TERMS OF REFERENCE

Thematic Evaluation on Women's Leadership and Political Participation

(2011-2015)

1. Background

Created in July 2010 by the United Nations General Assembly the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) was assigned a mandate that is grounded on the Beijing Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the United Nations Millennium Declaration, relevant General Assembly, Economic and Social Council, Commission on the Status of Women and other applicable United Nations instruments, standards and resolutions.

The mandate of UN Women consists in three areas of work:

1. *Normative work*: to support inter-governmental bodies, such as the Commission on the Status of Women and the General Assembly, in their formulation of policies, global standards and norms;

2. *Operational work*: to help Member States implement international standards and to forge effective partnerships with civil society; and

3. *Coordination work*: to hold the UN system accountable for its own commitments on gender equality, including regular monitoring of system-wide progress, and also the broader role of the entity in mobilizing and convening key stakeholders and partnerships.

Supporting Women's leadership and political participation at all levels

Women in every part of the world continue to be largely marginalized from the political sphere, often as a result of discriminatory laws, practices, attitudes and gender stereotypes, low levels of education, lack of access to health care and the disproportionate effect of poverty on women.

Based on this context and as reflected in its Strategic Plans for 2011-2013 and 2014-2017 *Impact 1: Women lead and participate in decision making at all levels*, Women's political participation is one of UN Women's core thematic priorities.

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Promoting women's leadership and political participation, at all levels of governance, has been identified as a critical impact for UN Women, not only for achieving gender equality but also as an intrinsic precondition for democratic governance and sustainable development. Since women constitute around half the

world's population, it is a matter of justice and democracy that women are represented in decision making positions (at government, legislative or judiciary branches).The objective of promoting women´s political empowerment is aligned with the Millennium Development Goals, the Sustainable Development Goals and resolutions that have emerged from relevant intergovernmental processes that promote greater representation of women, including parity. The results envisaged increasing representation and participation of women in political parties and political decision-making — from the national to the local level — as well as women's representation, leadership and influence in other areas of civic engagement.

Efforts towards promoting women's political participation imply that women must be able to: vote in all the elections; be elected in any popular electoral position, including participation in political parities, including the formulation and decision-making on party policies, party candidate selection and practices; participate in the formulation of public policies; be involved in any function in governmental administrations; or represent their governments in international fora.

To achieve this impact, UN Women pursues outcome-level results such as: 1. implementation of reformed constitutions, legal frameworks, and policies to increase women's leadership and meaningful participation in decision making at national and local levels; 2. Equitable and gender responsive measures (mechanisms, processes and services) to promote women's leadership and participation in politics.

Intergovernmental and coordination results focus on achieving continued reinforcement and monitoring to promote increased women's participation and leadership. Inter-agency results relate to the achievement of greater coherence in policy advice provided by the United Nations to Governments to create incentives and measures to expand women's leadership in political and decision making matters. The support of UN Women for expanding and improving women's political participation through inter-agency partnerships, technical support to Governments and civil society, and grants provided through the Fund for Gender Equality (FGE) are meant to feed into tracking progress in this goal area. Key United Nations partners for UN Women on women's political participation include UNDP, the Department of Political Affairs and the Department of Peacekeeping Operations (DPKO).

 As all thematic areas of UN Women's Strategic Plan are inextricably linked to each other, it is important to identify the synergies. There is a strong connection between support to women's participation in decision making and strategies for women's economic empowerment efforts (Strategic Plan Impact 2) including efforts to strengthen national plans and budgets responsiveness to gender equality (Strategic Plan Impact 5). Similarly, ensuring women's leadership and participation in peace and security and humanitarian action, (Strategic Plan Impact 4) and ending violence against women (Strategic Plan Impact 3) are imperative for enhancing political participation opportunities – and vice versa, enhancing women's economic and political opportunities can be an enabling factor for women to live free from violence and/or contribute to sustainable peace-building efforts.

In West and Central Africa, as the continent expects next year about ten presidential elections often coupled with legislative elections, there should be hope for more opportunities for women in the political arena. Unfortunately, even when women are actively involved in governance, they still struggle for equal treatment and recognition. Women are still kept on the margins of decision-making in government, confined to ''soft'' policy areas such as health and education. As a result of inequities in decision-making, governance policies often remain blind to the different needs of men and women; which in turn drives these policies to failure.

