quality assurance and quality assessment. Quality assurance occurs throughout the evaluation process, starting with the ToR of the evaluation and ending with the final evaluation report. Quality assessment takes place following the completion of the evaluation process and is limited to the final evaluation report to assess compliance with a certain number of criteria. The quality assessment will be conducted by the independent UNFPA Evaluation Office.

The EQAA of this CPE will be undertaken in accordance with the guidance and tools that the independent UNFPA Evaluation Office developed (see <https://www.unfpa.org/admin-resource/evaluation-quality-assurance-and-assessment-tools-and-guidance>). An essential component of the EQAA system is the EQA grid (see Handbook, pp. 268-276 and Annex F), which defines a set of criteria against which the draft and final evaluation reports are assessed to ensure clarity of reporting, methodological robustness, rigor of the analysis, credibility of findings, impartiality of conclusions and usefulness of recommendations.

The evaluation manager is primarily responsible for quality assurance of the deliverables of the evaluation in each phase of the evaluation process. However, the evaluation team leader also plays an important role in undertaking quality assurance. The evaluation team leader must ensure that all members of the evaluation team provide high-quality contributions (both form and substance) and, in particular, that the draft and final evaluation reports comply with the quality assessment criteria outlined in the EQA grid (Annex G)¹⁰ before submission to the evaluation manager for review. The evaluation quality assessment checklist below outlines the main quality criteria that the draft and final version of the evaluation report must meet.

1. Structure and Clarity of the Report

Ensure the report is clear, user-friendly, comprehensive, logically structured and drafted in accordance with standards and practices of international organizations, including the editorial guidelines of the UNFPA Evaluation Office (see Annex D).

¹⁰ The evaluators are invited to look at good quality CPE reports that can be found in the UNFPA evaluation database, which is available at: <https://web2.unfpa.org/public/about/oversight/evaluations/>. These reports must be read in conjunction with their EQAs (also available in the database) in order to gain a clear idea of the quality standards that UNFPA expects the evaluation team to meet.

2. Executive Summary

Provide an overview of the evaluation, written as a stand-alone section, including the following key elements of the evaluation: Purpose of the evaluation and target audiences; objectives of the evaluation and brief description of the country programme; methodology; main conclusions; and recommendations.

3. Design and Methodology

Provide a clear explanation of the methods and tools used, including the rationale for the methodological approach and the appropriateness of the methods selected to capture the voices/perspectives of a range of stakeholders, including vulnerable and marginalized groups. Ensure constraints and limitations are made explicit (incl. limitations applying to interpretations and extrapolations in the analysis; robustness of data sources, etc.)

4. Reliability of Data

Ensure sources of data are clearly stated for both primary and secondary data. Provide explanation on the credibility of primary (e.g. interviews and group discussions) and secondary (e.g. documents) data collected and make limitations explicit.

5. Analysis and Findings

Ensure sound analysis and credible, evidence-based findings. Ensure interpretations are based on carefully described assumptions; contextual factors are identified; cause-and-effect links between an intervention and its end results (incl. unintended results) are explained.

6. Validity of Conclusions

Ensure conclusions are based on credible findings and convey the evaluators' unbiased judgment of the intervention. Ensure conclusions are presented in order of priority; divided into strategic and programmatic conclusions (for guidance, see Handbook, p. 238); briefly summarized in a box that precedes a more detailed explanation; and for each conclusion its origin (on which evaluation question(s) the conclusion is based) is indicated.

7. Usefulness and Clarity of Recommendations

Ensure recommendations flow logically from conclusions, are realistic and operationally feasible. Ensure recommendations are presented in order of priority; divided into strategic and programmatic recommendations (as done for conclusions); briefly summarized in a box that precedes a more detailed explanation of the main elements of the recommendation and how it could be implemented effectively. For each recommendation, indicate a priority level (high/moderate/low), a target (administrative unit(s) to which the recommendation is addressed), and its origin (which conclusion(s) the recommendation is based on).

8. United Nations System-wide Action Plan (SWAP) Evaluation Performance Indicator – Gender Equality

Ensure the evaluation approach is aligned with the United Nations SWAP on Gender Equality and the Empowerment of Women¹¹ and UNEG guidance on integrating human rights and gender perspectives in evaluation.¹²

Using the grid in Annex G, the EQAA process for this CPE will be multi-layered and will involve: (i) the evaluation team leader (and each evaluation team member); (ii) the evaluation manager in the UNFPA Bhutan CO, (iii) the regional M&E adviser in UNFPA APRO and (iv) the UNFPA Evaluation Office, whose roles and responsibilities are described in section 11.

10. Indicative Timeframe and Work Plan

The table below indicates all the activities that will be undertaken throughout the evaluation process, as well as their duration or specific dates for the submission of corresponding deliverables. It also indicates all relevant guidance (tools and templates) that can be found in the UNFPA Evaluation Handbook.

Nota Bene: Column “Deliverables”: In italics: The deliverables are the responsibility of the CO/evaluation manager; **in bold:** The deliverables are the responsibility of the evaluation team.

Evaluation Phases and Activities ¹³	Deliverables	Dates/ Duration	Handbook/CPE Management Kit
Preparatory Phase			
Preparation of letter for Government and other key stakeholders to inform them about the upcoming CPE	<i>Letter from the UNFPA Country Representative</i>	1 st week of Feb. 2022	
Establishment of the evaluation reference group (ERG)		2 nd -3 rd week of 2022	Template 14: Letter of Invitation to Participate in a Reference Group, p. 277
Compilation of background information and documentation on the country context and the CP for desk review by the evaluation team	<i>Creation of a Google Drive folder containing all relevant documents on country context and CP</i>	1 st – 2 nd week of February, 2022	Tool 8: Checklist for the Documents to be Provided by the Evaluation Manager to the Evaluation Team, pp. 179-183 CPE Management Kit: Document Repository Checklist

¹¹ Guidance on the SWAP Evaluation Performance Indicator and its application to evaluation is available at: <http://www.unevaluation.org/document/detail/1452>.

¹² The *UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluations* is available at <http://www.uneval.org/document/detail/980>.

¹³ The activities of the different evaluation phases noted in this table do not necessarily follow the presentation of activities in the UNFPA Evaluation Handbook because they are ordered chronologically and include some additional activities, based on best practices within UNFPA.

Evaluation Phases and Activities ¹³	Deliverables	Dates/ Duration	Handbook/CPE Management Kit
Drafting the terms of reference (ToR) based on the ready-to-use ToR (R2U ToR) template (in consultation with the regional M&E adviser and with input from the ERG)	<i>Draft ToR</i>	1 st – 2 nd week of February, 2022	CPE Management Kit: Evaluation Office Ready-to-Use ToR (R2U ToR) Template
Review and approval of the ToR by the UNFPA Evaluation Office	<i>Final ToR</i>	4 th week of February – 1 st week of March, 2022	
Publication of the call for the evaluation consultancy		2 nd week – 4 th Week of March, 2022	CPE Management Kit: Call for Evaluation Consultancy Template
Completion of the annexes to the ToR (in consultation with the regional M&E adviser and with input from CO staff)	<i>Draft ToR annexes</i>	2 nd -3 rd week of March 2022	<p>Template 4: The Stakeholders Map, p. 255</p> <p>Tool 4: The Stakeholders Mapping Table, p. 166-167</p> <p>Template 3: List of Atlas Projects by Country Programme Output and Strategic Plan Outcome, pp. 253-254</p> <p>Tool 3: List of UNFPA Interventions by Country Programme Output and Strategic Plan Outcome, pp. 164-165</p> <p>Template 15: Work Plan, p. 278</p> <p>CPE Management Kit: Establishing the list of UNFPA interventions (Atlas projects)</p>
Pre-selection of consultants by the CO	<i>Consultant pre-selections scorecard</i>	4 th Week of March, 2022	CPE Management Kit: Consultant Pre-selection Scorecard
Pre-qualification of consultants by the UNFPA Evaluation Office		2 nd – 3 rd week of April, 2022	
Recruitment of the evaluation team by the CO		4 th week of April – 1 st	

Evaluation Phases and Activities ¹³	Deliverables	Dates/ Duration	Handbook/CPE Management Kit
		Week of May, 2022	
Design Phase			
Evaluation kick-off meeting between the evaluation manager, the evaluation team and the regional M&E adviser		2 nd week of May, 2022	
Development of an initial communication plan by the evaluation manager (in consultation with the communication officer in the CO)	<i>Initial communication plan</i>	2 nd week of May, 2022	Template 16: Communication Plan for Sharing Evaluation Results, p. 279 CPE Management Kit: Guidance on Strategic Communication for a CPE
Desk review of background information and documentation on the country context and the CP (incl. bibliography and resources in the ToR)		2 nd week – 3 rd week of May 2022	
Drafting of the design report (incl. approach and methodology, theory of change, evaluation questions, duly completed evaluation matrix, final stakeholder map and sampling strategy, evaluation work plan and agenda for the field phase)	Draft design report	3 rd week May 1 st week of June, 2022	Template 8: The Design Report for CPE, pp. 259-261 Tool 5: The Evaluation Questions Selection Matrix, pp. 168-169 Tool 1: The Evaluation Matrix, pp. 138-160 Template 5: The Evaluation Matrix, pp. 256 Template 15: Work Plan, p. 278 Tool 10: Guiding Principles to Develop Interview Guides, pp. 185-187 Tool 11: Checklist for Sequencing Interviews, p. 188 Template 7: Interview Logbook, p. 258

Evaluation Phases and Activities ¹³	Deliverables	Dates/ Duration	Handbook/CPE Management Kit
			<p>Tool 9: Checklist of Issues to be Considered When Drafting the Agenda for Interviews, pp. 183-187</p> <p>Template 6: The CPE Agenda, p. 257</p> <p>Tool 6: The CPE Agenda, pp. 170-176</p> <p>CPE Management Kit: Compilation of Resources for Remote Data Collection (if applicable)</p>
<p>Review of the draft design report by the evaluation manager and the regional M&E adviser</p>	<p><i>Consolidated feedback provided by evaluation manager to evaluation team leader</i></p>	<p>2nd week of June, 2022</p>	
<p>Presentation of the draft design report to the ERG for comments and feedback</p>	<p>PowerPoint presentation of the draft design report</p>	<p>3rd week of June, 2022</p>	
<p>Revision of the draft design report and circulation of the final version to the APRO M&E Adviser for approval</p>	<p>Final design report</p>	<p>4th week of June, 2022</p>	
<p>Update of the communication plan by the evaluation manager, in particular target audiences and timelines (based on the final stakeholder map and the evaluation work plan presented in the approved design report)</p>	<p><i>Updated communication plan</i></p>	<p>1st week of July, 2022</p>	<p>Template 16: Communication Plan for Sharing Evaluation Results, p. 279</p> <p>CPE Management Kit: Guidance on Strategic Communication for a CPE</p>
<p>Field Phase</p>			
<p>Inception meeting for data collection with CO staff</p>	<p><i>Meeting between evaluation team/CO staff</i></p>	<p>2nd week of July 2022</p>	<p>Tool 7: Field Phase Preparatory Tasks Checklist, pp. 177-183</p>
<p>Individual meetings with relevant CO programme officers</p>	<p><i>Meeting of evaluators/CO</i></p>	<p>2nd week July 2022</p>	

