

TERMS OF REFERENCE

Markets for Change project End of Project Evaluation Phase I and Mid-term Evaluation for Phase II

1. Background

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), grounded in the vision of equality enshrined in the Charter of the United Nations, works for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security.

The UN Women Fiji Multi-Country Office is based in Suva, Fiji and works alongside over 20 other UN agencies in the region and in 14 countries: Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, Niue, Palau, Republic of Marshall Islands, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu and Vanuatu. The Fiji MCO is undertaking an end of phase I evaluation combined with a mid-term evaluation of phase II.

2. Description of the programme/project

Markets For Change (M4C) aims ensure that marketplaces in rural and urban areas in the are safe, inclusive with nondiscriminatory environments, promoting gender equality and women's empowerment. M4C is based on lessons learned and sound evidence gained from implementation of the "Partners Improving Markets" (hereafter PIM) implemented from 2009-2012 in Fiji, Solomon Islands, Vanuatu, and Papua New Guinea. PIM demonstrated that marketplace improvements in physical infrastructure and governance positively affects socio economic condition of women market vendors. M4C Phase II builds on the progress made and lessons learned from both PIM and M4C Phase I implemented in Fiji, Solomon Islands, and Vanuatu from 2014-2021.

M4C Phase II aims to promote gender equality and the economic empowerment of market vendors, with specific attention to the needs and aspirations of women market vendors. The programme will target a diversity of market vendors producing a wide-range of products (e.g., produce, handicrafts, seafood, cooked food), and include full and part-time vendors, rural vendors, vendor-farmers, vendors who are part of family businesses, and vendors with disabilities. The project will be delivered over five years, from January 2022 -June 2026 in Fiji, Samoa, Solomon Islands and Vanuatu.

M4C Phase II has been designed building on successes and address lessons learned from M4C Phase I, including with an emphasis on strengthening market vendor resilience to respond to vulnerabilities identified in the context of COVID-19. Phase II is a comprehensive, multi-sectoral programme that seeks to ensure that Pacific women advance through the gender-equitable economic and sociocultural empowerment of women market vendors (full and part-time vendors, rural vendors, vendor-farmers, vendors who are part of family businesses, and vendors with disabilities) within the market environment. M4C Phase II builds on the lessons learned and successes of M4C Phase I and the predecessor pilot PIM, while also incorporating actions in direct response to the impacts of COVID-19. The programme supports gender equality and the empowerment of women through the development of MVAs as local women's organizations and movements that advance women's rights and through the improvement in public-sector institutional capacity. By supporting the advancement

of women's leadership and decision making in governance through support to MVAs and by gender-responsive planning and budgeting in local government, the proposed M4C Phase II will contribute to inclusive governance at levels that directly affect the lives of women market vendors.

M4C Phase II is necessary to ensure that M4C Phase I gains are not lost, including the gains made through the formation of women-lead MVAs, as well as to allow for a stronger focus on power relationships and engaging men and boys in addressing equality, voice and agency at the household level.

The following four outcomes are in line with UN Women Strategic Plan Outcome 3: Women have income security, decent work, and economic autonomy:

- 1) Outcome One: Inclusive, effective, and representative marketplace groups are created and grow, contributing to gender, social and economic advancement, the elimination of gender-based discrimination and violence, and expanded economic opportunities for women;
- 2) Outcome Two: Improved socio-economic security of women market vendors (UNDP);
- 3) Outcome Three: Local governments and market management are gender responsive, effective, and accountable to women market vendor needs; and
- 4) Outcome Four: Physical infrastructure and operating systems are improved to make markets more sustainable, resilient to disaster and climate change, safer and more accessible

The theory of change guiding the M4C Projects is that the gender-equitable economic and socio-cultural empowerment of women market vendors within the market environment can be attained through:

- ⇒ Accessible, inclusive and representative governance structures are put into place in project marketplaces that improve accountability and advance sociocultural and economic rights, particularly of women market vendors;
- ⇒ Through training, mentoring, and economic empowerment interventions, vendors themselves are directly empowered to strengthen their voice in the marketplaces and in their daily lives;
- ⇒ Strengthening market management, local government, and the policy environment will enable more gender-responsive, transparent, and accountable decision-making processes and improved framework conditions, and help give voice to women market vendors in arenas that affect their lives; and
- ⇒ Targeted, focused support to gender-responsive structures and marketplace services will reduce the vulnerability of vendors and marketplaces themselves to climate change and disaster resilience, violence against women and girls (VAWG), and economic exploitation.

