

## Terms of Reference

### Country Portfolio Evaluation of UN Women Timor-Leste Country Office

#### I. Evaluation Purpose and Use

The Independent Evaluation Service (IES) conducts Country Portfolio Evaluations to provide an independent and systematic assessment of the contributions made by UN Women to development results with respect to gender equality at the country level to feed into learning on what strategies work well and what needs strengthening.

The primary purpose of the CPE of Timor-Leste Country Office (CO) is to assess the contributions of UN Women in advancing gender equality and women’s empowerment in Timor-Leste over the course of its ongoing Strategic Note 2021-2025, to support enhanced accountability for development effectiveness and learning from experience and support decision-making for the office strategy moving forward, namely the new Strategic Note 2026-2030.

The primary intended users of this evaluation are UN Women Timor-Leste Country Office and their key stakeholders including the government, civil society organizations, development partners and other UN agencies as well as UN Women Regional Office for Asia and the Pacific (ROAP), Headquarters, including the Senior Management Team and IES. UN Country Team (UNCT) Timor-Leste may also use the findings of this evaluation as key inputs to its new United Nations Sustainable Development Cooperation Framework (UNSDCF). The primary intended uses of this evaluation are:

- Support decision-making regarding the development of the next Strategic Note.
- Accountability for the development effectiveness of the existing Strategic Note in terms of UN Women’s contribution to gender equality and women’s empowerment as well as organizational effectiveness, learning, and knowledge management and UN Women’s contribution towards the implementation of the UNSDCF.
- Learning on effective, promising and innovative strategies and practices.
- Capacity development and mobilization of national stakeholders to advance gender equality and the empowerment of women.

Primary & Secondary Intended Users	Primary Intended Use			
	Learning Knowledge Generation &	Strategic Decision-Making	Accountability	Capacity Development & Mobilisation
UN Women CO & ROAP Personnel	X	X	X	X
UN Women HQ Senior Management	X	X		
UN Women IEAS	X			
UN Coordination Partners	X		X	
Primary Target groups (individuals, communities, programme/project partners)	X		X	X
National and local governments	X		X	X
Civil Society Representatives	X		X	X
Donors & Multilateral Partners	X	X	X	

## II. Evaluation Objectives and Scope

The evaluation will apply the Organization for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) evaluation criteria (relevance, coherence, effectiveness, efficiency, and sustainability) and a Human Rights and Gender Equality criterion. The evaluation has the following objectives:

1. Assess effectiveness and organizational efficiency in progressing towards the achievement of gender equality and the empowerment of women results.
2. Assess the relevance and coherence of UN Women programme, vis-a-vis the UN system, the added value of UN Women, and identify contributions to Timor-Leste UNSDCF 2021 – 2025 outcomes.
3. Analyze how a human rights approach and gender equality principles are integrated in the design and implementation of UN Women’s work in Timor-Leste and contribute to transformative change and sustainability of efforts.
4. Provide lessons learned and actionable recommendations to support UN Women strategic positioning moving forward.

This CPE will answer the key questions below. During the inception phase after consultation with the Management and Reference groups the evaluation team will revise the questions to ensure they reflect the priorities of key stakeholders and elaborate the sub-questions in the evaluation matrix:

1. To what extent have UN Women’s contributions across its integrated mandate advanced gender equality and the empowerment of women in Timor-Leste, including through the UN system and the Timor-Leste UNSDCF 2021 – 2025 outcomes? [effectiveness]
2. Is UN Women’s focus and strategy for implementation the most relevant and coherent for advancing gender equality and women’s empowerment in Timor-Leste considering its added value vis-à-vis other development actors, and its response to crises, such as the COVID-19 pandemic? [relevance and internal coherence]
3. To what extent is UN Women leveraging its coordination mandate to strategically position itself and contribute to a more gender responsive approach by the UNCT and by other development actors to catalyze transformative change for women and girls and achieve gender equality in Timor-Leste? [external coherence]
4. Has the portfolio been designed and implemented according to human rights, LNOB, including disability perspective, social and environmental safeguards and development effectiveness principles (ensuring national ownership and sustainability of programming efforts)? [human rights and gender equality, and sustainability]
5. Does UN Women Timor-Leste have appropriate governance, capacity and capability to ensure good use of resources (personnel, funding, and assets) to deliver results? [organisational efficiency]

### CPE scope

The CPE will focus on the current Strategic Note (SN) cycle (2021-2025) with the understanding that the current SN cycle will not be complete, the CPE will analyze work completed through Q1 2024 and ensure a formative analysis of the CO strategy, moving forward including the remaining time of the SN. The timing is aimed at feeding into the UNSDCF evaluation, which should be scheduled to commence in 2024.

The geographic scope will include all locations where UN Women Timor-Leste is operating. The entire programme of work and UN Women’s integrated mandate will be assessed, including its contributions in the operational, coordination and normative spheres. Given the COVID-19 pandemic and ensuing economic downturn in Timor-Leste, the CPE will include an analysis of efforts of UN Women to respond or adapt to the crisis while at the same time analyze UN Women’s strategic positioning within this dynamic context. Furthermore, the evaluation is expected to be informed by the regional and decentralized evaluations undertaken such as (a) An Evaluation of UN Women’s

Contribution to the Implementation of Timor-Leste National Action Plan on UNSCR 1325 on Women, Peace and Security (2016-2020).<sup>1</sup>

### Limitations

The key limitations may relate to selection bias if the evaluation team is not able to reach key stakeholders engaged or benefitting from UN Women's work. The evaluation team will conduct a thorough stakeholder mapping, plan well in advance and split the evaluation team into two teams so that we can maximize coverage and reach rights holders to ensure their voice is heard. Online interviews will also allow for flexibility of timing. The data will be triangulated to ensure the robustness of findings.