Evaluation Phases and Activities ¹³	Deliverables	Dates/ Duration	Handbook/CPE Management Kit
	<i>programme officers</i>		
Data collection (incl. interviews with key informants, site visits for direct observation, group discussions, document review, etc.)	Entering data/information into the evaluation matrix	3 rd week July to 2 nd week of Aug 2022	<p>Tool 12: How to Conduct Interviews: Interview Logbook and Practical Tips, pp. 189-202</p> <p>Tool 13: How to Conduct a Focus Group: Practical Tips, pp. 203-205</p> <p>Template 9: Note of the Results of the Focus Group, p. 262</p> <p>CPE Management Kit: Compilation of Resources for Remote Data Collection (if applicable)</p>
Debriefing meeting with CO staff and the ERG to present emerging findings and preliminary conclusions after data collection	PowerPoint presentation for debriefing with the CO and the ERG	2 nd week of August, 2022	
Update of the communication plan by the evaluation manager (as required)	<i>Updated communication plan</i>	2 nd week of August, 2022	<p>Template 16: Communication Plan for Sharing Evaluation Results, p. 279</p> <p>CPE Management Kit: Guidance on Strategic Communication for a CPE</p>
Reporting Phase			
Drafting of the evaluation report and circulation to the evaluation manager	Draft evaluation report	3 rd week of August to 1 st week of September, 2022	<p>Template 10: The Structure of the Final Report, pp. 253-264</p> <p>Template 11: Abstract of the Evaluation Report, p. 265</p> <p>Template 18: Basic Graphs and Tables in Excel, p. 288</p>
Review of the draft evaluation report by the evaluation manager, the ERG and the regional M&E adviser	<i>Consolidated feedback provided by evaluation manager to</i>	2 nd -3 rd wk Sept. 2022	

Evaluation Phases and Activities ¹³	Deliverables	Dates/ Duration	Handbook/CPE Management Kit
	<i>evaluation team leader</i>		
Drafting of the final evaluation report (incl. annexes) and circulation to the evaluation manager	Final evaluation report (incl. annexes)	4 th week of September to 1 st week of October, 2022	
Joint development of the EQAA of the final evaluation report by the evaluation manager and the regional M&E adviser	<i>EQA of the draft evaluation report (by the evaluation manager and the regional M&E adviser)</i>	1 st week – 2 nd week of October, 2022	<p>Template 13: Evaluation Quality Assessment Grid and Explanatory Note, pp. 269-276</p> <p>Tool 14: Summary Checklist for Human Rights and Gender Equality in the Evaluation Process, pp. 206-207</p> <p>Tool 15: United Nations SWAP Individual Evaluation Performance Indicator Scorecard, pp. 208-209</p>
Circulation of the final evaluation report to the UNFPA Evaluation Office		2 nd week of October, 2022	
Preparation of the independent EQAA of the final evaluation report by the UNFPA Evaluation Office	<i>Independent EQA of the final evaluation report (by the UNFPA Evaluation Office)</i>	3 rd week of October, 2022	
Update of the communication plan by the evaluation manager (as required)	<i>Updated communication plan</i>	4 th week of October, 2022	<p>Template 16: Communication Plan for Sharing Evaluation Results, p. 279</p> <p>CPE Management Kit: Guidance on Strategic Communication for a CPE</p>
Dissemination and Facilitation of Use Phase			
Preparation of the management response by the CO and submission to the Policy and Strategy Division	<i>Management response</i>	1 st week – 2 nd Week of November, 2022	Template 12: Management Response, pp. 266-267

Evaluation Phases and Activities ¹³	Deliverables	Dates/ Duration	Handbook/CPE Management Kit
Finalization of the communication plan and preparation for its implementation by the evaluation manager, with support from the communication officer in the CO	<i>Final communication plan</i>	3 rd Week of November, 2022	Template 16: Communication Plan for Sharing Evaluation Results, p. 279 CPE Management Kit: Guidance on Strategic Communication for a CPE
Development of the presentation on the evaluation results	PowerPoint presentation of the evaluation results	3 rd Week of November, 2022	Example of PowerPoint presentation (for a centralized evaluation undertaken by the UNFPA Evaluation Office): https://www.unfpa.org/sites/default/files/admin-resource/FINAL_MTE_Supplies_PP_T_Long_version.pdf
Development of the evaluation brief by the evaluation manager, with support from the communication officer in the CO	<i>Evaluation brief</i>	3 rd Week of November, 2022	Example of evaluation brief (for a centralized evaluation undertaken by the UNFPA Evaluation Office): https://www.unfpa.org/sites/default/files/admin-resource/UNFPA_MTE_Supplies_Brief_FINAL.pdf
Announcement of CPE completion in M&E Net Community	<i>Blog post on the M&E Net Community</i>	4 th Week of November, 2022	CPE Management Kit: Guidance on How to Blog on The CPE Process
Publication of the final evaluation report, the independent EQA and the management response in the UNFPA evaluation database by the Evaluation Office		4 th Week of November, 2022	
Publication of the final evaluation report, the evaluation brief and the management response on the CO website		1 st -3 rd week of December, 2022	
Dissemination of the evaluation report and the evaluation brief to stakeholders by the evaluation manager	<i>Including: Communication via email; stakeholders meeting; workshops with</i>	3 rd – 4 th week of December, 2022	CPE Management Kit: Guidance on Strategic Communication for a CPE

Evaluation Phases and Activities ¹³	Deliverables	Dates/ Duration	Handbook/CPE Management Kit
	<i>implementing partners, etc.</i>		

Once the evaluation team leader has been recruited, s/he will develop a detailed **evaluation work plan** (see Annex D) in close consultation with the evaluation manager.

11. Management of the Evaluation

The Head of the office in the UNFPA Bhutan CO will be responsible for the management of the evaluation and supervision of the evaluation team in line with the UNFPA Evaluation Handbook. The evaluation manager will oversee the entire process of the evaluation, from the preparation to the facilitation of the use and the dissemination of the evaluation results. S/he will also coordinate the exchanges between the evaluation team and the ERG. It is the responsibility of the evaluation manager to ensure the quality, independence and impartiality of the evaluation in line with the UNEG norms and standards and ethical guidelines for evaluation. The evaluation manager has the following key responsibilities:

- Establish the ERG.
- Compile background information and documentation on both the country context and the UNFPA CP and file them in a Google Drive to be shared with the evaluation team upon recruitment.
- Prepare the ToR (incl. annexes) for the evaluation, with support from the regional M&E adviser, and submit the ToR and annexes to the Evaluation Office for review and approval.
- Chair the ERG, convene meetings with the evaluation team and manage the interaction between the evaluation team and the ERG.
- Launch and lead the selection process for the team of evaluators in consultation with the regional M&E adviser.
- Identify potential candidates to conduct the evaluation, complete the [Consultant Pre-selection Scorecard](#) to assess their respective qualifications, and propose a final selection of evaluators with support from the regional M&E adviser, to be submitted to the UNFPA Evaluation Office for pre-qualification.
- Share the annexes of the ToR with the final selected evaluators and hold an evaluation kick-off meeting with the evaluation team and the regional M&E adviser.
- Provide evaluators with logistical support for data collection (site visits, interviews, group discussions, etc.).
- Prevent any attempts to compromise the independence of the evaluation team throughout the evaluation process.
- Perform the quality assurance of all the deliverables submitted by the evaluators throughout the evaluation process; notably the design report (focusing on the final evaluation questions, the theory of change, sample of stakeholders to be consulted and sites to be visited, the evaluation matrix, and the methods, tools and plans for data collection), as well as the draft and final evaluation report.
- Coordinate feedback and comments of the ERG on the evaluation deliverables and ensure that feedback and comments of the ERG are adequately addressed.
- Undertake quality assurance of the draft evaluation report in collaboration with the regional M&E adviser, according to the criteria specified in the EQA grid.

- Develop an initial communication plan (in coordination with the CO communication officer) and update it throughout the evaluation process, as required, to guide the dissemination and facilitation of use of the evaluation results.
- Prepare the EQAA of the final evaluation report in collaboration with the regional M&E adviser, using the EQAA grid and its explanatory note.
- Lead and participate in the preparation of the management response.
- Submit the final evaluation report, EQA and management response to the regional M&E adviser, the Evaluation Office and the Policy and Strategy Division at UNFPA headquarters.

At all stages of the evaluation process, the evaluation manager will require support from staff of the UNFPA Bhutan CO. Specifically, the responsibilities of the **country office staff** are:

- Contribute to the preparation of the ToR, the initial stakeholder map, the list of Atlas projects and the compilation of background information and documentation on the context and the CP, and provide input to the evaluation questions.
- Make time for meetings with/interviews by the evaluation team.
- Provide support to the evaluation manager in making logistical arrangements for site visits and setting up interviews and group discussions with stakeholders at national and sub-national levels.
- Provide input to the management response.
- Contribute to the dissemination of the evaluation results.

The progress of the evaluation will be followed closely by the **evaluation reference group (ERG)**, which is composed of relevant UNFPA staff from the Bhutan CO, APRO, representatives of the national Government of Bhutan, implementing partners, as well as other relevant key stakeholders, including organizations representing vulnerable and marginalized groups (e.g. persons with disabilities, etc.) (see Handbook, section 2.3, p.37). The ERG will serve as a body to ensure the relevance, quality and credibility of the evaluation. It will provide inputs on key milestones in the evaluation process, facilitate the evaluation team's access to sources of information and key informants and undertake quality assurance of the evaluation deliverables from a technical perspective. The ERG has the following key responsibilities:

- Support the evaluation manager in the development of the ToR, including the selection of preliminary evaluation questions.
- Provide feedback and comments on the design report.
- Act as the interface between the evaluators and key stakeholders of the evaluation, and facilitate access to key informants and documentation.
- Provide comments and substantive feedback from a technical perspective on the draft evaluation report.
- Participate in meetings with the evaluation team.
- Contribute to the dissemination of the evaluation results and learning and knowledge sharing, based on the final evaluation report, including follow-up on the management response.

The **regional M&E adviser** in UNFPA APRO will provide guidance and backstopping support to the evaluation manager at all stages of the evaluation process. The responsibilities of the regional M&E adviser are:

- Provide feedback and comments on the draft ToR (incl. annexes) in accordance with the UNFPA Evaluation Handbook, and submit the final draft version to the UNFPA Evaluation Office for review and approval.
- Support the evaluation manager in identifying potential candidates and assessing whether they have the appropriate level of qualifications and experience.
- Liaise with the UNFPA Evaluation Office on the completion and approval of the ToR and the selection pre-qualification of the selected evaluation team.
- Review the design report and provide comments to the evaluation manager, with a particular focus on the final evaluation questions, the theory of change, the sample of stakeholders to be consulted and sites to be visited, the evaluation matrix, and the methods, tools and plans for data collection.
- Review the draft evaluation report and provide comments to the evaluation manager.
- Support the evaluation manager in reviewing the final evaluation report.
- Prepare the draft EQAA of the final evaluation report in collaboration with the evaluation manager, using the EQAA grid and its explanatory note, and submit the draft EQAA and the final evaluation report to EO for an independent assessment.
- Ensure the CO complies with the request for a management response.
- Support the CO in the dissemination and use of the evaluation results.

The UNFPA **Evaluation Office** will play a crucial role in the EQAA of the evaluation. The responsibilities of the Evaluation Office are as follows:

- Review and approve the ToR (incl. annexes).
- Review and pre-qualification of the consultants.
- Commission the independent EQAA of the final evaluation report.
- Publish the final evaluation report, independent EQAA and management response in the UNFPA evaluation database.

12. Composition of the Evaluation Team

The evaluation team will comprise of four members: one international consultant – Team Leader, two national consultants – thematic experts and one national young and emerging evaluator.

The evaluation team leader will be recruited internationally (incl. in the region or sub-region), while the evaluation team members, the young and emerging evaluator will be recruited locally to ensure adequate knowledge of the country context. Finally, the evaluation team should have the requisite level of knowledge to conduct human rights- and gender-responsive and disability inclusive evaluations and all evaluators should be able to work in a multidisciplinary team and in a multicultural environment.

12.1. Roles and Responsibilities of the Evaluation Team

Evaluation team leader

The evaluation team leader will hold the overall responsibility for the design and implementation of the evaluation. S/he will be responsible for the production and timely submission of all expected deliverables in line with the ToR. S/he will lead and coordinate the work of the evaluation team and ensure the quality of all evaluation

deliverables at all stages of the process. The evaluation team leader will provide methodological guidance to the evaluation team in developing the design report, in particular, but not limited to, defining the evaluation approach, methodology and work plan, as well as the agenda for the field phase. S/he will lead the drafting and presentation of the design report and the draft and final evaluation report, and play a leading role in meetings with the ERG and the CO. The team leader will also be responsible for communication with the evaluation manager. Beyond her/his responsibilities as team leader, the evaluation team leader will serve as technical gender expert. S/HE will cover the Gender component of the evaluation, focusing on gender quality and women's empowerment, with linkages to gender-based violence and domestic violence.

