

TERMS OF REFERENCE

Country Programme Evaluation (CPE) of UN Women Jordan Country Office (CO) Strategic Note (SN) 2018-2022

1. Background and context

The Hashemite Kingdom of Jordan has made noteworthy progress towards advancing gender equality and women's empowerment (GEWE) and has made important commitments to adopt and implement policies and legislative frameworks to promote GEWE. Jordan ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1992, and since then has introduced new policies to promote implementation. Amendments to the Social Security Act (2014) have enhanced protection for women, particularly small business owners; a Strategy to Promote Women's Political Participation in All Elected Bodies (2012) has been adopted; and there is a National Strategy to Combat Violence Against Women (2014). More recently, the government has endorsed the 2020-2025 National Strategy for Women and a subsequent addendum on the needs of women and girls in the COVID-19 context; the adoption of the National Gender Mainstreaming Policy; the piloting of Gender Responsive Budgeting (GRB) in four line ministries; the implementation of a Gender Impact Assessment and drafting of Gender Action Plans in security sector agencies; and the piloting of the national tool on gender-sensitive curriculum framework in the education ministry under the Jordan National Action Plan for UNSCR 1325.

Furthermore, nine years into Syria crisis, Jordan continues to host more than 1.36 million Syrian refugees¹, a significant number for a country with a relatively small population and limited natural resources and economic growth. Jordan's approach of prioritizing Jordan's stability and resilience to the benefit of both Syrian refugees and Jordanians through increased national ownership and inclusive economic growth continues. Key national planning documents all reference this agenda, including Vision 2025², the Jordan Response Plan (JRP) to the Syria Crisis (2020-2022)³, and the Government's adoption of the 2030 Agenda and the Sustainable Development Goals (SDGs) as well as the UN Sustainable Development Framework, UNSDF (2018-2022)⁴.

UN Women Jordan Country Office (JCO) current Strategic Note (SN), 2018-2022 is fully aligned with Jordan's resilience approach and sits firmly within the UN's partnership with the country, under the umbrella of the UNSDF and towards achieving results in strengthening institutions, empowering people and enhancing opportunities across the humanitarian/development nexus. The three pillars of the UNSDF focus on women, youth and vulnerable groups, consistent with the central promise of the 2030 Agenda of leaving no-one behind as described below:

1 Jordan Response Plan to the Syria Crisis 2020-22. <http://www.jrp.gov.jo/#:~:text=Led%20by%20the%20Ministry%20of,the%20Syria%20crisis%20on%20Jordan>.

2 <http://jordanembassyus.org/sites/default/files/jo2025part1.pdf>

3 <http://www.jrp.gov.jo/Files/JRP%202020-2022%20web.pdf>

4 <https://jordan.unwomen.org/en/digital-library/publications/2018/unsdf#view>

Jordan UNSDCF (2018-2022) commitment and focus on women and girls:

Outcome 1.1: Jordanian government and other stakeholders promote implementation of global, regional and national normative and policy frameworks on gender equality and the empowerment of women and girls.	Outcome 3.1: More policies promoting access to decent work and social protection for vulnerable Jordanian women are implemented.	Outcome 5.1: More Syrian women and girl refugees and Jordanian women in vulnerable communities play a greater role and are better served by response, recovery and resilience efforts in Jordan, including women, peace and security policies.
Output 1.1: Capacity, and access to relevant data and analysis, of national stakeholders is strengthened to assess progress on implementation of normative and policy frameworks on gender equality and the empowerment of women and girls.	Output 3.1.1: Evidence based policy dialogue is facilitated on impact of investments on barriers to women's employment and participation in economic growth.	Output 5.1.1: Jordanian government and stakeholders have capacity to implement commitments on women, peace and security.
Output 1.1.2: Multi-stakeholder initiatives convened and implemented to promote norms and policies on gender equality and the empowerment of women and girls.	Output 3.1.2: Women's capacity and skills to participate in the economy strengthened, including as entrepreneurs and through innovative partnerships and platforms with private sector, civil society and government.	Output 5.1.2: Women's organizations and gender equality advocates play a role in humanitarian action and resilience-building.
		Output 5.1.3: Syrian women refugees and Jordanian women in vulnerable communities, who are victims of violence, understand and can exercise their rights to access justice and essential services.

However, serious barriers to women's full enjoyment of their human rights – and the related normative frameworks – remain and are compounded by the Constitution's lack of explicit prohibition of discrimination based on gender; and the State's continued reservations on CEDAW Articles 9 (nationality rights) and 16 (rights in marriage). Moreover, the Jordan Personal Status Law (2010) allows for a male guardian or husband to prevent a woman from working if it would harm the family's unity. Despite recent amendments to the Penal Code, Article 340 remains, allowing for mitigated sentences for family members committing murder in the name of "family honour".⁵

The Covid-19 pandemic added another layer of complexity to the situation, triggering negative social and economic impacts with gendered patterns in the labor market as well at the household level. The Jordanian Government continues to take important measures to counteract the negative economic outcomes of the

⁵ According to the Sisterhood is Global Institute Jordan, there was a more than 50% increase in honour killings in 2016 in Jordan compared to 2015: <http://sigi-jordan.org/ar/?p=2395>

Covid-19 pandemic, expanding cash- and in-kind transfers and social security networks for the most vulnerable households; and supporting businesses while mandating the protection of private sector employment, including those who are informally employed and the self-employed. United Nations Country Team launched its Socio-Economic Framework (SEF)⁶ for the COVID-19 Response in July 2020⁷ with a special emphasis on gender equality through 5 “accelerators”: i) Equity and Inclusiveness ii) an integral Gender Equality Focus iii) Digital Transformation iv) Environmental Sustainability and v) Preparedness and Prevention to strengthen systems and processes to efficiently maintain access to health, public and basic services, education, social assistance and business during times of crisis.

2. UN Women in Jordan

UN Women's mandate (GA resolution 64/289) is to lead, coordinate and promote accountability of the UN system to deliver on gender equality and the empowerment of women with the primary objective of enhancing country-level coherence, ensuring coordinated interventions and securing positive impacts on the lives of women and girls, including those living in rural areas.

