

Terms of Reference

Country Portfolio Evaluation of UN Women Myanmar Country Office

I. Evaluation Purpose and Use

The Independent Evaluation Service (IES) conducts Country Portfolio Evaluations to provide an independent and systematic assessment of the contributions made by UN Women to development results with respect to gender equality at the country level to feed into learning on what strategies work well and what needs strengthening.

The primary purpose of the CPE of Myanmar Country Office (CO) is to assess the contributions of UN Women in advancing gender equality and women’s empowerment over the course of its previous and ongoing Strategic Notes: Myanmar Interim Strategic Note 2022-2023 and subsequent Strategic Note 2024-2026 to support enhanced accountability for development effectiveness and learning from experience and support decision-making for the office strategy moving forward, namely the new Strategic Note 2027-2028.

The primary intended users of this evaluation are UN Women Myanmar Country Office and their key stakeholders including civil society organizations—particularly women-led and women’s rights organisations—development partners, non- governmental organization (NGOs) and other UN agencies as well as UN Women Regional Office for Asia and the Pacific (ROAP), Headquarters, including the Senior Management Team and IES. UN Country Team (UNCT) Myanmar may also use the findings of this evaluation as key inputs to its new United Nations Transition Cooperation Framework (TCF) 2027-2028. The primary intended uses of this evaluation are:

- Support decision-making regarding the development of the next Strategic Note.
- Accountability for the development effectiveness of the existing Strategic Note in terms of UN Women’s contribution to gender equality and women’s empowerment as well as organizational effectiveness, learning, and knowledge management and UN Women’s contribution towards the implementation of the United Nations Transition Cooperation Framework 2027-2028.
- Learning on effective, promising and innovative strategies and practices.
- Capacity development and mobilization of national stakeholders to advance gender equality and the empowerment of women.

Primary & Secondary Intended Users	Primary Intended Use			
	Learning Knowledge Generation &	Strategic Decision-Making	Accountability	Capacity Development & Mobilisation
UN Women CO & ROAP Personnel	X	X	X	X
UN Women HQ Senior Management	X	X		
UN Women IEAS	X			
UN Coordination Partners	X		X	
Primary Target groups (individuals, communities programme/project partners)	X		X	X
Civil Society Representatives	X		X	X
Donors & Multilateral Partners	X	X	X	

II. Evaluation Objectives and Scope

The evaluation will apply the Organization for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) evaluation criteria (relevance, coherence, effectiveness, efficiency, and sustainability) and a Human Rights and Gender Equality criterion. The evaluation has the following objectives:

1. Assess effectiveness and organizational efficiency in progressing towards the achievement of gender equality and the empowerment of women results, drawing lessons from UN Women's crisis response experience.
2. Assess the relevance and coherence of UN Women programme, vis-a-vis the UN system, the added value of UN Women, and identify contributions to Myanmar United Nations Transition Cooperation Framework outcomes incorporating insights from its crisis-response interventions.
3. Analyze how human rights approach and gender equality principles are integrated in the design and implementation of UN Women's work in Myanmar and contribute to transformative change and sustainability of efforts, informed by practices observed in this crisis context.
4. Provide lessons learned and actionable recommendations to support UN Women strategic positioning moving forward ensuring that knowledge gained from crisis response informs future programming.

This CPE will answer the key questions below. During the inception phase after consultation with the Management and Reference groups the evaluation team will revise the questions to ensure they reflect the priorities of key stakeholders and elaborate the sub-questions in the evaluation matrix:

1. Is UN Women's focus and strategy for implementation the most relevant and coherent for advancing gender equality and women's empowerment in Myanmar considering its added value vis-à-vis other development actors, and its ability to respond and adapt to crises, such as the military takeover of February 2021? [relevance and internal coherence]
2. To what extent is UN Women leveraging its coordination mandate to strategically position itself and contribute to a more gender responsive approach by the UNCT and by other development actors to catalyze transformative change for women and girls and achieve gender equality in Myanmar during crisis response and adaptation? [external coherence]
3. Considering the crisis context in Myanmar over the period of the SN, to what extent have UN Women's contributions across its integrated mandate advanced gender equality and the empowerment of women in Myanmar, including through the Myanmar 2024-2026 UNTCF? [effectiveness and sustainability]
4. Has the portfolio been designed and implemented according to human rights, LNOB, including disability perspective, social and environmental safeguards and development effectiveness principles, and how were the principles maintained or adapted during crisis response? [human rights and gender equality]
5. Does UN Women Myanmar have appropriate governance, capacity and capability to ensure good use of resources (personnel, funding, and assets) to deliver results, including its ability to adapt operational efficiency during crises? [organisational efficiency]

Scope

The CPE will focus on the interim and current Strategic Note (SN) cycle (2022-2026) with the understanding that the current SN cycle will not be complete, the CPE will analyze work completed through 2025 and ensure a formative analysis of the CO strategy, moving forward including the remaining time of the SN. The timing is aimed at feeding into the UNTCF evaluation, which commenced in November 2025.

The geographic scope will include all locations where UN Women Myanmar is operating. The entire programme of work and UN Women's integrated mandate will be assessed, including its contributions in the operational,

coordination, and normative spheres. Given the COVID-19 Pandemic and the military takeover of February 2021 in Myanmar, the CPE will include an analysis of efforts of UN Women to respond or adapt to the crisis while at the same time analyze UN Women's strategic positioning within this dynamic context.

Limitations

Due to safety and security measures and difficulties in gaining access to the country, a likely key limitation of this evaluation is that the international evaluation team members will not be able to travel to Myanmar and will therefore need to rely heavily on a national evaluator for in-country data collection and contextual insight. The international team members will conduct online interviews to mitigate this limitation. Other limitations may relate to selection bias if the evaluation team is not able to reach key stakeholders engaged or benefitting from UN Women's work. The evaluation team will conduct a thorough stakeholder mapping, plan well in advance, and split the evaluation team into two teams so that we can maximize coverage and reach rights holders to ensure their voice is heard. The data will be triangulated to ensure the robustness of findings.

III. Context for gender equality and the empowerment of women in Myanmar

Context for gender equality and the empowerment of women in Myanmar

Women and girls in Myanmar are facing the daily realities of a multilayered crisis. Escalating conflict continues to force families to flee in record numbers, exposing women and girls to severe protection risks, loss of livelihoods and the collapse of essential services. As of 2025, 19.9 million people are in humanitarian need, including 10.3 million women and girls, and more than 3.6 million people have been internally displaced (many multiple times) by armed violence, disasters and insecurity.¹ Amid widespread conflict, acute food insecurity, disrupted health and education systems, and increasing violations of human rights, women and girls face shrinking access to safety, services and economic opportunities, with vital development gains that had been achieved before the 2021 military takeover rapidly reversing.²

This crisis is profoundly gendered. Conflict, recurrent natural disasters and subsequent internal displacement have intensified exposure to gender-based violence (GBV), including conflict-related sexual violence. Reports from women's civil society organisations highlight rising incidents of sexual violence, forced and child marriage, trafficking, exploitation and other forms of abuse. Displaced women and girls often live in unsafe shelters with limited privacy, poor lighting and inadequate WASH facilities, elevating protection risks. Safe access to multisectoral GBV services, which was already limited before the crisis, continues to be constrained by insecurity, the erosion of health and protection systems, shrinking civic space and restrictions on movement. Psychosocial support, case management, legal aid, referral pathways and survivor-centred services remain critical but unevenly accessible.

Women's economic insecurity has also deepened. Loss of livelihoods, reduced mobility, currency and banking disruptions, and repeated displacement have left many women with few options to support themselves or their families. Female-headed households, women in informal and low-paid work, adolescent girls and marginalized groups (including women with disabilities and LGBTIQ+ people) are among those most affected. Negative coping

¹ United Nations Myanmar. *Myanmar Humanitarian Needs and Response Plan 2025 (December 2024)*. [Available online](#).