Evaluation team member: SRHR expert

The SRHR expert will provide expertise on Sexual and Reproductive Health including Family Planning, and Adolescents Sexual & Reproductive Health & Rights (ASRHR) components, including comprehensive sexuality/life skills based education of the evaluation for both development and humanitarian contexts. S/he will contribute to the methodological design of the evaluation and take part in the data collection and analysis work, with overall responsibility of contributions to the evaluation deliverables in her/his thematic area of expertise. S/he will provide substantive inputs throughout the evaluation process by contributing to the development of the evaluation methodology, evaluation work plan and agenda for the field phase, participating in meetings with the evaluation manager, UNFPA Bhutan CO staff and the ERG. S/he will undertake a document review and conduct interviews and group discussions with stakeholders, as agreed with the evaluation team leader.

Evaluation team member: Population and Development expert

The P&D and gender expert will provide expertise in the area of population dynamics and data for development on gender equality and adolescent/youth empowerment and linkages with other UNFPA programmes in the areas of sexual and reproductive health and rights and population. S/he will contribute to the methodological design of the evaluation and take part in the data collection and analysis work, with overall responsibility of contributions to the evaluation deliverables in her/his thematic area of expertise. S/he will provide substantive inputs throughout the evaluation process by contributing to the development of the evaluation methodology, evaluation work plan and agenda for the field phase, participating in meetings with the evaluation manager, UNFPA Bhutan CO staff and the ERG. S/he will undertake a document review and conduct interviews and group discussions with stakeholders, as agreed with the evaluation team leader.

Evaluation team member: Young and emerging evaluator

The young and emerging evaluator will contribute to all phases of the CPE. S/he will support the evaluation team leader and members in developing the evaluation methodology, reviewing and refining the theory of change, finalizing the evaluation questions, and developing the evaluation matrix, data collection methods and tools, as well as indicators. The young and emerging evaluator will also participate in data collection (site visits, interviews, group discussions and document review) and contribute to data analysis and the drafting of the evaluation report, as agreed with the evaluation team leader. In addition, s/he will provide administrative support throughout the evaluation process and participate in meetings with the evaluation manager, UNFPA Bhutan CO staff and the ERG.

The modalities for the participation of the evaluation team members in the evaluation process, their responsibilities during data collection and analysis, as well as the nature of their respective contributions to the drafting of the design report and the draft and final evaluation report will be agreed with the evaluation team leader. These tasks will be performed under her/his supervision.

12.2. Qualifications and Experience of the Evaluation Team

Team leader – international consultant

The competencies, skills and experience of the evaluation team leader should include:

- Master's degree in public health, gender studies, social sciences, demography or population studies, development studies or a related field.
- 10 years of experience in conducting or managing evaluations in the field of international development.
- Extensive experience in leading complex evaluations commissioned by United Nations organizations and/or other international organizations and NGOs.
- Demonstrate knowledge on Gender/GBV component of the Evaluation, focusing on gender equality and women's empowerment, with linkages to gender-based violence and domestic violence both in development and humanitarian context
- In-depth knowledge of theory-based evaluation approaches and ability to apply both qualitative and quantitative data collection methods and to uphold high quality standards for evaluation as defined by UNFPA and UNEG.
- Ability to ensure ethics and integrity of the evaluation process, including confidentiality and the principle of do no harm.
- Ability to consistently integrate human rights and gender perspectives in all phases of the evaluation process.
- Excellent management and leadership skills to coordinate the work of the evaluation team, and strong ability to share technical evaluation skills and knowledge.
- Ability to supervise a young and emerging evaluator, create an enabling environment for her/his meaningful participation in the work of the evaluation team, and provide guidance and support required to develop her/his capacity.
- Experience working with a multidisciplinary team of experts.
- Excellent ability to analyze and synthesize large volumes of data and information from diverse sources.
- Excellent interpersonal and communication skills (written and spoken).
- Work experience in/good knowledge of the Asia Pacific region and the national development context of Bhutan.
- Fluent in written and spoken English

SRHR/ASRHR expert – national consultant

- The competencies, skills and experience of the SRHR expert should include:
- Master's degree in public health, medicine, social sciences or a related field.
- 5-7 years of experience in conducting evaluations, reviews, assessments, research studies or M&E work in the field of international development health, particularly in SRHR

- Substantive technical knowledge of SRHR/ASRHR, including HIV and other sexually transmitted infections, maternal health, and family planning, integrated sexual and reproductive health services, HIV and other sexually transmitted infections, maternal health, health sector response to GBV, comprehensive sexuality education, reproductive cancers and SRHR data.
- Ability to ensure ethics and integrity of the evaluation process, including confidentiality and the principle of do no harm.
- Ability to consistently integrate human rights and gender perspectives in all phases of the evaluation process.
- Solid knowledge of evaluation approaches and methodology and demonstrated ability to apply both qualitative and quantitative data collection methods.
- Excellent analytical and problem-solving skills.
- Experience working with a multidisciplinary team of experts.
- Excellent interpersonal and communication skills (written and spoken).
- Work experience in/good knowledge of the national development context of Bhutan
- Familiarity with UNFPA or other United Nations organizations' mandates and activities will be an advantage.
- Fluent in written and spoken English and Dzongkha (National Language).

Population and development– national consultant

The competencies, skills and experience of the PD and gender expert should include:

- Master's degree in demography, social sciences, political science, economics, statistics or related fields,
- Substantive knowledge of and professional experience (minimum 7 years) in population and development, including themes/issues relevant to: demographic trends (e.g. the demographic dividend), national statistical systems and utilization/analysis of census data, evidence-based policy advocacy, democratic governance, population dynamics, adolescents and youth policies and data, legal reform processes, evidence-based national and local development planning, monitoring and evaluation processes.
- Ability to ensure ethics and integrity of the evaluation process, including confidentiality and the principle of do no harm.
- Ability to consistently integrate human rights and gender perspectives in all phases of the evaluation process.
- Solid knowledge of evaluation approaches and methodology and demonstrated ability to apply both qualitative and quantitative data collection methods.
- Excellent analytical and problem-solving skills.
- Experience working with a multidisciplinary team of experts.
- Excellent interpersonal and communication skills (written and spoken).
- Work experience in/good knowledge of the national development context of Bhutan
- Familiarity with UNFPA or other United Nations organizations' mandates and activities will be an advantage.
- Fluent in written and spoken English and Dzongkha (National Language).

Young and emerging evaluator – national consultant

The young and emerging evaluator must be under 35 years of age and her/his competencies, skills and experience should include:

- Bachelor’s degree in public health, demography or population studies, social sciences, statistics, development studies or a related field.
- Excellent analytical and problem-solving skills.
- Demonstrated ability to work in a team.
- Strong organizational skills, communication skills and writing skills.
- Good command of information and communication technology and data visualization tools.
- Good knowledge of the mandate and activities of UNFPA or other United Nations organizations will be an advantage.
- Fluent in written and spoken English and Dzongkha (National Language).

13. Budget and Payment Modalities

The evaluators including the young and emerging evaluator will receive a daily fee according to the UNFPA consultancy scale based on qualifications and experience. The payment of fees will be based on the submission of deliverables, as follows:

Upon approval of the design report	20%
Upon submission of a draft final evaluation report of satisfactory quality	20%
Upon completion of the field phase	30%
Upon approval of the final evaluation report and the PowerPoint presentation of the evaluation results	30%

In addition to the daily fees, the evaluators will receive a daily subsistence allowance (DSA) in accordance with the UNFPA Duty Travel Policy, using applicable United Nations DSA rates for the place of mission. Travel costs will be settled separately from the consultancy fees.

The provisional allocation of workdays among the evaluation team will be the following:

	Team leader	SRHR/ASRH R experts	PD expert	Young and emerging evaluator
Design phase	<i>16</i>	<i>10</i>	<i>8</i>	<i>10</i>
Field phase	<i>24</i>	<i>24</i>	<i>24</i>	<i>24</i>
Reporting phase	<i>23</i>	<i>19</i>	<i>11</i>	<i>9</i>

Dissemination and facilitation of use phase	2	2	2	2
TOTAL (days)	65	55	45	45

Please note the numbers of days in the table are indicative. The final distribution of the volume of work and corresponding number of days for each consultant will be proposed by the evaluation team in the design report and will be subject to the approval of the evaluation manager.

14. Bibliography and Resources

The following documents will be made available to the evaluation team upon recruitment:

UNFPA documents

1. UNFPA Strategic Plan (2018-2021) (incl. annexes)
<https://www.unfpa.org/strategic-plan-2018-2021>
2. UNFPA Evaluation Policy (2019)
<https://www.unfpa.org/admin-resource/unfpa-evaluation-policy-2019>
3. *Evaluation Handbook: How to Design and Conduct a Country Programme Evaluation at UNFPA* (2019)
<https://www.unfpa.org/EvaluationHandbook>
4. Relevant centralized evaluations conducted by the UNFPA Evaluation Office [list all evaluations individually and provide the direct hyperlink to each report] - available at:
<https://www.unfpa.org/evaluation>

Bhutan national strategies, policies and action plans

5. National Poverty Reduction Strategy
6. National 12 Five Year Plan
7. National reproductive health strategy
8. Adolescent health strategy
9. Thematic report on young people dynamics in Bhutan 2020
10. United Nations Development Assistance Framework (UNDAF) and/or United Nations Sustainable Development Cooperation Framework (UNSDCF)
11. National youth Policy (draft)
12. National Strategic framework, Comprehensive sexuality Education, 2021, Ministry of Education
13. Cervical cancer elimination strategy (2019-23), Ministry of Health

UNFPA Bhutan CO programming documents

14. Government of Bhutan /UNFPA 7th Country Programme Document (2019-23)
15. United Nations Common Country Analysis/Assessment (CCA)
16. Situation analysis for the Government of Bhutan /UNFPA 7th Country Programme (2019-23)]
17. CO annual work plans
18. Mid-term reviews of interventions/programmes in different thematic areas of the CP

19. Reports on core and non-core resources
20. CO resource mobilization strategy

UNFPA Bhutan CO M&E documents

21. Government of Bhutan /UNFPA 7th Country Programme Document (2019-23)
22. CO annual results plans and reports (SIS/MyResults)
23. CO quarterly monitoring reports (SIS/MyResults)
24. Previous evaluation of the Government of Bhutan /UNFPA 7th Country Programme Document (2019-23) available at: <https://web2.unfpa.org/public/about/oversight/evaluations/>

Other documents

25. Implementing partner annual work plans and quarterly progress reports
26. Audit reports and spot check reports
27. Meeting agendas and minutes of joint United Nations working groups
28. Global Gender Gap Report 2021
29. National survey on women’s health and life experience 2017, A study on violence against women and girls in Bhutan, National Commission for Women and Children
30. Harnessing demographic dividend in Bhutan, 2019, National Statistics Bureau

15. Annexes

Note: The ToR with annexes will be made available to the consultants who have been recruited by UNFPA to conduct the CPE.