UN Women's Strategy for women to lead and participate in political decision making process at all levels in West and Central Africa has identified 8 priority areas for strategic intervention from 2014-2017. The evaluation should take those into account with a view to support the implementation of the regional strategy. The eight areas are:

1. Enhance national capacity to develop and implement constitutions, legal frameworks and policies that promote women's political participation
2. Support national institutions for the production of dis-aggregated data and statistics for gender sensitive policy-making and service delivery
3. Improve access of National institutions to knowledge products and tools to formulate and integrate gender sensitive policies
4. Strengthen capacities of Parliaments and decision-making bodies to adopt policies, legislation and procedures that promote gender equality and women's empowerment
5. Strengthen political parties and Independent Electoral Commissions to promote women's participation in electoral processes both as candidates and voters
6. Coordinated UN action through adoption of policies and guidance on temporary special measures (TSMs) and electoral support on women's leadership and political participation.
7. Strengthen capacities of Relevant Women Coalitions to promote women's leadership and political participation
8. Strengthen national women platforms to enable relevant women coalitions and civil society to promote political participation

Key stakeholders identified by UN Women in West and Central Africa include:
i) Member States (including bilateral donors);
ii) The UN System, at country and regional levels;
iii) Key national and regional stakeholders (Parliaments, Women Networks, women's political platform, Young Women Networks, Women leaders, Human rights Networks; Civil Society Organizations);
iv) Intergovernmental bodies (African Union), Regional Economic Communities including ECOWAS, ECCAS, and the MANO River Union,
v) Academia, foundations and women's rights non-governmental organizations;
vi) Peacekeeping missions in relevant countries;
vii) National Observatories;
viii) Media.

2. Purpose, scope and objectives of the evaluation

The main purpose of this regional thematic evaluation is to contribute to enhancing UN Women-WCA 's approach to leadership and political participation programming to reach the objective of the West and Central Africa Strategy on Governance and women leadership and political participation for 2014-2017.

The findings will be used for strategic policy and programmatic decisions, organizational learning and accountability as well as for the identification of good practices to advance women's political participation in the decision making process at all levels. The evaluation is also expected to feed into UN Women's efforts to promote WPP components in the Post-2015 agenda and Beijing +20. The targeted users of the evaluation are Un Women offices in West and Central Africa and key stakeholders in the area of Women's Political Participation (WPP).

The evaluation will be *formative* as it will seek to improve ongoing leadership-focused programmes

often operating in contexts of obstacles to women's participation perpetuated by cultural, social and institutional structures, processes, rules and norms. It will also serve to confirm or update elements of the WCA Regional Strategy on WPP.

The evaluation will analyze the design and implementation of programmes and activities related to women's leadership and political participation in the WCA Region during the **time period of 2011-2014**. The evaluation will also assess progress towards UN Women's strategic goal to increase women's leadership and political participation.

It will take into consideration the approach to advance WPP identified in the new Strategic Plan for 2014– 2017 and the new Regional Strategy on Governance for women to lead and meaningfully participate in inclusive decision making processes at all levels. Ongoing strategies for WPP (2014-2017), including the recently formulated and adapted flagship programme on WPP will be subjected to a forward looking analysis.

The scope of the evaluation is regional and will include all dimensions of UN Women's mandate: to support normative and intergovernmental, operational and coordination work at regional and country levels. In an effort to identify and assess WPP linkages with other thematic areas of work and synergies or possible overlap/duplication within the Entity, the evaluation will include a review of programs/ initiatives with explicit cross-cutting linkages to headquarters and other programs, in the areas of peace and security, economic empowerment, governance and national planning, and eliminating violence against women. The evaluation will consider previous findings on the subject matter, including the recently finalised evaluation of UN Women's contribution to UN System Coordination on gender equality and women's empowerment.