² UN Women & UN DP (2022). *Regressing Gender Equality in Myanmar: Women Living Under the Pandemic and Military Rule*. UN Women Asia & the Pacific. [Available online](#).

strategies, such as taking on high-interest debt, transactional sex, or hazardous work, are increasingly reported.³ At the same time, local women's rights and women-led organisations continue to act as first responders, providing GBV services, cash assistance, and community-based protection and information. They do so while facing acute security threats, legal and administrative constraints, and chronic underfunding.

Across all sectors, formal and informal decision-making spaces remain heavily male-dominated. Women's participation in peace, dialogue and community governance has regressed, even as women play indispensable roles in humanitarian response, community organisation and local mediation. This undermines progress on the Women, Peace and Security agenda at a time when inclusive, gender-responsive approaches to conflict prevention, relief, recovery and local governance are urgently needed.

Reliable, gender-disaggregated data and analysis have become scarcer due to access constraints and safety risks for researchers. This limits the ability of humanitarian and development actors to assess needs, target assistance and track the evolving impacts of the crisis on different groups of women and girls. Strengthening gender analysis and evidence is essential to shape integrated humanitarian, development and peacebuilding responses that address GBV, build women's economic resilience and support women's leadership.

Despite these challenges, UN Women and its partners continue to deliver essential support in Myanmar, including integrated GBV prevention and response, cash and livelihoods support for crisis-affected and displaced women, gender in humanitarian action (GiHA), and initiatives that sustain women's leadership and decision making.

UN Women in Myanmar

In 2023, the United Nations in Myanmar initiated the development of a Transitional Cooperation Framework (TCF) in response to the protracted and complex multi-dimensional crisis that followed the military takeover in February 2021. The TCF 2024–2026 represents the UN's collective response to these challenges. Building on the UN Socioeconomic Resilience and Response Plan (UN-SERRP) of 2021, 2022, and 2023, as well as the annual Humanitarian Response Plan (HRP), the TCF reaffirms the UN's commitment to stay and deliver and to support the protection and promotion of human rights for the people of Myanmar.

UN Women is one of twenty UN agency signatories to the TCF and one of eighteen resident agencies.⁴ UN Women is also a full-fledged member of the Humanitarian Country Team (HCT) and of the Gender Equality and Women's Economic Empowerment Cooperation Partner's Group (CPG). UN Women has been active in Myanmar since 2013, first through non-resident then resident senior advisory capacity, then through a project office and finally since September 2019 as a full-fledged Country Office.

Under its first ever SN (covering the period 2019-2021), UN Women focused on a broad array of priorities including the promotion of Gender Responsive Governance (GRG), Women, Peace and Security (WPS), Gender in Humanitarian Action (GiHA), Women's Economic Empowerment (WEE) and livelihoods for crisis affected populations and women in situation of humanitarian needs including as a trafficking prevention strategy, and the promotion of migrant centered VAW services.

UN Women was delivering its programme through a mix of Union level/national approaches and localized programming including in the South East with a focus on WPS localization; in Kachin with a focus on GiHA, livelihood

³ United Nations Development Programme (2024). Poverty and the Household Economy of Myanmar: A Disappearing Middle Class. April 11, 2024. [Available online](#).

⁴ The Myanmar UNCT currently includes FAO, ILO, IOM, ITC, UNOCHA, OHCHR, UNAIDS, UNCTAD, UNODC, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNOPS, UN Women, WFP and WHO

and anti-trafficking; and in Rakhine State with a focus on GiHA, livelihood, gender responsive governance and women's leadership work.

Before 2021, UN Women served as a key technical partner to government, helping to advance gender mainstreaming, gender-responsive budgeting, and WPS commitments. This included supporting state-level Women, Peace and Development Plans, embedding gender in COVID-19 responses, and contributing to the first engendered economic recovery plan. The organisation also co-chaired key national gender coordination mechanisms and provided extensive capacity-building for government institutions.