A	A1. 7CP document A2: Bhutan /UNFPA 7 th Country Programme (2019-2023) Results Framework
B	Theory of change
C	Stakeholder map
D	Evaluation matrix template
E	Establishing the list of UNFPA interventions (Atlas projects)
F	Outline of design report
G	Evaluation Quality Assessment grid
H	Outline of evaluation report (draft and final version)
I	UNFPA Evaluation Office editorial guidelines
J	Evaluation work plan



8_BTN_CPD_2018SR
S_FINAL_5July18.pdf

ANNEX A 1: Seventh Country programme document for Bhutan

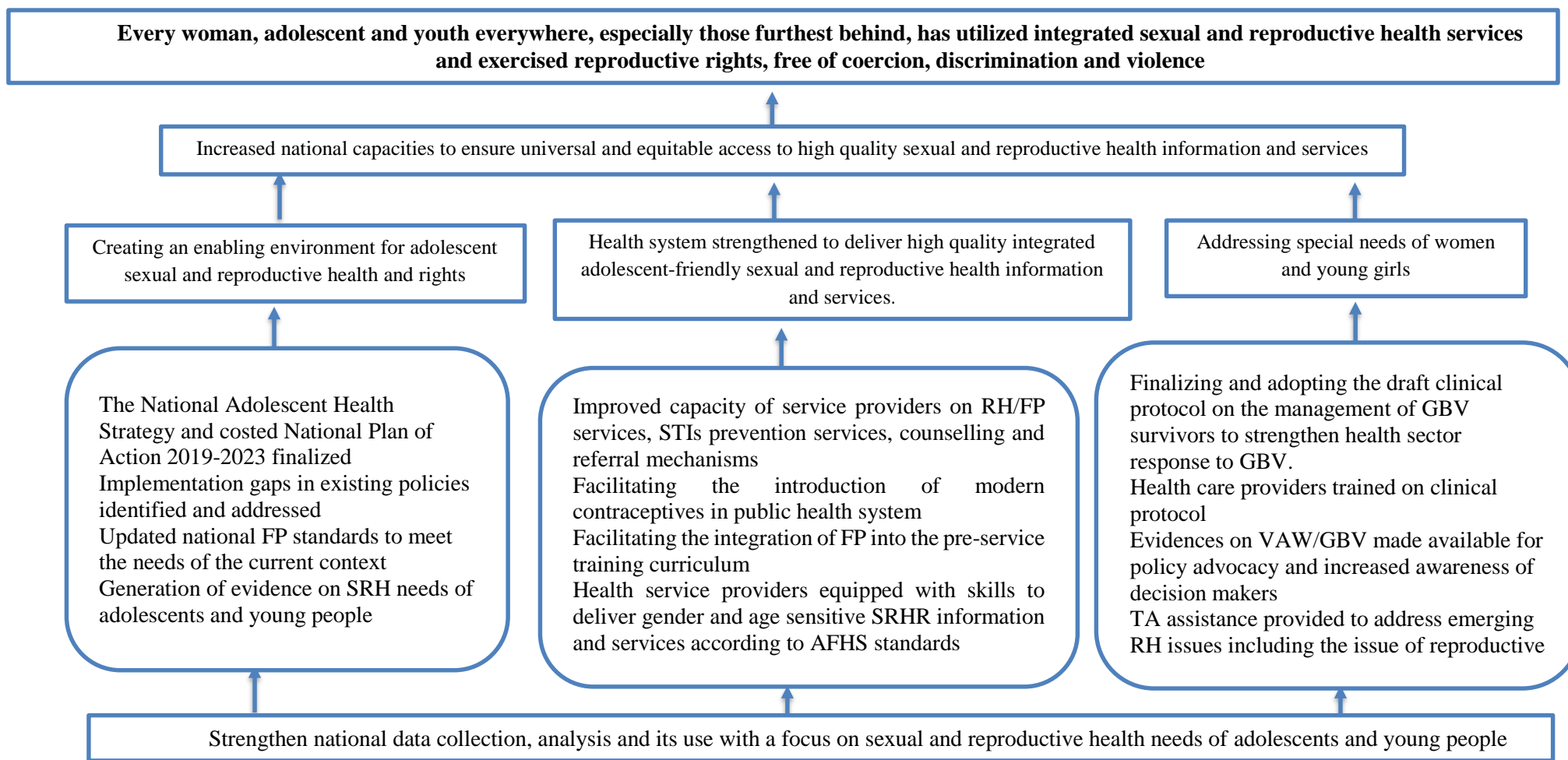
ANNEX A 2: Bhutan /UNFPA 7th Country Programme (2019-2023) Results Framework

Goal: Achieved universal access to sexual and reproductive health, realized reproductive rights, and reduced maternal mortality to accelerate progress on the ICPD agenda, to improve the lives of adolescents, youth and women, enabled by population dynamics, human rights, and gender equality	
UNFPA Thematic Areas of Programming	
Integrated Sexual and Reproductive Health Services	Adolescent and young people
UNFPA Strategic Plan Outcomes	
Every woman, adolescent and youth everywhere, especially those furthest behind, has utilized integrated sexual and reproductive health services and exercised reproductive rights, free of coercion, discrimination and violence.	Every adolescent and youth, in particular adolescent girls, are empowered to realize their sexual and reproductive health and reproductive rights, and participate in sustainable development, humanitarian action and peace- building.
UNFPA Bhutan 7th CP Outputs	
<i>Increased national capacities to ensure universal and equitable access to high quality sexual and reproductive health information and services</i>	<i>Young people, in particular adolescents are empowered with knowledge, skills and capabilities to make informed choices about their sexual and reproductive health and rights, and well-being</i>
UNFPA Bhutan 7th CP Intervention Areas	
<ol style="list-style-type: none"> 1. The National Adolescent Health Strategy and costed National Plan of Action 2019-2023 finalized 2. Implementation gaps in existing policies identified and addressed 3. Updated national FP standards to meet the needs of the current context 4. Generation of evidence on SRH needs of adolescents and young people 5. Improved capacity of service providers on RH/FP services, STIs prevention services, counselling and referral mechanisms 	<ol style="list-style-type: none"> 1. Curriculum on life skills education for religious personnel drafted and piloted in monastic institutions 2. CSE implementation framework updated and piloted in schools and institutes 3. Age appropriate rights-based gender responsive life skills education implemented and scaled up in schools, monastic and other learning institutes 4. Strengthened national advocacy and policy engagement on the reproductive rights of adolescents and young people

<p>6. <i>Facilitating the introduction of modern contraceptives in public health system</i></p> <ol style="list-style-type: none"> 1. Facilitating the integration of FP into the pre-service training curriculum 2. Health service providers equipped with skills to deliver gender and age sensitive SRHR information and services according to AFHS standards 3. Finalizing and adopting the draft clinical protocol on the management of GBV survivors to strengthen health sector response to GBV. 4. Health care providers trained on clinical protocol 5. Evidences on VAW/GBV made available for policy advocacy and increased awareness of decision makers 6. TA assistance provided to address emerging RH issues including the issue of reproductive organ cancers 7. COVID19 response to prevention and protection of SRH service providers and survivors of GBV 	<ol style="list-style-type: none"> 5. Adolescents and young people are aware and seeking SRHR information and services 6. Communities are supportive of young people seeking SRHR information and services 7. High quality evidence generated on root causes of harmful practices including on early marriage 8. <i>Evidence-based social behavioural change communication strategy and tools are available and used for action.</i> 9. Increased capacities and participation of communities and youth networks in prevention of harmful practices
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Annex B: Theory of change

OUTPUT 1: SEXUAL AND REPRODUCTIVE HEALTH

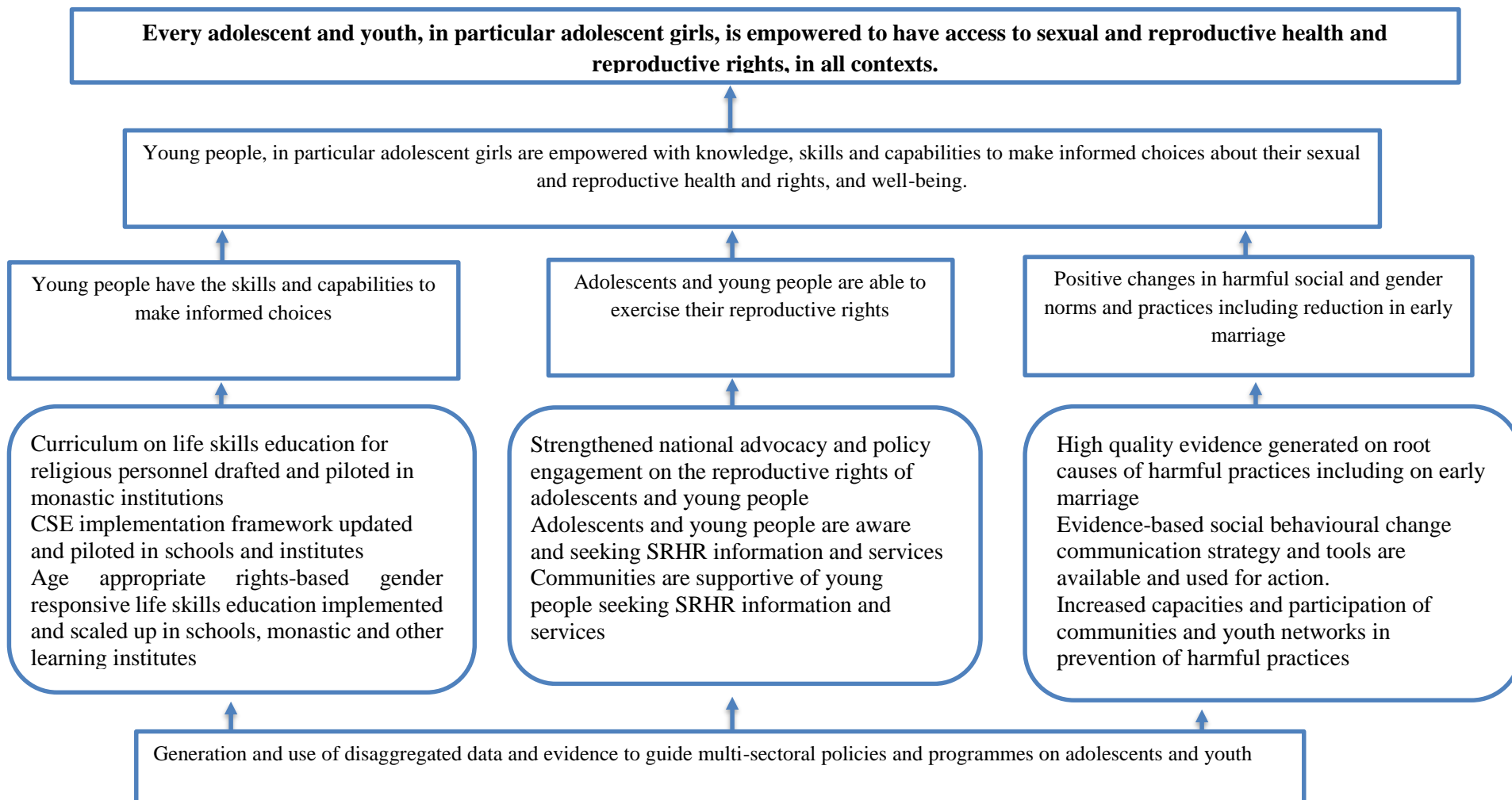


Critical Assumptions:

- a) Infrastructure will continue to improve (including, road networks, facility buildings, water supply, electrical grids and a communication network facilitating availability and access to services;

- b) Continued government commitment to financing for enhancing sexual and reproductive health
- c) UNFPA will work with civil society organizations, University of Bhutan, media, UN sister agencies, parliamentarians, and the Gross National Happiness commission to address these gaps.

