

Terms of Reference

Thematic Evaluation of UN Women's contribution to Increase Women's Leadership and Participation in Peace and Security and Humanitarian Response

1. Evaluation Background

Violent conflict affects and engages men, women, girls and boys in different ways. Women often bear the brunt of many of the harmful consequences of armed violence and disaster. In addition to this, gender-based violence and inequalities are often exacerbated by violent conflict. However, post-conflict and transition can sometimes open up new opportunities for women's participation in the political and economic spheres. By contrast, analysis of planning frameworks and funding mechanisms show on average that less than six percent of budgets make provision for addressing the needs of women and girls¹.

UN Security Council resolution (UN SCR) 1325 recognized, as a matter of international peace and security, the urgent need to address women's participation in peace processes and peacebuilding as well as the need to protect women and girls from egregious violations of their rights during and after violent conflict. Subsequent UN SCR², Presidential Statements of the Security Council as well as regional, sub-regional and national policy frameworks have underlined these imperatives.

In July 2010, the UN General Assembly created UN Women, the United Nations Entity for Gender Equality and the Empowerment of Women. UN Women merges and builds on the work of four previously distinct parts of the UN system, which focused exclusively on gender equality and women's empowerment: the Division for the Advancement of Women (DAW); the International Research and Training Institute for the Advancement of Women (INSTRAW); the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI); and the United Nations Development Fund for Women (UNIFEM). The creation of UN Women came about as part of the UN reform agenda, bringing together existing resources and mandates for greater impact. UN-Women mandate³ brings together those of the four pre-existing entities, calling on the new entity to have universal coverage, strategic presence and ensure closer linkages between the norm setting inter-governmental work and operations

¹ UN Women strategic plan, 2011-2013, paragraph 12.

² These include SCR 1820 (2008); 1888 (2009); 1889 (2009) and 1960 (2010).

³ The mandate is guided by the Beijing Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the UN Security Council Resolution 1325 on Women, Peace and Security, the Millennium Declaration, relevant General Assembly, Economic and Social Council (ECOSOC), Commission on the Status of Women (CSW) and other applicable United Nations instruments, standards and legislation

at the field level. It entrusts UN Women with a leading role in normative, operational and coordination work on gender equality, including peace, security and humanitarian response⁴.

UN Women prioritizes the area of increasing women's leadership in Peace and Security and Humanitarian Response in its Strategic Plan (2011-2013)⁵, with specific goals and outcomes to support the implementation of intergovernmental commitments on peace and security, including those from the Beijing Platform for Action, SCRs 1325, 1820, 1888, 1889 and 1960, and relevant regional commitments.

As part of its evaluation plan 2012, the Evaluation Office will conduct a corporate thematic evaluation "*Evaluation of UN WOMEN's contribution to Increase Women's Leadership and Participation in Peace and Security*" in 2012. Thematic evaluations assess UN Women's contribution to gender equality and women's empowerment development results at global, regional and country levels. The purpose of thematic evaluations is to generate credible and systematized information on the coherence and progress of UN Women's thematic strategies and programmes and their implementation, both at intergovernmental and programmatic levels, with specific focus on contribution to development results at country level. Their findings are used for strategic policy and programmatic decisions, organizational learning, accountability at the country, sub-regional and regional levels, and corporate decisions. They are also used for the generation of knowledge on what works and what doesn't to advance gender equality.

2. Purpose, Objectives, and Expected Use of the Evaluation

The relatively recent creation of UN Women and the body of work on peace and security issues of its predecessor entities necessitates that this evaluation have both summative and formative elements to successfully bridge the gap between the past and the future: its purpose is to determine the contribution of UN Women to increase women's leadership and participation in peace and security, extracting the results achieved and lessons learned by the predecessor entities and examine these in the context of the new Strategic Plan and its aspirations in this area. It will also assess the coherence of the design of the humanitarian response area in the context of UN Women's mandate to provide forward looking recommendations.

The evaluation will involve assessing the work of the predecessor entities of UN Women and, more specifically, their achievement of results at the global, regional and country levels⁶ against their mandates. It will identify the strengths and weaknesses of programmes that have been implemented and of other non-programmatic initiatives (e.g. support to UN political missions, inter-agency work,

⁴ A/64/588 paragraph 5 "Grounded in the vision of equality enshrined in the Charter of the United Nations, the composite entity will work for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women's rights at the centre of all its efforts, the composite entity will lead and coordinate United Nations system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It will provide strong and coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors."

⁵ UNW/2011/9; http://www.un.org/ga/search/view_doc.asp?symbol=UNW/2011/9

⁶ It is important to take into consideration that former UNIFEM did not have a mandate for country-level programmes in the P&S area.

trainings, etc.). It will also analyze how UN Women has strategically positioned itself since its creation to implement its normative, operational and coordination mandate in regards to peace and security and humanitarian response.

The evaluation is expected to provide forward-looking and actionable recommendations, based on previous work conducted and the current positioning of UN Women in this area. It will inform management decisions, planning and programming strategies with the goal of maximizing the comparative advantage of UN Women. It will also allow UN Women to track effectiveness in this field by gathering information on organizational performance and contribution to development and management results, including UN coordination and intergovernmental support.

The main objectives of the evaluation are:

1. To assess and document UN Women contribution to strengthening women's leadership and participation in P&S. Under the frameworks of UN Women's predecessor entities, and the human rights' based approach, the evaluation will analyze the strategies and results and document effective initiatives to inform future programming;
2. To analyze UN Women's strategic positioning since its creation with regards to its contribution to women's leadership and participation in peace, security and humanitarian response at normative and programmatic levels, and the coherence of its strategic frameworks in this area to achieve the goals set forth in the Strategic Plan;
3. To assess how UN Women is leveraging partnerships at national, regional and global levels in P&S-related support to programme in countries and with regard to its role in the UN system. This includes UN Women's contribution to UN system coordination;
4. To provide an analysis of UN women's capacity to the changing priorities of countries and the international community with regard to emerging international conflict/crises. It will evaluate its operational readiness to fulfill the call for universal coverage, strategic presence and closer linkages between the norm setting inter-governmental work and operations at the field level.
5. To assess and make recommendations on the adequacy of existing results frameworks, performance measurement instruments, and internal systems and capacities, to support normative/intergovernmental support, programming and UN coordination in this area.