The work of UN Women Jordan is focused around its three-fold mandate:

0. **Normative work:** to promote policy development and implementation of global norms by supporting national stakeholders to review and revise legal and policy frameworks; promote women’s leadership and civic engagement; challenge harmful social norms and practices through community mobilization; and improve data collection and analysis on SDG gender-related indicators and key policy issues
1. **Coordination work:** entails both 1) work to promote the accountability of the United Nations system on gender equality and empowerment of women (GEEW), including regular monitoring of system-wide progress, and more broadly 2) work to mobilize and convene key stakeholders to ensure greater coherence and gender mainstreaming across the UN; and
2. **Operational work:** to help Member States to implement international standards and to forge effective partnerships with civil society.

UN Women Jordan Country Office supports the Government of Jordan to implement global norms and standards on gender equality and women’s empowerment; promotes women’s economic empowerment; implements a resilience and empowerment model for Syrian refugee women and vulnerable Jordanian women, and supports the government and other national stakeholders to meet Jordan’s commitments to UNSCR 1325 on women, peace and security. The Country office’s engagement is built on a strong partnership with the national women’s machinery and the government—particularly the Jordanian National Commission for Women, the Inter-Ministerial Committee for Women’s Empowerment and the Ministry of Social Development—and a collaborative relationship with the wider public, including civil society organizations, women’s movement, academia, private sector, the UN and international development players thus placing the women’s empowerment agenda firmly at the centre of national priority to attain inclusive growth and social justice.

⁶ <https://jordan.un.org/en/53798-un-launches-socio-economic-framework-covid-19-response-jordan>

⁷ *ibid*

The Jordan Country Office (JCO) Strategic Note (SN), 2018-2022 is the main planning tool for UN Women’s support to normative, coordination and operational work in Jordan.

The Theory of Change of the UN Women Jordan Country Office for the SN (2018-2022) is:

If (1) Jordanian government and other stakeholders promote implementation of global, regional and national normative and policy frameworks for gender equality and the empowerment of women and girls;

and if (2) more policies promoting access to decent work and social protection for vulnerable Jordanian women are implemented;

and if (3) more Syrian women and girl refugees and Jordanian women in vulnerable communities play a greater role and are better served by response, recovery and resilience efforts in Jordan, including women, peace and security policies;

then (4) women and girls in Jordan will be able to claim their human rights;

because (5) women, including refugee women, will be empowered by a supportive government and society, increased economic opportunities, and improved peace and security.

UN Women JCO SN addresses priorities in the four main impact areas as follows:

Impact 1: Women lead, participate in and benefit equally from governance systems	
Outcome 1.1	Gender statistics are available, accessible and analyzed to inform policy making, advocacy and accountability for delivering GE and WE or Strengthened institutional and financial environment, production, accessibility and use of gender statistics to ensure the effective monitoring of the GE commitments in national plans and in the 2030 agenda
Outputs	1.1.1 Capacity of government, civil society, women leaders, gender equality advocates and relevant stakeholders is strengthened to improve data collection for production and use of gender statistics, including SDG gender related indicators
Partners	Ministry of Planning and International Cooperation (MOPIC), Department of Statistics (DoS), Jordan's Economic and Social Council (ESC), The Jordanian National Commission For Women (JNCW)
FPI Link	Women Count FPI
SDGs	All gender related SDG indicators
Intervention Details	Implement the global Women Count programme to improve the enabling environment for gender statistics, support data production and support data use for evidence-based policymaking.
Impact Area 2: More vulnerable Jordanian women have access to income security, decent work and economic autonomy.	
Outcome 2.1	More policies promoting access to decent work and social protection for vulnerable Jordanian women are adopted and implemented.
Outputs	2.1.1 Evidence based policy dialogue is facilitated on impact of investments on barriers to women's employment and participation in economic growth. 2.1.2 Capacity of government to adopt legislation, policies and strategies on women’s access to income security and decent work strengthened. 2.1.3 Women's economic empowerment in the Arab States region is enhanced through gender-responsive policy frameworks
Partners	ILO; Ministry of Labour; Ministry of Transport, Ministry of Social Development; MOPIC, IMC, SSC, ESC, World Bank, IFC
FPI Link	Global FPI on Women and Decent Work through Regional Joint Programme with ILO.
Outcome 2.2	Women participate in labour market through innovative partnerships and platforms with private sector, civil society and government.
Outputs	2.2.1 Women's capacity and skills in terms of business development are strengthened to allow them to participate in the economy through innovative partnerships and platforms with private sector, civil society and government.