OUTPUT 2: ADOLESCENTS AND YOUTH



Critical Assumptions

- a) Improved livelihoods for youth - Evidence shows that positive sexual and reproductive health outcomes are closely linked with educational and economic opportunities [ICRW. Making it work: Linking youth reproductive health and livelihoods. Washington DC: ICRW, 2001].
- b) UNFPA will work with UN sister agencies, parliamentarians, and the Gross National Happiness commission to address any gaps

Annex C: Stakeholder map

Table 1

Donor	Implementing agency							Other partners						Rights holders	Other
	Gov	Local NGO	Int. NGO	Women's right org.	Other UN	Academia	Other	Gov	Local NGO	Int. NGO	Women's right org.	Other UN	Academia		
Integrated Sexual and Reproductive Health Services															
Strategic Plan (2018-2021) Outcome 1: Every woman, adolescent and youth everywhere, especially those furthest behind, has utilized integrated sexual and reproductive health services and exercised reproductive rights, free of coercion, discrimination and violence.															
<i>CPAP Output 1: Increased national capacities to ensure universal and equitable access to high quality sexual and reproductive health information and services</i>															
PGBT07-Department of Public Health															
	RMN CH, MoH					FoNPH, KGUMSB		GNHC AHP, MoH PPD, MoH SHP, MoH HPD, MoH OSCC, JDWNRH	RENEW LHAKSAM			WHO UNICEF			General population
PGBT02- National Statistical Bureau															

Donor	Implementing agency							Other partners							Rights holders	Other
	Gov	Local NGO	Int. NGO	Women's right org.	Other UN	Academia	Other	Gov	Local NGO	Int. NGO	Women's right org.	Other UN	Academia	Other		
	NSB							GNHC MoH MoE						UNICEF		

Adolescents and Young People

UNFPA Strategic Plan outcome: SP Outcome 2: Every adolescent and youth, in particular adolescent girls, are empowered to realize their sexual and reproductive health and reproductive rights, and participate in sustainable development, humanitarian action and peace- building.

CPAP output 2 : *Young people, in particular adolescents are empowered with knowledge, skills and capabilities to make informed choices about their sexual and reproductive health and rights, and well-being*

PGBT01- Department of Youths and Sports

	DYS, MoE							GNHC CRoB SHND SEN SCED DCPD YCD						UNICEF	Paro CoE, RUB	Adolescent and youth
--	-------------	--	--	--	--	--	--	--	--	--	--	--	--	--------	------------------	-------------------------

Donor	Implementing agency							Other partners							Rights holders	Other
	Gov	Local NGO	Int. NGO	Women's right org.	Other UN	Academia	Other	Gov	Local NGO	Int. NGO	Women's right org.	Other UN	Academia	Other		
PN5460-Respect Education Nurture and empower Women																
		RENEW						GNHC DOR	Pride Bhutan, DPO ABSB Queer VoB BBCC Taxi Association						Women and youth	

*WRO= Women's Rights Organization

Table 2

For all entities/organizations identified in Table 1, please provide the following information:

Acronym	Name of the entity/organization	Role/ responsibilities	Starting date of the collaboration with the CO	Contact person(s)			Reference staff in CO
				Name	Title/Function	E-mail	
RMNCH, MoH	Reproductive maternal and child health program, Ministry of health	Lead implementing partner for SRHR		Tashi Tshomo Chimi Dem	Program Officer	tshomo@health.gov.bt cdem@health.gov.bt	

Acronym	Name of the entity/organization	Role/ responsibilities	Starting date of the collaboration with the CO	Contact person(s)			Reference staff in CO
				Name	Title/Function	E-mail	
PPD, MoH	Policy and planning Division, Ministry of Health	Coordinating within ministry of health		Kinley Zam	Planning officer		
AHP, MoH	Adolescent health program, Ministry of Health	Lead agency to implement AFHS		Yeshey Pelden	Program focal		
OSCC, JDWNRH	One Stop crisis center, Jigme Dorji Wangchuk national referral hospital	Lead in health sector response to GBV		Dr. Norbu	Head of Department of Forensic, JDWNRH		
FoNPH, KGUMBS	Faculty of Nursing and Public Health, Khesar Gyelpo university of Medical Science						
LHAKSAM	Network of people living with HIV/AIDS			Wangda Dorji	Executive Director	Wangdadorji1@gmail.com	
Pride Bhutan	network of SOGIESC and KAP population in Bhutan.					pridebhutan@gmail.com	
QVoB	Queer Voices of Bhutan			Pema Dorji	Member	Pemadorji1000@gmail.com	
				Tashi Tshethen	Founder	queervoicesofbhutan@gmail.com	
NSB	National Statistics Bureau	Lead in statistics and data		Birkha Gurung	Sr. Planning officer	birkhagurung@nsb.gov.bt	

Acronym	Name of the entity/organization	Role/ responsibilities	Starting date of the collaboration with the CO	Contact person(s)			Reference staff in CO
				Name	Title/Function	E-mail	
DYS, MoE	Department of youth and sports, Ministry of Education	Lead implementing partner for Youth and youth empowerment		Rinzin Wangmo	Chief Program Officer	rinzinw@moe.gov.bt	
SHND, MoE	School health and nutrition division, Ministry of Education	Sub IP	2008	Karma Wangchuk	Chief Program Officer	karmawangchuk@moe.gov.bt	
ECCD & SEN, MoE	Early Childhood Care Development and Special Education Need	Sub IP		Pema Chogyal	Program Officer	pemachhogyel@moe.gov.bt	
SCED, MoE	Scouts and Cultural education division	Sub IP		Sonam Wangdi	Program Officer	sonamwangdi@moe.gov.bt	
DCPD, MoE	Department of Curriculum and Professional Development	Sub IP		Sangay Tshering	Curriculum developer		
RENEW	Respect Education Nurture and educate women	Lead Implementing partner for gender equality and women empowerment		Dr. Meenakshi	Director, Community Health	tseyansosn@gmail.com	

Acronym	Name of the entity/organization	Role/ responsibilities	Starting date of the collaboration with the CO	Contact person(s)			Reference staff in CO
				Name	Title/Function	E-mail	
GNHC	Gross National Happiness Commission	Coordinating agency		Ms. Dorji Pem	UN focal	dpem@gnhc.gov.bt	
NCWC	National Commission for women and Children	Lead agency for women and children					

Annex D: Evaluation matrix template

Evaluation Question 1: To what extent...			
Assumptions to be assessed	Indicators	Sources of Information	Methods and tools for data collection
Assumption 1			
<p><i>The evaluators must complete this box with all relevant data and information that were gathered during the field phase and that are strictly linked to the assumptions and corresponding indicators. The data and information may stem from: document review, interviews, group discussions, etc. Once completed, the evaluation matrix will become an annex of the final evaluation report, and the evaluation team leader and evaluation manager must ensure that all of the data and information entered:</i></p> <ul style="list-style-type: none"> <i>• Are directly related to the indicators listed above;</i> <i>• are drafted in a clear and understandable manner;</i> <i>• are triangulated; and</i> <i>• are referenced (the sources are clearly indicated).</i> 			
Assumption 2			
Evaluation Question 2: To what extent...			
Assumptions to be assessed	Indicators	Sources of Information	Methods and tools for data collection
Assumption 1			
Assumption 2			
Evaluation Question 3: To what extent...			
Assumptions to be assessed	Indicators	Sources of Information	Methods and tools for data collection
Assumption 1			

Annex E: Establishing the list of UNFPA interventions (Atlas projects)

IA Description	Department of Youth & Sports									
IA Group	GOVERNMENT									
Implementing Agency	PGBT01									
	Column Labels									
	2019		2020		2021		Total Sum of Project Budget	Total Sum of Budget Utilization		
Row Labels	Sum of Project Budget	Sum of Budget Utilization	Sum of Project Budget	Sum of Budget Utilization	Sum of Project Budget	Sum of Budget Utilization				
2: Youth	75903.55	75903.55	51052.9	51052.18	95087.73	95087.73	222044.18	222043.46		
Adolescents and youth	53335.62	53335.62	51052.9	51052.18	95087.73	95087.73	199476.25	199475.53		
Adolescen/YP exercise their RR			811.74	1593	579.18	579.18	1390.92	2172.18		
Implementation of SRHR programmes effectively:										
1. Develop guideline for implementation of Young Girls Circle (3000)										
2. Coordination meetings among extended IP and Y-PEER and DIASON (4000)										
3. Monitoring on CSE implementation in 5 schools in Thimphu (3000)			811.74	1593			811.74	1593		
Strengthen youth network to exercise their reproductive rights, build community support to YP seeking ASRH services and information.					579.18	579.18	579.18	579.18		
CSE expansion in colleges	9998.62	9998.62	11670.21	11669.49			21668.83	21668.11		
Activity re-allocated to engagement of youth in COVID19 response in context of GBV/SRHR issues			11670.21	11669.49			11670.21	11669.49		
Youth Development Index (YDI) for Bhutan focusing on 3 domains (Health Education and employment)	9998.62	9998.62					9998.62	9998.62		
CSE-differently able	8850.28	8850.28	10337.71	6874.53			19187.99	15724.81		
SRHR in Munseling Institute of Khaling (visually impaired school)										
1. Coordination meeting										
2. Framework development			10337.71	6874.53			10337.71	6874.53		
Training of resident coordinators of colleges and newly recruited YIC manages (5 TTIs, 11 colleges, 6 YICs)	8850.28	8850.28					8850.28	8850.28		
Enabling environment for ASRHR	15722.24	15722.24			33126.91	33126.91	48849.15	48849.15		
Reprogrammed for COVID19 response										
Dissemination of research finding and knowledge sharing on international seminar by Royal University of Bhutan in collaboration with relevant stakeholders	15722.24	15722.24					15722.24	15722.24		
Sexual harassment prevention policy development and implementation in Royal University of Bhutan					33126.91	33126.91	33126.91	33126.91		
SRHR/CSE in school curriculum			10212.85	10212.85			10212.85	10212.85		
CSE integration in school curriculum:										
1. Class V Social Studies, English, Science, Dzongkha										
2. Validation workshop with stake holders			10212.85	10212.85			10212.85	10212.85		
Streamline SRHR/CSE info & ser			2445.8	1503.64			2445.8	1503.64		
Sensitization and coordination to expand YFISCs to youths through engagement of Youth Bhutan Network:										
1. Training of AFHS focal persons on YFISC SoP										
2. Engagement of Young Bhutan Network YBN members as advocates of YFISC			2445.8	1503.64			2445.8	1503.64		
YPskill/capacity inform choice	18764.48	18764.48	15574.59	19198.67	61381.64	61381.64	95720.71	99344.79		
Strengthen Youth Platform to discuss and address SRHR/GBV issues through Y-PEER networks in 16 networks in higher learning institutions.	18764.48	18764.48					18764.48	18764.48		
Strengthen Y-PEER Network & partnership on SRHR:										
1. National Y-PEER Meet to review annual action plan and share best practices including youths with disability (10,000)										
2. Revise and implement Y-PEER monitoring tools (5,000)										
3. Expansion of Y-PEER network in 3 Technical Training Institute in Thimphu and 1 College (Gelposhing) - (8,000)			15574.59	19198.67			15574.59	19198.67		
Young people skills and capabilities to make informed choice enhanced through implementation of CSE in schools, monastic institutions and in scouting program					61381.64	61381.64	61381.64	61381.64		
Sexual and reproductive health and rights	22567.93	22567.93					22567.93	22567.93		
Adolescen/YP exercise their RR	2570.69	2570.69					2570.69	2570.69		
Pilot ASRH corner for adolescent and young girls through Youth Centers and Y-PEER/DAISAN initiatives	2570.69	2570.69					2570.69	2570.69		
SRHR/CSE in school curriculum	14997.93	14997.93					14997.93	14997.93		
Integration of SRHR/CSE into school curriculum (meeting and writers workshop)	14997.93	14997.93					14997.93	14997.93		
Streamline SRHR/CSE info & ser	4999.31	4999.31					4999.31	4999.31		
Support to strengthen and streamline SRHR/CSE information and services through 2 collaboration meetings with management of tertiary colleges and TTIS (5 TTIs, MOLHR, 11 colleges, RUB)	4999.31	4999.31					4999.31	4999.31		
Grand Total	75903.55	75903.55	51052.9	51052.18	95087.73	95087.73	222044.18	222043.46		

Annex F: Outline of design report

The Design/Inception Report of the evaluation should adopt the following below structure:

- Cover page
- Table of contents
- Acronyms and abbreviations
- List of tables
- List of figures
- Key facts table

1. Introduction

- 1.1 Purpose and objectives of the CPE
- 1.2 Scope of the evaluation (incl. thematic, geographic and temporal scope)
- 1.3 Purpose of the design report

2. Country context

- 2.1 Development challenges and national strategies
- 2.2 The role of external assistance

3. United Nations/UNFPA response and programme strategies

- 3.1 United Nations and UNFPA strategic response
- 3.2 UNFPA response through the country programme (incl. overview of country programme and its financial structure)

4. Evaluation approach and methodology

- 4.1 Evaluation criteria and evaluation questions
- 4.2 Methods for data collection and analysis
- 4.3 Selection of the sample of stakeholders
- 4.4 Evaluability assessment, limitations and risks

5. Evaluation process

- 5.1 Overview of evaluation phases
- 5.2 Team composition and distribution of tasks
- 5.3 Quality assurance
- 5.4 Resource requirements and logistical support
- 5.5 Work plan

6. Annexes

- Annex 1: Terms of references
- Annex 2: Evaluation matrix
- Annex 3: Templates or tools for data collection
- Annex 4: List of UNFPA interventions
- Annex 5: Final stakeholder map
- Annex 6: List of persons consulted
- Annex 7: Bibliography/list of documents consulted
- Annex 8: Evaluation work plan
- Annex 9: Agenda for the field phase

1. INTRODUCTION

This section should describe and further elaborate on the purpose, objectives and scope of the evaluation presented in the terms of reference.