The findings of this evaluation will be used by UN Women to further refine its approaches to peace, security and humanitarian response. The evaluation will inform the mid-term review of the Strategic Plan, and will be presented to the UN Women Executive Board at its 2013 annual session.

Main evaluation users in UN Women include UN Women Peace and Security Cluster of the Policy Division, the Programme Division, the Intergovernmental Support Office, the UN System Coordination Division, and regional, sub-regional and country offices.

Furthermore, a multiplicity of direct stakeholders, from the UN system, as well as members of the intergovernmental and UN peacebuilding architecture to women's peace coalitions, partnering and

interacting with UN Women on the Women, Peace and Security agenda, can make use of the evaluation results.

National stakeholders will be closely involved in the evaluation process to increase ownership of findings, draw lessons learned and make and greater use of evaluation results.

3. UN Women support to women's leadership in peace, security and humanitarian response

The protection of women and girls from sexual and gender-based violence is recognized to be a priority challenge for humanitarian and peacekeeping practice. Women's peace coalitions have grown in strength and are increasingly able to put women's concerns on the agenda of peace talks. Transitional justice mechanisms, including post-conflict prosecutions, are increasingly albeit inconsistently responding to war crimes against women. Post conflict needs assessments, post-conflict planning processes, and financing frameworks have, in some cases, acknowledged the need to put women's participation and concerns at the center of recovery.

Despite this progress, as well as the UN Security Council resolutions and numerous statements and commitments at global, regional and national levels, women still remain marginalized from peace processes and are excluded from peacebuilding initiatives, they continue to suffer horrific levels of conflict-based sexual and gender-based violence, and few women are nominated to senior level positions within the key peace, security and humanitarian response efforts. Since 1992, fewer than 10 percent of peace negotiators have been women, with little improvement since the passage of UN SCR 1325 (2000)⁷.

Moreover, women have been key drivers of change in peacebuilding processes and should not be considered as passive victims or recipients of assistance. Women's organizations do play critical roles in identifying priorities for the peace process, reconstruction and disaster or crisis management, as well as in fostering peace and security at the community level. Peacebuilding processes offer new opportunities for positive transformation in gender roles and relations. They can present a space to support a more equitable redistribution of power, resources and influence in households, communities and society as a whole and address existing imbalances.

UN Women work on Peace and Security and Humanitarian Response

UN-Women mandate brings together those of the four pre-existing entities on Women's leadership in P&S and new mandate on Humanitarian Response. UN Women inherits specific mandates from UNIFEM and OSAGI on this matter from the Security Council. UN Women has taken up the annual report to the Council on SCR 1325, as well as, in addition, a lead role in the UN system in building coordination, coherence, monitoring, and technical support on a wide range of WPS issues.

None of the former pre-existing agencies had an explicit humanitarian action mandate, neither were members of the Inter-Agency Standing Committee (IASC) nor had extensive experience in humanitarian response. However, at the country level, some UN Women offices engaged in humanitarian action through supporting the mainstreaming of gender into field level humanitarian action, by co-leading a

⁷ UN Women strategic plan, 2011-2013, paragraph 12.

gender task force or sub-cluster on gender-based violence in times of humanitarian crisis, by applying for emergency funds, and by requesting and hosting IASC Gender Standby Capacity (GenCap) Advisors in places such as Pakistan, Haiti, OPT and Colombia.

Currently UN Women sits on the IASC Gender Standby Capacity (GenCap) steering committee and produced a programming note for country offices that offers an introduction to the humanitarian architecture and fundraising in emergencies.

UN Women Strategic Context

Being a newly established organization, UN Women operates in a multi-stakeholder and evolving strategic context, the elements of which complement each other and guide UN Women's policy and programming on P&S. The first UN Women Strategic Plan sets out the organization's mission and priorities, including its goal of increasing women's leadership in P&S and Humanitarian Response. In addition to this, and for the purpose of this evaluation, the former UNIFEM Thematic Strategy (2008 – 2013) on Governance, Peace and Security, *Building gender justice in democratic governance in stable and fragile states*, is critical to understand where the UN Women strategic drive stems from.

UN Women's work on P&S broadly advocates for better UN System response to women's needs and capacities in conflict and post-conflict settings. The *inter-governmental* results include the strengthening of coherence between the normative guidance generated by intergovernmental bodies and the operational support provided to national partners at country and regional levels⁸.

UN Women's *programming* on P&S aim at strengthening national capacity and assisting peacebuilding processes in high-risk countries to implement activities to increase women's leadership and participation through the provision of high quality technical services and advocacy at the national level.

UN Women supports programmes and projects that focus on increasing women's participation in decision-making, promoting the use of gender perspectives in policy development, strengthening the protection of women during and after conflicts, countering conflict-related sexual and gender based violence, amplifying calls for accountability and redress and advancing the status of women in post-conflict settings.

Following up on successive SCRs intended to strengthen global and UN system-wide response, UN Women has been tasked with a number of key *UN coordination* priorities. UN Women is expected to contribute to the better equipment of the National security sector and UN security sector structures, humanitarian clusters, and partners in UN Action against Sexual Violence in Conflict in order to promote and protect women's human rights.

As other United Nations organizations (UNDP, UNFPA, OHCHR and UNICEF) often take on responsibilities where UN Women is not present or does not have the capacity on P&S, UN Women will support system-wide guidance, capacity development and monitoring to ensure every UNCT benefits from gender equality expertise.

⁸ UN Women Strategic Plan Development Results Framework Goal 6

Global Portfolio information on UN Women’s work on P&S and Humanitarian Response

The UN Women portfolio on P&S and Humanitarian Response includes different kinds of initiatives in this area, including programmes. This evaluation will gather information on the broad portfolio to address some accountability questions and provide contextual information about UN Women’s response to country demands and requirements. The information on the portfolio is being completed and validated while this evaluation is being prepared. The evaluation team is expected to contribute to consolidate the portfolio information.

