

Project Evaluation Series

**Evaluation of the project
“Australia Balochistan Agri-business
Programme-Phase II (AusABBA II)”**

Project code: GCP/PAK/141/AUL

Annex 1. Terms of reference

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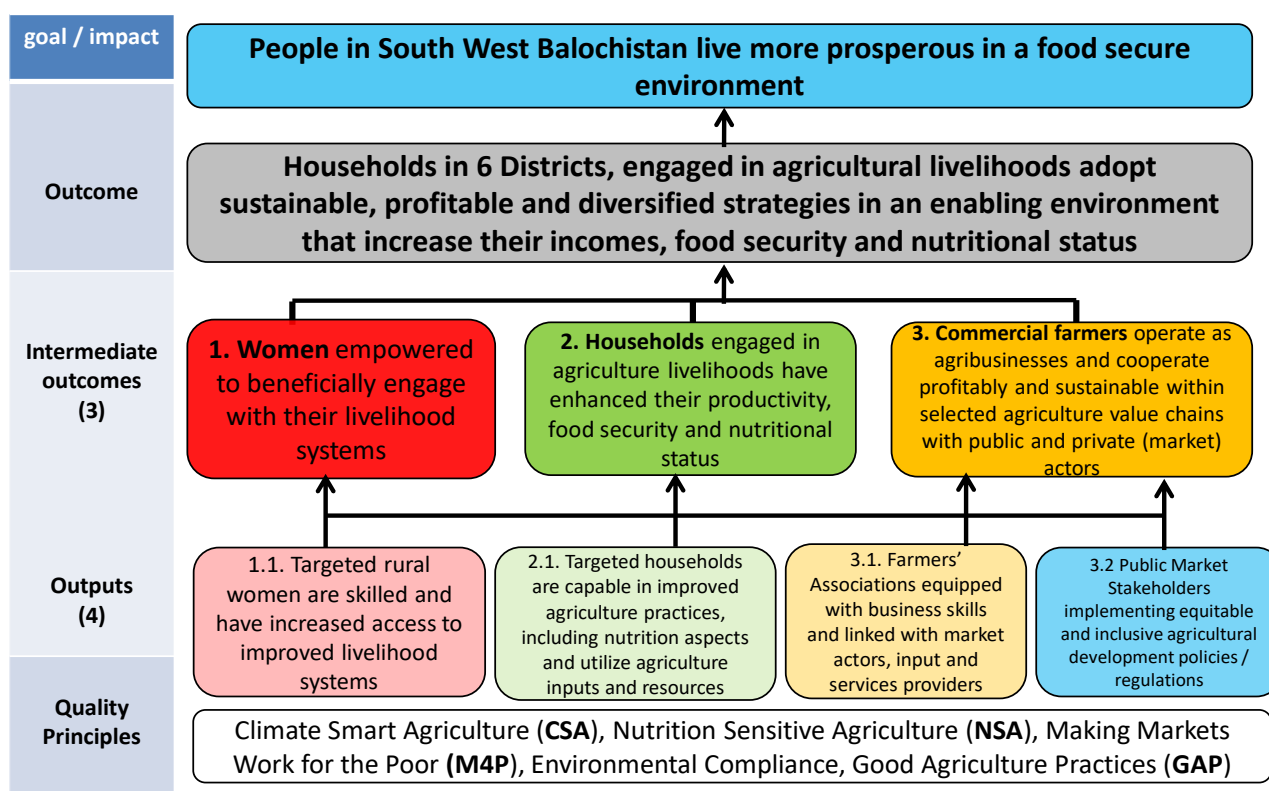
1. Introduction