This section should describe the purpose of country programme evaluations (CPEs) generally and provide a concise overview of the specific objectives of the CPE within the country context.

The scope of the evaluation should be included in this section, consisting in a short and straightforward description of the area of work being evaluated as well as the geographical scope and time frame of the evaluation.

Finally, this section should note that the evaluation was commissioned by the country office, and state the aim of the design report as well as its role in the design phase.

2. COUNTRY CONTEXT

This section should detail the wider country context, including relevant social, political and economic data, language and cultural traits, demography, geographic location, etc. The country's situation and development challenges vis-à-vis UNFPA programmatic areas should be included as should national strategies to respond to these challenges.

This section should also include the country's progress towards the achievement of relevant internationally agreed development goals (including the SDGs and the ICPD benchmarks).

Finally, information on official development assistance (ODA) and the role of external assistance (currently and over time) should be discussed. The main donors / ODA providers should be included.

3. UNFPA STRATEGIC RESPONSE AND COUNTRY PROGRAMME

This section should situate the country programme within the broader United Nations system framework and the corporate strategic/normative framework of UNFPA.

The response of UNFPA through the particular country programme should be detailed, including the main elements of the country programme as set forth in programming documents as well as the underlying intervention logic (i.e. the links among activities, outputs and outcomes). The geographical coverage of the programme, as well as the evolution of the programme over time, should also be explained.

A detailed financial analysis of the programme budget by output and outcome should be included, clearly distinguishing between resource targets set out in the country programme document (CPD) and the actual resources mobilized during the programme cycle. Implementation rates should also be included.

4. EVALUATION APPROACH AND METHODOLOGY

This section should provide a clear and detailed description of the evaluation's approach and methodology (i.e. a theory-based approach, outlining the intervention logic leading to a reconstructed theory of change of UNFPA support as appropriate). It should also explain how the methodology is gender- and human rights-responsive (as well as detailing any limitations in implementing a gender- and human rights-responsive evaluation).

This section should include the evaluation questions and the evaluation criteria to which they respond, noting that an evaluation question may correspond to multiple criteria. The evaluation criteria required in the terms of references should be used. An explanation as to why each question was selected should be included.

Consider referring to Annex I of the UNEG guidance note on “Integrating Human Rights and Gender Equality in Evaluation” for guidance on criteria and questions that are gender- and human rights-responsive.

An evaluation matrix (the primary analytical tool of the evaluation) should be presented, linking the evaluation questions to the evaluation criteria. Evaluation questions should be broken down into assumptions (aspects to focus upon) and corresponding indicators. Evaluation questions should be linked to data sources and data collection methods.

Data collection and analysis methods and the final stakeholder map (including the methodological approach for stakeholder selection) should be included. A description of how gender and human rights were considered vis-à-vis data collection and analysis methods, as well as stakeholder selection should be included. Consider referring to Table 3.2 (Tailoring common methods to address human rights and gender equality) on page 40 of the UNEG guidance note on “Integrating Human Rights and Gender Equality in Evaluation” for guidance tailoring data collection methods appropriately. The document can be found here: <http://www.uneval.org/document/detail/980>.

Finally, any limitations and risks to the evaluation should be discussed. This section should explain data gaps and any issues affecting data quantity and quality. Factors that may restrict access to key sources of information should also be listed. Relevant limitations to implementing a gender and human rights responsive evaluation should be included as well.

Mitigation measures to address limitations should be detailed and, in cases where limitations are unable to be addressed, a brief explanation on the extent to which the validity and credibility of the evaluation results could be affected should be provided.

5. EVALUATION PROCESS

This section should detail the overall evaluation process and its stages. It should present a detailed work plan for each phase/stage of the evaluation, including expected deliverables per stage set against appropriate and realistic timelines.

It should also detail the evaluation team and the team composition and establish clear roles and responsibilities for the evaluation manager, the team leader and the team members. As appropriate, details on field work, including specifications on logistic and administrative support required from the CO, should be included.

This section should, additionally, outline the management and governance arrangements of the evaluation and clearly describe the approach to quality assurance.

6. ANNEXES

Annexes may differ, but could include:

- Terms of reference*
- Reconstructed theory of change*
- Evaluation matrix*
- Templates or tools for data collection (i.e. interview protocols/guides, logbooks (or equivalent), survey questionnaire, etc.)*
- List of UNFPA interventions (i.e. list of Atlas projects and financial data)*
- Final stakeholder map*
- List of persons consulted (for the design report)*
- Bibliography/documents consulted (for the design report)*
- Evaluation work plan*
- Agenda for the field phase*

Annex G: Evaluation Quality Assessment grid



Organizational unit:				Year of report:				
Title of evaluation report:								
Overall quality of report:	Very good			Date of assessment:				
Overall comments:								
Assessment Levels	Very Good	strong, above average, best practice	Good	satisfactory, respectable	Fair	with some weaknesses, still acceptable	Unsatisfactory	weak, does not meet minimal quality standards

Quality Assessment Criteria	<i>Insert <u>assessment level</u> followed by main <u>comments</u>. (use ‘shading’ function to give cells corresponding colour)</i>		
1. Structure and Clarity of Reporting	Yes No Partial	Assessment Level:	Very good
<i>To ensure the report is comprehensive and user-friendly</i>			
1. Is the report structured in a logical way? Is the report easy to read and understand (i.e. written in an accessible language appropriate for the intended audience) with minimal grammatical, spelling or punctuation errors? Is there a clear distinction made between analysis/findings, conclusions, recommendations and lessons learned (where applicable)?	Yes		
2. Is the report of a reasonable length? (maximum pages for the main report, excluding annexes: 60 for institutional evaluations; 70 for CPEs; 80 for thematic evaluations)	Yes		
3. Do the annexes contain – at a minimum – the ToRs; a bibliography; a list of interviewees; the evaluation matrix; methodological and data collection tools used (e.g. interview guides; focus group notes, outline of surveys)?	Yes		
<i>Executive summary</i>			
4. Is an executive summary written as a stand-alone section, presenting the i) Purpose; ii) Objectives, scope and brief description of interventions; iii) intended audience; iv) Methodology; v) Main results; Vi) Conclusions and Recommendations?	Yes		

5. Is the executive summary reasonably concise (e.g. with a maximum length of 5 pages)?	Yes		
2. Design and Methodology			
	Yes No Partial	Assessment Level:	Good
<i>To ensure that the evaluation is put within its context</i>			
1. Is the development and institutional context of the evaluation clearly described and constraints explained?	Yes		
2. Does the evaluation report discuss and assess the intervention logic and/or theory of change?	Partial		
<i>To ensure a rigorous design and methodology</i>			
3. Is the evaluation framework clearly described in the text and in the evaluation matrix? Does the evaluation matrix establish the evaluation questions, assumptions, indicators, data sources and methods for data collection?	Yes		
4. Are the tools for data collection described and their choice justified?	No		
5. Is there a comprehensive stakeholder map? Is the stakeholder consultation process clearly described (in particular, does it include the consultation of key stakeholders on draft recommendations)?	Yes		

6. Are the methods for analysis clearly described for all types of data?	Partial	
7. Are methodological limitations acknowledged and their effect on the evaluation described? Does the report discuss what was done to minimize such issues?	Yes	
8. Is the sampling strategy described?	Yes	
9. Does the methodology enable the collection and analysis of disaggregated data?	Yes	
10. Is the design and methodology appropriate for assessing the cross-cutting issues (equity and vulnerability, disability inclusion, gender equality and human rights)?	Yes	
3. Reliability of Data		
	Yes No Partial	Assessment Level: Very good
<i>To ensure quality of data and robust data collection processes</i>		
1. Did the evaluation triangulate data collected as appropriate?	Yes	
2. Did the evaluation clearly identify and make use of reliable qualitative and quantitative data sources?	Yes	

3. Is there evidence that data has been collected with a sensitivity to issues of discrimination and other ethical considerations?	Yes	
4. Analysis and Findings	Yes No Partial	Assessment Level: Very good
<i>To ensure sound analysis and credible findings</i>		
1. Are the findings substantiated by evidence?	Yes	
2. Is the basis for interpretations carefully described?	Partial	
3. Is the analysis presented against the evaluation questions?	Yes	
4. Are the cause and effect links between an intervention and its end results explained and any unintended outcomes highlighted?	Yes	
5. Does the analysis show different outcomes for different target groups, as relevant?	Yes	
6. Is the analysis presented against contextual factors?	Yes	
7. Does the analysis elaborate on cross-cutting issues such as equity and vulnerability, disability inclusion, gender equality and human rights?	Yes	

5. Conclusions	Yes No Partial	Assessment Level:	Very good
<i>To assess the validity of conclusions</i>			
1. Do the conclusions flow clearly from the findings?	Yes		
2. Do the conclusions go beyond the findings and provide a thorough understanding of the underlying issues of the programme/initiative/system being evaluated and reflect as appropriate cross-cutting issues such as equality and vulnerability, disability inclusion, gender equality and human rights?	Yes		
3. Do the conclusions appear to convey the evaluators' unbiased judgement?	Yes		
6. Recommendations	Yes No Partial	Assessment Level:	Good
<i>To ensure the usefulness and clarity of recommendations</i>			
1. Do recommendations flow logically from conclusions?	Yes		

2. Are the recommendations targeted at the intended users and action-oriented (with information on their human, financial and technical implications)?	Partial		
3. Do recommendations appear balanced and impartial and address, as relevant, key cross cutting issues such as equity and vulnerability, disability-inclusion, gender equality and human rights?	Yes		
4. Are the recommendations prioritized?	Yes		
7. Gender	0 1 2 3 (**)	Assessment Level:	Very good
<i>To assess the integration of Gender Equality and Empowerment of Women (GEEW) (*)</i>			

1. Is GEEW integrated in the evaluation scope of analysis and indicators designed in a way that ensures GEEW-related data to be collected?

a. Does the evaluation include an objective specific to assessment of human rights and gender equality considerations or was it mainstreamed in other objectives? (Score: 0-3)

Response:

b. Was a standalone criterion on gender and/or human rights included in the evaluation framework or mainstreamed into other evaluation criteria? (Score: 0-3)

Response:

³**c. Is there a dedicated evaluation question or sub-question regarding how GEEW was integrated into the subject of the evaluation? (Score: 0-3)**

Response:

d. Does the evaluation assess whether sufficient information was collected during the implementation period on specific result indicators to measure progress on human rights and gender equality results? (Score: 0-3)

Response:

2. Is a gender-responsive methodology used, including gender-responsive methods and tools, and data analysis techniques?

a. Does the evaluation specify how gender issues are addressed in the methodology, including: how data collection and analysis methods integrate gender considerations and ensure data collected is disaggregated by sex? (Score: 0-3)

Response:

b. Does the evaluation methodology employ a mixed-methods approach, appropriate to evaluating GEEW considerations (collecting and analyzing both quantitative and qualitative data, and ensuring the appropriate sample size)? (Score: 0-3)

Response:

3

c. Are a diverse range of data sources and processes employed (i.e. triangulation, validation) to guarantee inclusion, accuracy and credibility? (Score: 0-3)

Response:

d. Do the evaluation methods and sampling frame address the diversity of stakeholders affected by the intervention, particularly the most vulnerable, where appropriate? (Score: 0-3)

Response:

e. Were ethical standards considered throughout the

evaluation and were all stakeholder groups treated with integrity and respect for confidentiality? (Score: 0-3)

Response:

3. Do the evaluation findings, conclusions and recommendations reflect a gender analysis?

a. Does the evaluation have a background section that includes an intersectional analysis of the specific social groups affected by the issue or spell out the relevant normative instruments or policies related to human rights and gender equality? (Score: 0-3)

Response:

b. Do the findings include data analysis that explicitly and transparently triangulates the voices of different social role groups, and/or disaggregates quantitative data, where applicable? (Score: 0-3)

2 Response:

c. Are unanticipated effects of the intervention on human rights and gender equality described? (Score: 0-3)

Response:

d. Does the evaluation report provide specific recommendations addressing GEEW issues, and priorities for action to improve GEEW or the intervention or future initiatives in this area? (Score: 0-3)

Response:

(*) This assessment criteria is fully based on the UN-SWAP Scoring Tool. Each sub-criteria shall be equally weighted.