The specific objectives of this evaluation are to:

1. Assess the **relevance** of UN Women's WPP approach at regional, national and local levels during the selected period, as well as UN Women-WCA's comparative advantage/added value in the WPP thematic area as compared with key stakerholders, including donors and particularly UN agencies;

2. Assess **effectiveness and efficiency** in progressing towards the achievement of results, as defined in the 2011-2013 and 2014-2017 Strategic Plans, including the organizational mechanisms to ensure efficient linkages/feedback loop between Regional and Country Offices, and linkages to headquarters policy division on relevant areas;

3. **Identify and validate lessons learned and good practices** that allow UN Women to support the sustainability of results achieved in the WPP thematic area in the region, as well as the replication and scaling-up of programs and projects in other regions;

4. Provide **actionable recommendations** with respect to UN Women-WCA's WPP strategies and approaches in the region.

Key evaluation questions:

Relevance:

☐ To what extent is UN Women-WCA strategically positioned to enhance WPP at local, national and regional levels?

☐ Considering both ongoing approaches and the theory of change of the newly adopted/adapted flagship programme on WPP, to what extent does UN Women-WCA's approach complement and add value to that of its key partners?

- In particular, what is the extent to which UN Women-WCA's approach respond to changing/emerging priorities on governance and political participation in the West and Central Africa region?

- To what extent is UNW's work aligned with other UN Agencies globally recognized concepts and objectives such as promoting parity and transformational leadership?

- What gender-focused intervention approach is particularly relevant to creating an enabling environment for women meaningful participation at the local, national, regional levels :
e.g. dialogue with women parliamentary caucus, reinforcing women's rights civil society movements, increasing women in leadership positions, training candidates or elected politicians, supporting gender sensitive parliaments, capacity development of political parties, generating wide public debates on democratic parity and temporary special measures, supporting legal reforms with the legislative bodies and/or the Electoral commissions?

Effectiveness:

- What gender-specific outcome was achieved through UN Women-WCA assistance (technical and financial) to electoral management bodies?
- How gender-sensitive have electoral processes and practices become as a result of UN Women-WCA support to gender-targeted interventions for political participation to credible and inclusive elections?
- To what extent have UN Women-WCA's interventions in the area of leadership and political participation contributed to inclusion of gender sensitive policies in political parties' agenda?

- Are there opportunities for replication and scaling-up of good practices and innovative approaches, in particular regarding electoral assistance[1]?

- What innovative factors, dynamics and mechanisms would contribute to the achievement of equal and meaningful political participation e.g. engaging with parliamentary women caucus, academia, political parties, electoral commissions, local authorities' networks with municipalities?

- How is UN Women-WCA learning from her practice in the area of leadership and political participation?

- What obstacles were encountered at country level (political, Socio cultural and economic, bureaucratic) that have limited the progress on commitment towards women's equal and meaningful participation to politics?

Efficiency:

- Are human and financial resources sufficient and efficiently used to serve UN Women's mandate regarding WPP?
- What operational mechanisms are needed to make UN Women-WCA's approach on WPP more efficient and effective?
- To what extent is learning from initiatives already implemented (including by FGE or UNDEF) feeding into the regional approach? In particular, is the TOC of the current WPP flagship programme informed with lessons drawn from past evaluations of UN Women WPP programmes implemented in Africa or beyond?
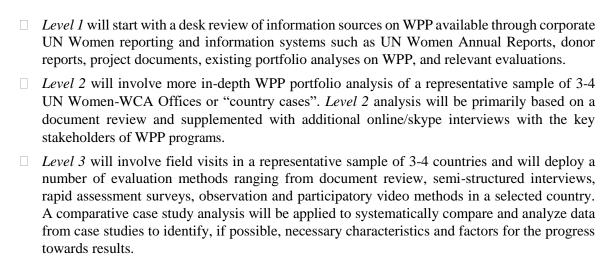
Coherence:

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[1] bearing in mind that what has worked well in one place may not always be appropriate in other places

☐ What operational mechanisms are needed to ensure greater coherence firstly between UN Women interventions at country and regional level and secondly, within each CO covered by UN Women – WCA, coherence in policy advice provided by the United Nations to Governments to create incentives and measures to expand women's leadership in political decision making matters?

☐ How can a regional policy advisor better contribute to generation of synergies between country offices in the area of women political participation?

☐ To what extent does UN Women and other partners in the region act collectively as guarantees of the legal framework on women's political rights? Do they act together as stoppers of potential counter legislation?

☐ What are the benefits and limits of regional and sub-regional organizations mandates in facilitating women's meaningful and equal participation as compared to national political decision counterparts and decision makers?

