

**TERMS OF REFERENCE –
2010**

Strategic Review of UNDP Achievements of the Gender Equality Goals

1. BACKGROUND

Action by governments, the United Nations and civil society in the last 50 years has produced international normative frameworks; acknowledgement that women's rights are human rights and broad acceptance that gender equality is a critical and indispensable component of human development.

The Fourth World Conference on Women, held in Beijing, in 1995, called upon the United Nations to implement the Platform for Action through the work of all the bodies and organizations of the United Nations System. In addition, the platform provided the first global commitments to gender mainstreaming as the methodology by which women's empowerment should be achieved. As articulated by ECOSOC in 1997, the goal of gender mainstreaming is gender equality, for which women's empowerment is required. Since Beijing, UNDP has grappled with how to address gender mainstreaming in its work.

UNDP adopts a multi-dimensional approach in mainstreaming gender equality across country, regional and global programmes. Its approach followed the evolution from the Women in Development (WID) to the Gender and Development (GAD) approach by refocusing on 'gender relations and roles' above 'women' as a category, UNDP supports the integration of gender in programmes and projects and by its advocacy work at the country, regional and global level. One of UNDP important contributions to the debate on gender was the Human Development Report of 1995 on gender disparities, with the introduction of two composite indices – the gender related development index (GDI) and the gender empowerment measure (GEM).

In 2000, the Millennium Development Goals reaffirmed gender equality and women's empowerment as development goals in themselves (MDG3) and underlined their importance as a means to achieve all of the other MDGs. The MDGs consolidated previous agreements, including those on women's rights, women's empowerment and gender equality, into a single set of core goals, targets and benchmarks for the development community. UNDP remains committed to working with national partners to realize these goals. The UN World Summit of 2005 reaffirmed gender equality as a development goal itself (Millennium Development Goal 3) and underlined its importance in achieving all the other MDGs.

2005 Evaluation of Gender Mainstreaming in UNDP

It is worth noting that in 2002, members of UNDP's Executive Board noted weakness in UNDP's efforts to address gender mainstreaming and recommended that a global evaluation of gender mainstreaming in UNDP be undertaken. This evaluation was undertaken between December 2004 and June 2005. The findings of the evaluation included the following:

- That in the previous ten years UNDP put in place a number of policies and strategies to mainstream gender. However, a lot still remained to be done.
- UNDP had not effectively and successfully engendered its development programmes.

- While there were many committed individuals and some “islands of success,” the organization lacked a systematic approach to gender mainstreaming.
- UNDP had not adopted clearly defined goals, nor dedicated the resources necessary to set and achieve them.

The evaluation found a lack of systemic approaches, leadership and commitment at the highest levels and of capacity at all levels.

UNDP's Gender Equality Strategy 2008-2013 (GES)

Largely a result of the 2005 evaluation, UNDP reconsidered its approach to gender mainstreaming. In 2007 UNDP engaged in a broad process to develop a forward-looking strategy that firmly anchored gender equality in the context of broader organizational change. A Steering Committee of eminent scholars and practitioners guided the process of assessment and consultations that involved UNDP staff and inter-agency partners, member state and civil society organizations and culminated with the UNDP Gender Equality Strategy 2008-2013 (GES). The strategy was endorsed by the Gender Steering and Implementation Committee and presented to the UNDP/UNFPA Executive Board and endorsed in January 2008.

The Gender Equality Strategy 2008-2013 (GES) aims to: “(a) Develop capacities, in-country and in-house, to integrate gender concerns into all programmes and practice areas. (b) Provide gender-responsive policy advisory services that promote gender equality and women’s empowerment in all focus areas, including in-country programmes, planning instruments and sector-wide programmes. (c) Support specific interventions that benefit women and scale up innovative models.”¹. The GES also provides in its results framework a broad range of gender sensitive outcomes and indicators.