Partners	Private Sector; Jordanian foundations; ILO; Ministry of Labour; Ministry of Social Development (MOSD); Ministry of ICT; municipalities; development banks, Social Security Investment Fund (SSIF), World Bank, The European Bank for Reconstruction and Development (EBRD) and International Financial Cooperation (IFC)
SDGs	5.4;5.A;5.B;8.2 ;8.5
Intervention Details	UN Women will focus on building demand-driven employment skills for women; providing the government with integrated policy support and convening policy dialogues and social mobilization for women's labour force participation.
Impact area 3 on Ending Violence Against Women (EVAW) is a cross-cutting area of work	
Impact Area 4: More Syrian women and girl refugees and Jordanian women in vulnerable communities contribute and have greater influence in building sustainable peace and resilience.	
Outcome 4.1	Jordanian government and stakeholders implement commitments on women, peace and security.
Outputs	4.1.1 Jordanian government and stakeholders have capacity to implement JONAP 1325 4.1.2 Expand and deepen a data driven evidence base on the drivers of extremist violence and its impact on women and girls 4.1.3 Enhance capacities of national and local authorities to understand and effectively respond to the gendered dynamics underpinning violent extremism 4.1.4 Strengthen women and women's groups involvement in efforts to prevent and counter terrorism and violent extremism
Partners	JNCW, International Medical Corps (IMC), Ministry of Interior (Mol), Ministry of Education (MoE), The National Centre for Curriculum Development (NCCD), The Jordanian Armed Forces (JAF), Jordan Public Security Directorate (PSD), Office on PVE, The Ministry of Justice (MOJ), Judicial Council, AGO, Generations for Peace (GFP), Madrasati.
Outcome 4.2	More Syrian women refugees and vulnerable Jordanian women are better served by humanitarian action and resilience-building initiatives
Outputs	4.2.1 Women's access to resilience and empowerment initiatives, in context of protracted humanitarian crisis, is increased
Partners	JNCW, MOSD, governorates, UNHCR, WFP, UNICEF, UNFPA, MOL, MOPIC, Arab Renaissance for Democracy and Development (ARDD), Arab Women Organization of Jordan (AWO), The Jordanian Women's Union (JWU), Education For Employment (EFE), Supreme Judge Department (Shariaa Courts)
FPI Links	Women's leadership, Empowerment, Access & Protection (LEAP) in Crisis Response; Women's Engagement in Peace, Security and Recovery
SDG Links	5.5 ;5.1; 16.3 ; 16.7 .
Intervention Details	UN Women will support the government and civil society to continue implementing the JONAP on 1325, and will support the design and preparations for JONAP phase II. This includes interventions in the areas of prevention of violent extremism; gender responsive security sector reform, and access to justice for vulnerable groups and building civil society initiatives for peace and security. UN Women will continue its interventions in the area of humanitarian action and resilience building by scaling up its Oasis model in host communities. Through the model, UN Women will continue to provide three integrated lines of services to vulnerable Syrian and Jordanian women. These services include: i) economic empowerment through short- and long-term livelihood opportunities; ii) prevention of gender-based violence through protection, referrals, awareness raising and working with men and boys in the community on changing attitudes towards violence; and iii) leadership and participation by supporting civic engagement and education opportunities. UN Women will also continue to implement a pilot initiative on blockchain technology in partnership with WFP.
Impact 5: Frontier Issues	
Outcome	5.1. Marginalized women and young women have access to, participate in and achieve quality learning, entrepreneurship and employment outcomes through second chance education
Outputs	5.1.1 Relevant and appropriate content is developed and curated in each context. 5.1.2 Learning and career pathways are followed by women and young women accessing appropriate e-learning platforms. 5.1.3 Context-specific delivery mechanisms are established, including safe community-based centers or Women's Empowerment Hubs. 5.1.4 Potential employers in the private, public and NGO sector become more gender-aware and gender responsive and more women and young women are hired and retained. 5.1.5 Private and public sector offer bridging programmes which are taken up by women and young women graduates emerging from the Programme. 5.1.6 Graduate mentoring and coaching programme established. Women and young women become mentors to new learners to share experiences, advice, and support for second chance education. 5.1.7 Awareness and advocacy of the importance of women's and young women's right to education and entrepreneurship and vocational learning, and how this benefits their families and societies is increased.

	<p>5.1.8 Engagement with community stakeholders, households and individuals to support women’s and young women’s education and entrepreneurship and vocational learning is promoted.</p> <p>5.1.9 Women’s and young women’s education, entrepreneurship and vocational learning opportunities are supported and reinforced through social systems and networks.</p> <p>5.1.10 Evidence-based advocacy for women’s and young women’s second chance education conducted with national and local policy makers.</p> <p>5.1.11 Cross sectoral legislative and policy reform supported to promote marginalized women’s and young women’s access to second chance education.</p> <p>5.1.12 Financing frameworks are supported to translate policies and strategies into practice.</p> <p>5.1.13 Knowledge Development, Sharing & Communication.</p> <p>5.1.14 Direct Programme Management, Monitoring & Evaluation.</p>
Partners	MOSD, AWO
FPI Link	None
SDGs	4.3,4.4,4.5, 5.B, 8.2 .
Intervention Details	Second Chance Education initiative is implemented through UN Women’s Oasis model. In camp settings this focuses on education and using ICT for education for girls as well as young women and older women and in non-camp settings it focuses on technical and vocational training for women.
Impact Area 6: Jordanian government and other stakeholders implement global, regional and national normative and policy frameworks on gender equality and the empowerment of women and girls.	
Outcome 6.1.	Jordanian government and civil society assess progress on implementation of normative and policy frameworks on gender equality and the empowerment of women and girls.
Outputs	6.1.1 Capacity of government, civil society, women leaders and gender equality advocates is strengthened to assess progress on implementation of normative and policy frameworks on gender equality and the empowerment of women and girls.
Partners	MOPIC; JNCW, Parliament, IMC, HeForShe, SDG Fund, CSOs and CBOs
Outcome 6.2	Evidence and norms on gender equality and empowerment of women and girls are promoted by government and civil society.
Outputs	6.2.1 Multi stakeholder initiatives convened to promote gender equality and women’s empowerment. 6.2.2 National stakeholders generate relevant data and analysis on gender equality and empowerment of women and girls.
Partners	MOPIC; JNCW; Parliamentary Women’s Caucus; The Information and Research Center – King Hussein Foundation (IRCKHF), The Center for Strategic Studies (CSS), Promundo, women’s studies centres at academic institutions, UNDP, UNFPA, Ministry of Political and Parliamentary Affairs (MoPPA), IEC, Higher Council for Persons with Disabilities, Jordan Media Institute, National Human Rights Commission, World Bank
FPI Link	
SDGs	5.1; 5.3; 5.5
Intervention Details	Support to national stakeholders on building institutional capacity to implement gender equality policy commitments; support to women’s leadership and participation on policymaking; support to long term behavioral change and promotion of positive social norms through rollout of IMAGES study; provide technical expertise and capacity development to national stakeholders on a gender responsive approach to financing the SDGs

Source: AWP 2021 Cover note

In line with UN Women’s commitment to Results Based Management, a Development Results Framework (DRF) was developed with performance indicators. The Strategic Note includes an Organisational Effectiveness and Efficiency Framework (OEEF) with performance indicators on coordination and strategic partnership, organizational effectiveness, enhanced quality of programs (through knowledge, innovation, RBM and evaluation), communications and financial management. The evaluation is expected to use this to assess organizational performance.

The SN is designed to give greater focus to the areas and vulnerable groups of most need and where the most impact can be achieved, while also taking to scale key UN Women interventions over the past four years. These areas of work include the normative agenda and women, peace, security and humanitarian action. The SN integrates several Flagship Programme Initiatives (FPIs) (MEWGC, LEAP, Decent Work),

several joint UN programmes (with ILO, UNICEF, UNFPA, UNDP), strengthened coordination within the UN, and aims to promote financing for Jordan’s priorities for gender equality and the empowerment of women. Based on the national development priorities and the comparative advantage, UN Women implements a range of development interventions, providing a comprehensive response through the synergy of five key functions: technical assistance, advocacy, knowledge generation and management, coordination and programming.