3. Methodology

The evaluation will be a transparent and participatory process involving relevant UN Women-WCA stakeholders and partners at the headquarters, the corporate, regional, and country levels. The evaluation will be based on gender and human rights principles, as defined in the UN Women Evaluation Policy and adhere to the United Nations norms and standards for evaluation in the UN System. An important component of this evaluation will be the evaluability assessment of UN Women-WCA's results logic and approach for enhancing leadership and political participation. The logic model based on UN Women-WCA Strategic Plans 2011-2013 and 2014-2017 will be used to assess whether this area is on the right track and whether the proposed interventions, including the UN Women-WCA adapted flagship programme on WPP, have the potential to achieve proposed outcomes within the suggested time-frame.

The evaluation will have three levels of analysis and validation of information:

☐ *Level 1* will start with a desk review of information sources on WPP available through corporate UN Women reporting and information systems such as UN Women Annual Reports, donor reports, project documents, existing portfolio analyses on WPP, and relevant evaluations.

☐ *Level 2* will involve more in-depth WPP portfolio analysis of a representative sample of 3-4 UN Women-WCA Offices or "country cases". *Level 2* analysis will be primarily based on a document review and supplemented with additional online/skype interviews with the key stakeholders of WPP programs.

☐ *Level 3* will involve field visits in a representative sample of 3-4 countries and will deploy a number of evaluation methods ranging from document review, semi-structured interviews, rapid assessment surveys, observation and participatory video methods in a selected country. A comparative case study analysis will be applied to systematically compare and analyze data from case studies to identify, if possible, necessary characteristics and factors for the progress towards results.

Finally, a comparative analysis of key UN partner's mandates/activities in the area of WPP will be completed as part of the assessment of UN Women-WCA's comparative advantage in this thematic

area in the region.

Data from the following sources will be triangulated to ensure validity and reliability:

- In-depth document review of Country and program Offices offices strategic notes and plans; WPP Flagship programme documents adapted for West and Central Africa; available WPP portfolio analyses; UN Women-WCA monitoring/reporting/evaluation information (annual reports, donor reports, evaluations reports on specific political participation programs and initiatives); intergovernmental mandates; UN policies and guidance notes, etc…

- Interviews/focus groups with a purposive sample of UN Women staff, partners from the UN system, government and civil society, donors, and regional entities to assess UN Women-WCA's comparative advantage in the area of WPP;

- 3-4 Country case studies: A set of criteria for selecting case study countries will be developed by the Evaluation Team in consultation with the evaluation reference group. The parameters will include their potential to generate usable knowledge and learning on effective programming approaches, the size of investment, variance of women's political participation indicators, and feasibility of evaluation mission.

The evaluation process has five phases:

1) **Preparation:** recruitment of team leader, consultations between the evaluation team leader and the regional office, finalization of selection criteria for country case studies, recruitment of national consultants

2) **Inception:** program portfolio review, inception skype meeting with the reference group, stakeholder mapping, review of the result logic and WPP flagship program TOC, conceptualizing the evaluation method, submitting inception report;

3) **Data collection and analysis:** desk review, in-depth review of global, country and regional level planning frameworks and program documents, in-depth review of WPP portfolio of WCA Country Offices and program presence countries online interviews, staff and partner survey/s, visits to 3-4 case study countries and preparation of case study reports;

4) **Analysis and synthesis stage**: analysis of data and interpretation of findings, and drafting of an evaluation report and other communication products (video); and

5) **Dissemination and follow-up**: development of a Management Response, publishing of the evaluation report, uploading the published report on the GATE website, and production of other knowledge products and learning events, such as a webinar and an evaluation brief.

4. UN Women-WCA Responsibilities, Monitoring and Supervision

UN Women Regional Office WCARO will hire an external and independent evaluation consultants to conduct this evaluation. The Regional Evaluation Specialist is responsible for evaluation management and quality assurance. Under the guidance of the Regional Director and/or Deputy Regional Director, an evaluation steering committee (see table below) shall oversee the conduct of the evaluation for quality assurance. The Evaluation Task Manager will provide administrative and substantive support to ensure that the evaluation is conducted in accordance with the UN Women Evaluation Policy, United Nations Evaluation Group Norms and Standards, Ethical Guidelines and Code of Conduct for Evaluation in the UN System and other key guidance documents. He will be responsible for day-to-day evaluation oversight including joining the evaluation team in selected field missions to ensure timely delivery of a high quality evaluation and to minimise risks that may occur during the evaluation process.