UNDP committed to monitor and evaluate the GES and the projects and programmes designed and implemented under it. As part of the monitoring process, UNDP will conduct a strategic review to assess progress on the implementation of the GES in 2010. This strategic review will consider how UNDP promoted gender equality and women’s empowerment in line with the Gender Equality Strategy 2008-2011. It is designed to allow UNDP to identify opportunities to improve our performance, impact and UNDP’s role and leadership in a changing international scenario. The review exercise should also promote better informed decision-making, foster an environment of learning and promote greater accountability for performance.

2. PURPOSE

This strategic review will take stock of achievements and trends towards achieving the Gender Equality Strategy 2008- 2013. It will provides an outcome oriented analysis and assess the internalization of the GES at the country, regional and global level taking into account a changing external and internal UN environment.

¹ UNDP Strategic Plan 2008-2013. Gender equality and the empowerment of women.pg.35.

2010 is a critical year for gender equality with the 10-year review of the adoption of the Millennium Declaration and the Millennium Development Goals², including MDG 3 on gender equality and women's empowerment; the 15th anniversary of the Fourth World Conference on Women in Beijing; and the tenth anniversary of the Security Council Resolution 1325. The strategic review should suggest also how to respond to strategic challenges prioritizing the MDG3 achievement, in a context where external factors such as the outcomes of recent climate change negotiations, the economic and financial crisis adversely affecting the lives of women and girls and discussions of a new gender entity.

Primary users will be the entire organization including Regional Bureaus and Country Offices and national partners. The strategic review will provide solid foundation to launch the next UNDP's Strategic Plan and the next UNDP's Gender Equality Strategy.

3. OBJECTIVES AND SCOPE

The Strategic Review will examine progress made towards achieving gender equality and women's empowerment in line with the Gender Equality Strategy 2008-2011. The objectives of the review are as follows:

- 1) Identify areas where UNDP has been successful in achieving gender equality results, across Practices areas and regions, analyzing how the UNDP approach contributes to support governments in achieving gender-responsive capacity improvements and what impact this is having, if any, on the lives of women and girls.
- 2) Obtain strategic inputs on how to strengthen UNDP's response in view of the emerging challenges (e.g. the 10-year review of the MDG Declaration; the ongoing economic and financial crisis, Beijing+15 or the new composite entity for gender equality and women's empowerment).
- 3) Make specific and practical recommendations on how UNDP should bring the gender perspective into our practices areas and within the organization.

Consistent with the scope of the GES, the strategic review will cover the following areas:

- a) Global impact: areas and regions where UNDP has been effective in achieving gender equality results in terms of Poverty reduction and the achievement of the MDGs (including HIV/AIDS); Democratic Governance; Crisis Prevention and Recovery; Environmental and Sustainable Development³. This section should highlight UNDP's best practices supporting national entities to achieve the MDG3 in order to contribute for the 10-year review of the adoption of the Millennium Declaration and the Millennium Development Goals.
- b) Model of work: how effective the approaches used by UNDP in supporting governments are to achieve gender-responsive capacity improvements in comparison with other actors.
- c) Partnership: UNDP's effectiveness in building partnerships to promote gender equality, or using existing ones, emphasizing the women's movement.

² The summit to boost progress towards the Millennium Development Goals will be held on 20-22 September 2010, just prior to the start of the Assembly's annual General Debate.

³ The strategic review team should review the focus areas and outcomes indicators established in the GES 2008-2013.

- d) Institutional change: UNDP ways of working, internal policies and mechanisms to transform UNDP into an organization that places gender equality at the centre of development and achieves its GE results.
- e) Financial investments and fund-raising strategies to support gender equality and women's empowerment. The strategic review will examine the resources devoted to the gender equality and women's empowerment, both core and non-core and how this compares with other practice areas.

The analysis will cover the Global, Regional and Country Office level as a system of related policies, strategies, mechanisms, programmes, projects and activities.