UN Women programmes and projects on P&S and Humanitarian Response are managed at different levels within the organization, from the HQ to sub-regional and country offices. In the period 2008-2011 UN Women P&S and Humanitarian Response cluster managed a portfolio of 9 programmes/projects with a total expenditure of 22.6 USD million. In the different Regions, Sub-Regional offices have managed a portfolio of 90 programmes/projects with a total value of 124.5 USD million. (See Annex 2 Table)

4. Evaluation scope

Evaluation time scope

The evaluation will assess results of UN Women’s predecessor entities from 2008 to 2011 on Peace and Security against their former mandates in order to extract lessons on effective strategies to inform future programming, and will analyze the adequacy of resources, strategy, structure and capacity put in place by UN Women to achieve the bold aspirations of the 2011-2017⁹ Strategic Plan in this area.

Programming scope

The evaluation will analyze the diversity of programmes and initiatives that compose the full range and portfolio within the P&S and humanitarian response thematic area at the global, regional and country levels. With the aim to cover all geographic sections, as defined by UN Women, the design of the evaluation will be based on a national-driven perspective focusing on country ownership of the peacebuilding process. Country cases will be selected on a number a criteria to be determined. While compiling the UN Women P&S and Humanitarian Response portfolio, several challenges arose when defining integration and streamlining of portfolio activities. Some potential overlapping with other thematic areas such as Women’s Leadership and Participation—Governance within the former strategic frameworks—and Ending Violence against Women required to exclude, to the extent possible, those programmes whose linkages with conflict prevention, peacebuilding and humanitarian response are not directly established. The evaluation focus on specific sub-themes within this thematic area [i.e. Peacebuilding; Security and Justice Sector Reform; Sexual/gender based violence; Post-conflict (Post conflict, disaster needs assessments; Post conflict elections, constitutions); Humanitarian response and early recovery] will be determined through the portfolio review and evaluability assessment.

⁹ UNW/2011/9 p.1 “This first strategic plan, 2011-2013, sets out the vision, mission and priorities of the organization in supporting Member States and the United Nations system. The plan is driven by a longer-term vision, goals and results to 2017, and it will be reviewed in 2013.”

On the one hand, not all initiatives undertaken in an area of conflict can be considered conflict prevention and peacebuilding initiatives. While acknowledging the importance of all programmes conducted in a conflict or post conflict setting, this evaluation will cover those that specifically seek to improve women's leadership and participation in peace, security and humanitarian response including programmes whose main focus is conflict-based sexual and gender violence. The evaluation will adopt a 'conflict lens' through which to explore (a) the extent to which all programmes in a conflict area have been conflict sensitive, and (b) how different categories of assistance combine to contribute to an overall effect?

5. Key Evaluation Issues, Questions and Criteria

Evaluation Issues

Drawing from past evaluations at country, cross-regional and global level, and from analysis of priorities in P&S and Humanitarian Response in UN Women's strategic documents, the following evaluation issues require particular attention:

1. Maximizing UN Women's comparative advantage at the country level

In order to push forward and implement a global agenda at country level, resources need to be leveraged and operational frameworks streamlined. Based on UN system coherence, the window of opportunity that opens up for gender equality and women's empowerment as countries re-build from crisis and conflict should not be lost because of inadequate or poorly coordinated capacity within UN Women and within the UN system. This evaluation will broaden the understanding on how UN Women's comparative advantage can be maximized.

2. Institutional articulation issues

The evaluation will examine the critical need for UN Women to have an explicit and well-articulated exit strategy, in particular to identify strategic partners that could pick up on supporting continued government and non-governmental action when field presence came to an end.

The evaluation will analyze UN Women architecture in light of the increasing need for region-based peace and security advisors and regional approaches. In addition, the potential for interconnected work and cross-thematic interventions in conflict and emergency settings will be examined.

3. Management issues

Despite UN Women's outstanding results in P&S and Humanitarian Response, previous evaluations highlighted the under-investment in documenting lessons learned and sharing them with partners. The evaluation will explore to what extent this is based on structural constraints and how it has been changing in recent times. This evaluation will also examine systems in place (or the lack thereof) in the organizational development of UN Women's thematic area of P&S and geographical sections to provide actionable recommendations on how to improve the existing situation and the benefits that can be expected, particularly in this complex area where capturing results in all its richness and strategic complexity can be challenging. This evaluation will study which capacities and skills the organization should prioritize and further develop to bring greater coherence and relevance to its interventions in conflict-prevention, conflict and post-conflict and humanitarian emergency situations.

Evaluation Questions

More detailed corresponding questions aligned with evaluations issues are included in the Matrix of Evaluation Questions (Annex 1). The study will answer the following overarching questions:

- What are the key UN Women contributions to achieving results on increasing women’s leadership and participation in P&S?
- How effectively is UN Women incorporating the work of the predecessor agencies on P&S and Humanitarian Response as well as the new elements to address its full mandate – normative, operational and coordination?
- To what extent is UN Women promoting UN coordination on P&S, and how comprehensive is the level of cooperation with other organizations to address women’s leadership in peace, security and humanitarian response?
- How relevant is UN Women P&S and Humanitarian Response programming to international, regional and national commitments on P&S and Humanitarian Response? How does UN Women respond to the changing external financing environment for countries in conflict?
- What are the key strengths and weaknesses and internal coherence of UN Women strategic planning frameworks on increasing women’s leadership in P&S and Humanitarian Response? How interlinked is the normative/intergovernmental and the operational/programmatic work in this thematic area? How and to what extent is the UN Women mandate on leading, coordinating and promoting accountability of the United Nations system on gender equality articulated in the strategic and operational of the Peace & Security and Humanitarian Response area?
- How well does UN Women capture and report on the results of its engagement in conflict affected countries?
- Considering how UN Women response mechanisms function at headquarters and at operational levels during programme implementation in conflict-affected countries, how adequately does UN Women manage the tensions between its various functions (technical, administrative, programmatic) in conflict-affected environments?
- To what extent has UN Women strengthened national ownership through participation and inclusion of national governments and civil society groups in their programming processes?
- What resources and capacities are available for UN Women P&S and Humanitarian Response programming and direct intervention at country level. To what extent has this impacted on expected results/goals if at all?
- To what extent does the UN Women P&S programming complement and/or overlap with other thematic issues? Are such cross-cutting issues addressed through joint programming within UN Women or addressed jointly with other organizations? How has UN Women contributed to change the paradigm in the peace and security agenda for women’s empowerment and gender equality to play a more relevant role? To what extent has UN Women been effective to strengthen evidence on the causality between increasing women’s leadership in peace and security and peace writ large?