### III. Context for gender equality and the empowerment of women in Timor-Leste

Regaining independence in the year 2002, Timor-Leste is a young sovereign state. Timor-Leste – the youngest democracy in Asia and the Pacific – has made significant progress in the last 20 years since its independence in 2002. The 9th constitutional government that assumed office in June 2023 has established a 120-day plan, and a five-year plan to accelerate development in the country. Within these plans, women and girls are considered a key pillar, both as duty bearers and as rights holders.<sup>2</sup>

Despite great strides, the economy predominantly relies on revenues from oil and gas, rendering it undiversified and vulnerable, leaving the country at the risk of a fiscal cliff. The country has a land area of 15,000 square km and its 1.3 million (male: 51%, female: 49%)<sup>3</sup> population is predominantly catholic. The role of the church is critical to the development of the country, and gender roles remain heavily influenced by religious bodies. In addition, the nation also houses one of the world's youngest populations with a median age of 20.9 years.<sup>4</sup> The World Bank estimates that around 35% of the population is below the age of 14, indicating the potential of demographic dividends.<sup>5</sup>

Although the country is in post-conflict recovery, it has taken several important initiatives to build a consolidated democracy. However, the role of women in decision making was severely limited under the traditional Timorese social systems.<sup>6</sup> The country has a fertility rate of 3.1 births per woman in 2021, decreasing from 6 births per woman in 2002.<sup>7</sup> 7% of adolescent women aged 15 – 19 begins childbearing, and the rate is twice higher in rural areas compared to urban areas.<sup>8</sup> Adolescent fertility rate has reduced from 38.4 births per thousand women to 33.9 births

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<sup>1</sup> All UN Women evaluations can be found on GATE (<https://gate.unwomen.org/EvaluationUnit/FullDetails?EvaluationUnitId=132>)

<sup>2</sup> Available from Timor Leste section of the European Commission Website ([Timor-Leste - European Commission \(europa.eu\)](https://ec.europa.eu/europeaid/countries/timor-leste))

<sup>3</sup> World Bank (2021). *Population Total – Timor-Leste*. Accessed from: <https://data.worldbank.org/indicator/SP.POP.TOTL?locations=ID>

<sup>4</sup> [United Nations Data portal population division, 2022, Available on By Location | Pivot Table | Data Portal \(un.org\)](https://data.un.org/Data.aspx?ds=WorldPop&qs=Timor-Leste) (Accessed on 19<sup>th</sup> December 2023)

<sup>5</sup> World Bank. World Population prospects. 2023. <https://data.worldbank.org/indicator/SP.POP.0014.TO.ZS?locations=TL>. 60% of the population is between the ages 15 – 64, which can be leveraged for economic contributions to society.

<sup>6</sup> ADB. "Country Strategy and Program Update. 2003 – 2004, Democratic Republic of Timor Leste". Available on [https://www.adb.org/sites/default/files/institutional-document/32391/csp-tim-2003\\_0.pdf](https://www.adb.org/sites/default/files/institutional-document/32391/csp-tim-2003_0.pdf). (Accessed on 19<sup>th</sup> December 2023)

<sup>7</sup> World Bank 2023. " [Fertility rate, total \(births per woman\) - Timor-Leste](https://data.worldbank.org/indicator/SP.POP.FERTS?locations=TL)", Available on [Fertility rate, total \(births per woman\) - Timor-Leste | Data \(worldbank.org\)](https://data.worldbank.org/indicator/SP.POP.FERTS?locations=TL), (Accessed on 19<sup>th</sup> December 2023).

<sup>8</sup> Government of Timor-Leste, Demographic and Health (DHS) Survey, 2016. Available on <https://www.dhsprogram.com/pubs/pdf/SR244/SR244.pdf>

per thousand women from 2015 to 2021 respectively.<sup>9</sup> Most of the population (68%) live in rural areas across the country's 13 districts, 67 subdistricts and 498 Villages.<sup>10,11</sup>

Timor-Leste's Human Development Index has slightly decreased from 0.622 (2014) to 0.607 (2021).<sup>12</sup> This positions Timor-Leste in the medium human development category, at 140<sup>th</sup> out of 191 countries.<sup>13</sup> The Human Development Index (HDI) for women and men in 2021 was 0.580 and 0.633 respectively, highlighting the gender disparity.<sup>14</sup>