After the February 2021 military takeover, in alignment with UN in Myanmar Common Guidelines for Engagement, UN Women shifted its efforts to providing technical support to the UN and development partners in-country and at the regional and global levels to ensure that WPS and GiHA are integrated in their analysis of the different dimensions of the Myanmar crisis, in the programmatic frameworks developed to respond to the crisis. For example, UN Women started producing regular Gender Alerts, providing feminist analysis of the crisis and highlighting important trends and developments along the humanitarian, development and peace nexus, for gender equality and women's rights. UN Women also started to informally convene a small group of friends of GEWE/WPS among development partners in order to promote exchange of information and support political focus on WPS issues. In addition, UN Women invested significant resources and used its coordination mandate to support the integration of GEWE in the Humanitarian Needs Overview, the Humanitarian Response Plan (HRP) and the UN Socio-Economic Response Plan to the crisis. In parallel, UN Women also significantly increased its support for women-led CSOs with a focus on creating spaces for civil society and women leaders to safely engage with development partners and diplomatic stakeholders, supporting adaptation, safety and security, and funding them to implement locally identified and locally owned programmatic responses, and exercise leadership in the crisis.

The 2022–2023 Interim UN Women Strategic Note built on key shifts since 2021: moving technical support from government to non-governmental peace, humanitarian, and development actors; prioritizing gender data and feminist crisis analysis; strengthening support for women-led CSOs; and applying lessons learned. Guided by the Women, Peace and Security (WPS) framework, which offered a comprehensive gender lens and flexibility across the humanitarian–development–peace nexus, UN Women focused on three pillars most relevant to Myanmar: participation, protection, and relief and recovery. Gender in Humanitarian Action (GiHA) remained central to this approach.

Following this, UN Women initially developed the 2024-2025 Strategic Note, which focused on four outcomes:

- Outcome 1: By the end of 2025, those in most severe humanitarian need have received life-saving support and protection services critical to their survival.
- Outcome 2: By the end of 2025, people in Myanmar, especially women and those most vulnerable, will have improved access to inclusive, resilient, gender-responsive, equitable and sustainable essential social services.
- Outcome 3: By the end of 2025 people in Myanmar, especially women, children, youth, minority and marginalized communities are increasingly empowered to actively engage and contribute to mechanisms and local platforms for gender-responsive and inclusive dialogue, accountability and conflict management, and promotion and protection of their rights.
- Outcome 4: By 2025, the enabling environment for the implementation of the WPS agenda and the integration of GEEW in humanitarian, peace and development frameworks, programming and policies is strengthened.

In alignment with the extension of the UN TCF, this SN was extended, in 2025, to cover 2024-2026, and the outcomes were updated. The UN Women Myanmar Strategic Note (SN) 2024-2026, aims to empower women and girls affected by the multilayered protracted crisis and ensure their participation across the humanitarian, development and peace nexus, by achieving three key outcomes that align, verbatim, with the UN TCF for Myanmar 2024–2026:

- Outcome 1: By the end of 2026, those in most severe humanitarian need have received life-saving support and protection services critical to their survival
- Outcome 2: By the end of 2026, people in Myanmar, especially women and those most vulnerable, will have improved access to inclusive, resilient, gender-responsive, equitable and sustainable essential social services including GBV.
- Outcome 3: By the end of 2026, people in Myanmar, especially women, children, youth, and minority and marginalized communities, are empowered to actively engage and contribute to mechanisms and local platforms for gender-responsive and inclusive dialogue, accountability and conflict management, and promotion and protection of their rights.

In pursuit of these three outcomes, the CO is working to make a tangible and transformative impact, advancing gender equality and the participation of women and girls across the nexus, to contribute to a more resilient and gender-equal society in Myanmar. In advancing these outcomes, priority actions in 2026 will include:

- Scaling up support for women’s economic empowerment and livelihoods
- Supporting women to lead and participate in humanitarian action, disaster risk reduction and climate action
- Expanded coordination role to support Gender in Humanitarian Action
- Continued focus on developing gendered research and data
- Integrated gender-based violence response and resilience building and
- Supporting women’s leadership and participation

Underpinning these actions is an approach centered on enhancing efficiency and effectiveness of the Country Office operations, forging flexible and adaptive partnerships that effectively respond to the volatile and complex crisis context, nurturing an inclusive workforce, and delivering impactful normative, programmatic, and coordination solutions to advance gender equality and women's empowerment in Myanmar.