Evaluation Criteria

The evaluation will use the following criteria:

- **Effectiveness & coverage** will assess UN Women performance on P&S in terms of the achievement of results at global, regional and country levels by looking at the 4 predecessor entities and analyze how effective UN Women is strategically positioned to implement its new mandate in P&S and humanitarian work. The evaluation will also seek to assess any intended or unintended effects at country level and the influence of context on the achievement of results.
- **Impact** (road to) will assess how has UN Women contributed to change the paradigm in the peace and security agenda for women's empowerment and gender equality to play a more relevant role, and the extent to which UN Women has been effective to strengthen evidence on the causality between increasing women's leadership in peace and security and peace writ large.
- **Partnerships & coordination** will assess the inclusion of relevant global, regional and national stakeholders and actors in UN Women programming, implementation; intergovernmental and normative support; and policy advocacy processes.
- **Relevance & coherence** will assess the planning, design and implementation of UN Women P&S and Humanitarian Response initiatives as a new consolidated organization with regard to adherence to overarching normative frameworks; international, regional and national commitments, policies and priorities; the UN SC Resolutions and WPS agenda; strategic frameworks; etc. The evaluation will seek to provide recommendations on how UN Women should position itself in terms of its responsiveness and country needs on P&S and Humanitarian Response and also vis-à-vis other agencies. It will take into account the necessary transition from the former scenario of four agencies with individual mandates to the new entity with an enhanced mandate on P&S and Humanitarian Response. Additionally, the evaluation will examine the internal articulation of relevant normative and strategic frameworks.
- **Sustainability** will be evaluated based on assessing whether UN Women has been able to contribute to the generation of national ownership of programmes, the establishment of effective partnerships and the development of national capacities. It will explore whether UN Women has been able to promote replication of successful programmes. The evaluation will examine institutionalization within the UN system as a sub-criterion to ensure long lasting results.

Additional evaluation criteria may be introduced after reviewing and completing the evaluation design and methodology following the final review of P&S and Humanitarian Response programming portfolio and as part of the Evaluation Inception report.

5. Approach, Methods and Process

The evaluation will be a transparent and participatory process involving relevant UN Women stakeholders and partners at the corporate, regional, sub-regional and country level. It will be carried out in accordance with UNEG Norms and Standards and Ethical Code of Conduct and UN Women Evaluation Policy and guidelines. Explicit emphasis will be placed on the integration of gender equality and human rights principles in the evaluation focus and process as established in the UNEG Handbook, *Integrating Human Rights and Gender Equality in Evaluation - Towards UNEG Guidance*.

The evaluation should adhere to UN Women Evaluation Report Quality Standards. In addition, note will be taken of the recent guidance piloted by OECD/DAC entitled 'Guidance on Evaluating Conflict

Prevention and Peacebuilding Activities and the World Development Report 2011 “Conflict, Security, and Development” that examines the changing nature of violence in the 21st century, and underlines the negative impact of repeated cycles of violence on a country or region’s development prospects. Approaches to evaluation of complexity and systems-based evaluations will be used to better grasp what works and what does not in this specialized and complex thematic field.

The evaluation will focus explicitly on identifying what works, those strategies that produce positive results, not only on what does not work well, including lessons learned, according to the aspirations and goals set out for UN Women in its Strategic Plan (2011-2013).

For its design, the evaluation will deploy a **theory of change approach**¹⁰ to analyze how UN Women’s support is provided in order to increase women’s leadership in P&S and Humanitarian Response and support intergovernmental processes and UN coordination. The theory of change will take into consideration UN Women Strategic Plan (2011-2013) and other strategic and policy frameworks that inform UN Women’s work in this area and will look at the change in mandate with respect of the 4 predecessor entities. It will develop the underlying assumptions about how UN Women’s action contributes to increase women’s leadership in Peace, Security and Humanitarian Response. Moreover, it will identify the causal relations by which the increase of women’s leadership in PSHR contributes to national peace goals and peace writ large.

The evaluation will be conducted through a combination of country scans, portfolio analysis, country case studies and field missions, desk-based review and research, and a series of interviews with UN agencies and UN peacebuilding architecture members, donors, NGOs and national stakeholders, UN Women partners, academic and independent researchers, etc.

The methodology should include:

- A. **Country scans** will collect all UN Women interventions per country based on existing information. It will include implemented and ongoing projects in every conflict-afflicted country. Country scans will provide information about the scope, subthemes addressed and strategies of intervention developed by UN Women, and relevant parameters of programmatic work and other initiatives. They will assist in determining the availability of data, obtaining a better understanding of UN Women interventions profile and coverage, developing operational categories for the evaluation and portfolio analysis, and defining sampling methodology for case studies.
- B. A **programme portfolio analysis** will be conducted to determine the universe, characteristics and trends of UN Women initiatives, programmes and projects, including support provided to

¹⁰ The theory of change approach to evaluation is a widely deployed evaluation methodology that makes assumptions explicit about how program is supposed to work and create social change. It focuses on the causal relationships between resources, activities, short-term and long-term outcomes and the context of the intervention, including its unintended consequences. Like any planning and evaluation method, the theory-driven evaluations require the stakeholders to be clear on long-term goals, identify measurable indicators of success and formulate actions to achieve goals. However, its focus on causal relations between resources, activities, outcomes and the context of intervention makes this method particularly suitable for the assessment of complex programmes. The theory-driven approach makes the programme transparent, allowing the stakeholders to see how it is thought to be working from multiple perspectives. It helps to identify critical areas and issues on which the evaluation should focus. Overall, a theory-driven approach by mapping a process of change from beginning to end establishes a blueprint for the work ahead and anticipates its effects, and it reveals what should be evaluated, when, and how.