Covid 19 response- UN Women JCO enhanced efforts to leverage key partnerships and resources to put the women’s agenda at the forefront of national recovery plans and policies through substantive leadership on gender in the development and implementation of the UN Socio-Economic Framework (SEF) for Covid-19 Response and Recovery to the updated Common Country Assessment. UNW also provided support to the Jordanian national commission for women for the development of the National Strategy for Women (NSW) addendum. The addendum summarizes the differential impacts of COVID-19 on women and girls of diverse backgrounds. It also proposes recommendations of how to address the gender and intersectionality-related impacts of the pandemic through NSW interventions to ensure effective socio-economic recovery for women and girls of diverse backgrounds. JCO’s blockchain-based cash-disbursement system in partnership with World Food Programme (WFP) proved to be resilient to the current situation, allowing for cash to continue to reach beneficiaries during the pandemic in a seamless and remote manner, making JCO one of the few humanitarian actors to continue sustaining cash assistance during the lockdown period.⁸

Financial and Human resources

JCO’s total budget requirement for 2018-2022 have been US \$61,132,533.

The financial portfolio, specifically the Non-Core resources, have almost doubled between 2018 to 2021 with 2022 showing some downward trajectory- see table below:

Table: 2018-2022 JCO Budget

Budget Distribution	Budget (\$)				
	2018	2019	2020	2021	2022
Non-Core	6,764,092	9,426,698	9,550,847	13,536,531	15,156,406
IB (Institutional Budget)	472,111	674,015	640,436	565,286	518,055
Core	464,922	464,922	348,503	348,503	348,503
XB (Extrabudgetary)	131,006	181,020	448,646	491,373	600,658
Total	7,832,131	10,746,654	10,988,432	14,941,693	\$16,623,622

(Source RMS as of 09 February 2022)

The key donors for the JCO are: Government of Italy (Italian Agency for Development Cooperation, AICS), Australia, Finland, France, UK, Canada, Norway, Spain, Iceland, Japan, Sweden (Swedish International Development Cooperation Agency (Sida)), EU Madad Trust Fund, Zonta Foundation,

⁸ UN Women-WFP Blockchain Pilot Project for Cash Transfers in Refugee Camps Jordan Case Study

The Country Office is based in Amman, and currently has a total 64 staff positions⁹: a Representative, a Deputy Representative, Coordination analyst (1), Executive Associate (1), Monitoring and evaluation analyst (1), Programme reporting support officer (1). In addition, it has a Programme unit (38), Operations unit (16) and a Partnership and advocacy unit (4 including one intern). The programme unit has 3 vacant positions¹⁰.

3.Evaluation Purpose

Evaluation in UN Women is guided by the normative agreements described below to be gender-responsive and utilizes the entity's strategic plan as a starting point for identifying the expected outcomes and impacts of its work and for measuring progress towards the achievement of results. The UN Women Evaluation Policy¹¹ is the main guiding document that sets forth the principles and organizational framework for evaluation planning, conduct and follow-up in UN Women. These principles are aligned with the United Nations Evaluation Group (UNEG) Norms for Evaluation in the UN System, Standards for Evaluation in the UN System¹² and Ethical Guidelines.¹³

Country Portfolio Evaluation (CPE)¹⁴ is a systematic assessment of the contributions made by UN Women to development results with respect to gender equality at the country level. The UN Women portfolio responds to three core mandates, which include normative, operational and coordination work. The CPE focuses on their individual and combined success in advancing gender equality in Jordan. It uses the Strategic Note as the main point of reference. It is a priority for UN Women that the CPE will be gender-responsive and will actively support the achievement of gender equality and women's empowerment.

This CPE is primarily a formative (forward-looking) evaluation to support the Country Office (CO) and national stakeholders' strategic learning and decision-making for the next Strategic Note. The evaluation is expected to have a secondary summative (backwards looking) perspective, to support enhanced accountability for development effectiveness and learning from experience.

The primary intended users of this evaluation are:

- UN Women Jordan CO, Regional Arab States Office, and UN Women HQ
- National government institutions
- Civil society representatives
- Donors and development partners
- UN Country Team and Gender Theme Group (GTG)
- Target groups, programme/project partners

Primary intended uses of this evaluation are:

⁹ As of 21 October 2021. This includes two positions that are requested on the organogram but yet to be established (P3 PSS and PT coordination)

¹⁰ The vacant ones are the P3/PMS, NOC and P3 RM.

¹¹ <https://www.unwomen.org/en/digital-library/publications/2012/10/evaluation-policy-of-the-united-nations-entity-for-gender-equality-and-the-empowerment-of-women>

¹² UNEG, "Norms for evaluation in the UN system", 2005, available online at: <http://www.unevaluation.org/document/detail/21>, and "Standards for evaluation in the UN system", 2005, available online at: <http://www.unevaluation.org/document/detail/22>.

¹³ UNEG, "Ethical guidelines", 2008, available online at: <http://www.unevaluation.org/document/detail/102>.

¹⁴ Guidance on Country Portfolio Evaluations in UN Women: <https://www.unwomen.org/en/digital-library/publications/2016/3/guidance-on-country-portfolio-evaluations-in-un-women>

- a. Learning and improved decision-making to support the development of the next Strategic Note for Jordan CO 2023-2027;
- b. Accountability for the development effectiveness of the CO Strategic Note 2018-2022 in terms of UN Women’s contribution to gender equality and women’s empowerment;
- c. Capacity development and mobilisation of national stakeholders to advance gender equality and the empowerment of women.

