

TERMS OF REFERENCE (TOR)

ANNEX 2

Title: Mandatory External Mid-term Evaluation of UN Joint Programme for Gender Equality in Georgia

Geographic coverage: Georgia

Duration: Duration: 4,5 months

(Team Leader -38 working days; Senior International Expert 27 working days, International Expert- 27 Working days, Senior Local Expert 30 Working days), 25 September – 10 February 2019

Background

1. Background of the Project

The UN Joint Programme for Gender Equality (UNJP) is the II phase of an intervention implemented from 20 November 2015 until 31 December 2020 jointly by UNDP (Administering Agent), UN Women (Convening Agency), and UNFPA with the generous support of the Government of Sweden. The first phase of the UNJP was implemented during 2012-2015 and the findings and recommendations of its final external evaluation have significantly informed the design of the second phase.

The second phase of the Programme continues to respond directly to the women's rights and gender equality commitments undertaken by the Government of Georgia (GoG) on the international and national levels upscaling the results achieved by the first phase of the UNJP implemented in the period of 1 December 2011-30 April 2015.

The Joint Programme addresses gender inequality in a coherent and comprehensive manner, covering a wide range of issues, such as political and economic empowerment of women, reducing violence against women and girls and promotion of women's sexual and reproductive health and rights. Therefore, three UN agencies have unified efforts towards the achievement of its goals and objectives.

The overall goal of the project is to promote gender equality and women's empowerment by means of strengthening capacities of government at both central and local levels and across the executive, legislative and judicial branches, engaging civil society and raising public awareness about gender equality. This ambitious goal will be achieved by realization of the following outcomes:

- Enhanced women's political and economic empowerment (led by UNDP);
- Enabling environment to eliminate violence against women and girls, especially sexual and domestic violence, created in Georgia (led by UN Women);
- Advanced gender equality and reproductive rights, including for the most vulnerable women, adolescents and youth (led by UNFPA).

The project exercises a holistic approach by simultaneously targeting three interrelated levels (national, local and grassroots) and applying multi-tiered programming approaches:

- **Policy advice** - to advocate for streamlining of national legislation and policies in view of gender equality including, political and economic empowerment, violence against

women and girls, reproductive rights; and recommend improvements; adjust policies, develop/update the action plans; support evidence-based policy dialogue between policy and decision makers, the legislature and women's rights and gender equality advocates as well as communities at grassroots level;

- **Strengthening national systems** – to enhance coordination and implementation of innovative policies and plans related to gender equality, including political and economic empowerment, SRH&RR, prevention and response to violence against women and girls, as well as supporting development and institutionalization of monitoring mechanisms of implementation.
- **Strengthening public advocacy** – to enhance the capacities of rights-holders on the issue of gender equality and women's political and economic empowerment, domestic and other forms of violence against women and girls, harmful practices and reproductive rights by mobilizing and supporting participatory advocacy platforms with civil society and communities at grassroots level.

The UNJP is fully aligned with national priorities in the area of gender equality and women's empowerment and the stated goals and priority areas of the UN Partnership for Sustainable Development for 2016-2020 (UNPSD); namely, UNPSD Outcome 2: focus area 1 - democratic governance and Outcome 4: focus area 2 - Jobs, Livelihood and Social Protection, as well as the Results Strategy for Sweden's Reform Cooperation with Eastern Europe, the Western Balkans and Turkey (2014 – 2020). The Programme is further in line with Georgia's commitments under nationalized Sustainable Development Goals (SDGs), especially with Goal 1 (target 1.4), Goal 3 (targets 3.1 & 3.7), Goal 4 (targets 4.3.a and 4.7), Goal 5 (targets 5.1, 5.2, 5.3, 5.6 and 5.c) and Goal 16 (targets 16.1, 16.3, 16.7 and 16.b).

Target population: Society-at-large, women, men and youth and especially excluded groups of women such as – IDPs and conflict affected populations, ethnic and religious minorities, female-headed households, victims/survivors of domestic violence and sexual violence.