Member States on normative and policy work and the development of functions at the service of enhancing UN Coordination. This review will guide the selection of case studies. The portfolio analysis will include information on specific categories such as sub-themes, geographic level of interventions, relevant stakeholders, implementing partners, funding resources, time-frame, and budget. It will cover information of all PSHR interventions in its entirety: global, regional, and country programmes, intergovernmental support, and UN coordination. Furthermore, alongside the portfolio analysis, the evaluation team will develop a web-based document repository of the evaluation that will include a **stocktaking of other non-programmatic initiatives** of relevance in this thematic area.

- C. In addition to the portfolio analysis, an **evaluability assessment** will be undertaken to identify potential challenges to the evaluation of UN Women contribution to PSHR results at global, regional, sub-regional and country level and to identify the most appropriate and robust evaluation design. It will analyze the logic of strategies and programmes, assess the evaluability of results, and identify data gaps in monitoring and evaluation systems. The assessment will inform the design and the data collection strategy for the evaluation, and the combination of methods for the country case studies explained below. **The evaluability assessment will also need to take into consideration the change in UN Women mandate from the predecessor entities.**
- D. Overall review of clusters of initiatives and programmes will be undertaken through a **desk review** using secondary data, while the portfolio analysis is fully compiled, validated and analyzed.
- E. **Country case studies:** A sample of countries will be selected to provide important data and illustrative examples. Based on transparent criteria, country case studies will be designed to leverage contextual and institutional knowledge on the ground. The goal is to produce comprehensive case studies that generate knowledge and lessons for the evaluation and can also function as high-quality stand-alone studies. A set of **parameters for selecting case study countries** will be developed based on the theory of change, the evaluability assessment, the country scans, and the results of the portfolio analysis. In order to capture a comprehensive and evaluable picture of UN Women activities across the wide diversity of conflict-affected circumstances where it operates, the following set of potential criteria have been identified for the case study selection:
 - 1. Considering the regional/country nature of conflict, UN Women's country orientation and variants of operational roles therein, the selection should reflect a geographic distribution.
 - 2. To capture and assess how UN Women works at the headquarters, regional and country office levels in incorporating conflict sensitivity into its work and how UN Women reacts when conflict emerges, the case selection should include countries that experienced an outbreak of violent conflict during the past years.
 - 3. Recognizing that UN Women's operational partnerships with other UN actors in conflict and post conflict settings have significant impact on the development of UN Women's work in conflict-affected countries, the case selection should comprise countries where

UN Women has operated in the presence of other UN actors under Security Council mandate (peacekeeping, peacebuilding, political missions).

4. The case selection should include countries where a transition to scale-down or withdraw altogether has occurred or will shortly occur.
5. Building on UN WOMEN Evaluation Office's ongoing work, the case study selection may include several countries simultaneously being assessed through other corporate evaluations by the Evaluation Office in 2012.

Country case studies will use a **multi-method approach** to evaluate UN WOMEN support to PSHR and its contribution to development results. Based on the evaluability assessment, the following will be outlined: (a) methods and sequencing of methods used for collecting data (which include qualitative and quantitative data strategies); (b) indicators for assessing results and causality; (c) type of analysis and interpretation and validity measures, and (d) the degree that different sources of information can be generalized and, therefore, are pertinent to UN Women's programmes. Key concepts and variables will be defined to ensure common understanding across the case studies. The method will take into consideration country-level data limitations; delineating different phases of support, linking different levels of analysis and varied time-frames, and systematic validation of causality (linking process to results). Reference groups will collaborate to the development of assessment rubrics.

Evaluation Process

The evaluation process is divided in five phases:

- 1) **Preparation**, mainly devoted to structuring the evaluation approach, preparing the TOR, compiling programme documentation, and hiring the evaluation team;
- 2) **Inception**, which will involve reconstruction of theory of change, elaboration of country scans and programme portfolio analysis, evaluability assessment, development of country case study parameters, inception meetings, inception report and finalization of evaluation methodology;
- 3) **Data collection and analysis**, including desk research and preparation of field missions, visits to case study countries and preparation of country reports;
- 4) **Interpretation and synthesis stage**, focusing on data analyzed, interpretation of findings and drafting of an Evaluation Report; and
- 5) **Dissemination and follow-up**, which will entail the development of Management Response, publishing of report, including uploading it on Evaluation resource Centre, and production of other knowledge products. As a final product, it is expected the design of a Monitoring and Evaluation system to track progress in this area adapted to the reality of the PSHR section in UN Women.

6. Management of the Evaluation

UN Women Evaluation Office has responsibility for the management of the evaluation, the quality of the evaluation report and its presentation to the UN Women Executive Board. The evaluation Office will manage the evaluation process, constitute a quality assurance system and provide administrative and substantive backstopping support, including joining the evaluation team in field missions and contributing to the evaluation study. The Evaluation Office will also ensure the coordination and liaison

with concerned sections at headquarters, regional and sub-regional offices as well as the country level. It will also ensure that evaluations are conducted in accordance with the United Nations Evaluation Group (UNEG) Code of Conduct for Evaluation in the UN System.

A **task team** will be designated by the Evaluation Office to provide administrative and substantive technical support to the evaluation team and will work particularly closely with the evaluation team leader throughout the evaluation.

A **core (internal) Evaluation Reference Group** will be established. Its composition will include the Director of Policy, the Chief of the P&S Cluster, the Intergovernmental pillar, representatives of UN Women Geographical Sections and Sub-regional Offices, and the Evaluation Office.

An **external UN Evaluation Reference Group** will be also established. Its composition will include the Chief of the P&S Cluster, the Intergovernmental pillar, representatives of UN entities partnering with UN Women in the Peace and Security agenda, Women's Peace Coalitions, and the Evaluation Office.