Since 2015, Timor-Leste has expanded its policy commitments for gender equality and social inclusion and collaboration between government and civil society. Achievements related to advancement of gender equality include the establishment of the national gender equality machinery, adoption of quotas for women representation in the political parties' lists of candidates, legislation against certain forms of gender-based violence, and gender parity in education enrolment. Leadership in Timor-Leste is still defined by war. The political landscape in Timor features figures who have emerged as champions of the freedom struggle, each possessing substantial electoral support. However, this dynamic inadvertently marginalizes women from assuming leadership roles. Although 36.9% of the seats in the National Parliament are held by women, making it the highest in the Asia Pacific region, women are still underrepresented in leadership and decision-making roles nationwide.<sup>15</sup> The high percentage of women in the National Parliament was achieved due to an electoral quota for women which was enacted in 2006. The first female Speaker of Parliament, Maria Fernanda Lay, was elected only in 2023.<sup>16</sup> While there is representation of women in the highest body, it has not trickled down to local bodies. Only 1 out of 13 Presidents of the local authorities in 13 municipalities and special administrative region, is a woman.<sup>17</sup> The labour force participation rate was 30.5 per cent overall, with a sharp disparity between women (24.2 per cent) and men (36.9 per cent).<sup>18</sup>

Timor Leste's 2019 Voluntary National Review (VNR) reported that the country is not on track to meet the 2030 targets as noted also in the UN Common Country Assessment. It identified the need for greater action around key GEWE areas, including: (i) widespread violence against women and girls (VAWG); (ii) the low labour force participation, decent employment, skills and opportunities for women and youth, (iii) women's low representation in leadership and access to justice and (iv) the limited data and capacities of institutions to monitor and report on SDG progress. The 2016 DHS found that 33% of women aged 15-49 years were subject to physical violence and the most common perpetrator (87% among married women) was usually their husband or partner.<sup>19</sup> Around 29% of women aged 15-49 experienced physical violence 12 months preceding the survey.<sup>20</sup> The Nabilan Study (2015) found

<sup>9</sup>World Bank. Gender Data Portal. 2023. Available on <https://genderdata.worldbank.org/countries/Timor-Leste> (Accessed on 19<sup>th</sup> December 2023)

<sup>10</sup> World Bank. World Urbanization Prospects: 2018 Revision. 2018. Available on [Rural population \(% of total population\) - Timor-Leste | Data \(worldbank.org\)](https://data.worldbank.org/SD/SH.UH.CD?locations=TL) (Accessed on 19<sup>th</sup> December 2023)

<sup>11</sup> Accessed from the Administrative Division section of the Government of Timor-este Website. Available on [Administrative Division « Government of Timor-Leste](https://www.government.tl/en/administrative-division)

<sup>12</sup> UNDP, HDI, 2020, Available on [Human Development Index | Human Development Reports \(undp.org\)](https://data.undp.org/hdi/) (Accessed on 19<sup>th</sup> December 2023)

<sup>13</sup> UNDP, "Human Development Insights", 2020, Available on [Country Insights | Human Development Reports \(undp.org\)](https://data.undp.org/hdi/)

<sup>14</sup> UNDP, "Gender Development Index", 2021, Available at <https://hdr.undp.org/gender-development-index#/indicies/GDI> (Accessed on 19<sup>th</sup> December 2023).

<sup>15</sup> IPU Parline. Available at <https://data.ipu.org/women-ranking?month=9&year=2023> (Accessed on 19<sup>th</sup> December 2023).

<sup>16</sup> IPU (n.d.) Timor-Leste. House of Representatives. Available on [https://data.ipu.org/node/78/data-on-women?chamber\\_id=13420](https://data.ipu.org/node/78/data-on-women?chamber_id=13420)

<sup>17</sup> UNDP, "UN Women and UNDP Joint Effort for Women's Leadership and Participation in the Elections 2021-2025", 2022, Available on <https://www.undp.org/timor-este/press-releases/un-women-and-undp-joint-effort-womens-leadership-and-participation-elections-2021-2025> (Accessed on 19<sup>th</sup> December 2023).

<sup>18</sup> ILO, "Timor-Leste Labour Force Survey, 2021, Available on [https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-jakarta/documents/publication/wcms\\_863063.pdf](https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-jakarta/documents/publication/wcms_863063.pdf) (Accessed on 19<sup>th</sup> December 2023).

<sup>19</sup> Government of Timor-Leste, Demographic and Health (DHS) Survey, 2016. Available on <https://www.dhsprogram.com/pubs/pdf/SR244/SR244.pdf>

<sup>20</sup> Government of Timor-Leste, Demographic and Health (DHS) Survey, 2016. Available on <https://www.dhsprogram.com/pubs/pdf/SR244/SR244.pdf>

that 80% of the women and 79% of men in Timor-Leste believed that a husband is justified in hitting the wife under some circumstances.<sup>21</sup> Domestic violence was outlawed in Timor-Leste only in the year 2010 with the passing of the Law Against Domestic Violence (LADV).<sup>22</sup>

The 2023 CEDAW Concluding Observations<sup>23</sup>, 2019 SDG Voluntary National Review (VNR), UN Common Country Analysis (CCA) and Beijing+25 Report all note positive policy measures, such as the second National Action Plan on GBV (2017-2021), but recognize the need for greater attention to preventing VAWG before it begins and holistic responses. Underlying this violence are harmful norms related to beliefs around masculinity and use of power over others by those with authority in families, institutions, and in social settings. Despite legal and policy progress and a second-generation National Action Plan on Gender Based Violence (NAP GBV) with a dedicated pillar on prevention, social norms, attitudes and behaviors are seen to result in Gender Based Violence. Factors such as disability, gender inequitable attitudes, childhood exposure to violence and men's use of transactional sex, are some of the risks for victimization. Intimate partner violence is exacerbated by women's economic dependence, stereotypical gender roles, restrictive gender norms on marriage, cultural and social beliefs. Women's access to education, economic security and social empowerment can serve as protective factors.<sup>24</sup>