Geographic areas: Tbilisi, Samegrelo and Kakheti regions

Basic information on the Programme and some of its key documents (for both I and II phases) can be accessed at: <http://mptf.undp.org/factsheet/fund/JGE00>

2. Evaluation Purpose and Use

After two years of the UNJP implementation, as established in the Project Document, a mandatory joint external mid-term evaluation is to be conducted by the implementing entities. This mid-term evaluation will take place towards the middle of the implementation of the intervention and its main purpose is assessing the programmatic progress of the intervention to make any necessary adjustments. The evaluation is expected to provide actionable recommendations and will have a formative focus and will use relevance, effectiveness, organizational efficiency and sustainability criteria.

The information generated by the evaluation will be used by different stakeholders to:

- Contribute to building of the evidence base on effective strategies for political and economic empowerment of women, reducing violence against women and girls and promotion of women's sexual and reproductive health and reproductive rights;

- Facilitate Participating UN agencies' (UNDP, UNFPA and UN Women) strategic reflection, learning and further planning for programming in the areas of political and economic empowerment of women, reducing violence against women and girls and promotion of women's sexual and reproductive health and reproductive rights to strengthen national stakeholders and structures with the aim to increase sustainability of the results beyond the programme

Main evaluation users include UNDP, UNFPA and UN Women offices in Georgia as well as Government of Sweden (project donor). Furthermore, national stakeholders - NGO partners, Parliamentary counterparts, targeted state agencies, and local governments will be also closely involved in the evaluation process to increase ownership of findings, draw lessons learned and make and greater use of this mid-term evaluation results.

The findings of the evaluation are expected to contribute to effective joint programming on GEEW in Georgia.

3. Evaluation Objectives, Criteria and Key Evaluation Questions:

The **overall objective** of the mid-term evaluation is to assess the progress made towards the achievement of the set outcomes and objectives, analyze the results achieved and challenges encountered, adjust implementation modalities as needed and incorporate changes throughout all program components for the remaining implementation period.

The specific evaluation objectives are:

- To analyze the relevance of the UNJP II implementation strategy and approaches to UN and national development policy priorities;
- To review the relevance of the logical framework and respective Monitoring and Evaluation Plan of the project;
- To assess effectiveness and organizational efficiency in progressing towards the achievement of the project's results
- To assess the sustainability of the results and the feasibility of ongoing, nationally-led efforts in the thematic areas tackled by the project from the viewpoint of national ownership, national capacity development, partnership and coordination between the implementing UN agencies and other development partners;
- To document lessons learned, best practices, success stories and challenges to inform future work of UNDP, UNFPA and UN Women in the frameworks of the UNJP II;
- To assess how the intervention and its results relate and contribute to the Sustainable Development Goals in Georgia.

The evaluation will address the criteria of project relevance, effectiveness, efficiency, sustainability and coordination. More specifically, the evaluation will address the following key questions:

Relevance:

- To what extent is the intervention aligned with international, regional and national agreements and conventions on gender equality and women's empowerment?
- How does the project design match with the complexity of national structures, systems and decision-making processes?
- How does UNJP assure that the project reflects and aligns to Georgia's national plans on gender equality as well as the country's internationally undertaken obligations and/or best practices?
- To what extent the UNJP is aligned with Georgia's UN Partnership for Sustainable Development 2016-2020 (UNPSD) and nationalized SDGs?
- To what extent the UNJP is contributing to the implementation UNDP CPD, UNFPA CPD and UNW SN?
- To what extent key national partners were involved in the project's conceptualization and design process?
- To what extent does the project's design and implementation process include a collaborative process, shared vision for delivering results, strategies for joint delivery and sharing of risks among implementing UN entities?
- Is the implementation based on quality analysis, including gender and human rights-based analysis, risk assessments, socio-cultural and political analysis?
- To what extent was the design of the intervention relevant to the needs and priorities of the beneficiaries?