Country Reference Groups for the case studies will also be established. These Reference Groups will be composed by representatives of UN Women and UN entities at the country and regional level and key governmental and non-governmental organizations stakeholders at the country level. The country reference groups will be crucial to ensure ownership of evaluation findings and use of the evaluation. Full participation of country reference groups will constitute a priority for the evaluation team and the task team.

An **external Advisory Group** will be constituted consisting of three experts in the field of women, peace and security and humanitarian response, ideally with balanced experience in different developing regions. The advisory group members will support the Evaluation Office in assuring the quality of the evaluation. The Advisory Group will play an important role in providing technical strategic and substantive inputs into the evaluation process and peer review of the main report.

An **Evaluation Office review and Quality Assurance Team**, comprising of the Chief of the Evaluation Office, the Deputy of the Evaluation Office and a Regional Evaluation Specialist will provide inputs on key specific deliverables to ensure quality of the evaluation products. A research assistant will collect initial information on the UN Women programmes and initiatives in the PSHR realm.

7. Evaluation Team

The core evaluation team will be composed of 4-5 externally recruited, independent consultants with extensive experience in evaluation and peace, security and humanitarian response. The team will include an experienced Team Leader in PSHR evaluation; a senior gender equality expert (preferable with evaluation experience); a senior evaluation expert and a research assistant.

The combined expertise of the team should include:

- Advanced evaluation expertise and experience in a wide range of evaluation approaches including utilization-focused, gender and human rights responsive, and mixed methods.
- Avant-garde use of evaluation methods and approaches, particularly including evaluation of complexity, systems perspective, etc.

- Previous experience in conducting thematic and cluster evaluations as well as complex multi-stakeholder evaluations.
- Knowledge of the PSHR international frameworks and stakeholders, PSHR overarching frameworks and strategies, and PSHR programming at global and at the country level.
- Expertise in gender equality and women's empowerment, gender mainstreaming, gender analysis and the related mandates within the UN system; experience/knowledge of women's movements.
- Strong experience and knowledge in human rights issues, the human rights based approach to programming, human rights analysis and related mandates within the UN system.
- Excellent analytical, facilitation and communications skills; ability to negotiate with a wide range of stakeholders.
- Fluency in English and other official UN languages, particularly, Spanish and French
- Balance in terms of gender and regional representation is desirable.

The **team leader** will be responsible for delivering the key outputs outlined in section 5. She/he will coordinate the work of all other team members during all the phases of the evaluation process, ensuring the quality of outputs and methodology as well as timely delivery of all products. In close collaboration with the EO Task Manager, she/he will lead the conceptualization and design of the evaluation, the coordination and conduct of the country visits and the shaping of the findings conclusions and recommendations of the final report. More specifically the tasks of the team leader include:

- Producing the portfolio analysis and country scans as separate and distinctive products.
- Conducting an inception mission and developing an inception report, inclusive of an evaluability assessment, outlining the design, methodology and the criteria for the selection of the case studies, required resources and indicative work plan of the evaluation team, assigning and coordinating team tasks within the framework of the TOR.
- Directing and supervising the research associate/s in carrying out research and analysis of secondary evidence, project documents, databases and all relevant documentation.
- Coordinating the conduct of country case studies and preparation of the case studies report as a stand-alone report.
- Overseeing and assuring quality in the preparation of the case studies and taking a lead in the analysis of evaluation evidence.
- Drafting the evaluation report and leading the preparation of specific inputs from designated team members, based on country reports prepared by the team members, desk research, focus groups, surveys, etc.
- Preparing for meetings with the EO Task Manager and other stakeholders to review findings, conclusions and recommendations.
- Leading the stakeholder feedback sessions, briefing the EO Task Manager on the evaluation through informal sessions and finalizing the report based on feedback from the EO Task Manager.
- Preparing evaluation briefs, PPT presentation and working with the report editor, responding to final edits on the evaluation report.
- Devising an M&E system for the thematic area of PSHR in UN Women.

The senior gender equality expert will provide substantive advice and the integration of gender equality dimensions in the process and analysis of the evaluation issues. Under the overall supervision of the evaluation team leader, the senior gender equality expert and the senior evaluation expert, will participate in the inception and the conduct phase of the evaluation. Both will provide inputs for the inception report, participate in the country case studies and will draft the country case studies reports, based on a standardized approach and format. In addition, both will contribute to the preparation of the final report and evaluation briefs, as well as to the M&E system adapted to the reality and characteristics of PSHR work at UN Women, as necessary and will support the team leader in the supervision of the research associate/s work.

8. Expected Products and time frame

The Evaluation Team will undertake the study from June 2012 to January 2013.

1. *Work plan.* A detailed workplan will be developed by the team and agreed upon with the Evaluation Office outlining specific dates for key deliverables. *June 2012*
2. *Inception Report.* The Evaluation Team will undertake a preliminary desk review and an inception mission to New York to meet with the Evaluation Office and interview key stakeholders. An inception report will be developed that further refines the overall scope, outlines a theory of change and develops evaluation approach and questions, provides a detailed outline of the evaluation methodology and criteria for selection of in-depth desk review and case studies. The report will include a complete evaluation matrix and revised workplan. *July 2012*
3. *Portfolio Analysis, Country Scans and Evaluability assessment.* *August 2012*
4. *Country case studies reports.* The Evaluation Team will implement the methodology agreed upon in the inception report and will conduct at least 4- 5 country site visits to collect data. *October 2012*
5. *Preliminary findings presentation.* *December 2012*
6. *Draft evaluation report.* *January 2013.*
7. *Final evaluation report, including clear and relevant recommendations and concise Executive Summary,* will be produced and incorporate the comments and feedback received from the Advisory Group and the Evaluation Reference Groups. The draft report will be presented at a validation meeting with key stakeholders to discuss the findings and receive feedback before finalization. *February 2013.*
8. *Elements for an M&E system especially designed to monitor and enable evaluation of the UN Women's PSHR sector, where the country scans and portfolio analysis will be an integral part.* *February 2013.*
9. *Management Response and Dissemination of Findings.* UN Women is responsible for issuing management responses and disseminating the evaluation findings, including informing their respective governing bodies. The Evaluation Team will be responsible for developing a dissemination product/pamphlet extracting key information from the evaluation report. *March 2013*