Function	Role	Members
Overall guidance	▪ Approves evaluation terms of reference and evaluation report ▪ Provides management response to evaluation recommendations	Diana Ofwona, Regional Office Director Axel De Ville, Deputy Regional Director
Evaluation Management	▪ Manages consultant selection, contractual arrangements and payments ▪ Facilitates quality assurance ▪ Safeguards evaluation independence ▪ Coordinates dissemination of findings and recommendations	Evaluation Specialist at RO level and M&E Officers at CO level
Evaluation Reference Group	▪ Contributes technical input over the course of the evaluation. ▪ Reviews evaluation TORs and provides feedback on key deliverables (Inception Report and Draft / Final Evaluation Report). ▪ Will be requested to support dissemination of the findings and recommendations.	Ademola Araoye — UNMIL Adjaratou Ndiaye — UN Women Ayesha Imam — WLUML Codou Bop — GREFELS Comfort Lamptey — UN Women Paulette Beat — UN Women Zan Fomba — UN Women

The Evaluation team will report directly to the Evaluation Task Manager.

The **reference group** will provide input at key stages of the evaluation: terms of reference; inception report; draft and final reports. The reference group will help ensure that the evaluation approach is robust and relevant to staff and stakeholders, and will make certain that factual errors or omissions or errors of interpretation are identified in evaluation products.

Additionally, Country Reference Groups for the case studies will be established by Country Offices. The Country Reference Groups will be composed of representatives of UN Women-WCA, UN system partners and key governmental and non-governmental organization stakeholders at the country level, including women's groups as primary constituents.

5. EVALUATION PROCESS, DELIVERABLES AND TIMELINE

1. **Inception report-** The evaluator will develop an evaluation inception report containing the following:
   — Interpretation of TORs with a refined scope
   — Detailed outline of the evaluation design and methodology, including the involvement of the Reference Group and other stakeholders during each step
   — .
   — Budget;
   — Criteria for the selection of case studies
   — Specification of case study format
   — Evaluation matrix on how evaluation questions will be systematically processed
   — One page visual of evaluation process (using consultant's or evaluation manager's template)
   — Work plan, including a timeframe of the overall process and a table with key milestones and dates for deliverables and team structure roles and responsibilities
   — Evaluation tools

Expected on 26 October 2015

2. **Preliminary findings presentation**

A reconstructed theory of change for both 2011-2015 programming and WPP flagship programme for UN Women –WCA will be part of a PowerPoint presentation detailing the emerging findings of the evaluation will be shared with the reference group and the regional office for comment and validation. The evaluation team will incorporate the feedback received into the draft report.

Expected on 25 November 2015

3. **Draft Evaluation report and Case-study reports** The evaluator will coordinate drafting of the case study reports, write a draft evaluation report and submit them to the Task Manager / Reference Group for review and comments. The evaluation team will maintain a record of comments received and provide a response on how the comments were addressed in the final case study reports.

Expected on 04 December 2015

4. **The Final Evaluation and Case Study Report** will be informed by all comments received from reviewers and include recommendations for future programming in the area of women political participation. The final version will be submitted in the English language to the Evaluation Manager.

The final report should be structured as follows:
• Title page, table of contents, acronyms
• Executive summary
• Purpose of the evaluation
• Evaluation objectives and scope
• Evaluation Methodology
• Context of subject
• Description of the subject
• Findings
• Analysis
• Conclusions
• Recommendations
• Lessons learned
• Annexes

The report should not exceed 40 pages excluding annexes
Expected on 21 December 2015

The proposed timeframe and expected products will be discussed with the evaluation team and refined in the inception report. The Regional Office reserves the right to ensure the quality of products submitted by the external evaluation team and will request revisions until the product meets the quality standards as expressed by the UN Women Evaluation Office and as set forth in UN Women's Guidance Note 8: quality criteria for evaluation reports.