2.1 Direct Beneficiaries

The programme targeted women market vendors and men and provincial and Municipal Councils. M4C Phase II targets a range of beneficiaries representing both rights-holders and duty-bearers. M4C's focus is on women vendors as women vendors are both the majority of vendors (at between 70-90%) with the most vulnerability.

- **Women Market Vendors:** a range of market vendors, producing a diversity of products (e.g., produce, handicrafts, fish and seafood, cooked food), including full and part-time vendors, rural vendors, vendor-farmers, vendors who are part of family businesses, and vendors with disabilities have been targeted. M4C Phase II have expanded the range of vending areas under the programme. Vendors were reached directly through Outcome 2, which seeks to strengthen human, financial, social and physical capital, and through Outcome 1 through support and training of MVA Executives and members training. Vendors are enabled indirectly

via Outcome 3 on institutional development, and Outcome 4 on gender-responsive and disaster resilient marketplace improvements, including improving access of women vendors and customers living with disabilities. A total of between 6,700 and 8,000 market vendors were reached in Phase I of the project. Phase II proposes to reach approximately 10,000 including Samoa. Please note this figure is the registered market vendors. The estimated number of vendors that benefit from the programme includes all vendors that use improved market facilities.

- **MVAs:** Individuals serving in the MVAs, including executive members, have been directly targeted through Outcome 1. Executive members have received specific training and support to strengthen their work within MVAs, and MVA members have been provided training in leadership and governance that ensures them to be able to hold their leadership accountable and participate in MVA governance. A total number of 18 MVAs were supported in Phase I of the project, Phase II anticipates that it will expand this number to 26.
- **Local Authorities:** Phase II will build capacity and provide technical support to market management, council management and government at several levels to ensure they are able to adequately respond to the vendor's needs. The project currently works with 10 local government bodies in Fiji, 2 local governments and 1 provincial government in Vanuatu, and 2 provincial governments and 1 city council in Solomon Islands. Phase II proposes to expand that number to 18, including in Samoa.
- **Customers:** Customers, including persons with disabilities, benefit most specifically from Outcome 4, which will deliver resilient, accessible marketplace improvements.

In addition, M4C partners, such as UN Women, UNDP, the Governments of Australia, Canada, and New Zealand; development partners interested in WEE; CSOs supporting WEE; and advocacy bodies and mechanisms, among others, will benefit from the improved availability of knowledge on actualizing WEE in the Pacific marketplace context.

1.2 Programme Governance and management arrangements

The M4C PROJECT has well established structures of accountability and management that ensured successful delivery of results on the ground and that evidence is collected and collated for dissemination at a regional level.

There are 3 levels of project governance structures in place.

Regional Project Board: This body includes UN Women, UNDP and Project donors. It reviews the reports submitted by the Project Managers and considers progress and problems and advises accordingly. The Project Board meeting takes place every twelve months in the last quarter and focuses on assessing progress under the regional log frame.

Project Management Committee: The Project Management Committee includes representatives from relevant Government agencies (led by a nominated focal point within Government), UN Women, UNDP and Project donors. The Committee receives advice from a country-based Project Management team, providing the Committee with various documents relevant to considering implementation and progress.

Project Working Committee: The Project Working Committee includes representatives from relevant Government agencies (led by a nominated focal point within Government), UN Women, UNDP, Project donors and Council and market management. The Committee generally manages and reports on the operational level of the project.