ANNEX 1: Evaluation Matrix

ANNEX 2: Preliminary Portfolio Analysis

ANNEX 3: Team Members Profile

[ANNEX 5: UNEG Norms and Standards \(please see hyperlink\)](#)

[ANNEX 6: UNEG Quality Check List for Evaluation Reports \(please see hyperlink\)](#)

[ANNEX 7: UNEG Handbook on Integrating Gender Equality and Human Rights in Evaluation \(please see hyperlink\)](#)

ANNEX 1: Evaluation Questions Matrix

| <p>Evaluation issues</p> <p>Evaluation criteria</p> | <p>Maximizing UN Women's comparative advantage</p> | <p>Institutional articulation</p> | <p>Organizational management</p> |
|---|---|--|--|
| <p>Effectiveness & coverage</p> | <p>How effectively is UN Women articulating results on increasing women's leadership in P&S? How effective is UN Women in incorporating the work of the predecessor agencies on P&S and Humanitarian Response as well as the new elements to address its full mandate – normative, operational and coordination?</p> <p>To what extent the achievement of results at global, regional and country levels are based on the optimization of UN Women's comparative advantage?</p> <p>How effective has been UN Women's role and contribution to policies and strategies in Women's leadership Peace and Security and Humanitarian Response at global and regional levels?</p> <p>Is UN Women present in all relevant themes and geographical areas?</p> | <p>How capable is UN Women to react to emergencies?</p> <p>How and to what extent has UN Women's programming and intervention in Women's leadership Peace and Security and Humanitarian Response at country level been effective?</p> <p>What is the influence of the specific country context and circumstances on the achievement of results and operational effectiveness?</p> <p>How adaptable and rapidly does UN Women react to changing situations?</p> | <p>To what extent UN Women has succeeded in using monitoring as a strategy to further UN Women's influence and leverage capacity?</p> <p>What are the systems in place (or the lack thereof) in UN Women's thematic area of PSHR to effectively capture results in all its richness and strategic complexity?</p> <p>How well does UN Women analyze and manage the higher risks inherent in engagement in conflict affected countries?</p> <p>How does UN Women respond to the changing external financing environment for countries in conflict?</p> <p>Does UN Women acknowledge and report on an explicit Theory of Change?</p> |

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| <p>Partnerships & coordination</p> | <p>To what extent are opportunities for gender equality and women’s empowerment as countries re-build from crisis and conflict used based on the coordination capacity within UN Women and within the UN system?</p> <p>How well is UN Women’s comparative advantage maximized as regards intergovernmental and normative work?</p> | <p>To what extent are relevant global, regional and national stakeholders and actors included in UN Women programming and implementation; intergovernmental and normative support; and policy advocacy processes?</p> | <p>How effectively has UN Women managed its financial and human resources in the strategic priority area of PSHR?</p> <p>To what extent does the technical capacity of field staff and partners enable UN Women to respond to short-notice needs for technical support?</p> |
| <p>Relevance/coherence</p> | <p>How and to what extent are UN Women’s mandates on Peace and Security, and Humanitarian Response aligned, coordinated the harmonized?</p> <p>How successfully does UN Women manage to push forward and implement a global agenda at country level?</p> <p>How well is UN Women positioned in terms of its responsiveness and country needs on PSHR and vis-a-vis other agencies?</p> <p>How strategically is UN Women playing in supporting WPS agenda and UN coordination at country level and interagency work?</p> | <p>How does UN Women assure that programmes at country level reflect and align strategic plans and normative frameworks?</p> <p>To what extent is UN Women’s regional architecture and overall organizational structure responsive to the increasing needs of region-based peace and security advisors and regional approaches?</p> <p>To what extent are synergies used in interconnected and cross-thematic interventions in conflict and emergency settings?</p> <p>How well has UN Women transitioned in its mandates on PSHR from the former scenario of four</p> | <p>What capacities and skills should the organization prioritize and further develop to bring greater coherence and relevance to its interventions in conflict, post-conflict and humanitarian emergency situations?</p> <p>How well does UN Women deal with the tensions and risks inherent in working in conflict affected countries?</p> |

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| | <p>How have the inherent opportunities and constraints that UN Women has as a UN institution with a distinct mandate been implemented?</p> <p>Have there been opportunities at country level that have/could have been used?</p> | <p>agencies with individual mandates to the new entity with an enhanced mandate on PSHR?</p> <p>How well does UN Women conduct context analysis and diagnostic work and then translate this knowledge into strategy and programme development? How conflict sensitive is UN Women?</p> <p>Does UN Women apply an explicit “do no harm” set of principles at an operational level, across the full array of programming and among its partners?</p> <p>How coherent are the programmes and initiatives of UN Women with internal organizational policies and strategic frameworks as well as external policy context?</p> | |
| <p>Impact</p> | <p>How has UN Women contributed to change the paradigm in the peace and security agenda for women’s empowerment and gender equality to play a more relevant role?</p> <p>To what extent has UN Women been effective to strengthen evidence on the causality between increasing women’s leadership in peace and security and peace writ</p> | | |

| | | | |
|-----------------------|--|---|---|
| | large? | | |
| Sustainability | <p>How effectively has UN Women been able to contribute to the generation of national ownership of programmes, the establishment of effective partnerships and the development of national capacities?</p> <p>How institutionalized women’s empowerment and gender equality is within the UN system and the Peace & Security agenda?</p> | <p>To what extent has UN Women identified strategic partners that could pick up on supporting continued government and non-governmental action when field presence came to an end?</p> <p>How effective has its women’s leadership agenda been, notably in relation to national ownership and capacity development?</p> <p>What are the innovative strategies and promising programming practices that could be replicated?</p> | <p>How well are lessons learned documented and shared with partners?</p> <p>To what extent has UN Women been able to promote replication of successful programmes?</p> <p>How realistic is UN Women’s planning and time frames in post-conflict situations in light of the technical expertise and support that can be offered?</p> <p>To what extent have UN Women’s exit strategies in PSHR been well planned and successful?</p> |