There is limited data on violence against the LGBTIQ+ community and persons with disabilities (a little over 38,000 individuals have a disability in Timor-Leste, which is around 2% of the population<sup>25,26</sup>). The Rede Feto ASEAN SOGIE (2017) report finds that 87% of the respondents from LGBT community experienced violence at some point in their lives, 72% more than once, and more than 1 in 10 experience it daily.<sup>27</sup> Currently, Timor-Leste does not have dedicated laws for the protection of individuals based on their gender identity or sexual orientation. There is also no provision for legal recognition of gender identity. The increased risks of violence for women and girls belonging to minority groups is an area for attention.

Timor-Leste is a highly disaster-prone nation and suffers from cyclones, earthquakes, wildfires and landslides as well as extreme weather events. Timor-Leste has an INFORM Risk Index of 4.2 and ranks 71 among all countries. It ranks 42 in terms of lack of coping capacity and 103 in terms of Hazard and exposure.<sup>28</sup> Climate change and related rising sea levels threaten coastal communities, and the La Niña (which dissipated in March 2023<sup>29</sup>), has exacerbated the

<sup>21</sup> The Asia Foundation, "Understanding Violence against Women and Children in Timor-Leste: Findings from Nabilan Baseline Study", 2016, Available on [https://asiafoundation.org/wp-content/uploads/2017/06/nabilan-main-report-screen-2017\\_06\\_08.pdf](https://asiafoundation.org/wp-content/uploads/2017/06/nabilan-main-report-screen-2017_06_08.pdf)

<sup>22</sup> SEM, "NAP GBV 2017 – 2020", 2017, Available on <https://asiapacific.unwomen.org/sites/default/files/Field%20Office%20ESEA/Docs/Publications/2017/10/170509-PAN-Eng-s.pdf> (Accessed on 19 December 2023).

<sup>23</sup> United Nations, "Concluding observations on the 4th periodic report of Timor-Leste : Committee on the Elimination of Discrimination against Women", CEDAW/C/TLS/CO/4, 2023, Available on <https://digitallibrary.un.org/record/4013813>

<sup>24</sup> U.S Department of State, "United States Strategy to Prevent and Respond to Gender-Based Violence Globally 2022", Available at <https://www.state.gov/reports/united-states-strategy-to-prevent-and-respond-to-gender-based-violence-globally-2022/> (Accessed on 19 December 2023)

<sup>25</sup> UNICEF, "Improving access to information for children and people with disabilities in Timor-Leste," 2021, Available on <https://www.unicef.org/timorleste/stories/improving-access-information-children-and-people-disabilities-Timor-Leste#:~:text=According%20to%20the%20most%20recent,2%20per%20cent%20of%20females>. (Accessed on 19 December 2023)

<sup>26</sup> UNDP, "Leaving no one behind: Data reaffirms the challenges for Timor-Leste's most vulnerable during COVID-19", 2021. Available on <https://www.undp.org/Timor-Leste/blog/leaving-no-one-behind-data-reaffirms-challenges-Timor-Leste%E2%80%99s-most-vulnerable-during-covid-19> (Accessed on 19 December 2023)

<sup>27</sup> Rede Feto and ASEAN SOGIE Caucus, "A Research Report on the Lives of Lesbian and Bisexual Women and Transgender Men in Timor-Leste", 2017, Available on <https://aseansogiecawcaucus.org/images/resources/publications/ASC%20-%20Rede%20Feto%20-%20LBT%20Womens%20Lives%20in%20Timor%20Leste.pdf>

<sup>28</sup> European Union, "DRMKC INFORM Index Country Profile: Timor-Leste", Available on <https://drmkc.irc.ec.europa.eu/Inform-Index/Portals/0/InfoRM/CountryProfiles/TLS.pdf>

<sup>29</sup> NOAA, "March 2023 ENSO update: no more La Niña!", 2023. Available on <https://www.climate.gov/news-features/blogs/enso/march-2023-enso-update-no-more-la-nina#:~:text=La%20Ni%C3%B1a%E2%80%94the%20cool%20phase,%E2%80%9CFinal%20La%20Ni%C3%B1a%20Advisory%E2%80%9D>. (Accessed on 19<sup>th</sup> December 2023)

low levels of agricultural production and livelihoods for many rural communities, many of whom live in poverty. Frequent climate crisis coupled with existing vulnerabilities among women and other gender minorities increase the risk for GBV and human trafficking. In 2021, when the cyclone Seroja hit the nation bringing damage through floods, around 49% of the total affected population were women.<sup>30</sup> Further, the COVID-19 pandemic has highlighted the marginalization of gender issues to dedicated discussion spaces, with limited attempts at mainstreaming the issues and the urgency of attention to women's representation in decision-making.<sup>31</sup>

### **UN Women in Timor-Leste**

The predecessor organization to UN Women, UNIFEM, had been present in Timor-Leste since 2001. Currently, the main challenges for women in Timor-Leste identified by the Country Office are deep poverty, frequent cases of domestic violence and lack of recognition of women's contribution to the political, economic and social spheres. UN Women's work in Timor-Leste is focused on the thematic area of 'Ending Violence Against Women and Girls (EVAWG)', followed by 'Women Economic Empowerment' and 'Women, Peace and Security'.