UN Women's approach to implementing its strategic note for 2024 - 2026 in Myanmar revolves around five essential outputs focused on enhancing organizational efficiency and effectiveness:

- Output 1 Assuring Accountability through Principled Performance
- Output 2 Advancing Partnerships & Resourcing
- Output 3 - Advancing Business Transformation
- Output 4 - Nurturing an Empowered Workforce and Advancing an Inclusive UN Women Culture and
- Output 5 - Effective Normative, Programmatic, and Coordination Products, Services, and Processes

<p>1. Women and girls affected by crisis lead, participate in and benefit from humanitarian and relief response, peace and development efforts in Myanmar, thereby contributing to a more peaceful and gender equal society.</p>	<p>1.1 By the end of 2026, those in most severe humanitarian need have received life-saving support and protection services critical to their survival</p> <p>Desired systemic outcome: OUTPUT STATEMENT 1.1.1 Women CSOs, networks and leaders are supported as change agents through financial support and material and for gender-responsive relief and recovery in IDP camps and host communities</p> <p>OUTPUT STATEMENT 1.1.2 Humanitarian actors’ capacities are increased in integrating gender and women’s protection rights in humanitarian action</p> <p>1.2 By the end of 2026, people in Myanmar, especially women and those most vulnerable, have improved access to inclusive, resilient, gender-responsive, equitable and sustainable essential social services including GBV.</p> <p>Desired systemic outcome: OUTPUT STATEMENT 1.2.1 Community-based GBV response and prevention mechanisms including referrals and services to survivors of violence, women and girls at risk are strengthened.</p> <p>OUTPUT STATEMENT 1.2.2 Economic empowerment, livelihoods and life skills development to survivors of violence, and other at-risk women and girls are provided.</p> <p>OUTPUT STATEMENT 1.2.3 Community members (women, men, boys, and girls) have increased knowledge, access to information, and understanding of key issues related to GBV prevention and positive gender norms.</p> <p>1.3 By the end of 2026 people in Myanmar, especially women, children, youth, minority and marginalized communities are increasingly empowered to actively engage and contribute to mechanisms and local platforms for gender-responsive and inclusive dialogue, accountability and conflict management, and promotion and protection of their rights</p> <p>Desired systemic outcome: OUTPUT STATEMENT 1.3.2 Feminist knowledge, networks, and advocacy led by Myanmar women and WCSOs inform gender-responsive peacebuilding, governance, and political efforts.</p>
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The total budget for 2021-2026 is US \$ 38,012,838. The UN Women Myanmar Country Office is headquartered in Yangon and has field offices in Sittwe (Rakhine State), Mawlamyine (Mon State, covering also Kayah and Kayin States), Myiktyina (Kachin State) and the administrative capital Naypyidaw. However, key personnel have been stationed in Bangkok due to lack of access to the country.

Table 1: Myanmar Office Financial Resources 2021-2026 (As of December 2025)

2021	2022	2023	2024	2025	2026
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Core	US \$272,373	US \$520,772	US \$1,292,611	US \$2,167,726	US \$ 1,738,734	US \$ 961,841
IB	US \$ 0	US \$577,140	US \$585,738	US \$574,571	US \$574,571	US \$ 568,734
XB	US \$ 0	US \$152,435	US \$301,962	US \$ 134,807	US \$116,492	US \$ 187,531
Non-Core (available)	US \$5,587,333	US \$5,159,590	US \$3,134,365	US \$1,205,882	US \$2,089,522	US \$ 3,400,953
Non-core (to be mobilized)	US \$ 0	US \$1,489,185	US \$1,030,000	US \$1,442,167	US \$950,000	US \$ 1,795,803
Total Resource Requirements	US \$ 5,859,706	US \$ 7,899,122	US \$ 6,344,676	US \$ 5,525,153	US \$ 5,469,319	US \$ 6,914,862

Major changes during the last SN period

Almost five years since the military takeover and in the face of recurrent natural disasters, Myanmar is experiencing a protracted nationwide emergency marked by intensified armed conflict, increasing internal displacement, acute food insecurity and the near collapse of public services.