Annex 2 Preliminary Portfolio Analysis

| UN Women Section | Number of P&S programmes / projects managed in the period 2008 – 2011 | P&S and Governance ¹¹ expenditures in the period 2008 - 2011 ¹² USD million |
|--|---|---|
| W, P&S Section | <u>Provided by Cluster:</u> 9 Global Programmes | 2008: TBC 2009: GPS 5.01 2010: GPS 11.19 2011: 6.4 2009-2011 Total: 22.6 |
| Africa Section | <u>Provided by section:</u> 14 programmes | 2008: TBC 2009: GPS 14.1 2010: GPS 17.6 2011: 18.1 2009-2011 Total: 49.8 |
| Asia-Pacific and Arab States Sections | <u>Provided by section:</u> <u>Arab States:</u> 24 programmes | <u>Provided by section:</u> <u>Asia-Pacific:</u> 30 programmes |
| | | 2008: TBC 2009: GPS 13.7 2010: GPS 15.8 2011: AS 0.9 + AP 10.58 2009-2011 Total: 40.98 |
| Europe and Central Asia Section | <u>Provided by section:</u> 7 programmes | 2008: TBC 2009: GPS 3.3 2010: GPS 3.5 2011: 4.06 2009-2011 Total: 10.86 |
| Latin America and the Caribbean Section | <u>Provided by section:</u> 12 programmes | 2008: TBC 2009: GPS 6.3 2010: GPS 8.3 2011: 7.51 2009-2011 Total: 22.11 |
| UN Action Against sexual violence in conflict - Stop Rape Now | 3 Programmes extracted from MDTF database (http://mdtf.undp.org/factsheet/fund/UNA00) | 2008: TBC 2009: 201,536 2010: 583,807 2011: No info available yet 2009-2011 Total: 785,343 |
| Other initiatives (non-programmatic) | To be compiled | |

¹¹ Women, Peace and Security programme expenditures before 2011 includes Governance expenditures as it was part of the same cluster. **All 2009-2011 totals by region and cluster includes Governance from 2009-2010.**

¹² Expenditure figures for 2011 are based on Atlas expenditure reports as of 18 Nov, 2011, which may not reflect all expenditures for 2011. Expenditure figures for 2010 are based on Atlas expenditure reports as of 23 Feb, 2011. Expenditure figures for 2009 are based on Atlas expenditure reports as of 1 March, 2010

ANNEX 3: Team Members Profile

As indicated in Section 6 of the TOR, the evaluation team should be composed of 4 – 5 members that include an experienced Team Leader, a senior gender equality expert (preferable with experience in evaluation of peace and security and humanitarian response programmes), a senior evaluation expert and research assistants. Ideally, the team leader should have expertise in UN programming processes, while the senior evaluator expert has strong knowledge of human rights and gender issues. The team should be gender balanced and include at least 2 regional evaluators; and preferably national researchers. Below is a more detailed description of the qualification requirements expected for each team member:

Team Leader

- At least 10 -15 years practical experience in conducting evaluations of international policies and programmes utilizing a wide range of approaches and methods including utilization focused, gender and human rights responsive, and mixed methods with a background in social research;
- Extensive experience acting as team leader for complex evaluations and proven ability to manage a diverse evaluation team;
- Previous experience in conducting evaluations on peace and security and humanitarian response or related themes would be considered an asset;
- Excellent knowledge of the UN system, UN and UN Women programming at the country level, in development and conflict/post-conflict country contexts;
- Experience and knowledge on gender equality and women’s empowerment, gender mainstreaming, gender analysis and the related mandates within the UN system; experience/knowledge of women’s movements
- Experience and knowledge on human rights issues, the human rights-based approach to programming, human rights analysis and related mandates within the UN system;
- Excellent analytical, facilitation and communications skills and ability to negotiate amongst a wide range of stakeholders;
- Fluent in English and knowledge of other official UN languages;

Senior Gender Equality Expert

- At least 10 years professional experience in gender equality field;
- Experience/knowledge on gender equality and women’s empowerment issues, gender mainstreaming, gender analysis and thorough knowledge of the related mandates within the UN system and particularly that of UN Women’s;
- Experience/knowledge of peace and security and humanitarian response processes would be an asset;

- Knowledge of the UN system, UN reform processes and UN programming at the country level;
- Knowledge of human rights issues, the human rights-based approach to programming, human rights analysis and related mandates within the UN system;
- Strong analytical, facilitation and communications skills and ability to negotiate amongst a wide range of stakeholders;
- Fluent in English and knowledge of other official UN languages;

Senior Evaluator Expert

- At least 7 – 10 years practical experience in conducting evaluation of international policies and programmes utilizing a wide range of approaches and methods including utilization focused, gender and human rights-responsive, and mixed methods and background in social research;
- Strong knowledge of human rights issues, the human rights-based approach to programming, human rights analysis and related mandates within the UN system;
- Knowledge of the UN system, UN reform processes and UN programming at the country level, in development, conflict/post-conflict country contexts;
- Experience and knowledge in gender equality and women’s empowerment, gender mainstreaming, gender analysis and the related mandates within the UN system;
- Experience/knowledge of peace and security and humanitarian response would be considered an asset;
- Excellent analytical, facilitation and communications skills and ability to negotiate amongst a wide range of stakeholders;
- Fluent in English and knowledge of other official UN languages;

Research Assistant

- Strong analytical skills and ability to quickly grasp and synthesize information;
- Ability to work interactively with a team, often responding to varying requests under pressure;
- Good mastery of information technology required for organized presentation of information, including quantitative information and graphical presentations, and for organizing information and materials on the internal website;
- Excellent drafting skills in English;
- Deep knowledge and/or experience in the UN would be considered an asset;
- Working knowledge of other UN languages would be considered an asset.