At the country level, the Strategic Note (SN) is the main planning tool for UN Women's support to normative, coordination and operational work in Timor-Leste. The SN aims for women and girls in Timor-Leste, including the most marginalized, to fully enjoy their rights and realize their potential in a fair, prosperous, and gender equal society. The SN also aims to contribute to accelerating the implementation of key normative frameworks including the Beijing Platform for Action (BPFA) and is fully aligned with UNSDCF 2021-2025.

The UNSDCF has six outcomes and 19 sub-outcomes (higher-level outputs). The CO directly contributes programmatically to two outcomes on economic development and governance and aligned with the outcome on natural resource management and resilience to climate change. Specifically, this supports the following results: "By 2025, institutions and people throughout Timor-Leste in all their diversity, especially women and youth, benefit from sustainable economic opportunities and decent work to reduce poverty"; and "By 2025, the most excluded people of Timor-Leste are empowered to claim their rights, including freedom from violence, through accessible, accountable and gender responsive governance systems, institutions and services at national and subnational levels".

Leveraging its coordination and normative mandate, the CO sought to support gender mainstreaming across all six UNSDCF outcome areas, and UNSDCF efforts to advance SDGs, with particular emphasis on SDG's 1, 4, 5, 8, and 16. The Outcomes cover the Timor-Leste CO's four thematic areas, which contribute to UN Women's Strategic Plan (2018-2021): WEE – aligned to UNSDCF Outcome 2, and EVAWG, WPS and Global Norms and Standards aligned to UNSDCF Outcome 5. These areas align to the Economic Recovery, Protection and Social Protection pillars under the Timor-Leste COVID-19 UN Socio-Economic Response Plan (May 2020).

The SN Theory of Change (ToC) is:

***IF: (1) The government and non-governmental stakeholders more effectively assess and report on Timor-Leste's progress on the 2030 Agenda and other global GEWE-related normative and policy frameworks;***

***IF: (2) People throughout Timor-Leste, in all their diversity, especially women and youth, benefit from sustainable economic opportunities and decent work; and***

<sup>30</sup> IOM, "TIMORESE WOMEN AS ACTIVE CHANGE-MAKERS IN DISASTER RISK REDUCTION AND CLIMATE CHANGE ADAPTATION", 2023, Available on <https://roasiapacific.iom.int/stories/timorese-women-active-change-makers-disaster-risk-reduction-and-climate-change-adaptation>

<sup>31</sup> UN Women, "In Brief: Women's Needs and Gender Equality in Timor-Leste's COVID-19 Response", 2020, (See

<https://asiapacific.unwomen.org/en/digital-library/publications/2020/05/in-brief-womens-needs-and-gender-equality-in-timor-lestes-covid-19-response>)



*IF: (3) People in Timor-Leste, especially the most excluded, are empowered to claim their rights, including freedom from violence, through accessible, accountable and gender-responsive governance systems institutions and services at national and subnational levels;*

**THEN: Women and girls in Timor-Leste will have greater opportunities to enjoy their rights and contribute to sustainable development in an environment with strengthened government accountability and governance systems that value gender equality and invest in inclusion of all people in society.**

The CO Strategic Note supports and contributes towards the following Global UN Women Strategic Plan 2022-2025 Impact and Systemic outcomes:<sup>32</sup>

Long-term results (impact)	Systemic outcomes
<p><b>1. SP Outcome 3: Women have income security, decent work and economic autonomy</b></p>	<p>1. By 2025, institutions and people throughout Timor-Leste in all their diversity, especially women and youth, benefit from sustainable economic opportunities and decent work to reduce poverty.</p> <p><b>Desired systemic outcome:</b> Public and private financing advance gender equality through gender-responsive financing policies, strategies and instruments.</p> <p><b>Desired systemic outcome:</b> More women and girls have equitable access to high-quality public goods, services, and resources that are responsive to their needs.</p>
<p><b>2. SP Outcome 5: Women and girls contribute and have greater influence in building sustainable peace and resilience, and benefit equally from the prevention of natural disasters and conflicts and from humanitarian action.</b></p>	<p>2. WPS (UNSDCF Outcome 5) By 2025, the most excluded people of Timor-Leste are empowered to claim their rights, including freedom from violence, through accessible, accountable and gender responsive governance systems, institutions and services at national and subnational levels</p> <p><b>Desired systemic outcome:</b> More women and girls exercise their voice, agency and leadership, including through an enabling environment that supports women’s- and youth organizations.</p> <p><b>Desired systemic outcome:</b> Gender statistics, sex-disaggregated data, and knowledge are produced, analysed and used to inform policymaking, advocacy and accountability for delivering gender equality and women’s empowerment results.</p>
<p><b>3. SP Outcome 1: A comprehensive and dynamic set of global norms, policies and standards on gender equality and the empowerment of all women and girls is strengthened and implemented</b></p>	<p>3. Government and non-governmental stakeholders’ capacities strengthened to assess and report on progress on the 2030 Agenda and other global normative and policy frameworks for GEWE and government accountability is strengthened (Contributes to UNSDCF Outcome 5)</p> <p><b>Desired systemic outcome:</b> A comprehensive and dynamic set of global norms and standards on gender equality and the empowerment of all women and girls is strengthened and translated into gender-responsive laws, policies, and institutions.</p> <p><b>Desired systemic outcome:</b> The UN System coherently and systematically contributes to progress on gender equality and the empowerment of women and girls.</p>
<p><b>4. SP Outcome 4: All women and girls live a life free from all forms of violence</b></p>	<p>4. By 2025, the most excluded people of Timor-Leste are empowered to claim their rights, including freedom from violence, through accessible, accountable and gender responsive governance systems, institutions and services at national and subnational levels (UNSDCF OUTCOME 5)</p> <p><b>Desired systemic outcome:</b> More men and boys, and women and girls, adopt attitudes, norms and practices that advance gender equality and women’s empowerment, including those that promote positive social norms.</p>

