

TERMS OF REFERENCE FOR END-EVALUATION OF PHASE 1

(INTERNATIONAL & NATIONAL EVALUATION CONSULTANT)

Programme Title: Ethiopia Joint Flagship Programme on Gender Equality and Women's Empowerment (GEWE JP)

Duration: January 2011 –June 2012 (extended up to 31 December 2012)

Total estimated budget: USD 21,989,225

1. Funded Budget: USD 11,960,930

2. Unfunded budget: USD 10,028,295

Coordinating Agencies: UN Women, UNFPA

Administrative Agent (One UN Fund): Multi-Partner Trust Fund (MPTF)

I. Description of the Programme

The GoE - UN Joint Flagship Programme on Gender Equality and Women's Empowerment (GEWE JP) brings together six participating UN organizations¹ and multiple Government of Ethiopia line ministries and entities coordinated by Ministry of Finance and Economic Development (MoFED) and Ministry of Women, Children and Youth Affairs (MoWCYA). The GEWE JP was initiated as a result of UNDAF 2007-2011 mid-term review, which identified result areas for which the UN system would benefit from an increasingly harmonized and scaled up programmatic approach. Additionally, Ethiopia had a status of Delivering as One self starter and the 'flagship' programmes were meant to drive forward innovation in operational modalities towards increased alignment and effectiveness of delivery.

Due to its start in the latter part of an UNDAF cycle, the GEWE JP was designed to comprise of an 18 month 'bridging' Phase 1 (1 January 2011-30 June 2012), which would be used to identify best practices and effective partnerships, to strengthen strategic basis and data availability for programming on gender equality and women's empowerment, as well as putting in place operational and results-based management modalities that would reduce transaction costs and provide a platform for effective monitoring and reporting on results. The subsequent Phase 2 will build on the 'lessons learned' and progress in operational effectiveness to provide a multi-year programming framework with mechanisms in place for medium-term monitoring aligned to the UNDAF 2012-2015 and the Growth and Transformation Plan (GTP) 2010/11-2014/15 results framework.

Monitoring activities during the phase 1 were conducted by the participating UN Agencies. They included series of meetings with programme stakeholders to discuss the lessons learnt and key programmatic achievements of phase I. The workshop in April 2012 provided a number of recommendations for the development of the joint programme phase II that should be included in the background documentation for this evaluation.

The GEWE JP was the first UN programme to receive financial support through the Ethiopia One UN Fund, established in January 2011.

¹ ILO, UN Women, UNDP, UNESCO, UNFPA, UNICEF

The One Fund is intended to facilitate the realization of One UN Programme outcomes by strengthening the planning and coordination process, aligning the funding allocation to the needs of the One UN Programme and channelling funds towards the highest priority needs of the country.

The GoE-UN-DP High-Level Steering Committee exercises overall oversight of the programmatic response and modalities in place to operationalize 'Delivering as One' in Ethiopia. The GEWE JP also has a Steering Committee, which is responsible for prioritization, resource allocation decisions and progress review specific to the GEWE JP. In terms of communication, joint resource mobilization, progress review and consolidated reporting, UN Women, jointly with MoWCYA, is the responsible co-lead, while UNFPA is the co-lead responsible for operational and financial management and monitoring, jointly with MoFED. Thematically each of the four focus areas is coordinated by an assigned agency, which is responsible for strategic guidance, resource mobilization and progress monitoring within the result area. They are:

1. Women's economic empowerment – ILO
2. Educational attainment of women and girls at secondary and tertiary levels – UNICEF
3. Strengthened capacities for gender mainstreaming – UN Women
4. Protection of the rights of women and girls – UNFPA

II. Purpose and Scope of the evaluation

Purpose:

The evaluation at the end of Phase 1 of the Joint Programme on Gender Equality and Women's Empowerment (GEWE JP) is scheduled in line with the programme's M&E plan.

As the first programme receiving support from the One Fund, the joint programme also raised strategic interest as it illustrates the One Fund's potential impact on further harmonization and coordination among UN Agencies. The evaluation will provide clear evidence on the effectiveness of the One Fund in this regard and identify lessons learnt.

Hence, the purpose of the Phase 1 evaluation is to look at the management and operational and financial systems laid down by the programme, assess if the progress with regards to programmatic interventions across the four outputs is on the right track, and identify the challenges faced by the UN system and implementing partners and make recommendations for the Phase 2 implementation period.