The project is headed by the Regional Project Manager with 1 Regional Project Associate and a Regional Finance Associate. Each of the 4 the country Teams are led by the National Project Coordinators with a Senior Project Officer and a project associate.

Details of the programme/project

Project Title:	Markets for Change Phase I	Project Title:	Markets for Change Phase II
Geographical Coverage:	Fiji, Vanuatu, and Solomon Islands	Geographical Coverage:	Fiji, Samoa, Solomon Islands and Vanuatu
Project Duration:	April 2014 – December 2023	Project Duration:	January 2022 – June 2026
Donor(s)/Fund(s)	Approx. USD22,096,558.47 UN Women, Governments of Australia, Canada, and New Zealand & MPTF	Donor(s)/Fund(s)	USD16,952,588.00 UN Women, Governments of Australia, Canada, and New Zealand
Responsible Parties:	UNDP (Outcome 2)	Responsible Parties:	UNDP (Outcome 2)

3. Purpose (and use) of the Evaluation

The UN Women Fiji Multi Country Office is undertaking a combined end of project evaluation of M4C Phase I and Mid-term evaluation of Phase II. The evaluation will follow the United Nations Evaluation Group Norms and Standards for Evaluation and the UN Women Evaluation Policy and corresponding guidance¹. The overall purpose of this evaluation is to provide support to learning and accountability from the results thus far. The findings from the evaluation will be used by UN Women, National and Local Government, project partners, and donors used for decision-making about necessary adjustments to phase II. The evaluation will examine who benefited, how resources were utilized and how partnerships contributed to the achievements.

Objectives

The main objectives of the evaluation are to:

- I. Assess the relevance and coherence of Women Economic Empowerment's M4C Project with respect to UN Women and broader UN system programmes.
- II. Assess effectiveness of the project's intervention in achieving the project's outcomes.
- III. Assess the sustainability of the interventions implemented by the M4C.
- IV. Collect a number of impact stories from beneficiaries (both women and men), key government partners and stakeholders.
- V. Identify and validate lessons learned, good practices, challenges, examples, and innovations of efforts that support gender equality, human rights and women's economic empowerment.
- VI. Provide actionable recommendations for the ongoing phase II M4C

In accordance with the evaluation objectives and guided by the OECD-DAC evaluation criteria, the following criteria will be examined as indicated below. The below questions are an overview – the consultant is expected to refine the evaluation questions and develop the evaluation matrix as part of the inception phase.

3.1 Relevance:

Assess the relevance of the projects objectives, outcomes, and design in addressing the problems faced by women and their needs and priorities, adaptability to COVID – 19 as women leaders in markets. The evaluation will assess whether the project remained relevant given the dynamic situation, and whether, and how, adjustments were made.

- Was the project relevant vis-à-vis the causes/factors of gender inequalities in economic empowerment?
- What adjustments were made given the COVID-19 pandemic and other social disruptions?
-

3.2 Coherence:

Assess the compatibility of the intervention with other interventions,

¹ UN Women Evaluation Policy (2020: <https://www.unwomen.org/en/digital-library/publications/2020/08/evaluation-policy-of-the-united-nations-entity-for-gender-equality-and-the-empowerment-of-women> and the UN Women Evaluation Handbook: <https://genderevaluation.unwomen.org/en/evaluation-handbook>

- To what extent were the different stakeholders' efforts coherent with each other and the overall aim of the project?
- To what extent was the project coherent with other UN efforts, Governments of Fiji, Solomon Islands, Vanuatu, Donors in the area.
- To what extent is the effort internally coherent with UN Women strategy on WEE and are synergies identified between thematic areas?

3.3 Effectiveness:

Assess the contribution towards achievement of outcomes:

- What progress has been made towards achieving the project outcomes and outputs as articulated by the indicators in the results framework?
 - What strategies were most effective in achieving results?
 - To what extent did the external environment affect the achievement of results and how?
 - Were there any unplanned positive or negative results?

3.4 Efficiency:

Assess the organizational efficiency.