1. Balochistan is geographically the largest province of Pakistan, located in the south-west, bordering Iran to the east and Afghanistan to the north as well as the provinces of Sindh and Punjab in the west and Khyber Pakhtunkhwa in the north and the Arabian Sea in the south. Its population of around 13 million represents around 6 percent of the Pakistani population while the province covers around 40 percent of its geographical area making it one of the most sparsely populated regions of the country. Its climate is largely dry, as it is not reached by the seasonal monsoon rains and is marginally wetted by the Indus river. The specific agro climatic conditions also create opportunities for specific horticulture and fruit crops which are either not cultivated in other areas of the country or are harvested in different seasons.
2. Together with areas of Khyber Pakhtunkhwa and the former Federally Administered Tribal Areas (FATA), Balochistan has some of the lowest scores in human development indicators and highest rates of poverty incidence, as well as food insecurity.
3. Overall, its economy mainly relies on extractive industries concentrated around industrial clusters, however the majority of the rural population relies on agriculture-based livelihoods for its income. The province has the largest share in national production for many of the country's fruit and is a net exporter of high value horticultural commodities. Subsistence agriculture and livestock-rearing, poor quality rural roads and tracks, and inadequate access to public services, including safe drinking water, health and education are all common in rural areas. The adult literacy rate among the population 15 years and older was 38 percent for Balochistan (compared with 57 percent for Pakistan); it was 56 percent for men and 18 percent for women. The net enrolment rate at the primary school level was also lower than for Pakistan as a whole: 56 percent for boys and 35 percent for girls (27 percent in rural areas). Gender disparities, particularly in rural areas, are greater in Balochistan than in the other provinces.
4. The annual Integrated Food Security Phase Classification (IPC) conducted by the World Food Programme (WFP) and the Food and Agriculture Organization of the United Nations (FAO) revealed that five out of the six southwestern border districts included in the Australia Balochistan Agri-business Programme (AusABBA) were severely food insecure in 2015. Only the Kech district is moderately food insecure. Although the food insecurity has improved somewhat during the period 2012–2015, according to this study, the overall food security situation remained volatile and deteriorated in Balochistan.
5. Rural poverty in Balochistan, as well as in Pakistan overall, has a pronounced gender dimension. Despite improvements over the past decade, gender inequalities are still widespread, in particular in rural areas. Patriarchal tendencies limit women's rights to inheritance, assets, services and job markets. Illiteracy is in particular high among women and girls. In rural areas, only 22 percent of girls above ten years of age have completed primary schooling compared to 47 percent of boys.

2. Background of the project

6. The project "Australia Balochistan Agri-business Programme-Phase Two (AusABBA II)" (FAO project code GCP/PAK/141/AUL) started in July 2017 and ends in December 2020 with a total budget of USD 8.61 million (AUD 11.45 million), funded by the Australian Department for Foreign Affairs and Trade. In January 2020, an amendment to the project document was made, whereby the project's duration was reduced from six years to three years and the budget was halved. This was decided by the donor in line with Australia's Foreign Policy White Paper, whereby aid funding has been reprioritized to support new development initiatives in Australia's immediate Pacific region, and Australia's bilateral aid programme to Pakistan to cease by 30 June 2020. Going forward, Australia plans to deliver a modest amount of aid in Pakistan through regional and global programs, aligned with policy engagement objectives. As of July 2020, the project has delivered USD 7.74 million (around 90 percent of its budget). The project's overall goal is to improve income and food security and nutrition for rural households in six districts of south-west Balochistan, namely Chagai, Kech, Kharan, Nushki, Pangjur and Washuk.
7. The project builds upon previous engagements in agribusiness development by FAO in Balochistan, such as the AusABBA project (GCP/PAK/126/AUL), funded by the Australian Department for Foreign Affairs and Trade and implemented by FAO from 2012 to 2017 and the Balochistan Agriculture Project (GCP/PAK/113/USA) funded by the United States Agency for International Development (USAID) and implemented by FAO from 2009 to 2016.
8. The AusABBA II Project aims at contributing mainly to FAO's Country Programme Framework (CPF) 2018–2022 in its Priority Area 2: "Support to Pakistan New Growth Strategy for Sustainable Agricultural Economic Growth including support for provincial agricultural investment projects and programmes linking small farmers to markets; raising productivity of crops, livestock, fisheries, aquaculture and forestry through sustainable intensified production using ecosystem services to reduce fossil fuel dependence; promoting productive and decent rural employment through value addition and market linkages; facilitating more Food for Cities actions; and encouraging public/private partnerships for strengthening value chains". More specifically the project aims at contributing to two outcomes, namely 2.1 'Provincial and district sustainable agricultural investment programmes developed and implemented effectively', and 2.2 'Public and private sector agricultural service providers able to support sustainable intensification'.
9. The intended outcomes and results chain of the project and outputs of the project are summarized in the figure below.

Australia Balochistan Agribusiness Programme (AusABBA phase II) Programme Frame work



Source : AusABBA II project document.