3. Evaluation objectives (evaluation criteria and key questions)

The specific evaluation objectives include:

1. Assess the **relevance** of UN Women contribution to the intervention at national levels and alignment with international agreements and conventions on gender equality and women’s empowerment.
2. Assess **effectiveness, organizational efficiency and coherence** in progressing towards the achievement of gender equality and women’s empowerment results as defined in the Strategic Note.
3. Enable the UN Women Country Office to improve its strategic positioning to better support the achievement of **sustained** gender equality and women’s empowerment.
4. Analyse how **human rights approach and gender equality principles** are integrated in the design and implementation of the Strategic Note.
5. Identify and validate **lessons learned**, good practices and examples of **innovation** that can be scaled up and replicated to support gender equality and human rights.
6. Provide insights into the extent to which the UN Women has realized **synergies** between its three mandates (normative, UN system coordination and operations).
7. Provide **actionable recommendations** with respect to the development of the next Strategic Note.

The evaluation proposes to apply OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, coherence and sustainability as well as the criteria of Human Rights and Gender Equality. The evaluation team will, however, try to limit the scope to maximum 4 key Evaluation criteria to provide an adequate in-depth analysis within the stipulated period of evaluation timeline. The JCO has recently completed a Mid-Term Review (MTR)

The evaluation will seek to answer the following proposed key evaluation questions. The evaluation team will select the final criteria and associated questions during the inception phase of the CPE.

Draft Criteria and Evaluation Questions:

Key Criteria	Sub Criteria	Evaluation Questions
Relevance (Are we doing the right things?)	Alignment	1. How robust and relevant is the Theory of Change of the JCO Strategic Note? 2. To what extent is the portfolio aligned with national policies, legal frameworks and international gender and human rights norms? 3. To what extent did the CO adapt to the emerging crises and issues and continued to be “fit for purpose”?

<p>Efficiency</p> <p>Is UN Women getting the most out of limited resources?</p> <p>Is it investing resources (time and money) in the most value-adding places to achieve results/impact?</p>	<p>Organizational Efficiency</p>	<ol style="list-style-type: none"> 1. To what extent does the management structure support efficiency for implementation? 2. Does the organization have access to the necessary skills, knowledge and capacities needed to deliver to portfolio? 3. Has a Results Based Management system been established and implemented? 4. Have the strategic partnerships been optimally developed and utilized to contribute towards the SN results and for gaining economies of scale?
<p>Effectiveness</p> <p>The extent to which UN Women has contributed to achieving planned outcomes and mitigating negative externalities</p>	<p>Achievements</p>	<ol style="list-style-type: none"> 1. Are interventions contributing to the expected outcomes? For who? What unexpected outcomes (positive and negative) have been achieved? What are the main enabling and hindering factors of observed outcomes? 2. How effective is the CO's innovation and scaling-up strategy and practice? What are some of the key successes as well as not so successful stories in scaling up innovative initiatives and associated learning?
	<p>UN Coordination</p>	<ol style="list-style-type: none"> 1. What contribution is UN Women making to UN coordination on GEEW? 2. To what extent has gender equality and women's empowerment been mainstreamed in UN joint programming such as UNDAF/UNSDCF?
	<p>Normative</p>	<ol style="list-style-type: none"> 1. What contribution is UN Women making to implement global norms and standards for gender equality and the empowerment of women at the country level? 2. To what extent have lessons learned been shared with or informed global/regional normative work?
	<p>Evidence, learning and knowledge management</p>	<ol style="list-style-type: none"> 1. How effective are evaluation, learning and knowledge management strategy and practices? 2. To what extent do the data, evidence and lessons systematically feed into learning and programmatic decision making and cross-learning? 3. What are some of the key lessons learned that can be shared with other UN Women Country Offices and/ Thematic work within UN Women and beyond?
<p>Coherence</p> <p>How coherent is the UN Women CO across all its partners?</p>		<ol style="list-style-type: none"> 1. Is the balance and coherence between programming- operational, coordination and policy-normative work optimal? 2. What is UN Women's comparative advantage in this area of work compared with other UN entities and key partners? 3. Are the interventions achieving synergies within the work of the UN Country Team?
<p>Human Rights and Gender Equality</p>		<ol style="list-style-type: none"> 1. To what extent do interventions are informed of gender, human rights and disability inclusion approaches and adhere to the principles and standards of Leaving no one behind to contribute towards gender transformative changes to advance and sustain Gender equality and Women's empowerment 2. To what extent UN Women interventions are targeting and benefitting the most vulnerable and excluded women and girls?

<p>Sustainability</p> <p>The extent to which positive outcomes can be maintained and advanced independently by local actors?</p>	<p>Capacity and systems development</p>	<p>1. To what extent was capacity and systems developed in order to ensure sustainability of efforts and benefits?</p>
	<p>Ownership</p>	<p>1. Is there national ownership and are there national champions for different parts of the portfolio? 2. What local accountability and oversight systems have been established?</p>

5.Evaluation Scope

The timing of this Country Portfolio Evaluation is intended to assess the effectiveness and lessons as the CO approach the end of the current Strategic Note.

The period covered by the evaluation will be 2018-2022 (till April 2022). The CPE will focus on all activities undertaken by the CO under the Strategic Note, including support to normative policy and UN coordination. Programme work will be considered in relation to the thematic areas established by the UN Women Strategic Plan 2018-2022. Given the current context, CPE will also include an analysis of UN Women’s efforts to respond or adapt to COVID-19 pandemic while also analyzing UN Women’s strategic positioning within the dynamic context.

Due to pandemic related challenges, the evaluation will be conducted remotely using remote data collection tools and techniques unless the situation changes drastically, allowing for in-person data collection.

The evaluation will not consider impact (as defined by UNEG¹⁵) as it is considered too premature to assess this. The evaluation team are expected to establish the boundaries for the evaluation, especially in terms of which stakeholders and relationships will be included or excluded from the evaluation. These will need to be discussed in the inception phase of the evaluation.

Joint programmes and initiatives are within the scope of this evaluation. Where joint initiatives are included in the analysis, the evaluation will consider both the specific contribution of UN Women, and the additional benefits and costs from working jointly.

The evaluation is expected to consider the main cultural, religious, social and economic differences when analysing the contributions of UN Women.

The evaluation team will undertake an evaluability assessment in the Inception phase. This will include the following:

1. An assessment of the relevance, appropriateness and coherence of the implicit or explicit theory of change, strengthening or reconstructing it where necessary through a stakeholder workshop;
2. An assessment of the quality of performance indicators in the DRF and OEEF, and the accessibility and adequacy of relevant documents and secondary data;
3. A review of the conduciveness of the context for the evaluation;
4. Ensuring familiarity with accountability and management structures for the evaluation.