- To what extent was the project management structure efficient in supporting the management of the programme?
- Were project funds, resources and activities adequate given the scope of efforts and to what extent were they delivered in a timely manner?

3.5 Contributions towards Impact:

Assess the contribution of the intervention to women economic empowerment.

- Did the project make a difference in terms of socio-economic security and livelihood of urban and rural women, and if so, how? Were certain groups benefitting more than others?

3.6 Sustainability:

Assess the key factors affecting sustainability of the project.

- To what extent will the benefits of the intervention continue, or are likely to continue?
- To what extent is there national ownership/buy in of the project by government and CSOs?
- What is the potential for sustainability, replication, and expansion?

3.7 Gender equality and human rights.

- To what extent were the most marginalized groups (i.e., ethnic minorities, persons with disability, LGBTIQ+) perspectives integrated in the project and reached in meaningful ways?
- To what extent was a human rights-based approach and gender responsive approach embedded in the approach of the programme (i.e., participatory, transparent, inclusive, realizing power dynamics, etc.)?
- To what extent were power dynamics and structural barriers addressed through the project?

4. Scope

The scope of the evaluation largely focuses on the 2014-2021 rollout implementation period for M4C Phase I, as well as the midpoint of M4C Phase II (2022-2026), with attention given to lessons learned and any evidence of the use of outputs/intermediate outcomes from both Phase I and the midpoint of Phase II of the project. It will focus attention on the Project's Relevance, Efficiency, Effectiveness, Sustainability and Inclusiveness and will include a review of the extent to which recommendations made during the Mid Term review

of Phase 1 have been put into place, and what effects this has had. It includes Inputs, Activities, Outputs and Use of Outputs, and any available information on Outcomes. It focuses at both macro and micro levels. In alignment with the intention of the project, much of the attention of the evaluation is focused on target groups (the market vendors, Provincial and Municipal Councils and market management.

5. Evaluation Methodology

The evaluation will use non-experimental, theory-based and gender responsive approaches; mixed methods (quantitative and qualitative data collection methods and analytical approaches) will be utilized to account for the complexity of gender relations in the M4C Project countries and to ensure participatory and inclusive processes that are culturally appropriate. The consultant will reconstruct the Theory of Change (TOC) as necessary to ensure a robust analytical framework for assessing contributions to outcomes at the time of evaluation, ensuring any changes to the original TOC are considered. The evaluation team will use various data collection methods to provide evidence-based information that is credible, reliable, and useful. The methods to be used include a review of project documents, key informant interviews, focus group discussions, survey, and individual interviews. Most significant change or storytelling approaches will be utilized to capture how the project has impacted the lives of the participants. The evaluation will engage the UN Women project team, government counterparts, implementing partners, direct beneficiaries, and other stakeholders. The evaluator will be expected to develop a sampling frame for data collection, that is representative of all stakeholder groups. Sampling to select the sites to be visited should also be representative. The evaluation methodology should enable achievement of the evaluation purpose, be aligned with the evaluation approach, and be designed to address the evaluation criteria and answer the key questions through credible techniques for data collection and analysis.

To ensure maximum validity, reliability of data (quality) and promote use, the evaluation will ensure triangulation of the various data sources collected using various participatory methods listed below. The entire evaluation will be undertaken as per UNEG Ethical guidelines and consider a human-rights-based and gender empowerment approach². The evaluation experts and all their direct collaborators will follow UN Women's Evaluation Handbook and are bound by the UN Women report assessment criteria ([GERAAS](#)), which will be provided upon initiation.³ The evaluation is expected to report using disaggregated data.⁴ To the extent possible, the evaluation will integrate an inclusive approach and ensure do no harm in engaging marginalized groups, including from diverse SOGIESC, persons with disabilities and/or ethnic minorities. Ethical protocol will be developed and annexed to the inception report. It is to be noted that this is midpoint for M4 Phase II in Fiji, Samoa, Solomon Islands and Vanuatu.