The specific objectives of the Phase 1 evaluation are to:

- Assess relevance and effectiveness of programme structures, systems and procedures;
- Assess the adequacy and quality of the inter-agency coordination mechanisms that have been established at the global, regional and country levels to maximize the effectiveness of interventions;
- The evaluation will also clearly detail the results achieved by the programme during phase I keeping into account that implementation was for a relatively short period of time. It will look at progress made under the four outputs and evaluate to what extent the programme is relevant/appropriate towards achieving its overarching goal and the national commitments of the Government of Ethiopia to the advancement of gender equality and women's empowerment ;
- Understand and assess the intended and unintended results achieved by the programme in the initial pilot phase and to provide recommendations that will enhance the effectiveness, quality, impact and scale of the multi-sectoral programmatic approach and institutional performance for the second phase of the joint programme initiated in the UNDAF 2012-2015 Action Plan. The evaluation will highlight good practices and lessons learnt and make concrete recommendations on how to improve implementation over the next four years of Phase 2 implementation period;
- Assess the extent to which the objectives of the joint programme are consistent with national needs (in particular vulnerable group needs) and are aligned with Ethiopia government priorities as well as with UNCT policies and strategies;

- This evaluation is an important endeavour to building knowledge and to contribute to organizational learning among UN agencies and implementing partners. It will assess the capacity of partner agencies to adapt to a relatively new programmatic and operational framework. It will review the programme design, implementation strategy, institutional arrangements as well as management and operational systems. It will aim at providing practical recommendations that will inform the initiation of the second phase of the programme, identify lessons learnt and good practices of the programme implementation; and
- Recommend adjustments to the implementation plan in order to improve/speed up delivery.

Scope

The evaluation will specifically include:

- UN participating organizations.
- Main partners of UN participating organizations

Specific sites for the evaluation will be further worked out by the respective UN agencies during the actual planning of the evaluation process.

Clients:

The clients of the evaluation and main audience of the report are:

- Relevant staff in target ministries, local government and targeted governmental institutions, committees and commissions and participating CSOs.
- Relevant staff in participating UN-agencies in.
- UN Women - UN System Coordination Division.
- Technical units and head of Units in the participating UN-agencies.
- UN-agency Headquarters.
- Development partners.

The outcome of the evaluation will be used for three purposes:

- Lessons learnt and good practices will be shared with GoE stakeholders, UN partners, relevant staff in participating UN agencies, UN Women and other relevant stakeholders to be replicated in similar ongoing or future GEWE -related programmes;
- Address challenges faced in implementing the programme and develop appropriate management, operational and institutional responses;
- Inform the revision of policy and programmatic initiatives addressing gender equality and women's economic empowerment in Ethiopia to enhance their impact and visibility.

III. Key Evaluation Questions / Analytical Framework

The final evaluation questions and relevant evaluation instruments will be determined during the inception stage.

Relevance and strategic fit:

- Has the programme addressed the relevant needs in the country? Have new, more relevant needs emerged that the programme should address?
- Have the stakeholders taken ownership of the programme concept?
- To what extent did the programme contribute to the national priorities stipulated in key documentation?

Validity of design:

- How the programme is aligned to the UNDAF and was a gender analysis conducted during the UNDAF or the development of the JP GEWE. If undertaken, did the gender analysis offer good quality information on underlying causes of inequality to inform the JP?
- What was the baseline of the programme for the five components at the beginning of the programme? How were they established?

- Are the planned programme outputs and results relevant and realistic for the situation on the ground? Do they need to be adapted to specific (local, sectoral etc.) needs or conditions?
- Is the intervention logic coherent and realistic, taking into account the phases of the programme from joint programming towards a joint programme? What needs to be adjusted? (refer to the programme Results Matrix)
 - Do results causally link to the intended outputs (immediate outcomes) that link to broader impact (development goal)?
 - What are the main strategic components of the programme? How do they contribute and logically link to the planned outcomes? How well do they link to each other?
 - Who are the partners of the programme? How strategic are partners in terms of mandate, influence, capacities and commitment?
- How appropriate and useful are the indicators described in the programme document in assessing the programme's progress? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are the means of verification for the indicators appropriate?

Effectiveness:

- Is the programme making sufficient progress towards its planned outputs? Will the programme be likely to achieve its planned outputs upon completion?
- How have stakeholders been involved in programme implementation?
- Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women?
- How has the JP enhanced ownership and contributed to the development of national capacity?
- Are UN agencies working together more effectively?

Efficiency:

- Have resources been used efficiently? Have activities supporting the strategy been cost-effective?
- Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered?
- Are there sufficient resources (financial, time, people) allocated to integrate human rights and gender equality in the design, implementation, monitoring and evaluation of the JP?
- Were there any constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?