<sup>32</sup> UN-Women Strategic Plan 2022–2025, <https://undocs.org/UNW/2021/6>

The total budget for 2021-2025 is US \$ 14,807,241. The Country Office is based in Dili, Timor-Leste, with 26 personnel (as of December 2023).

Table 1: Timor-Leste Country Office Financial Resources 2021-2024 (Source RMS; extracted in November, 2023)

	2021	2022	2023	2024
<b>Core</b>	US \$420,000	US \$665,412	US \$787,106	US \$1,053,200
<b>IB</b>	US \$381,341	US \$377,339	US \$366,858	US \$ 375,540
<b>XB</b>	US \$13,485	US \$35,000.00	US \$35,000	US \$ 40,000
<b>Non-Core (available)</b>	US \$3,482,033	US \$2,205,454	US \$2,351,413	US \$1,342,060
<b>Non-core (to be mobilized)</b>	US \$ 0	US \$158,000	US \$6,000	US \$712,000
<b>Total Resource Requirements</b>	<b>US \$ 4,296,859</b>	<b>US \$ 3,441,205</b>	<b>US \$ 3,546,377</b>	<b>US \$ 3,522,800</b>

#### Major changes during the last SN period

One of the major challenges faced during the last SN period was the COVID-19 pandemic. In the year 2020, an estimated 6.8% drop in the Gross Domestic Product was recorded, along with a loss of small and medium enterprises (SMEs), increased unpaid care work for women, and reduced social safety nets for households living in poverty, among other socio-economic impacts as identified by the joint UN Socio-economic Impact Assessment. The work of the CO was adjusted accordingly in line with national socio-economic recovery plans. For example, the UN Women in Timor participated in the joint implementation of the MPTF fund on COVID-19 recovery.

Below are the additional changes that were made to the existing SN:

- 1) In 2022 one SN Output was added under Impact 4, Outcome 4.1 in the DRF – “Women and local women organizations play a greater role in and benefit equally from gender responsive humanitarian response and recovery efforts, to enhance participation of women and local women's organizations in humanitarian response and disaster preparedness”. This was done based on the learning from the AWP 2021 to invest intentionally and concretely in new programming on DRR, in responding to the most urgent and important needs in the country context.
- 2) In line with the DRF structure of new Strategic Plan of UN Women (2022-2025), the component of Coordination with the UN System for GEWE is now shifted to the DRF - SN Impact 6 (Normative).

#### IV. Evaluation Methodology

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, including marginalized groups: such as persons with disabilities, and other groups that suffer from intersecting forms of discrimination (based on LGBTIQ+ status, ethnicity, and/or race). 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 also takes a systemic perspective that recognizes that UN Women's contributions towards GEWE outcomes and its ability to implement its programme of work are affected by several key influencing factors, such as socio-cultural norms, harmful practices, international donor and financing environment, political environment, environmental risks or humanitarian crises, security concerns, and local partners capacity and commitment. Information on each of these factors will be collected to provide a coherent picture on the wider systems at play that affect the ability of the organization to contribute towards GEWE and reach the most vulnerable groups of women in Timor-Leste.

With the aim of ensuring coherence and coordination between UN Agencies, Heads of Evaluation Offices of the United Nations Evaluation Group are encouraging coordination between agencies in the planning and conduct of Country Programme Evaluations. The United Nations Evaluation Development for Asia and the Pacific (UNEDAP) has identified the following agencies that are conducting CPE's in Timor Leste during the first quarter of 2024: UN Women, UNDP, UNFPA, and UNICEF. Therefore, the agencies will establish a coordination group and discuss concrete ways to coordinate the CPEs with the aim of both satisfying organizational mandate and needs, while minimizing burden on stakeholders and seeking opportunities for joint analyses. Ultimately, through a more coordinated processes, a more robust set of evaluative evidence will be ready in a timely manner to feed into the UNSDCF evaluation. The inception report will provide more details on the ways in which the agencies will coordinate.