¹⁵ UNEG Guidance on impact evaluation can be accessed at <http://www.uneval.org/document/detail/1433>

Furthermore, the evaluation is expected to be informed by the UN Women evaluations, JCO SN Mid-Term Review and UNSDCF Evaluation undertaken during the SN period, namely:

- a) Evaluation of UN Women Economic Opportunities work under LEAP/HA (2018)
- b) Evaluation of UN Women Economic Opportunities work under LEAP/HA, 2018 (Regional)
- c) Final Project evaluation for Eid bi Eid project phase I and II, 2019
- d) Women, Peace and Security (WPS) in the Arab States - Final Independent Evaluation, 2019
- e) Final Evaluation of the National Strategy for Women (NSW) and A Situational Analysis of Women's Rights and Gender Equality in Jordan (2013 – 2017), 2019
- f) Final evaluation of the joint programme "Hemayati: Promoting women and girls health and well-being" (UNFPA, UNICEF and UN-Women), 2019
- g) Strengthening the Resilience of Syrian Women and Girls and Host Communities programme: EU MADAD Programme (2021)
- h) Jordan UNSDCF Evaluation, August 2021
- i) MTR key points, December 2021

For evaluation and MTR key summary points see **Annex 1**.

In addition, the following evaluations are currently underway:

- a) End-term evaluation of Men and Women for Gender Equality (MWGE) Regional Programme (to be completed by March 2022)
- b) UNW-ILO joint programme on Promoting Productive Employment and Decent Work for Women in Egypt, Jordan and Palestine (to be completed in May 2022)

Emerging evidence from these evaluations will be used as a data input to the CPE where possible.

6. Evaluation design

UN Women evaluations are gender-responsive meaning that both the process and analysis apply the key principles of a human rights-based approach: they are inclusive, participatory, ensure fair power relations, and transparent; and they analyse the underlying structural barriers and sociocultural norms that impede the realization of women's rights. UN Women evaluations are also utilization-focused, which means that it will be tailored to the needs of the organization through a participatory approach from the inception through to the development of recommendations, which will facilitate production of a useful evaluation.

The evaluation will be based on gender and human rights principles and adhere to the United Nations Evaluation Group (UNEG) Norms and Standards and Ethical Code of Conduct and UN Women Evaluation Policy and guidelines.

The evaluation will be employing a non-experimental, theory-based¹⁶, approach. The performance of the country portfolio will be assessed according to the theory of change stated in the Strategic Note 2018-2022. A re-constructed Theory of Change will be used as the basis for contribution analysis.

¹⁶ A theory based-design assesses the performance of the Strategic Note based upon its stated assumptions about how change happens. These assumptions can be challenged, validated or expanded upon by the evaluation.

It will apply a feminist approach to evaluation to examine issues of power and to understand and evaluate whether and how the CO has contributed or led to changes in the root causes of gender inequalities and power structures. The evaluation will be applying relevant gender-analytical frameworks such as Social Relations Framework¹⁷ or Gender and Work framework¹⁸ to assess how gender discriminations and inequalities created, maintained, and reproduced in institutions (i.e., the household, community, market, and states) are being challenged and transformed through the programme. Gender Results Effectiveness Scale¹⁹ can be used to measure the effectiveness of the programme and rate it against the five-point ratings scale, moving from gender negative to gender transformative, measuring results that contributed to changes in norms, cultural values, power structures and the roots of gender inequalities and discrimination.

It will apply a mixed-method using qualitative as well quantitative methods and use triangulation to validate the various sources of information. The evaluation is expected to apply a purposive sampling approach to ensure a diverse range of perspectives is taken into account.

The main interventions undertaken by the Country Office have been mapped into a sample frame for evaluation. This will be updated in consultation with the Evaluation Management Group- Annex2.

In addition, up to two Case studies could be selected for an in-depth assessment of contributions to outcomes in the selected thematic area. Primary data collection will be mainly qualitative, but some quantitative data will be collected. This will be discussed and finalised during the inception phase of the evaluation.

The evaluation will employ the following analyses and methods of data collection:

- A. Key analyses undertaken primarily during the inception phase will inform the evaluation approach and help to contextualize findings, conclusions and recommendations:
 1. **Evaluability assessment:** to help determine the evaluation approach and gaps in data, the quality of the programme logic (linkages between the outcomes, outputs and indicators) as articulated in the strategic note development results framework and organisational effectiveness and efficiency framework, the availability of baseline data, and the availability of documents necessary for the evaluation will be assessed.
 2. **Contextual analysis:** this will include an analysis of the key external influencing factors identified above and how they may affect realization of women's rights in Jordan
 3. **Content analysis** on the extent to which gender transformative approach is applied:
 - Portfolio Analysis of UN Women SN & Project Documents: The evaluation will undertake a desk-based portfolio analysis that includes a synthesis of secondary results data for the Development Results Framework and the Organizational Effectiveness and Efficiency Framework of the Country Office. This will cover all activities undertaken by the Country Office.
 - UNDAF/UNSDCF analysis
 4. **UN Women financial analysis** will explore the budget, expenditure and trends in type of expenditures.
- B. Interviews with key informants identified through the stakeholder analysis (across all stakeholder groups);
- C. Surveys of UN Women personnel and UNCT partners.

¹⁷ [Social Relations Approach](#)

¹⁸ <https://genderatwork.org/analytical-framework/>

¹⁹ [Evaluation of UNDP's Contribution to Gender Equality and Women's Empowerment \(2008–2013\)](#)

D. Focus Group Discussions.

The method will include a wide range of data sources (including documents, field information, institutional information systems, financial records, beneficiaries, staff, funders, experts, government officials, community groups etc.).

3. Stakeholder participation

The inception report will detail how the evaluation will ensure participation of stakeholders at all stages, with a particular emphasis on rights holders and their representatives. A preliminary stakeholder mapping has been done- see Annex 3. This will be revised and validated during the inception stage of the evaluation.

Stakeholders should include:

1. Target groups;
2. Programme and project partners;
3. National government institutions;
4. Internal UN Women stakeholders;
5. Civil society representatives;
6. Private sector and trade unions representatives;
7. Political leaders and representatives;
8. Donors and development partners;
9. UN Country Team;
10. Others.