10. Australia's development policy identifies gender equality and empowering women and girls as one of Australia's six aid investment priorities, as expressed in its Gender Equality and Women's Empowerment Strategy (2015–2016). The AusABBA II project aims at contributing to the strategy, particularly to its third pillar concerning the promotion of women's economic empowerment.

Institutional framework and coordination

11. Under the overall implementation by FAO-Pakistan, the project will be coordinated and guided by a project steering committee based in Balochistan's provincial capital, Quetta. The project steering committee is chaired by the Additional Chief Secretary (Development) of the Balochistan Provincial Government's Planning and Development Department (or his/her representative) and consist of representatives of the federal Ministry of Food Security and Research, the Provincial Agriculture and Livestock Departments, civil society organisations, farmers' associations, from the programme districts, private sector, Quetta Chamber of Commerce and Industry, Market Development Facility, Australian High Commission in Pakistan and FAO Representation in Pakistan. FAO's Chief Technical Adviser (CTA) and the National Programme Director (NPD) would be ex officio members of the project steering committee, with responsibility for meeting organisation, information sharing and minute taking.
12. The project also envisaged the formation of a joint Independent Advisory Group by the Australian Department for Foreign Affairs and Trade and FAO, to work with the AusABBA team in Balochistan on strategic programme issues. The Independent Advisory Group will, among others - provide advisory services to the project and facilitate the annual reviews for overall programme improvement.

3. Evaluation purpose

13. The main purpose of the final evaluation is to provide accountability to donors and partners by assessing FAO's contribution to the livelihoods and food security and nutrition in the targeted districts and to draw lessons from the implementation processes that could inform future decisions by FAO, the Australian Department for Foreign Affairs and Trade, Pakistani institutions and other development actors, on the formulation of potential future programs in Balochistan and in Pakistan. The below box highlights the purposes established and the intended users according to the purposes.

Purpose		Intended users
Accountability: to respond to the information needs of policy makes and other decision-making actors.	Inform Decision Making	Balochistan Provincial Government
	Provide accountability	Donors (Australian Department for Foreign Affairs and Trade) FAO Management Federal Ministry of National Food Security and Research
Improvement: Programmatic improvement and organizational development to generate information for managers and operational actors.	Improve programme	Project managers and staff Balochistan Provincial Government Prospective donors and development organizations
Enlightenment: in depth understanding of the program and its context.	Contribute to knowledge	FAO staff, prospective donors and other development actors in Pakistan

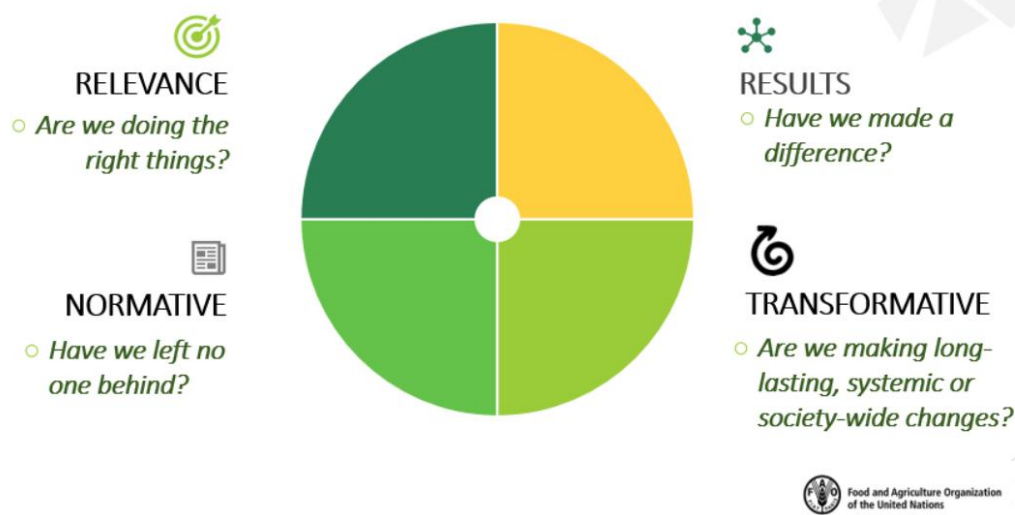
4. Evaluation scope

14. The evaluation will assess the entire implementation period of the project, from July 2017 to December 2020. The evaluation will cover all key activities undertaken within the framework of the project as described in the project document, and its amendments. The evaluation will cover all the activities implemented and planned at district, institutional and community levels within the target areas of Balochistan. The focus will be primarily on output and outcome results of AusABBA II, however the evaluation will attempt to assess impact of both the AusABBA II and AusABBA I, gathering evidence of longer terms changes among beneficiary households – the possibility of impact evaluation will be re-assessed during the scoping phase of the evaluation.