The CPE is employing a non-experimental, theory-based approach using mixed qualitative and quantitative methods. A re-constructed Theory of Change will be used as the basis for contribution analysis. Case studies will be the primary source of information for the assessment of contributions to outcomes in the selected thematic or operational area. The possibility to employ participatory data collection methods will be explored during the inception stage. The evaluation will employ the following analyses and methods of data collection:

- A. **Key document analyses** undertaken primarily during the inception phase will inform the evaluation approach and help to contextualize findings, conclusions and recommendations:
  - I. **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.
  - II. **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 Timor-Leste.
  - III. **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
  - IV. **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.
- D. **Observation** of facilities or specific project interventions during field visits.
- E. **Focus Group Discussions.** To the extent possible outcome harvesting or storytelling with women and male rights holders that have participated in programming efforts of UN Women related to the selected case studies.
- F. **Case studies** will be identified for a more in-depth look into key issues and to allow for deeper outcome mapping.

The methods will include a wide range of data sources (including documents, field visits and observation, institutional information systems, financial records, beneficiaries, staff, funders, experts, government officials, community groups etc.). NVivo qualitative analysis software will be used to analyse interviews and focus group discussions. Multiple lines of evidence will inform the contribution analysis. Sources and methods of information will be triangulated to ensure robust findings that can be used with confidence. The inception report will provide more details on the selected approach and methods based on desk review and evaluability assessment, scoping interviews, and consultations with the CO and Evaluation Reference Group (ERG).

Data collection methods and processes should be gender-responsive<sup>10</sup> and data should be systematically disaggregated by sex and, to the extent possible, disaggregated by age, geographical region, ethnicity, disability, migratory status and other contextually relevant markers of equity<sup>11</sup>. Specific guidelines should be observed, namely the UNEG guidance on [Integrating Human Rights and Gender Equality in Evaluations \(2014\)](#) and [UN Disability Inclusion Strategy Evaluation Accountability, 2019](#).

The CPE should adhere to and be guided by the [UNEG Norms and Standards \(2016\)](#) and the [UNEG Ethical Guidelines \(2020\)](#) at every stage of the evaluation process, observing the principles of integrity, accountability, respect and beneficence.

#### V. Stakeholder Participation

A preliminary human rights-based stakeholder mapping has been completed, which will be refined and updated:

Stakeholder role	Specific groups (gender disaggregated)
Duty bearer (Govt)	Minister of Agriculture, Ministry of Tourism, Ministry of Defence and F-FDTL, Office of Vice Prime Minister, Ministry of Education, National Police of Timor-Leste (PNTL), Mol-DNPCC, Secretary of State for Equality (SEI), President's Office, National Parliament, Ministry of Finance, Ministry of Foreign Affairs, Secretary of State for art and culture (SEAC), Secretary of State for Training and Employment (SEFOPE), Ministry of Justice, Ministry of Public Works, Ministry of Transport and Telecommunication, Municipalities – Dili, Bacau, Covalima and RAEOA
Rights holders (representatives)	Tafa Weavers Networks, Baucau Vendor Association, Timor Aid, Alola Foundation, Rede Feto, Rede Soru Nain – National Weavers Network, National Mediation Network, Municipal Gender Working Groups, Schools and Colleges In Baucau, Covalima and RAEOA, Ba Futuru, Plan International, Mane ho Visaun Foun, CSO alliance on GBV and a CSO advisory group on GBV, equality and inclusion, Church in Gleno Parish
Secondary Duty Bearers - UN Agency	UNRCO, UNICEF, ILO, UNFPA, UNESCO, UNHRAU, IOM, UNCDF

The stakeholder mapping will be reviewed and updated by the evaluation team during the inception phase.

The evaluators are expected to discuss during the Inception Workshop how the process will ensure participation of stakeholders at all stages, with a particular emphasis on rights holders and their representatives:

1. Design (inception workshop);
2. Consultation of stakeholders;
3. Stakeholders as data collectors;
4. Interpretation;
5. Reporting and use.

The evaluators are expected to validate findings through engagement with stakeholders at stakeholder workshops, debriefings or other forms of engagement.

Ideally, rights holders who have directly participated in or are affected by UN Women programming efforts will be engaged in discussing the outcomes of the programming efforts from their perspective. However, the cost/benefits to the participation of rights holders as evaluation participants will be assessed during the inception phase, as the evaluation does not want to take time away from livelihoods activities and a do no harm approach will be applied. In case it would be too costly for rights holders to participate, a representative of the rights holders engaged by UN Women will be contacted for feedback and this may need to be done remotely. Limitations to the evaluation will be clearly explained in the final report.

A reference group will be established representing UN Women Timor-Leste key government, civil society, donor and UN system partners. The reference group 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 reference group plays a critical role through remote and in-person meetings in ensuring a high quality, transparent process, providing insights on the key questions and approach, ensuring factual accuracy, ensuring gaps and misinterpretation of information is avoided. They will also be key informants. The reference group also plays a key role in the dissemination of the evaluation findings and recommendations and ensuring the use of the information by UN Women and key partners.