Key Evaluation Guidance Documents

- Evaluation Consultants Agreement Form
- Evaluation Policy of the United Nations Entity for Gender Equality and the Empowerment of Women (UNW/2012/8)
- Integrating Human Rights and Gender Equality in Evaluation – towards UNEG Guidance
- Norms for Evaluation in the UN System
- Standards for Evaluation in the UN System
- UN Women Guidance Note 8: Quality criteria for evaluation reports
- UNEG Code of Conduct for Evaluation in the UN System
- UNEG Ethical Guidelines
- UNEG Quality Checklist for Evaluation Reports

6. Payment Terms

The payments will be completed until 15 days upon receipt of invoice as well as receipt and acceptance of the product/s. The schedule of payments is as follow:

Deliverable	Payment condition
Inception report	20% of the total contracted after receipt of invoice as well as receipt and acceptance of the deliverable.
Case study reports & Preliminary findings presentation	30% of the total contracted after receipt of invoice as well as receipt and acceptance of the deliverable.
Final Report	50% of the total contracted after receipt of invoice as well as receipt and acceptance of the deliverable.

7. Minimum requirements of the Evaluation team

Evaluation Team

The team of consultants will have the requisite experience in evaluation and technical expertise in the thematic area of women's political participation in both sub-regions (West Africa, Central Africa). It will be a gender balanced evaluation team composed of 3 national evaluators/researchers for the case studies and a team leader with extensive international experience in evaluation.

All team members must sign the "Evaluation consultants' agreement form", based on the UNEG Code of

Conduct and Ethical Guidelines for Evaluation in the UN system.

QUALIFICATIONS:

Team Leader

- Masters degree in social sciences, management or other relevant field of studies
- International experience as coordinator/head of evaluation teams
- Minimum of 8 years of working experience applying qualitative and quantitative evaluation methods
- Work experience in the region of West and Central Africa
- Knowledge of the political reality of the program countries.

National Evaluators

- University degree in social sciences, management or another relevant field of studies;
- 5 years of working experience, especially in the Program countries;
- Expertise and knowledge in themes of gender and human rights is required;
- knowledge of the political reality of the Program countries;
- Evaluation experience is an asset;
- Familiarity with survey techniques, sampling and computer treatment of data;
- Analytic competence and excellent abilities in report-writing;

The combined expertise of the team should include:

- Advanced evaluation expertise and experience in a wide range of evaluation approaches including utilization-focused, gender and human rights responsive evaluation and mixed methods.

- Previous experience, preferably with the UN system, in conducting thematic evaluations as well as regional and complex multi-stakeholder evaluations,.

- Knowledge of the relevant international/regional frameworks pertaining to women political rights and gender equality, women's political participation

- Country level programming expertise, gender mainstreaming, and the related UN mandates; experience/knowledge of women's movements in the region.

- Strong experience and knowledge in human rights issues, the human rights-based approach to programming, human rights analysis and related UN mandates.

- Experience in regional integration and political analysis in the WCA region.

- Excellent analytical, facilitation and communications skills;
- Ability to negotiate with a wide range of stakeholders.

- Experience in parliamentary work, governance, rule of law, civil society movements.

- Fluency in French and English is mandatory for the team leader.

- Balance in terms of gender is strongly recommended.

- Knowledge and/or experience in both sub-regions (West Africa and Central Africa) is mandatory.

All team members must sign the "Evaluation consultants agreement form," based on the UNEG Code of Conduct and Ethical Guidelines for Evaluation in the UN system. (Ref.: UNEG Code of Conduct for Evaluation in the UN System).

Below is a description of the tasks

The Team Leader will be responsible for delivering the key evaluation products. He/she will coordinate the

work of all other team members during all phases of the evaluation process, ensuring the quality of outputs and application of methodology as well as timely delivery of all products. In close collaboration with the Evaluation Task Manager (RES), he/she will lead the conceptualization and design of the evaluation, the coordination and conduct of the country visits and the shaping of the findings, conclusions and recommendations of the final report. More specifically the tasks of the team leader include:

- Developing an inception report outlining the design, methodology and the criteria for the selection of the case studies, required resources and indicative work plan of the evaluation team.
- Assigning and coordinating team tasks within the framework of the TORs.
- Directing and supervising national consultants on research and analysis of secondary evidence, project documents, databases and all relevant documentation.
- Coordinating data collection and the conduct of case studies and preparing preliminary findings and case study reports.