Effectiveness

- What has been the progress made towards achievement of the expected outputs and outcomes?
- How effective have the selected programme strategies and approaches been in progressing towards achieving programme results?
- What contributions are -if any- participating UN agencies making to implement global norms and standards for GEEW in Georgia in the framework of this UNJP?
- Has the project achieved any unforeseen results, either positive or negative? For whom? What are the good practices and the obstacles or shortcomings encountered? How were they overcome?
- To what extent have capacities of relevant duty-bearers and rights-holders been strengthened at this stage of implementation?
- Does the project have effective monitoring mechanisms in place to measure progress towards results?
- How adaptably and rapidly did UNJP react to changing country context?
- What -if any- types of innovative good practices have been introduced in the programme for the achievement of GEEW results?

- Has the UNJP led to complementary and synergistic effects on broader UN efforts to achieve GEEW in Georgia?
- To what extent the joint programme modality led to improved communication, coordination and information exchange within the United Nations family in Georgia?

Efficiency:

- Have resources (financial, human, technical support, etc.) been allocated and split amongst the different implementing entities strategically to progress towards the achievement of the project outputs and outcomes?
- Does progress towards the achievement of outputs correspond to the mid-term phase of the project implementation?
- How has the joint nature of the project affected efficiency of delivery, including reduced duplication and increased cost-sharing, reduced/transferred burdens and transaction costs? What factors have influenced this?
- Is the established coordination mechanism of “*jointness*” leading to better programme results if compared to UNJP’s phase I?
- Has there been effective leadership and management of the project including the structuring of management and administration roles to maximize results?
- To what extent are the programme’s individual entity and joint monitoring mechanisms in place effective for measuring and informing management of project performance and progress towards targets? To what extent was the monitoring data objectively used for management action and decision making?

Sustainability:

- To what extent has the UNJP been able to establish relevant partnerships with key stakeholders? To what extent are relevant national stakeholders and actors included in the UNJP programming and implementation and policy advocacy processes?
- To what extent the intervention succeeded in building sustainable individual and institutional capacities of rights-holders and duty-bearers?
- Do key national partners including women’s movements and women’s organizations etc. have voice and influence within the programme implementation??
- What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time after the project phase out?

4. Scope of the evaluation:

The mid-term evaluation of UNJP II is to be conducted externally by a company selected through a competitive process. It is planned to be conducted in the period of **September 2018 - February 2019**. The evaluation will cover project implementation period from 20 November 2015 until 30 March 2018 (29 months).

The evaluation will be conducted in Georgia, where the project has been implemented; in the capital Tbilisi with travel to Samegrelo and Kakheti regions (the project target regions) to collect data as defined by the agreed evaluation work-plan.

The evaluation will examine all the relevant documents of the UNJP, including logical framework of the project, its Monitoring and Evaluation Plan, annual work plan, annual reports to the donor, knowledge products produced in the frameworks of the project, etc.

5. Evaluation Design Process, and Methods

The evaluation methodology will deploy mixed methods, including quantitative and qualitative data collection methods and analytical approaches to account for complexity of gender relations and to ensure participatory and inclusiveness processes that are culturally appropriate. A theory of change approach will be followed. The reconstructed theory of change should elaborate on the objectives and articulation of the assumptions that stakeholders use to explain the change process represented by the change framework that this project considered and should assess how UNJP's action has contributed to promote gender equality and women's empowerment. Assumptions should explain both the connections between early, intermediate and long-term project outcomes and the expectations about how and why the project has brought them about. Interviews and focus group discussions with all key stakeholders involved in the project implementation, including but not limited to UNJP project team, local NGO partners beneficiaries, legislative body, central and local government partners, etc. shall also take place.