Sustainability:

- Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/local ownership, use of national capacity, etc.) to support positive changes in human rights and gender equality after the end of the intervention?
- To what extent were stakeholders involved in the preparation of the sustainability strategy?
- To what degree did partners change their policies or practices to improve human rights and gender equality fulfilment (e.g. new services, greater responsiveness, resource re-allocation, improved quality etc.)?

Coherence:

- To what degree are partners working towards the same results with a common understanding of the inter-relationship between interventions?
- To what extent are approaches such as attention to gender, human rights based approach to programming and results based management understood and pursued in a coherent fashion?

Management and Coordination:

- How well are responsibilities delineated and implemented in a complementary fashion?
- How well have the coordination functions been fulfilled?
- Were management and implementation capacities adequate?
- How effectively does the programme management monitor programme performance and results?
 - Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
 - Is relevant information and data systematically being collected and collated?
 - Is information being regularly analysed to feed into management decisions?
- Has the programme made strategic use of coordination and collaboration with other Joint Programmes to increase its effectiveness and impact?

Accordingly, the following analytical framework is suggested for the final report:

1. Title page (1 page)
2. Table of Contents (1 page)
3. Executive Summary (2 pages)
4. Acronyms (1 page)
5. Background and Programme Description (1-2 pages)
6. Purpose of Evaluation (1 page)
7. Evaluation Methodology (1 page)
8. Findings, Analysis, Conclusions, and Recommendations (no more than 15 pages)
this section's content should be organized around the TOR questions, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated
9. Lessons learned (1-2 pages)
10. Annexes: including the terms of reference, evaluation workplan and any other relevant documents.

IV. Methodological Approach

The evaluation methodology will be developed by the Evaluation Team and presented for approval to the Evaluation Steering Committee. The methodology should use a combination of quantitative and qualitative research methods that are appropriate to address the main evaluation questions. These methods should be applied with respect of human rights and gender equality principles and facilitate the engagement of key stakeholders. Measures will be taken to ensure data quality, validity and credibility of both primary and secondary data gathered and used in the evaluation.

The evaluation will be carried following UN Evaluation Group (UNEG) Norms and Standards (see <http://www.uneval.org/>), UN Women Evaluation Policy as well as the Ethical Guidelines for evaluations in the UN system, see Annex to this TOR. In line with Norms and Standards a management response will be prepared for this evaluation as practical means to enhance the use of evaluation findings and follow-up to the evaluation recommendations. The management response will identify who is responsible, what are the action points and the deadlines.

Evaluation process

Evaluation Phases	Deliverables	Dates	Meetings
Phase 1 Preparations	Draft TOR	Sep 2012	
	Establishment of Evaluation Reference Group & Steering Committee		
	Final TOR		
	Post RFQ, assess bids and contract evaluators		
Phase 2 Evaluation design & desk review	Submission of draft inception report	Nov 2012 5 working days	
	Inception mission to Addis Ababa by evaluators		Yes (Evaluation Reference Group)
	Submission of final inception report		
	Review of documents		
Phase 3 Data collection & field visits to regions	Field missions to selected Federal and Regional ministries	Nov 2012 15 working days	Yes (participating agencies, government, DGGE, partners etc.)
	Preparation of Draft report		
	Validation of Draft findings, Feedback on Draft report		Yes (Evaluation Reference Group)
Phase 4 Finalization	Preparation of Final report	Nov-Dec 2012 5 working days	
	Preparation of management response and input into JP II		
	Preparation of evaluation dissemination strategy		

Documents that will be shared with evaluators

- GTP and Policy Index
- UNDAF 2007-2011
- GEWE JP Prodoc
- Programme work plans
- Progress reports (and presentations on progress and achievements)
- Interim reports
- Publications and promotional materials
- Reports on specific activities
- Documents related to programme achievements
- Microcredit evaluation report
- Validation of FGM abandonment
- Conclusions of the workshop on Joint Programme on Gender Equality and Women's Empowerment: reflecting on achievements and challenges and looking forward , April 2012

V. Main Outputs of the Evaluation

The evaluators will be expected to deliver:

- Inception report that includes a detailed evaluation design including evaluation work plan, key questions, data collection and analysis methods. This framework should be developed in participatory manner by the evaluation team and the Evaluation Steering Committee before commencement of the evaluation
- Presentation of draft findings at validation meeting
- A draft evaluation report for review by Evaluation Steering Committee
- A final evaluation report incorporating comments made on the draft report.
- To further promote learning and the exchange of experiences, a dissemination strategy will be developed for sharing lessons learnt and good practices from this evaluation with UN partners, GoK stakeholders, relevant staff in participating UN-agencies, UN Women and other relevant stakeholders. The dissemination strategy will include a power point presentation with key messages for the media, beneficiaries and broader public

VI. Management Arrangements and Time Frame

In line with UN Evaluation Group Norms and Standards, an Evaluation Steering Committee will be constituted to serve as sounding board and consultative body to ensure the active involvement of stakeholders. The Evaluation Steering Committee will help to provide a balanced picture of views and perceptions regarding achievements and limitations of the JP. It will make the evaluation more relevant through providing inputs and feedback throughout the evaluation process. The Committee will also help to ensure ownership of evaluation findings and recommendations through prompting users of the evaluation and other stakeholders into action during and after the evaluation.