5. Evaluation objectives and key questions

15. The objectives of the evaluation are to:
- i. assess the appropriateness of the project’s design and approach;
 - ii. assess the project’s achievements and contributions vis-à-vis its objectives;
 - iii. assess the actual and potential impact of the project and its contribution to households’ agriculture-based incomes and food security and nutrition;
 - iv. assess the programme contribution to the development of individual and institutional capacities; and
 - v. identify success areas, gaps and lessons, and make the appropriate recommendations to the project team, the donor and other stakeholders to guide decision-making and planning for potential similar projects in Pakistan.
16. The evaluation will address the following questions, which are subject to refinement during the inception phase in line with the evaluation objectives and learning and accountability needs of the evaluation audience. While evaluation questions are generally structured around the OECD-DAC evaluation criteria, the evaluation will introduce a different approach, developed by the FAO Office of Evaluation (OED), which organizes evaluation question across four dimensions. While this approach is not in contradiction with the DAC criteria, as key areas of enquiry are still covered, this different structure aims at highlighting the utilization-focused approach of the evaluation.

New thinking on Evaluation Criteria



Source: FAO.

Relevance

17. To what extent were the project design and intended objectives, relevant to the needs and priorities of the target areas?
18. How has the project adapted to the onset of the COVID-19 pandemic and what lessons can be drawn for agriculture and food security programs aiming at alleviating the negative impacts of the pandemic?

Results

19. To what extent have the project's activities contributed to an increase in agricultural incomes and food security and nutrition?
20. To what extent have the project's implementation and coordination arrangements been efficient in delivering the project's outputs?

Normative

21. To what extent has the project's design and implementation incorporated inclusive programming approaches and contributed to addressing gender mainstreaming and needs of vulnerable groups (minorities, people with disabilities, others)?
22. To what extent has the project demonstrated coherence with other FAO projects and other development activities in the target districts, as well as adherence to the 'One UN' paradigm?

Transformative change

23. To what extent has the project contributed to the development of capacities among communities, private sector actors and line departments of the involved government agencies, at both individual and institutional levels?
24. To what extent are the project's results sustainable and replicable?

6. Methodology

25. The evaluation will adhere to the United Nations Evaluation Group (UNEG) norms and standards and be in line with the OED Manual and methodological guidelines and practices,¹ as well as the UNEG Ethical Guidelines for Evaluation.²
26. In view of the ongoing COVID-19 pandemic, the evaluation will place a special emphasis on the adherence to the principle of 'do no harm'. Therefore, the evaluation will not engage in any activity, or promote engagement in any activity that may place either a team member, a stakeholder, a respondent, or a third party at risk of being infected by the virus. Practically, this means that data collection efforts, team meetings, and engagement other stakeholders may have to be held virtually or should be planned with a highly conservative and risk-averse approach, and be in line with local government regulations and guidelines as well as guidelines of the UN Security Team in Pakistan.
27. The evaluation will aim at using a mix of quantitative and qualitative methods, centered around a utilization-focused approach, with strong stakeholder participation. Given the rapidly evolving context, as well as the potential for new donor-funded FAO projects in Balochistan, the evaluation will aim at including a strong learning component tailored to the needs of the main evaluation stakeholders (beneficiary groups, Balochistan provincial government agencies, donors, FAO management and operational staff and other partners). During the inception phase, the learning and accountability needs of these groups will be assessed, and the evaluation design will be adjusted accordingly. This will be done while maintaining the adherence to key evaluation dimensions, norms and standards as well as the focus on the assessment of output, outcome and, if possible, impact level results.
28. In order to answer the key evaluation questions, the evaluation questions will be broken down into sub-questions that will be presented in an evaluation matrix, which will be developed during the inception phase. The evaluation will aim at using the following tools to collect primary data and evidence that answer the evaluation questions:
 - i. desk-review of existing project documents, reports and studies conducted by FAO and other partners;
 - ii. semi-structured interviews with key informants and stakeholders, including project partners and beneficiaries (if possible) at the national, district and local level, supported by check lists and/or interview protocols that will be developed at the beginning of the evaluation data collection phase;
 - iii. if possible, and with a high degree of caution, direct observation during field visits to the project sites selected with the project team in the target districts; and
 - iv. a final consultative workshop with evaluation stakeholders, either virtual, or if possible in person, to validate evaluation findings and discuss conclusions and recommendations.
29. The evaluation team will triangulate its findings with the project results framework outcome and output level indicators (baselines, targets and progress), as well as any impact assessment undertaken by the project. The evaluation will adopt a consultative and transparent approach with internal and external stakeholders throughout the evaluation process including FAO and national