(**) Scoring uses a four point scale (0-3).

0 = Not at all integrated. Applies when none of the elements under a criterion are met.

1 = Partially integrated. Applies when some minimal elements are met but further progress is needed and remedial action to meet the standard is required.

2 = Satisfactorily integrated. Applies when a satisfactory level has been reached and many of the elements are met but still improvement could be done.

3 = Fully integrated. Applies when all of the elements under a criterion are met, used and fully integrated in the evaluation and no remedial action is required.

Overall Evaluation Quality Assessment

Quality assessment criteria (scoring points*)	Assessment Levels (*)			
	Very good	Good	Fair	Unsatisfactory
1. Structure and clarity of reporting, including executive summary (7)	7			
2. Design and methodology (13)		13		
3. Reliability of data (11)	11			
4. Analysis and findings (40)	40			
5. Conclusions (11)	11			
6. Recommendations (11)		11		
7. Integration of gender (7)	7			
Total scoring points	76	24		
Overall assessment level of evaluation report	Very good			

The evaluation integrates adequately cross cutting issues of gender equality, human rights and disability inclusion, even though is not included as part of the evaluation objective.

Consideration of significant constraints (e.g. COVID-19 or civil unrest)

The quality of this evaluation report has been hampered by exceptionally difficult circumstances:

Yes No

If yes, please explain:

[Empty shaded area for explanation]

Annex H: Outline of evaluation report (draft and final version)

Cover page

UNFPA CPE: NAME OF THE COUNTRY
<i>Period covered by the evaluation</i>
<i>FINAL EVALUATION REPORT</i>
<i>Date</i>

Second page

Country map (half-page)

Table on evaluation team composition (half-page):

Evaluation Team	
Titles/position in the team	Names

Third page

Acknowledgement

Fourth page

Table of contents

Fifth page

Acronyms and abbreviations

List of tables

List of figures

Sixth page

Key facts table

Section	Title	Suggested length
EXECUTIVE SUMMARY		5 pages max
CHAPTER 1: Introduction		
1.1	Purpose and objectives of the CPE	5-7 pages max
1.2	Scope of the evaluation	
1.2.1	Thematic scope	
1.2.2	Geographic scope	
1.2.3	Temporal scope	
1.3	Methodology and process	
1.3.1	Evaluation criteria and evaluation questions	
1.3.2	Methods for data collection and analysis	
1.3.3	Selection of the sample of stakeholders	

1.3.4	Limitations	
1.3.5	Overview of the evaluation process	
CHAPTER 2: Country Context		
2.1	Development challenges and national strategies	5-6 pages max
2.2	The role of external assistance	
CHAPTER 3: United Nations/UNFPA response and programme strategies		
3.1	United Nations and UNFPA strategic response	5-7 pages max
3.2	UNFPA response through the country programme	
3.2.1	Brief description of UNFPA previous cycle strategy, goals and achievements	
3.2.2	Current UNFPA country programme	
3.2.3	The financial structure of the UNFPA country programme	
CHAPTER 4: Findings		
4.1	Answer to evaluation question 1	25-35 pages max
4.2	Answer to evaluation question 2	
4.3	Answer to evaluation question 3	

4.4	Answer to evaluation question X	
CHAPTER 5: Conclusions		
5.1	Strategic level	6 pages max
5.2	Programmatic level	
CHAPTER 6: Recommendations		
6.1	Strategic level	4-5 pages max
6.2	Programmatic level	
(total number of pages)		55-70 pages

ANNEXES

Annex 1: Terms of reference

Annex 2: List of persons/institutions met

Annex 3: List of documents consulted

Annex 4: Evaluation matrix

Annex 5: Data collection tools

Annex I: UNFPA Evaluation Office editorial guidelines



Supplementary editorial guidelines for UNFPA Evaluation

UNFPA Evaluation Office documents, publications and other written material follow UN editorial guidelines, available here at <http://dd.dgacm.org/editorialmanual/>.

Building on the UN editorial guidelines, the supplementary editorial guidelines cover some common editorial issues that are encountered in evaluation reports and related products.

1. SENTENCES IN GENERAL

- Avoid long, complicated sentences. Short, clear sentences convey meaning more effectively.
- When a sentence does need a series of sub clauses, who is doing what can become unclear. It's often better to put the shortest sub clause at the start of the sentence. For example:
“The principles emanate from decisions taken by the General Assembly, from the Executive Board, and from UNFPA executive management’s commitment to nurture an evaluation culture.” In this instance, it is unclear from whom the decisions emanate. (Is it both the General Assembly and the Executive Board or just the General Assembly?) However, if it is written *“The guiding principles emanate from the Executive Board, from decisions taken by the General Assembly, and from UNFPA executive management’s commitment to nurture an evaluation culture.”* (SHORTEST, MIDDLE LENGTH, LONGEST), this is clearer. If there is any lack of clarity in a running list, consider the use of a colon and semi colon structure. (in running text, there is no capital letter after the colon.)
- Do not put two words where one will do. For example:
“... their *relevance* and *significance* to planning”. The two words in italics have the same meaning, so just use one or the other. The meaning is clearer in “... **their relevance to planning** “. Using two words where only one is needed does not strengthen a sentence; it weakens it.
- Avoid using metaphors, if possible. They can be hard to translate and difficult concepts for non-native speakers to understand.

- Use the active voice over the passive voice whenever possible. For example, “The implementation and modification of the report is being undertaken by the Government.” (passive voice) Can be written more clearly: “The Government is modifying and implementing the report.” (active voice)
- It can be clearer to use verbs in sentences (“modifying” and “implementing”) rather than nouns (“the implementation” and “the modification”). As we can see from the above example.
- Avoid using too many adjectives and adverbs. They can impede clarity, rather than add to it.

2. POSSESSIVES (‘S)

Do not use the possessive with:

- Inanimate objects. For example: “**the capacity of the trucks**”, not “the trucks’ capacity”.
- United Nations and other organization acronyms (like UNFPA, WFP, do not use WFP’s or UNFPA’s.)
- Names of countries (e.g. use Government of Brazil, and not Brazil’s Government)

3. ITALICS AND BOLD

Do not use italic or bold fonts in text for emphasis. The emphasis should be reflected in the wording.

Use *italic* only for publications, book titles and for words and expressions in languages other than English.

Use **bold** only for headings.

4. CAPITALIZATION

Use capitals sparingly.

Use initial capital letters to mark beginnings of the first word of a sentence, the first word of a subparagraph or an item on a list.

The official titles of persons, councils, commissions, committees, secretariat units, organizations, institutions, political parties, organized movements and plans etc are all written in caps, when they are introduced. Also capitalize them when they are used as a shortened title, for example, the ‘Conference’ (when referring to a specific Conference) or the ‘Committee’ (when referring to a particular Committee). However, do not capitalize when used as common nouns – e.g. ‘there were several regional conferences.’

Job titles: References in running text to job titles such as budget officer, project manager and accountant are not given as acronyms or capitalized. However, the following titles and officers ARE capitalised as a courtesy to their position: Secretary-General, Executive Director, Assistant Executive Director, Regional Director, Country Director, Evaluation Director, President, Vice-President, Treasurer,

Chief, External Auditor, Chief Financial Officer and Evaluation Office. NOTE: job titles ARE given caps when used in conjunction with a person - for example: “John Smith, Budget Officer, was present at the meeting.”, or in a list of acknowledgements “John Smith - Budget Officer, Cameroon Country Office”.

Used as adjectives or in plural: With persons, councils, commissions, committees, organizations, institutions, political parties organized movements and plans, groups, offices, divisions and others words of this ilk, including government, if the word is referring to something that is unique and specific, then it is written in caps (as noted above), but if the word is being used as an adjective, in a generic sense, or as a plural then it should be written in lower case. For example: we would refer to the country office, headquarters or regional offices, (nonspecific and non-unique) but if we would refer to the "South Sudan Country Office" or the "UNFPA East and Southern Africa Regional Office". However, note: it is UNFPA headquarters, not UNFPA Headquarters. Further, we would use Technical Division when referring to the actual division, but would say technical division reports - because in this instance “technical division” is being used as an adjective describing the reports.

There are a number of UNFPA strategic plans and only when the plan is given its full title, UNFPA Strategic Plan 2018-2021, would we write it out with caps.

We do not need to use capitals when using a phrase that is often written as an acronym. For example, gender-based violence is often written GBV. When we are writing “gender-based violence” in running text, we don’t write “Gender-Based Violence”, but, instead we write “gender-based violence”. Another example would be “people living with HIV”. If written out, we don’t use capitals so we don’t write “People Living with HIV” just because the acronym is “PLHIV”

Programmes, conferences, seminars, workshops: Once the full title is given, references to “the programme”, “the conference”, etc. are not capitalized.

Bodies proposed but not yet established: These are not capitalized. The same holds true for references to draft conventions and treaties that do not yet exist.

References to parts of documents: Do not capitalize the word “paragraph”, e.g. “In paragraph 12, reference is made to ...”. However, the word “Annex” is capitalized, e.g. “See Annex IV”. Annexes should be numbered in roman capital numerals I, II, III, etc.

Headings and sub-headings: Use capital initial letters in headings and sub-headings

Government names: Government is capitalized when it refers to a certain government but not when it is plural or used as an adjective:

- the Government will provide funding
- it is a government programme
- the governments of the Russian Federation and Mozambique were present
- the Government of Uganda responded.

Member States: We would write “the Member State(s) of... United Nations”, when referring to the specific UN Member States, but member state(s)/country(ies) if it’s another institution or undefined.

Exceptions: Some things are always referred to with caps, because they are unique and specific such as Sustainable Development Goals, Agenda 2030, Member States, United Nations Development Assistance Framework is always written in caps.

5. ABBREVIATION RULES AND ACRONYMS

Acronyms should be used sparingly. This is written in every editing manual, but a great many acronyms are still routinely used.

If an acronym appears in a document three times or less, it should be written out in full each time and it doesn’t need to be included in the acronym list.

See the above point in “Capitalization” about the fact that when introducing an acronym, there is no need to capitalize the phrase. (for example, the acronym PLHIV can be introduced as “people living with HIV (PLHIV)...” we do not need to write “People Living with HIV (PLHIV)...”)

If the acronym is less than three words long, consider writing it out in full every time unless it is very frequently used.

There are some exceptions to this rule:

- Phrases that hinder the meaning of a sentence, rather than clarify it, can be kept as acronyms. For example: ToR. –We understood this to be a specific document, but this is nevertheless a plural word. Therefore if we use the phrase “terms of reference” then what

follows the phrase has to be plural, (“the terms of reference are..”) which is confusing when ToR is actually referring to a singular document. It’s also sufficiently well known as a term that it’s instantly recognisable. So, it is fine to use ToR (but not TOR, as the rule is we don’t capitalize prepositions, such as “of”). Another example of where it is fine to use a three letter acronym would be “IPC” – as the words “integrated food security phase classification” (which this acronym stands for) do not fit comfortably into the flow of a sentence.