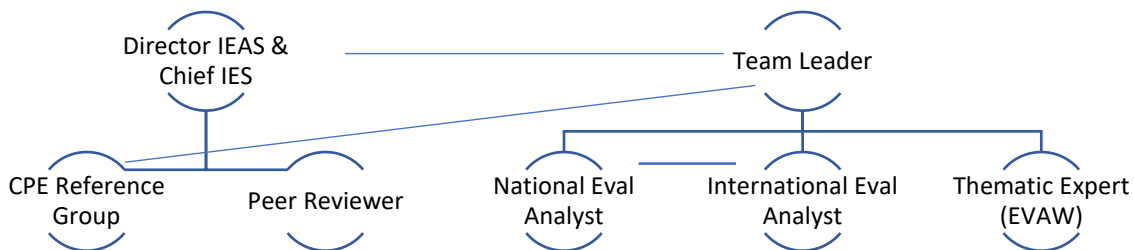
#### VI. Management and quality assurance

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 [Handbook](#). The Evaluation Report will follow the standard outline as established in the [UN Women Country Portfolio Evaluation Guidance](#) and should also follow the [United Nations Editorial Manual](#). The UN Women Evaluation Report Quality Assurance (GERAAS) criteria will be used to assure quality (See Annex 1). All products are subject to quality assurance review by the peer reviewer, the ERG, and the evaluation management group.

This CPE will have the following structures (as seen in the figure below):

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 will review the key products of the CPE.
2. **Team Leader:** The Regional Evaluation Specialist of the Independent Evaluation Service will manage the coordination and day-to-day management, and serve as the team leader, leading methodological approach, collection of data, analysis and writing; as Team Leader, she will also be responsible for overseeing the work of the team members, managing the contracts and assuring quality of the work.
3. **Evaluation team:** The evaluation team members will include two evaluation analyst consultants responsible for key analytical tasks, systematization of information and contribution to analysis and report and presentation preparation; one of the analysts is a National consultant who will support the data collection in country and provide key contextual information. A thematic expert will be engaged to support the case study.
4. **CPE Reference Group** for substantive technical support: National government partners, Civil Society representatives, Development partners/donors, UNCT representatives.
5. **Peer Review** for methodological guidance and feedback: 1 IES staff will be engaged as peer reviewer of the CPE.

### CPE Governance Structure



#### VII. Timeframe and key milestones

The CPE will take place between December 2023 and September 2024. The preparation stage will be initiated in December 2023 through the drafting of the TOR. There will be a theory of change (TOC) workshop the last week of January 2024 and an inception presentation in February 2024, where the team will join through an online platform. Data collection will take place in March or April 2024 taking into consideration national holiday schedules.

The evaluation report will be drafted and validated by stakeholders between June and July 2024. The preliminary findings presentation will take place in early June 2024, and the draft evaluation report will be submitted to the ERG by July 2024, for review. Final formatted products will be ready in September 2024 according to UN Women branding guidelines for technical publications. Evaluation dissemination and management response should be finalized within six weeks of issuance.

#### Indicative timeframe and deliverables

Phase	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept
Preparation										
Desk review										
Theory of Change Workshop with TCO										
Inception meeting with ERG										
Data collection & Analysis phase										
Survey										
Data Collection + Debriefing										

Analysis										
Report Phase										
Preliminary findings workshop with ERG										
Draft report shared with ERG										
Final report										
Communication products (brief + PPT)										

### VIII. 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](#). These documents will be annexed to contracts. All data collected by the team members must be submitted to the evaluation manager in Word, PowerPoint or Excel formats and is the property of UN Women. Proper storage of data is essential for ensuring confidentiality. 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, stake- holders 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 CPE value add is its impartial and systematic assessment of the programme or intervention. As with the other stages of the evaluation, involvement of stakeholders should not interfere with the impartiality of the evaluation report. The CPE team has the final judgment on the findings, conclusions and recommendations of the CPE report, and the team must be protected from pressures to change information in the report.

#### Annex 1 UN Women GERAAS evaluation quality assessment checklist

- <http://www.unwomen.org/~media/headquarters/attachments/sections/aboutpercent20us/evaluation/evaluation-geraasmethodology-en.pdf>

#### Annex 2 UN Women Evaluation Consultants Agreement Form

- [UN Women Evaluation Consultants Agreement Form](#)
- [UNEG Ethical Guidelines and Code of Conduct](#).

#### Annex 3 UNEG Norms and Standards for evaluation

- <http://www.unevaluation.org/document/download/2787>

#### Annex 4 UN Women Country Portfolio Evaluation Guidelines

- <https://www.unwomen.org/en/digital-library/publications/2022/10/un-women-country-portfolio-evaluations-revised-guidelines>

#### Annex 5 Resources for data on gender equality and human rights

- UN Office of the High Commissioner for Human Rights (OHCHR) – Universal Human Rights Index:



United Nations Entity for Gender Equality  
and the Empowerment of Women

December 2023

- <http://uhri.ohchr.org/en>
- UN Statistics – Gender Statistics: <http://genderstats.org/>
  - UNDP Human Development Report – Gender Inequality Index: <http://hdr.undp.org/en/content/gender-inequality-index-gii>
  - World Bank – Gender Equality Data and Statistics: <http://datatopics.worldbank.org/gender/>
  - Organisation for Economic Co-operation and Development (OECD) Social Institutions and Gender Index: <http://genderindex.org/>
  - World Economic Forum – Global Gender Gap Report: <http://www.weforum.org/issues/global-gender-gap>
  - A listing of UN reports, databases and archives relating to gender equality and women’s human rights can be found at: [http://www.un.org/womenwatch/directory/statistics\\_and\\_indicators\\_60.htm](http://www.un.org/womenwatch/directory/statistics_and_indicators_60.htm)