¹ <http://www.fao.org/evaluation/resources/manuals-guidelines/en/>

² <http://www.unevaluation.org/document/detail/102>

partners. Triangulation of evidence and information gathered will underpin its validation and analysis and will support conclusions and recommendations.

Provisions for national evaluation capacity development

30. The evaluation will aim at contributing to the development of national evaluation capacity throughout its conduct. This will be done through the engagement of national consultants, and strong communication between the evaluation team and OED. The identification of national consultants will involve an engagement with the Pakistan Evaluation Association, a voluntary organization of professional evaluation, and will aim at identifying young talented evaluators.
31. The evaluation will also engage with the government staff responsible for monitoring and evaluation within the Balochistan Provincial Government and involve them in the evaluation design and conduct with the aim of sharing lessons and good practices.

7. Evaluation team composition and profile

32. The team will be composed of two or three experienced evaluators who should jointly possess:
- i. at least 15 years of overall experience in monitoring, evaluation, design and management of development programmes in Pakistan, of which at least five years in leading evaluations of development projects in Pakistan;
 - ii. previous experience in conducting evaluations or assessments in Balochistan and in-depth knowledge of the local context;
 - iii. technical expertise in a relevant area of work such as agricultural production (agribusiness, horticulture production, seed multiplication, small scale livestock production, animal health), rural development, sociology, development economics or related fields;
 - iv. fluency in Urdu and English, with knowledge of Baloch being an asset; and
 - v. excellent written communication skills in English.
33. The evaluation team members will have had no previous involvement in the project, which would affect their impartiality and objectivity while conducting the evaluation. All will sign the Declaration of Interest form of OED. To the extent possible, the evaluation team will be balanced in terms of gender representation.

8. Roles and responsibilities

34. This section describes the different roles that key stakeholders play in the design and implementation of the evaluation in the case of OED-led evaluation.
35. The Office of Evaluation (OED), in particular the Evaluation Manager, develops the first draft terms of reference (TOR) with inputs from the Project Task Force (PTF) and using the guidance of this document. The Evaluation Manager is also responsible for initiating the recruitment process, the identification of consultants and the organization of the team's work. The Evaluation Manager will brief the project team on the evaluation process and will engage with them throughout this process. Moreover, the Evaluation Manager will review the first and final draft reports for quality assurance purposes in terms of presentation, compliance with the TOR and timely delivery, quality, clarity and soundness of evidence provided and of the analysis supporting conclusions and recommendations in the evaluation report.
36. OED also has a responsibility in following up with the Budget Holder for the timely preparation of the Management Response (MR) and the Follow-up to the MR.
37. The evaluation team is responsible for conducting the evaluation, applying the methodology as appropriate and for producing the evaluation report. All team members will participate in briefing and debriefing meetings, discussions, field visits (if possible), and will contribute to the evaluation with written inputs for the final draft and final report. The evaluation team will agree on the outline of the report early in the evaluation process, based on the template provided by OED. The evaluation team will also be free to expand the scope, questions and issues listed above, as well as develop its own evaluation tools and framework within time and resources available. An evaluation report is not subject to technical clearance by FAO although OED is responsible for quality assurance of all evaluation reports.
38. The project team, which includes the FAO Budget Holder, the Lead Technical Officer (LTO) and the PTF of the project to be evaluated, are responsible for initiating the evaluation process, providing inputs to the first version of the TORs and supporting the evaluation team during its work. They are required to participate in meetings with the evaluation team, make available information and documentation as necessary and comment on the draft final terms of reference and report. Involvement of different members of the PTF will depend on respective roles and participation in the project. The Budget Holder is also responsible for leading and coordinating the preparation of the FAO Management Response and the Follow-up Report to the evaluation, fully supported in this task by the LTO and PTF. OED guidelines for the MR and the Follow-up Report provide the necessary details on this process.
39. For further details related to the tasks of team members please refer to the individual TORs developed for each consultant.