4. METHODOLOGY

A team of three international consultants will conduct the Strategic Review. They will be supported by Gender Practice Leaders at all Regional Centres. The Practice Leaders will be the interface between the team of consultants and the country offices, allowing it to be a multi-country study with evidence across regions. The review will use a combination of: desk reviews and document analysis, consultations with key stakeholders and a visit to a sample of countries and locations. The exercise will be participatory in nature and will make use of focus groups.

(a) Preparatory phase and desk review

Collecting background documentation: the preparatory phase will be a headquarters-based mapping of issues raised in these terms of reference, and preparation of background documentation. The team will use this information in addition to material collected during the country visits. These will include policy documents; practice notes; reports of the Gender Equality Strategy 2008-2011, gender assessments and programme reports and evaluations, etc.

Initial meeting: an initial meeting of the team at HQ will establish the parameters and work plans to operationalize and direct each aspect of the strategic review. During this period, the team will meet with headquarters units, including management, regional and key to gather information as the basis for answering some of the questions raised in these terms of reference. This will also provide an opportunity to select the countries for case studies.

Inception Report: the team should elaborate the inception report based on these terms of reference by describing how the strategic review will be carried out, the team's understanding of the strategic exercise purpose and scope; criteria and questions, methodology, specific activities, schedule of the key milestones, resource requirements, roles and responsibilities, and timeframe, etc.

Some of the desk review activities during the implementation phase will be facilitated at headquarters by the research specialist supporting the team. These include managing and collating documents and data from Country Offices and other HQ units. Gender Practice Leaders will play key roles at all stages.

A working space on Teamworks will be created for the team to post documents and discussions and as a platform for exchange of information.

(b) Country Studies

In order to ensure a thorough review of the implementation the GES and to assess how UNDP is supporting programme countries to mainstream gender equality and the empowerment of women, the review will include case studies from up to ten countries, across regions. The team will develop a multi-country exercise visiting tentative 10 Countries. The team will spend about 3-5 days in each country, supported by a national consultant if needed. The team will meet with government and NGO partners, as well as the UN country team. The country offices and the gender team will identify key documents for review, including documentation relating to past and current UNDP development programmes. The compilation of case studies will be included in the final report. Each country study should produce a country report as input for the main report. The report should identify the main challenges faced in mainstreaming gender, with a focus on UNDP country level programming. The review will define, examine and make recommendations on to what extent the Gender Equality Strategy has been internalized, and followed in UNDP.

The *selection criteria* should include geographical distribution across regions; countries that had been in the 2005 evaluation (so that there can be review of the baseline established in 2005); countries of varied size, population and political settings; post-conflict countries, and countries using innovative approaches towards gender equality.

(e) Semi-structured interviews with Key Informants

At UNDP headquarters in New York and in the countries visited, members of the team, should interview:

- UNDP staff at headquarters and at the regional centers in Bratislava, Panama, Bangkok, Dakar and South Africa;
- UNDP staff of country offices including Resident Representatives; Deputy Resident Representatives; Assistant Resident Representatives; programme staff, and gender focal points/specialist/advisers;
- Representatives of UN agencies, including the new gender entity, UNIFEM, UNICEF and UNFPA, both in New York and in the countries visited;
- Government and civil society representatives, including the women's movement;
- Executive Board members in New York.

6. STRATEGIC REVIEW PRODUCTS (deliverables)

This section describes the key evaluation products the evaluation team will be accountable for conducting.

- (1) **Inception report** of no more than 5 pages. The report should be prepared by the team before going into the full fledged data collection exercise. This report should elaborate on these terms of reference by describing how the team will be carried out the strategic review, the team's understanding of the strategic review exercise purpose and scope; strategic review criteria and

questions, methodology, specific activities, schedule of the key milestones, resource requirements, roles and responsibilities, and timeframe, etc.