The evaluation process is divided in five phases: 1) **Preparation**, mainly devoted to structuring the evaluation approach, preparing the TOR, compiling programme documentation, and hiring the evaluation company; 2) **Inception**, which will involve reconstruction of theory of change, evaluability assessment, online inception meetings with the UNJP team, inception report and finalization of evaluation methodology; 3) **Data collection** and analysis, including desk research and preparation of field missions, visits to project sites; 4) **Data analysis and synthesis stage**, focusing on data analyzed, interpretation of findings and drafting of an Evaluation Report; and 5) **Dissemination and follow-up**, which will entail the development of a Management Response by the different implementing UN entities.

The contractor will be responsible for inception, data collection and data analysis and synthesis.

- **Inception phase:** at the beginning of the consultancy, the contractor will be provided with key sources of information for an initial desk review. The online inception meetings

will be conducted with the UNJP team. At the end of this phase an inception report that will include the refined evaluation methodology will be delivered. The inception report will be validated and approved by UN Women.

- **Data collection phase:** based on the inception phase, the contractor will carry out an in-depth desk review, and field mission/s will be conducted to complete data collection and triangulation of information. Interviews and focus group discussions with key stakeholders, as relevant, will take place.
- **Data analysis and synthesis phase:** The collected information will be analyzed and mid-term evaluation report will be delivered. A validation meeting will be organized where the contractor will validate the final report with participating UN agencies to be approved by all three UNDP, UNFPA and UN Women.

In addition, UN Women, UNDP and UNFPA are all UN-SWAP reporting UN entities and the contractor has to take into consideration that the evaluations managed by UN Women, UNDP and UNFPA are annually assessed against the UN-SWAP Evaluation Performance Indicator and its related scorecard. The evaluation will be conducted in accordance with UN Women evaluation guidelines and UNEG [Norms](#) and [Standards](#) for evaluation and the [UNEG Code of Conduct for Evaluations in the UN System](#).¹

6. Stakeholders Participation and Evaluation Management

The mid-term evaluation will be a consultative, inclusive and participatory process and will ensure the participation of project beneficiaries. The evaluation will be Human Rights based and Gender responsible and an Evaluation Reference Group (ERG) will be constituted.

UN Women as the convening agency of the JPGE will appoint an officer who will serve as the **Evaluation Task Manager** and who will be responsible for the day-to-day management of the evaluation and ensures that the evaluation is conducted in accordance with the sister entities Evaluation Policies, United Nations Evaluation Group Ethical Guidelines and Code of Conduct for Evaluation in the United Nations system and other key relevant guidance documents. The evaluation process will be supported by the UN Women Europe and Central Asia Regional Evaluation Specialist.

Moreover, an **Evaluation Management Group (EMG)** comprising of relevant senior managers of the participating UN agencies and/or their delegated programme staff will be established to oversee the evaluation process, make key decisions and quality assure the different deliverables. The EMG will quality assure and approve all deliverables. EMG will be responsible for the coordination in the field including logistical support during field missions.

¹ UNEG Ethical Guidelines: http://uneval.org/papersandpubs/documentdetail.jsp?doc_id=102; The UNEG Code of Conduct for Evaluation: http://uneval.org/papersandpubs/documentdetail.jsp?doc_id=100

The establishment of an **Evaluation Reference Group (ERG)** will facilitate the participation of key stakeholders in the evaluation process and will help to ensure that the evaluation approach is robust and relevant to staff and stakeholders. Furthermore, it will make certain that factual errors or errors of omission or interpretation are identified in evaluation products. The reference group will provide input and relevant information at key stages of the evaluation: terms of reference, inception report, draft and final reports and dissemination of the results. The establishment of an ERG will enable the participation of relevant stakeholders in the design and in the validation of the evaluation, raising awareness of the different information needs, quality assurance throughout the process and in sharing the evaluation results. The Evaluation Reference Group will be engaged throughout the process and will be composed of relevant National Government and local stakeholders, representatives from Civil Society Organizations. The ERG group will review the draft evaluation report and provide substantive feedback to ensure quality and completeness of the report.

Within six weeks upon completion of the evaluation, UN Women together with UNDP and UNFPA will approve a management response that addresses the evaluation recommendations to ensure learning and inform implementation of the remaining period of the UNJP.