9. Evaluation products (deliverables)

40. The evaluation team will be accountable for producing the following products:
- i. Evaluation matrix and terms of reference — during the inception phase, the evaluation team will refine the evaluation Terms of Reference, develop the evaluation matrix and further refine the evaluation tools. These will be produced in consultation with the project staff.
 - ii. Draft evaluation report— the draft report will be shared first with the project team and possibly with other key stakeholders for comments.
 - iii. The final evaluation report³ should include an executive summary and illustrate the evidence found that responds to the evaluation questions listed in the TOR. The report will be prepared in English, with numbered paragraphs, following the OED template for report writing. Supporting data and analysis should be annexed to the report when considered important to complement the main report.
41. A series of communication products may be developed by the evaluation team in coordination with the project personnel and the communications personnel of OED. These might include:
- i. a 2-page initial brief presenting the evaluation process;
 - ii. graphic design and final publication of the evaluation report;
 - iii. an E-card for dissemination;
 - iv. photo album on Flickr;
 - v. organization of the final presentation to the donor with the participation of the evaluation team (virtually); and
 - vi. other communication products as needed.
42. The definition of the type of products to be developed will be further refined during the evaluation as it will become clearer what results have been achieved at country level.

³ See Annex 3 of the Project Evaluation Manual for the outline evaluation report.

10. Evaluation timeframe

43. The table below presents the timeframe of the evaluation indicating responsibilities for tasks and deliverables.

Task	Dates	Responsibility (for OED-managed)
Launch of the evaluation	July 2020	Evaluation Manager
TOR finalization	November 2020	Evaluation Manager with inputs from evaluation team and project staff
Team identification and recruitment	November 2020	Evaluation Manager
Review of background documentation and data	December 2020	evaluation team
Evaluation interviews and data collection	January 2021	evaluation team
Evaluation Report first draft for circulation	January 2021	Evaluation team responsible for drafting the report, Evaluation Manager responsible for ensuring quality control and collecting comments
Evaluation Report final draft for circulation	February 2021	Evaluation team responsible for integrating comments and Evaluation Manager for ensuring quality control
Final Report, including publishing and graphic design	February 2021	Evaluation Manager
Management Response	1 month after the Final report is issued	Project staff
Follow-up report	1 year after the MR is issued	Project staff

Appendix 1. Project logical framework

As described in the project document.⁴

Results (outcomes)	Indicators	Baseline ⁵	Target ⁶	Source of Verification	Assumptions
Impact: People in southwest Balochistan live more prosperous in a food secure environment.	Percentage increase in average households' income and nutritional status of project beneficiary households.			Government statistics/WFP food security survey report	Socio-political situation of Balochistan will remain stable.
Outcome: Households in 6 Districts, engaged in agricultural livelihoods adopt sustainable, profitable and diversified strategies in an enabling environment that increase their incomes, food security and nutritional status.	# of men and women adopted diversified and improved agriculture livelihoods strategies. % increase in household agriculture income % decrease in stunting rate (nutrition)	Yet to be conducted	14 000 30% 5%	Government statistics/Food Security Assessment (FSA) report/ Household Integrated Economic Survey (HIES) report	Less occurrence of natural disasters. Political commitment continued to uplift livelihood activities.
Intermediate Outcome 1: Women empowered to beneficially engage with their livelihood systems.	% increase in women participating in household decision making. % increase of women contributing in household monthly expenditure % increase of women investing in livelihood assets development # of female programme beneficiaries (direct and indirect) with improved access to economic resources and agencies for women	Yet to be conducted	20% 20% 20% 2,500	Government statistics/ report/ Project survey report	Donor commitments continue for the entire project period. Security situation of Balochistan is conducive for project activities.
Intermediate Outcome 2: Households engaged in agriculture livelihoods have enhanced their productivity, food security and nutritional status	% increase in crop yield % increase in food consumption score % decrease in wasting rate (nutrition)	Yet to be conducted	25% 50% 5%	Project yield survey report Project food consumption/nutrition status survey	

⁴ Assumptions to the programme are addressed in paragraphs 2.8.