- (2) **10 Country Case Studies** that will highlight main challenges faced in mainstreaming gender, with a focus on UNDP country level. Each study should present findings supported by evidence and clear recommendations.
- (3) **Draft strategic review Report** no more than 25 pages, the strategic review team will meet again in New York with the findings of the country visits to prepare the draft report. The draft strategic review report will ensure that the exercise meets the required quality criteria.
- (4) **Final strategic review report** no more than 25 pages excluding executive summary and annexes. The Country Studies and other results will be attached as Annexes.

7. STRATEGIC REVIEW TEAM COMPOSITION AND REQUIRED COMPETENCIES

A team of three international consultants supported by local consultants, a research specialist and a specialist in MDG will undertake the Strategic Review.

The three international consultants will have the following competencies:

Corporate competencies

- Demonstrates integrity by modeling the United Nations' values and ethical standards;
- Demonstrates commitment to UNDP's mission, vision and values, with a focus on promoting gender equality;
- Displays cultural, gender, religion, race and proven ability to manage and lead in a cross-cultural context;

Functional competencies

- Demonstrated capacity for strategic thinking, and expertise in global gender equality and mainstreaming methodology.
- Proven capacity to produce high quality qualitative research and ability to absorb, analyze and synthesize large amounts of complex information within tight deadlines.
- Demonstrated ability and willingness to work as a member of a team, with people of different cultural, ethnic and religious background, different gender, and diverse political views;

Qualifications

- Masters or PhD in a development related disciplines (women's studies or gender and development), and at least 15 years of international development experience; Field experience will be considerate as an asset.
- Familiarity with UNDP, the UN system and the international development landscape.
- Background and experience in strategic planning, and managing complex development situations is an asset.
- Proficiency in English language.

8. IMPLEMENTATION ARRANGEMENTS

This section describes the organization and management structure for the evaluation in order to eliminate ambiguities and facilitate an efficient and effective evaluation process.

Commissioner of the Strategic Review: UNDP Gender Team Director. Roles and responsibilities: determine which areas will be evaluated and when; safeguard the independency of the exercise;; respond to the strategic exercise by preparing a management response and use the findings as appropriate; take responsibility for learning across strategic review on various content areas and about strategic exercises; allocate adequate funding and human resources.

Strategic Exercise Manager appointed by the Commissioner of the evaluation. Roles and responsibilities: lead the development of the TORs; follow up the selection and recruitment of the external team; manage the contractual arrangements, the budget and the personnel involved in the strategic review exercise; provide the team with administrative support and required data; ensure a fully inclusive and transparent approach to the strategic review exercise; review the inception report and the draft report(s); ensure the final draft meets quality standards.

Strategic Review Team: Roles and responsibilities: fulfill the contractual arrangements in line with the UNDP norms and standards and ethical guidelines; this includes developing the inception report, drafting reports, and briefing the commissioner and stakeholders on the progress and key findings and recommendations, as needed.

Quality Assurance Panel members: review documents and provide advice on the equality of the strategic review and adoptions for improvement; be a critical friend.

10. TIME FRAME FOR THE STRATEGIC REVIEW PROCESS

Products	Actions	Time Line
Desk Review report	<ul style="list-style-type: none"> -Identify and compile relevant information in terms of GES reports, accountability resources, research papers, financial and management information, country level sources (CPAC, ROAR, etc.). -Ensure the information is made available to the evaluator team. -Develop a relevant list of stakeholders contact information. -Create a working space for the Evaluation team. 	March 15 th – May15
First Team meeting	<ul style="list-style-type: none"> -Initial meeting with the Team to brief and provide them with policy guidelines. -Arrange and develop HQ interviews, including management, regional bureaus, OSG, OHR, etc. 	May 17-28
Inception Report	<ul style="list-style-type: none"> -Based on the TORs, meetings, desk review, the Team leader will prepare a draft inception report. -Working session with the Evaluation Team to discuss the inception report and establish how to operationalize each aspect of the Strategic Review 	May 26 May28
10 Case Studies developed, including CO visits	<ul style="list-style-type: none"> -The team members will visit tentative 10 Countries to validate findings and identify best practices. 	June - July 15 th
First draft report developed.	<ul style="list-style-type: none"> - Team meeting in NY to prepare the final draft report. -Send the draft report to the advisory panel, stakeholders and experts. -Incorporate comments. 	August 6 August 15 th

Annex 1. QUESTIONS

The following questions have been formulated in order to orient and guide the strategic review. The team is expected to review these questions and adapt them to the scope of the strategic review and to each specific context.