7. Expected Deliverables, Duties and Responsibilities

The evaluation team is expected to deliver the following product:

- 1. Inception Report** where the evaluation team will present a refined scope, a detailed outline of the evaluation design and methodology, evaluation questions, and criteria for the approach for in-depth desk review and field work to be conducted in the data collection phase. The report will include an evaluation matrix and detailed work plan. A first draft report will be shared with the evaluation management group and, based upon the comments received the evaluation team will revise the draft. The revised draft will be shared with the evaluation reference group for feedback. The evaluation team will maintain an audit trail of the comments received and provide a response on how the comments were addressed in the final inception report. - (Team Leader- 10 working days; Senior International Expert -5 working days; International Expert -5 working days, Senior Local Expert -8 days) by 24 October 2018
- 2. Conducted field visits to Tbilisi and project sites** and key informant interviews and focus group discussions, observations to collect the data and analyzed data - (Team Leader- 10 working days; Senior International Expert -10 working days; International Expert -10 working days, Senior Local Expert -10 days) by 30 October 2018
- 3. Power Point Presentation of preliminary findings** (conducted in Tbilisi) A PowerPoint presentation detailing the emerging findings of the evaluation will be shared with the evaluation management group for feedback. The revised presentation will be delivered to

the reference group for comment and validation. The evaluation team will incorporate the feedback received into the draft report- (Team Leader- 2 working days; Senior International Expert -2 working days; International Expert -2 working days, Senior Local Expert -2 days) by 15 November 2018

4. Draft Evaluation report which will be shared with the evaluation management group for initial feedback. The second draft report will incorporate evaluation management group feedback and will be shared with the evaluation reference group for identification of factual errors, errors of omission and/or misinterpretation of information. The third draft report will incorporate this feedback and then be shared with the reference group for final validation. The evaluation team will maintain an audit trail of the comments received and provide a response on **how the comments** were addressed in the revised drafts – (Team Leader - 10 working days; Senior International Expert -8 working days; International Expert - 8 working days, Senior Local Expert -8 days) by 10 December 2018

5. Final Mid-term Evaluation report taking into consideration comments and feedback collected from UNDP, UNFPA and UN Women. The report shall include the following chapters: Executive Summary, Introduction and Background, Evaluation approach and methodology (including limitations), Findings, Conclusions, **Lessons learnt**, Recommendations and relevant Annexes - (Team Leader- 6 working days; Senior International Expert -2 working days; International Expert -2 working days, Senior Local Expert -2 days) by 15 January, 2018

The evaluation will be conducted in the period of 24 September 2018 – 10 February 2019 for 38 working days. All deliverables will be presented in English.

8. Requirements

Minimum requirements for the Organization:

1. At least 5 years of past international experience in the field of monitoring and evaluations of projects, preferably in the area of women's rights and gender equality;
2. Demonstrated experience of the organization to produce high quality evaluation reports (verified by at least one letter of recommendation and produced evaluation report)
3. Experience of working in Georgia or in a country with similar political, economic and social situation, preferably with particular focus on women's rights and gender equality;
4. Experience in working with multiple stakeholders: government, civil society, community-based organizations, and the UN/multilateral/bilateral institutions;
5. Financial Sustainability of the Organization
6. General Organizational Capacity

The evaluation team should consist of at least four specialists – international gender expert – Team leader, experienced in evaluation of women's political and economic empowerment interventions, two more international experts – one with background in ending violence against women and girls and domestic violence and the other with background in reproductive health and rights and one local/national gender expert.