Participation and perspective of Rights holders who have directly participated in or are affected by UN Women programming efforts—in particular women and vulnerable and marginalized groups, will be taken on board, where possible to ensure the application of a gender-responsive approach. However, the cost/benefits to the participation of rights holders as evaluation participants will be assessed during the inception phase, particularly given the current COVID-19 pandemic. Efforts will be made a representative of the rights holders engaged by UN Women will be contacted for feedback and this may need to be done remotely.

An Evaluation Reference Group (ERG) will be established representing UN Women Jordan’s key government, civil society, donor and UN system partners. The ERG will be asked to engage and provide input at every stage of the evaluation process, from design to preliminary results and final draft report. The evaluators are expected to validate findings through engagement with stakeholders at stakeholder workshops, debriefings or other forms of engagement.

4. Management and quality assurance

At UN Women the evaluation phases are:

- Stage 1: Planning;

- Stage 2: Preparation: This includes the stakeholder analysis and establishment of the reference group, evaluation management group, development of the ToR, and recruitment of the evaluation team;
- Stage 3: Conduct: Inception workshop, data collection and analysis;
- Stage 4: Reporting: Presentation of preliminary findings, draft and final reports;
- Stage 5: Use and follow up: Management response, dissemination of the report, and follow up to the implementation of the management response.

All evaluation processes at UN Women establish mechanisms to ensure high quality evaluation processes and products as outlined in the UN Women Evaluation Policy and Handbook²⁰. The Evaluation Report will follow the standard outline as established in the UN Women Country Portfolio Evaluation Guidance²¹. The UN Women Evaluation Report Quality Assurance (GERAAS) criteria²² will be used to assure quality.

The evaluation will have the following structures:

1. **Evaluation team:** Evaluation team members will include a Team Leader, an evaluation expert to support the Team leader in designing and conducting the CPE; a national expert (evaluator and/or gender expert) to provide key contextual information and support data collection in country and an evaluation analyst responsible for key analytical tasks, systematization of information and contribution to analysis and report and presentation preparation. The Regional Evaluation Specialist (RES) of Regional Office for the Arab States (ROAS) from UN Women IEAS will serve as the Team Leader and will be responsible for managing coordination and day-to-day management of the CPE, as well as management of the evaluation team.
2. **Evaluation Reference Group (ERG):** responsible for providing substantive technical, administrative support and stakeholder perspective, the ERG will be requested to engage and provide input at every stage of the evaluation process, from design to preliminary results and final draft report. The ERG will also be key informants and play an important role in the dissemination of the evaluation findings and recommendations to ensure the use of the information by UN Women and key partners.

Two ERGs will be constituted- internal and external. The internal ERG will include the Country Representative, Deputy Country Representative, UN Women Regional Director/Deputy Director, UN Women programme leads & CO Evaluation focal person and operations lead. The Country Representative will be responsible for issuing a Management response to the final CPE recommendations within six weeks' time.

The external ERG on the other hand will include National government partners, Civil Society representatives, Development partners/donors and the UNCT representatives to provide the stakeholder perspective.

In addition, the following oversight and quality assurance arrangements will be in place for the CPE:

1. **Oversight:** The Director of the Independent Evaluation and Audit Service oversees all activities, while the Chief of Independent Evaluation Service is responsible for the evaluation related activities; both

²⁰ <https://www.unwomen.org/en/digital-library/publications/2015/4/un-women-evaluation-handbook-how-to-manage-gender-responsive-evaluation>

²¹ Guidance on Country Portfolio Evaluations in UN Women: <https://www.unwomen.org/en/digital-library/publications/2016/3/guidance-on-country-portfolio-evaluations-in-un-women>

²² (GERRAS Guidance as of July 2021 and EQA matrix)

will review the key products of the evaluation and the Director, IEAS will sign off on the final evaluation document;

2. Regional Evaluation Specialist of the Independent Evaluation and Audit Service will serve as the team leader, managing the coordination and day-to-day management of the evaluation as well as leading methodological approach, collection of data, analysis and report writing. As Team Leader, the RES is also responsible for overseeing the work of the evaluation team members, managing the contracts and assuring quality of the work;
3. Peer Review for methodological guidance and feedback: 1-2 IES staff will be engaged as peer reviewers of the CPE.

5. Proposed Evaluation timeframe and deliverables²³:

The evaluation team will be expected to complete the tasks within the indicative timeframe. These will be finalised during the inception phase:

Tasks/deliverables	Expected delivery date	Responsible
Preparation Phase		
ToR	Feb 2022	Evaluation team lead
Recruitment	Feb 2022	JCO HR and Evaluation team lead
Desk review of background documentation	Early March 2022	Evaluation team
A one-day virtual inception meeting/workshop between evaluators and CO	Mid- March 2022	Evaluation team and CO
Draft inception report	End- March 2022	Evaluation team. IEAS, Peer reviewer, EMG and ERG (feedback)
Final Inception report	Second week of April 2022 ²⁴	Evaluation team
Data collection phase		
Additional documents review (online) interviews, FGDs, surveys etc.	3 rd week April-May 2022	Evaluation team
Analysis and reporting phase		
Data analysis	June 2022	Evaluation team
Presentation of preliminary findings (2)	Mid-June 2022	Evaluation team IEAS, Peer reviewer, EMG and ERG (feedback)
0 draft report	First week of July 2022	Evaluation team IEAS, Peer reviewer, EMG and ERG (feedback)
Final report	End of July 2022	Evaluation team
Final dissemination of the evaluation, 2-page evaluation Brief with infographics, and evaluation communication products (PPT)	End of July 2022	Evaluation team
Management Response	6 weeks after signing off the final report	Country Representative

²³ The CPEs take nearly six months, beginning from the time when the evaluation team is in place.