The humanitarian situation in Myanmar has reached unprecedented levels. As of 2025, more than one-third of the population are in humanitarian need. Over 3.6 million people are internally displaced, with frequent secondary and tertiary displacements.⁵

Political uncertainty continues. In July 2025, the military authorities ended the formal state of emergency, dissolved the State Administration Council (SAC) and transferred authority to the National Defence and Security Council (NDSC) in preparation for elections planned from December 2025.

Territorial fragmentation has increased and fighting has intensified in many areas. The Myanmar Armed Forces (MAF) increasingly relying on airstrikes, artillery and forced conscription, and resistance actors, including Ethnic Armed Organizations (EAOs) and People’s Defence Forces (PDFs), having expanded operations, sometimes establishing de facto administrations in areas under their control.

Reliable data is limited, but evidence points to Myanmar’s systemic regression against the sustainable development goals since 2021. Myanmar has been classified as a hunger hotspot of “very high concern”, with an estimated 11.8 million people facing high levels of acute food insecurity, including 1 million at emergency levels;⁶ the health system has been disrupted; and about 4.5 million children have limited or no access to learning.⁷ The economy is collapsing, beset by inflation, currency depreciation, and declining foreign investment.

Myanmar is also acutely vulnerable to natural hazards. The March 2025 earthquake, which killed 3,800 people and caused more than \$11 billion in damages, has magnified humanitarian needs. Seasonal monsoon floods and cyclones further expose internally displaced persons and impoverished communities to repeated shocks.

The Myanmar crisis is disproportionately affecting women, who comprise over 50 percent of the internally displaced population, perpetuating gender disparities in employment and increasing vulnerability to trafficking, gender-based

⁵ United Nations Myanmar. *Myanmar Humanitarian Needs and Response Plan (HNRP) 2025 (December 2024)*. [Available online](#).

⁶ World Food Programme & Food and Agriculture Organization of the United Nations, *Hunger Hotspots: FAO–WFP Early Warnings on Acute Food Insecurity, November 2025 to November 2026 outlook (2025)*. [Available online](#).

⁷ UNICEF Myanmar. *Learning*. (n.d.). [Available online](#).

violence, including sexual exploitation and abuse.⁸ Persons with disabilities, who make up around 13 percent of the population, face additional barriers to services and livelihoods.⁹

Gender-based violence continues to rise in the context of conflict, displacement and economic collapse. UN mechanisms and Myanmar rights groups report increased conflict-related sexual violence, including sexualized torture and rape in detention, affecting women, girls, men, boys and gender-diverse persons, alongside reports from women's rights organizations of heightened domestic and intimate partner violence.

Before 2021, UN Women worked primarily with government partners on gender-responsive governance, WPS and localized programming. After the military takeover, it shifted to supporting non-governmental humanitarian, peace and development actors. The 2022–2023 SN captured this shift by focusing on feminist crisis analysis, gender data, support to women-led CSOs and gender mainstreaming across UN frameworks, including through Gender Alerts and strengthened civil society engagement.

The 2024–2026 SN builds on these shifts while fully aligning UN Women's outcomes with the UN TCF 2024–2026. The SN streamlines outcomes from the previous cycle: whereas the 2022–2023 SN was structured around WPS pillars and three thematic priorities, and the initial 2024–2025 SN included four outcomes, the extended 2024–2026 SN simplifies and strengthens alignment with the UN TCF. Key changes from the 2022–2023 SN to the 2024–2026 SN include:

- From primarily influencing UN and partner frameworks to direct contribution to TCF outcomes.
- Scaling up women's economic empowerment and livelihoods, in recognition of the worsening economic collapse and increased risks of exploitation and trafficking.
- Strengthened leadership in Gender in Humanitarian Action (GiHA), including expanded coordination roles and integration of gender across humanitarian planning and response.
- Greater emphasis on gender-responsive disaster response and climate action, reflecting increased disaster frequency, including the March 2025 earthquake.
- Increased focused on gendered data and research, due to the collapse of national data systems and rising need for feminist crisis analysis.
- Integrated GBV response and resilience building, addressing increasing levels of conflict-related and domestic violence.
- Enhanced support for women's leadership within evolving governance structures.