⁵ The results of the end line survey of AusABBA I - to be conducted in July 2017 - will also serve as baseline for AusABBA II

⁶ Targets at output level will be addressed at the end of the inception phase and as part of the annual adaptive review and work programming. In the main design of the AusABBA II programme (= this programme proposal) only targets at the broad outcome level are included.

Results (outcomes)	Indicators	Baseline ⁵	Target ⁶	Source of Verification	Assumptions
<p>Intermediate Outcome 3: Commercial farmers operate as agribusinesses and cooperate profitably and sustainably within selected agriculture value chains with public and private (market) actors.</p>	<p># of registered agribusinesses % increase in income of agribusiness % increase of maturity index of agribusinesses</p>	<p>Yet to be conducted</p>	<p>50 50% 40%</p>	<p>FAO database/ quarterly reports/ project documents Agribusiness Income Survey Maturity index</p>	
<p>Output 1.1: Targeted rural women are skilled and have increased access to improved livelihood systems.</p>	<p># of women trained in agri-business # of women with established nurseries # of women with egg hatching equipment # of women with spinning wheels # of women completed FFS sessions (female exclusive) # of women with established vegetable garden # of women with improved breed poultry stocks # of women with improved breed ruminants # of women with kitchen gardens # of food security and nutrition awareness sessions conducted comprising of # of women # of women trained in literacy and numeracy # of women trained in negotiation skills, leadership, etc.</p>	<p>Yet to be conducted</p>	<p>Yet to be determined</p>	<p>Beneficiary profile /Sign-in sheet/certificates/FAO database/quarterly reports/project documents</p>	<p>Cultural constrains will not hurdle women to participate in development activities.</p>
<p>Output 2.1: Targeted households are capable in improved agriculture practices, including nutrition aspects and utilize agriculture inputs and resources.</p>	<p># of men and women trained in post-harvest (cutting, storage and processing) techniques # of men and women with milking kits (milking pail, milk cane, yoghurt tray, milk funnel) # of men and women with chopping machines # of men and women with crop harvesting machines # of crop FFS sessions conducted and # of men and women participated # of livestock FFS sessions conducted and # of men and women participated # of irrigation channels rehabilitated and constructed benefiting # of households</p>	<p>Yet to conducted</p>	<p>Yet to be determined</p>	<p>Beneficiary profile /Sign-in sheet/certificates/FAO database/quarterly reports/Engineering designs/procurement and expenditure details/project documents</p>	<p>Farmers committed to invest time and money in improved agriculture practices.</p>

Results (outcomes)	Indicators	Baseline ⁵	Target ⁶	Source of Verification	Assumptions
	Hectares of cultivable land brought under irrigation for # of households # of water reservoirs rehabilitated/constructed benefiting # of households # of hectare of land reclaimed benefiting # of households # of Food Security and Nutrition awareness sessions conducted comprising of # of men				
Output 3.1: Farmers' Associations equipped with business skills and linked with market actors, input and services providers.	# of men and women from COs trained in enterprise development # of men and women trained as agri-business facilitators # of FMCs formed # of FMCs registered as Cooperatives # men of women in value chains supported # of livestock markets (maundis) supported # of value chains facilitated # value chain actors (men and women) trained in market systems # of marketing strategies developed # of public private community partnership initiatives in place # of marketing information systems for livestock and crop in place	Yet to conducted	Yet to be determined	Beneficiary profile /Sign-in sheet/registration certificates/FAO database/quarterly reports/procurement details/project documents	Market prices will remain stable. Entrepreneurs active in market development activities.
Output 3.2: Public Market Stakeholders implementing equitable and inclusive agricultural development policies / regulations.	# of policy makers/Government staff trained on polices and regulations Establishment of agriculture marketing information system # of public private partnership agreement facilitated.	Yet to conducted	Yet to be determined	Beneficiary profile /Sign-in sheet/certificates/FAO database/quarterly reports/project documents/copy of agreements	Government policy makers commit their time for project activities.

Office of Evaluation
evaluation@fao.org
www.fao.org/evaluation

Food and Agriculture Organization of the United Nations
Rome, Italy