Minimum requirements for the Team Leader:

- A master's degree or its equivalent in one or more of the following: economics, social sciences, development studies, water management, gender or youth studies;
- Relevant experience of conducting evaluation over at least seven years in the area of development and GEEW;
- Knowledge and experience of gender-responsive and human rights-based approaches to evaluation;
- Experience of designing and leading/participating in gender-responsive evaluations and/or applied research utilizing a wide range of approaches and methods;
- Ability to produce well written reports;
- Demonstrated facilitation and communications skills, experience in participatory approaches and ability to negotiate amongst a wide range of stakeholders;
- Experience in working with the UN/multilateral/bilateral institutions;
- Knowledge of UN system, practices, procedures, including UNDP, UNFPA and UN Women programme modalities will be an asset;
- Fluency in English.

Minimum requirements for the Team Members:

Senior International Expert:

- Advanced (Masters of equivalent) university degree in social sciences, gender studies, political science, health, development studies or another related field;
- Substantive international (eastern Europe, CIS) experience (at least seven years) in the field of gender equality and women's rights;
- Five years of international experience in managing monitoring and evaluation of projects and programmes;
- Fluency in English.

International Expert:

- Advanced (Masters of equivalent) university degree in social sciences, gender studies, political science, development studies or another related field;
- Substantive international (eastern Europe, CIS) experience (at least seven years) in the field of gender equality and women's rights;
- Three years of international experience in managing monitoring and evaluation of projects and programmes;
- Fluency in English.

Senior Local Expert:

- Advanced (Masters of equivalent) university degree in social sciences, gender studies, political science, development studies or another related field;
- At least five years of work experience in the field of gender equality and women's empowerment in Georgia;
- Five years of experience in monitoring and evaluation of projects and programmes;
- Fluency in English and Georgian.

9. Selection of the Evaluation Company

The Selection of the evaluation company will be based on the fulfillment of the specifications established in the TOR. The submitted proposals will be assessed on the three main categories: the expertise and competencies of the evaluation company and evaluators, as reflected in the company documentation and CVs of the experts; the technical proposal for the specific evaluation. The categories will be assigned different weighting, which will total to 100 %. Technical passing score of 700 (70%) points.

I. The company and team composition (60%)

The company and the team's experience and qualifications meet the criteria indicated in the TOR. The team is gender balanced.

II. Proposed Methodology (40%)

1. Evaluation Matrix. The matrix clearly addresses the TOR, relating evaluation questions with the evaluation criteria, with the indicators and with Means of Verification.
2. Evaluation approach and methodology. The proposal presents a specific approach and a variety of techniques for gathering and analyzing qualitative and quantitative data that are feasible and applicable in the timeframe and context of the evaluation and incorporates human rights and gender equality perspectives.
3. Work plan. The timeframe and resources indicated in the work plan are realistic and useful for the needs of the evaluation.
- 4.

TOR Annexes

1. UNEG Code of Conduct for Evaluations ²
2. UNEG Ethical Guidelines³
3. UNEG Norms for Evaluation in the UN System⁴

² <http://www.unevaluation.org/document/detail/100>

³ <http://www.unevaluation.org/document/detail/102>

⁴ <http://www.uneval.org/document/detail/21>

4. UNEG Standards for Evaluation in the UN System⁵
5. UNEG Guidance Integrating Human Rights and Gender in the UN System⁶
6. UN Women Evaluation Handbook⁷
7. UNDP Evaluation Handbook⁸
8. UNFPA Evaluation Handbook⁹
9. UN SWAP Evaluation Performance Indicator and related Scorecard¹⁰
10. Evaluation Consultants Agreement Form
11. M&E template for Evaluation Report¹¹
12. Evaluation Matrix -

Table A. Sample evaluation matrix

Relevant evaluation criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis

⁵ <http://www.uneval.org/document/detail/22>

⁶ <http://www.uneval.org/document/detail/1616>

⁷ <http://genderevaluation.unwomen.org/en/evaluation-handbook>

⁸ <http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf>

⁹ https://www.unfpa.org/sites/default/files/admin-resource/eval_policy_e5_dp_fpa_2013%20%281%29.pdf

¹⁰ <http://www.uneval.org/document/detail/1452>

¹¹ http://procurement-notice.undp.org/view_file.cfm?doc_id=142960