²⁴ Possible delays due to Ramadan

6. Evaluation team composition and qualifications:

The RES will be the Team leader and the team members will include a senior evaluator to support the evaluation lead in designing and delivering the evaluation products; a national evaluator to support the data collection in country and provide key contextual information; a research assistant for supporting data collection, analysis, report and presentation preparation.²⁵

International Consultant

Total number of days: 45 days spread across March 2022 to July 2022

The International Consultant must possess the following qualifications:

Education:

- At least a master's degree in international development, gender/women studies, social sciences, public policy or related field

Experience:

- At least 10-years practical experience in conducting gender-responsive evaluations of development strategies, country portfolios, policies and programs;
- Experience of conducting country (or multi-country) portfolio evaluations specifically with proven experience in assessment of relevant thematic areas of UN Women Jordan Country Office programming (women's economic empowerment; gender, peace, security and humanitarian response; women's leadership, political participation and governance; ending violence against women).
- A strong record in designing and leading evaluations and proven experience in using Theory of change evaluation approach, and approaches to evaluate normative, policy and advocacy work;
- Extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods and results-based management principles;
- Proven knowledge of the role of UN Women and its programming, coordination and normative roles at the regional and country level;
- Previous experience of working with UN agencies and the UN system is highly desirable;
- Country or regional experience in the Arab States region will be considered a strong asset;
- Excellent analytical, facilitation, communications and writing skills;
- Proven ability to interact with a wide range of stakeholders; and
- Process management skills, including facilitation presentations and communication skills.

Language:

- Language proficiency in English
- Knowledge of Arabic would be an advantage.

Duties and responsibilities of the international evaluation consultant:

²⁵ Supported and funded by the IEAS

The Evaluator will be expected to support the Team Leader and carry out the following responsibilities:

- Provide technical and methodological support for scoping, designing and delivering appropriate evaluation design and methodology;
- Support evaluation preparatory phase including facilitation of the inception workshop and preparation of the inception report with appropriate evaluation methodology and design, data collection tools, stakeholder mapping etc.
- Support the preparation of all evaluation deliverables, including data collection, data analyses and synthesis of evaluation evidence and the evaluation report drafting;
- Support the validation meetings with various stakeholders at the country level; and
- Support the preparation of evaluation knowledge and communication products.

National Consultant

Total number of days: 25 days spread across March 2022 to July 2022

National consultant must possess the following qualifications:

Education:

- At least a Master's degree in sociology, international development, social sciences, gender studies or other related areas.

Experience:

- Minimum 10 years of professional experience of working on Gender equality and women's empowerment related issues;
- Minimum 7 years experience of conducting evaluations;
- Experience of gender analysis and human rights-based approaches;
- Technical knowledge in monitoring and evaluation, results-based management;
- Previous experience of working with UN agencies and UN system is an asset;
- Knowledge of the role of UN Women and its programming, coordination and normative roles is an asset;
- Data collection and analysis skills;
- Evaluation report writing skills; and
- Process management skills, including facilitation and communication skills with stakeholders.

Duties and responsibilities of the national consultants:

- Provide country contextual advice and support to the evaluation team leader for designing and delivering contextually relevant and sensitive Country Portfolio Evaluation
- Support inception phase through initial desk review, analysis of available reference material and in-depth stakeholder analysis based on agreed criteria;

- Liaise with the country stakeholders and assist in the country data collection by conducting interviews and focused group discussions as advised by the team leader;
- Attend and support the preparation of all meetings and presentations;
- Support the analysis of the evidence for the report and support the drafting of various sections of the country evaluation report.

Language:

- Fluent in English and Arabic, written and spoken

Both Consultants should have proven commitment to the core values of the United Nations, in particular respecting differences of culture, gender, religion, ethnicity, nationality, language, age, HIV status, disability, and sexual orientation, or other.

7. Ethical code of conduct

UN Women has developed a UN Women Evaluation Consultants Agreement Form for evaluators that must be signed as part of the contracting process, which is based on the UNEG Ethical Guidelines and Code of Conduct. These documents will be annexed to the contract. The UNEG guidelines note the importance of ethical conduct for the following reasons:

1. Responsible use of power: All those engaged in evaluation processes are responsible for upholding the proper conduct of the evaluation;
2. Ensuring credibility: With a fair, impartial and complete assessment, stakeholders are more likely to have faith in the results of an evaluation and to take note of the recommendations;
3. Responsible use of resources: Ethical conduct in evaluation increases the chances of acceptance by the parties to the evaluation and therefore the likelihood that the investment in the evaluation will result in improved outcomes.

The evaluators are expected to provide a detailed plan on how the following principles will be ensured throughout the evaluation (see UNEG Ethical Guidance for descriptions): 1) Respect for dignity and diversity; 2) Right to self-determination; 3) Fair representation; 4) Compliance with codes for vulnerable groups (e.g., ethics of research involving young children or vulnerable groups); 5) Redress; 6) Confidentiality; and 7) Avoidance of harm.

Specific safeguards must be put in place to protect the safety (both physical and psychological) of both respondents and those collecting the data. These should include:

1. A plan is in place to protect the rights of the respondent, including privacy and confidentiality;
2. The interviewer or data collector is trained in collecting sensitive information, and if the topic of the evaluation is focused on violence against women, they should have previous experience in this area;
3. Data collection tools are designed in a way that are culturally appropriate and do not create distress for respondents;
4. The interviewer or data collector is able to provide information on how individuals in situations of risk can seek support.

KEY REFERENCES

UN Women Evaluation References

- [Evaluation Policy of the United Nations Entity for Gender Equality and the Empowerment of Women](#) (UNW/2020/5/Rev.1)
- [UN Women GERAAS evaluation quality assessment checklist](#)
- [UN Women Evaluation Consultant Agreement Form](#)
- [UN Women Guidance on Country Portfolio Evaluation](#)
- [UN Women Core Values and Competencies](#)
- UN Women Evaluation Handbook. At UN Women Independent Evaluation Office website: <http://genderevaluation.unwomen.org/en/evaluation---handbook>

UNEG References

- [UNEG Norms and Standards for evaluation](#)
- [UNEG Ethical Guidelines and Code of Conduct](#)
- [UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation](#)

Other references

- JCO SN 2018-2022
- JCO Annual Work Plans, Annual Report (narrative and financial)
- Prodocs (11) related to WEE, WPS, Humanitarian and Development nexus, ERAW, and Normative work
- Jordan UNPDF 2018-22
- Evaluation of Jordan UNPDF 2018-22
- JCO SN MTR, December 2021