- Abbreviations such as SDG and MDG, which are universally known in United Nations circles and would always be written with caps anyway, could be left as acronyms once they have been written out once. The same rule would apply to abbreviations like NGO and the names of other United Nations agencies, like UNDP, etc.

Once the acronym has been introduced by brackets, it does not need to be introduced in brackets again later in the document. “United Nations” should not be abbreviated in English. The form “ONU” is acceptable in French.

Do not use acronyms to refer to governments or ministries. The only countries referred to by an acronym are the Democratic People’s Republic of Korea (DPRK) and the Democratic Republic of the Congo (DRC). With these countries, we would introduce the names in full when we first meet it. (Please note the second “the” in DRC). The "short names" from [FAO Country Names terminology site](#) can be used once the full name has been introduced initially (see ‘Country Names’, below). An example would be The Republic of South Sudan. The country can be introduced with its full name and referred to as South Sudan thereafter.

Abbreviations and acronyms should not be used in the possessive form for United Nations organizations: the Commander of UNMIL or the UNMIL Commander, not UNMIL’s Commander. “The UNFPA document” or “the document of UNFPA”, not UNFPA’s document

Acronyms should be spelt out in full at their first occurrence in text. A list of acronyms must be attached to documents in which acronyms are used. Always check that the acronym used is in the list.

If an acronym is being used, make sure you are not repeating part of the acronym. For example: “The EECARO office”. This reads “the Eastern Europe and Central Asia regional office office”.

Acronyms and spelled out version of acronyms should be written as set out in the [FAO TERM portal](#). The FAO term portal also advised on capitalization of acronyms.

Additional notes on acronym usage

Please note as far as acronym usage is concerned, consider the executive summary (situated in the report) as a separate product from the rest of the report. In other words, we expand an acronym the first time it appears in the executive summary and then use the acronym throughout the executive summary. The same rule applies to the report, we expand an acronym the first time it appears in the report and then use the acronym throughout the report.

Example: when we use "sexual and gender based violence" for the first time: (i) it should not be capitalized; (ii) it should be followed by (SGBV). This rule applies to the Executive Summary and then again to the report.

6. QUOTES

Direct quotations should reproduce the original text exactly and should be carefully checked for accuracy. Only typographical and other clearly unintentional errors may be corrected.

When the quote forms part of a sentence, the final quotation mark goes inside the full stop. This is because the punctuation is for the whole sentence, not for the quote. When the quote is a full sentence in its own right, then it has its own integral punctuation. For example:

- Mr Smith was said to be “resigned to his fate”.
- Mr Smith was said to be “resigned to his fate in the restructuring. He did not expect miracles.”

If the quote is more than three lines long it should be indented.

The quote does not need an introductory colon as long as the sentence flows smoothly into the quote.

If there is a clash in tenses between the quote and the running text, break the quote into phrases that can be accommodated by the running text.

7. NUMBERING PARAGRAPHS

Paragraphs are not numbered in summaries or other front matter.

Break up paragraphs to create space

Use paragraph numbering for evaluation reports (only)

8. SPELLING, (including S vs. Z)

Use **z** (not s) in such words as realize, organization and mobilization.

Use **s** in words such as analyse, catalyse and paralyse.

The English UK spelling rules apply - for example, “centre”, not “center”. (unless you are reproducing the name of an organization that has this specific spelling)

Email (not e-mail) is now the accepted spelling. The United Nations editorial guidelines have a list of spelling, but it is not comprehensive. The Oxford English Dictionary is the recommended reference on spelling.

9. TABLES, FIGURES, BOXES

Each table should have a title that describes it accurately and briefly.

The title is set in bold type, flush left and stacked below the table number. Only the first word is capitalized (unless it’s supposed to be capitalised in running text).

10. BULLET/LIST

A bullet list should:

- Use an initial capital letter
- Always agree with the ‘platform’ sentence before the colon
- Not have semicolons at the end of each item
- Not have ‘and’ after the second last item
- Close with a full stop.

If each bullet list entry is a complete sentence in itself and the platform sentence for the bullet list is a full sentence too, then each bullet point should end with a full stop.

11. COUNTRY NAMES

UNFPA generally uses the "short names" from [FAO Country Names terminology site](#)

Use the full name – the Republic of South Sudan for example – the first time the country is named, and then switch to the short name after that.

12. OTHER POINTS TO REMEMBER

PERCENTAGES: In running text, write out the words “per cent”. The symbol % can be used in tables, figures and footnotes. Always use the number, not the word, for the percent, even if it’s number one to ten. (e.g say 3 per cent and not three per cent)

NUMBERS: The numbers one to ten are written out as words. However, there are exceptions:

- When the number is a percentage.
- When the number appears with a larger number and both numbers are referring to the same subject then the smaller number is written as a number. For example, it is correct to write – “There were six girls in the room.” but if there are girls and more boys for example, then it changes to: “There were 6 girls and 15 boys in the room.” This rule does not apply when the things being counted are disparate items, for example: “a total of 23 people were injured in four separate incidents.”
- When used for children’s ages or for units of measurements such as cm, etc – use the number, not the word.

When a number starts a sentence, it is always written as a word, never a number. If the number is an awkward or very long one, consider rephrasing the sentence slightly to avoid starting with the long number.

QUALIFIERS: Do not use vague qualifiers – “some”, “more than”, “over”, etc.

TENSE: Make sure that the tense is consistent. There should not be a mix of past and present in one paragraph unless in exceptional circumstances.

Avoid the perfect tense (e.g. “it has”) unless the action is still ongoing in the present and use the simple past instead (e.g. it was).

A general caveat to consider: The report might have been written in the present, but, by the time it is presented, the information will be in the past. It would be wrong to say in a report that “the country is at war” (for example) because when the reader is reading the report, that information may no longer be accurate.

FOOTNOTES: When using footnotes, the punctuation comes before the superscript footnote number, this includes commas as well as full stops. For example: “The motion was not adopted owing to the negative votes of three permanent members.³”

OXFORD COMMA: The Oxford comma shouldn’t be used unless it helps to clarify a sentence. In other words, it can be used, but should be done so sparingly. Here is the wording from the United Nations guidelines on the use of the Oxford comma:

The final comma before *and* is not normally used in United Nations documents. The practice is to write “organs, organizations and bodies”, not “organs, organizations, and bodies”; and “disarmament, demobilization, rehabilitation and reintegration”, not “disarmament, demobilization, rehabilitation, and reintegration”.

However, the final comma may sometimes have to be included for the sake of clarity, for instance in sentence comprising lengthy or complex elements.

COMPOUND ADJECTIVES: The hyphen is used to form a compound adjective out of two linked words modifying a noun: “long term”, “grass roots”, “civil society”, “private sector”, when used as adjectives before the noun they qualify become “a long-term programme”, “grass-roots support”, “civil-society organizations”, “private-sector involvement”. When a hyphenated adjective is a title, both words are in caps, e.g.: Inter-Agency Standing Committee

THAT OR WHICH: “That” and “which” have different uses.

That (restrictive) is defining:

The northern regions that are prone to drought are the ones to target with aid. (There might be other northern regions, but it is only those that are susceptible to drought that are being targeted for aid.)

Which (non-restrictive) is not defining; it gives additional information that could be omitted and not affect the intended message of the sentence.

The northern regions, which are prone to drought, will each receive aid. (Being drought-prone is a characteristic of the northern regions.)

That, as a relative pronoun, is not preceded by a comma; **which**, as a relative pronoun, normally is.

‘N’ DASH VS ‘M’ DASH: (e.g., “as said - for example - in this text” versus “as said—for example—in this text...”) The use of N dash is preferred for evaluation reports.

“An em dash, or **long dash**, is used: in pairs, to mark off information or ideas that are not essential to an understanding of the rest of the sentence and to show other kinds of break in a sentence where a comma, semicolon, or colon would be traditionally used: *One thing’s for sure—he doesn’t want to face the truth.* Note that there is no space added on either side of an em dash. Em dashes are especially common in informal writing, such as personal emails or blogs, but it’s best to use them sparingly when you are writing formally.”

The Associated Press says this: “En dashes can be used to separate thoughts in a sentence or create emphasis; when using en dashes in this way, always put a space on either side of the dash. This style is used in technical writing.”

MALE/FEMALE: Avoid the use of ‘male’ and ‘female’ as adjectives where possible and use ‘man’ or ‘woman’ instead.”

13. BIBLIOGRAPHY

Author (last name first), Title of the book, City: Publisher, Date of publication.

Author (last name first), "Article title," Name of magazine (type of medium). Volume number, (Date): page numbers, date of issue.

URL (Uniform Resource Locator or WWW address). Author (or item's name, if mentioned), date.

14. LIST OF PEOPLE CONSULTED

- should include the full name and title of people interviewed as well as the organization to which they belong
- should be organized in alphabetical order (English version) with last name first
- should be structured by type of organization

Before submitting draft country notes and evaluation reports, please check them for grammar, spelling, punctuation, and perform a thorough editing.

14. USE OF SENSITIVE WORDS

This guidance for use of specific sensitive terminology in Evaluation Office material is based on the following:

- **UNFPA website**: If a UNFPA document is published on the website, including any web story, that includes certain 'sensitive/political' words, then they are generally acceptable to use.
- **UNFPA [Issue Briefs](#)**: They also serve as a guide for acceptable terms to use.
- **Particularly related to HIV and AIDS**, there are two additional guides to follow:

a) [UNAIDS terminology guidelines](#)

b) WHO glossary of terms

Details are available in the attachment ‘Guidance for Terminology’.

Annex J: Evaluation work plan

- = Responsibility of evaluation manager, UNFPA CO staff, regional M&E adviser and/or ERG
- = Responsibility of evaluation team
- = Responsibility of UNFPA Evaluation Office

Evaluation Phases and Tasks	Feb				March				April				May				June				July				Aug				Sept				Oct				Nov				Dec							
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4				
Preparatory phase																																																
Preparation of letter for government and other key stakeholders																																																
Establishment of the ERG																																																
Compilation of background information and documentation																																																

Evaluation Phases and Tasks	Feb				March				April				May				June				July				Aug				Sept				Oct				Nov				Dec							
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4				
Drafting ToR (without annexes)																																																
Review and approval of ToR																																																
Publication of call for evaluation consultancy																																																
Completion of annexes to the ToR																																																
Pre-selection of consultants																																																
Review and approval of annexes to the ToR																																																
Pre-qualification of consultants																																																

Evaluation Phases and Tasks	Feb				March				April				May				June				July				Aug				Sept				Oct				Nov				Dec			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Recruitment of the evaluation team																																												
Design phase																																												
Kick-off meeting with the evaluation team																																												
Development of initial communication plan																																												
Desk review of background information and documentation																																												
Drafting design report																																												
Review of draft design report																																												

Evaluation Phases and Tasks	Feb				March				April				May				June				July				Aug				Sept				Oct				Nov				Dec											
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4								
Presentation of draft design report to the ERG																																																				
Revision of design report and submission of final version for approval																																																				
Update of communication plan (based on final stakeholder map and evaluation work plan presented in the approved design report)																																																				
Field phase																																																				

Evaluation Phases and Tasks	Feb				March				April				May				June				July				Aug				Sept				Oct				Nov				Dec			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Update of communication plan (as required)																																												
Reporting phase																																												
Preparation of draft evaluation report																																												
Review of draft evaluation report																																												
Drafting final evaluation report																																												
Development of EQAA of final evaluation report																																												

Evaluation Phases and Tasks	Feb				March				April				May				June				July				Aug				Sept				Oct				Nov				Dec			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Submission of final evaluation report to EO																																												
Development of independent EQAA of final evaluation report																																												
Update of communication plan (as required)																																												
Dissemination and facilitation of use phase																																												
Preparation of management response and submission to PSD																																												
Finalization of communication plan for																																												