Specifically the Evaluation Steering Committee will:

- Review TOR, inception report and data gathering tools
- Review the draft and final evaluation report
- Provide feedback on the different evaluation documents
- Organise and/ or participate in stakeholder meetings and feedback sessions
- Prepare the evaluation management responses
- Decide use of the evaluation findings and how
- Support dissemination of evaluation results

The Evaluation Steering Committee will consist of the following representatives:

- MoWCYA, MoFED and relevant ministries
- Donors including DFID
- Resident Coordinator's office/ UNCT
- UN agencies participating in the JP
- Chairs of the M&E TWG
- A limited number of representatives from implementing partners and beneficiaries

The evaluation will be done in 25 working days starting in November 2012. A detailed work plan will be elaborated by the evaluation team during the inception phase based on inputs from the Evaluation Committee.

Accountabilities

UN Women, UNFPA and MOWCYA will be accountable for coordination of stakeholders' involved, organizing field-visits, focus groups, providing translator/interpreter and other logistical issues. They will give approval for the final evaluation report.

VII. Evaluation Team

An international evaluation consultant supported by a national evaluation expert will undertake the evaluation. The evaluation team will be assembled to ensure the right mix of evaluation expertise, knowledge of the national context and expert knowledge of gender issues.

Required Background and Experience

International consultant

- Advanced Degree in Social Sciences, Development Studies or other relevant field and with formal research skills.
- At least 7 years experience in conducting evaluations as team leader
- High proficiency in English
- Ability to manage and supervise evaluation teams and ensure timely submission of quality evaluation reports
- Experience in leading complex evaluations e.g. of UN Joint Programs, Delivering as One etc.

National consultant

- Advanced Degree in Social Sciences, Development Studies or other relevant field and with formal research skills.
- At least 5 years experience in conducting evaluations
- Fluent in English and Amharic / local language

Required competencies for both International / National consultant

- Knowledge of issues concerning governance, women's rights and gender equality
- Specific knowledge in the area of democratic governance, economic empowerment, GBV and/or gender mainstreaming
- Excellent facilitation and communication skills
- Experience with focus group discussions and key informant interviews
- Ability to deal with multi-stakeholder groups
- Ability to write focused evaluation reports.
- Wide experience in quantitative and qualitative data collection methods.
- Willingness and ability to travel to the different project's sites in the country.
- Ability to work in a team.

Core values / guiding principles:

The evaluators will adhere to the following core values and guiding principles:

- Integrity: Demonstrating consistency in upholding and promoting the values of UN Women in actions and decisions, in line with the UN Code of Conduct.
- Cultural Sensitivity/Valuing diversity: Demonstrating an appreciation of the multicultural nature of the organization and the diversity of its staff. Demonstrating an international outlook, appreciating differences in values and learning from cultural diversity.

VIII. Applying for the consultancy

Applications should include:

- Cover letter stating why you want to do this work, your capacity and experience and available start date.
- It should also indicate whether you apply for the International or National consultancy
- Detailed CV (UN Women P11)- this can be down- loaded from the UNWOMEN website
- **Applications with the above details should be sending to caspar.merkle@unwomen.org and jane.oteba@unwomen.org until latest 3rd Oct 2012.**

ANNEX: ETHICAL CODE OF CONDUCT FOR THE EVALUATION

It is expected that the evaluators will respect the Ethical Code of Conduct of the UN Evaluation Group (UNEG). These are:

- **Independence:** Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.
- **Impartiality:** Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project or organizational unit being evaluated.
- **Conflict of Interest:** Evaluators are required to disclose in writing any past experience, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise.
- **Honesty and Integrity:** Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting their procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.
- **Competence:** Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.
- **Accountability:** Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.
- **Obligations to Participants:** Evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.
- **Confidentiality:** Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.
- **Avoidance of Harm:** Evaluators shall act to minimize risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.
- **Accuracy, Completeness and Reliability:** Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.
- **Transparency:** Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.
- **Omissions and wrongdoing:** Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.