5.1 Ethical Considerations

UN Women has developed a [UN Women Evaluation Consultant Agreement Form](#) for evaluator that must be signed as part of the contracting process, which is based on the [UNEG Ethical Guidelines and Code of Conduct](#). All data collected by the consultant must be submitted to the evaluation manager in Word, PowerPoint or Excel formats and is the property of UN Women. Proper storage of data is

² UNEG Norms and Standards for Evaluation (2016): <https://www.betterevaluation.org/en/resources/example/UNEG-evaluation-standards-2016>; UNEG Ethical Guidelines for Evaluations (2020): <http://www.unevaluation.org/document/detail/2866>; Integrating Human Rights and Gender Equality in Evaluation (2014): <http://www.uneval.org/document/detail/1616>

³ UN Women's Evaluation Handbook <https://www.unwomen.org/en/digital-library/publications/2022/05/un-women-evaluation-handbook-2022>

⁴ UN Women's Evaluation Handbook <https://www.unwomen.org/en/digital-library/publications/2022/05/un-women-evaluation-handbook-2022>

essential for ensuring confidentiality and a data protection plan will be developed during the inception phase. The evaluation's value added is its impartial and systematic assessment of the project. As with the other stages of the evaluation, involvement of stakeholders should not interfere with the impartiality of the evaluation. The evaluators have the final judgment on the findings, conclusions and recommendations of the evaluation report, and the evaluator must be protected from pressures to change information in the report. Proper procedures for data collection with rights holders who may have been affected by violence must be adhered to as outlined in the [Improving the collection and use of administrative data on VAW](#) and [WHO Ethical and Safety Recommendations for research on violence against women](#). Additionally, if the evaluator(s) identify issues of wrongdoing, fraud or other unethical conduct, [UN Women](#) and [UNDP](#) procedures must be followed and confidentiality be maintained. The [UN Women Legal Framework for Addressing Non-Compliance with UN Standards of Conduct](#), and accompanying policies protecting against retaliation and prohibiting harassment and abuse of authority, provide a cohesive framework aimed at creating and maintaining a harmonious working environment, ensuring that staff members do not engage in any wrongdoing and that all allegations of wrongdoing are reported promptly, investigated and appropriate action taken to achieve accountability.

5.2 Limitations

The evaluation team will rely on the accuracy and completeness of the provided documents by the offices, with independent verification of the information provided, where possible. To avoid biases raised, the information will be triangulated and validated with the UN Women team, the Evaluation Management team and Reference Groups.

6 Evaluation Management

M4C Evaluation will be managed by the M&E Specialist under the oversight of the Deputy Representative Fiji MCO. The Evaluation Management Group (EMG) will be comprised of the UN Women programme manager, the UN Women Deputy Representative, and the UN Women Regional Evaluation Specialist. The EMG will provide quality assurance to the entire evaluation process and approve all deliverables.

An evaluation reference group (ERG) will be established comprising representatives from the key stakeholders and representing the different types of stakeholders (e.g., government, UN, CSO's, donors). The ERG will be consulted throughout the evaluation process: they will provide inputs on the inception report, preliminary findings, and final report to ensure it is participatory and has the ownership of the key project stakeholders. The ERG will participate in the inception meeting, and presentation of preliminary findings to provide feedback and validation.

The evaluation team will be comprised of an international team leader and 2 national consultants.

7 Annexes

- 1) UN Women GERAAS evaluation quality assessment checklist.
<https://gate.unwomen.org/Evaluation/Download?evaluationId=4918>
- 2) UN Women Evaluation Consultant Agreement Form.
<https://gate.unwomen.org/resources/docs/SiteDocuments/UNWomen%20-%20CodeofConductforEvaluationForm-Consultant.pdf>

- 3) UNEG Norms and Standards for evaluation.
<http://www.unevaluation.org/document/download/2787>
- 4) UN Women Evaluation Handbook. <https://www.unwomen.org/en/digital-library/publications/2022/05/un-women-evaluation-handbook-2022>