- **Global impact**

How has gender equality been promoted in each of the four focus areas (Poverty reduction and the achievement of the MDGs; Democratic Governance; Crisis Prevention and Recovery; Environmental and Sustainable Development⁴) and per region (e.g. where and why?) How is the GES contributing to promote and achieve gender equality results externally and internally at the field level? What existing programmes are succeeding at the country level and why? In cases where there is no impact is this attributed to resources, leadership, lack of national ownership or partnership? What adjustments might UNDP make to strengthen gender mainstreaming? Is it possible to identify critical factors that hinder or support gender equality goals at the country level? This section would provide much of the input for MDG+10.

- **Model of work**

How effective are the approaches used by UNDP in supporting governments to achieve gender-responsive capacity improvements, with a view to recommending future direction? How does UNDP seek to have impact as compared to other agencies and actors in our field? Regarding the new composite entity and new emerging actors, the review should also explore how to strengthen UNDP's role and leadership as part of the System wide Coherence, emphasizing UNDP's field presence.

- **Partnerships**

To what extent has UNDP drawn upon partners and made use of each organization's comparative advantage? Which different kinds of partnerships could help UNDP to do our work? What are the characteristics of partnerships that have been the most effective for UNDP? How effectively has UNDP used partnership to promote gender equality at the Global, Regional and National level?

- **Institutional change**

How has UNDP contributed through its internal policies and mechanisms (e.g. accountability, capacity development, knowledge management, etc.) to transform the organization into one that places gender equality at the centre of development? How does UNDP's organizational culture contribute to decrease UNDP's impact in terms of gender equality results and what more needs to be done? This section should take into account relevant assessments developed since 2008 (e.g. *The Gender Equality Institutional Assessment (GEIA) – UNDP* and the *Capacity Development Report for Gender Equality 2009*).

- **Financial investments and fund-raising**

The global economic crisis, coupled with uncertainties related to the establishment of the new composite entity for gender equality and women's empowerment, has resulted in reduced investments non-core funding mechanisms. The strategic review will enquire into the resources

⁴ The strategic review Team should review the outcomes indicators established in the GES 2008-2011.

devoted to the GES implementation, both core and non-core and how this compares with other practice areas. Do core resources match UNDP's commitment to achieve gender equality results? Which strategies could support gender equality and women's empowerment? How well have we invested (quantitatively and qualitatively), how effective have our non-core fund-raising strategies been?

It is expected that the evaluators will respect the ethical code of conduct of the United Nations Evaluation Group (UNEG). These are:

1. **Independence:** the team shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.
2. **Impartiality:** the team 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 reviewed.
3. **Conflict of Interest:** the team is 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.
4. **Honesty and Integrity:** the team shall show honesty and integrity in their own behavior, negotiating honestly the strategic review 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 strategic review.
5. **Competence:** the team shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in the exercise, declining assignments for which they do not have the skills and experience to complete successfully.
6. **Accountability:** the team is accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.
7. **Obligations to Participants:** the team 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. The team 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.
8. **Confidentiality:** the team 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.
9. **Avoidance of Harm:** the team shall act to minimize risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.
10. **Accuracy, Completeness and Reliability:** the team has an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. The team shall explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.
11. **Transparency:** the team shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. The team 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.
12. **Omissions and wrongdoing:** Where the team find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.