IV. Evaluation Methodology

UN Women evaluations are gender-responsive meaning that both the process and analysis apply the key principles of a human rights-based approach: they are inclusive, participatory, ensure fair power relations, and transparent; and they analyse the underlying structural barriers and sociocultural norms that impede the realization of women's rights, including marginalized groups: such as persons with disabilities, and other groups that suffer from intersecting forms of discrimination (based on LGBTIQ+ status, ethnicity, and/or race). UN Women evaluations are also

⁸ UN Myanmar, *MNHRC Plan 2025*.

⁹ UN Myanmar, *MNHRC Plan 2025*.

utilization-focused, which means that it will be tailored to the needs of the organization through a participatory approach from the inception through to the development of recommendations, which will facilitate production of a useful evaluation. The evaluation also takes a systemic perspective that recognizes that UN Women's contributions towards GEWE outcomes and its ability to implement its programme of work are affected by several key influencing factors, such as socio-cultural norms, harmful practices, international donor and financing environment, political environment, environmental risks or humanitarian crises, security concerns, and local partners capacity and commitment. Information on each of these factors will be collected to provide a coherent picture on the wider systems at play that affect the ability of the organization to contribute towards GEWE and reach the most vulnerable groups of women in Myanmar.

Given the planned evaluation of the UN Strategic Framework, UN Women discuss concrete ways to coordinate the this evaluation process with the aim of both satisfying organizational mandate and needs, while minimizing burden on stakeholders and seeking opportunities for joint analyses. Ultimately, through a more coordinated processes, a more robust set of evaluative evidence will be ready in a timely manner to feed into the UN Strategic Framework evaluation. The inception report will provide more details on the ways in which the evaluation processes will coordinate.

The CPE employs a non-experimental, theory-based approach using mixed qualitative and quantitative methods. A re-constructed Theory of Change will be used as the basis for contribution analysis. Case studies will be the primary source of information for the assessment of contributions to outcomes in the selected thematic or operational area. The possibility of employing participatory data collection methods will be explored during the inception stage. The evaluation will employ the following analyses and methods of data collection:

- A. **Key document analyses** undertaken primarily during the inception phase will inform the evaluation approach and help to contextualize findings, conclusions and recommendations:
 - I. **Evaluability assessment:** to help determine the evaluation approach and gaps in data, the quality of the programme logic (linkages between the outcomes, outputs and indicators) as articulated in the strategic note development results framework and organisational effectiveness and efficiency framework, the availability of baseline data, and the availability of documents necessary for the evaluation will be assessed.
 - II. **Contextual analysis:** this will include an analysis of the key external influencing factors identified above and how they may affect realization of women's rights in Myanmar.
 - III. **Content analysis** on the extent to which gender-transformative approach is applied:
 - Portfolio Analysis of UN Women SN & Project Documents: The evaluation will undertake a desk-based portfolio analysis that includes a synthesis of secondary results data for the Development Results Framework and the Organizational Effectiveness and Efficiency Framework of the Country Office. This will cover all activities undertaken by the Country Office.
 - Review of TCF reports
 - IV. **UN Women financial analysis** will explore the budget, expenditure and trends in type of expenditures.
- B. **Interviews** with key informants identified through the stakeholder analysis (across all stakeholder groups).
- C. **Surveys** of UN Women personnel and UNCT partners.
- D. **Observation** of facilities or specific project interventions during field visits.
- E. **Focus Group Discussions.** To the extent possible outcome harvesting or storytelling with women and male rights holders that have participated in programming efforts of UN Women related to the selected case studies.
- F. **Case studies** will be identified for a more in-depth look into key issues and to allow for deeper outcome mapping.

The methods will include a wide range of data sources (including documents, field visits and observation, institutional information systems, financial records, target groups, personnel, funders, experts, community groups,

etc.). NVivo qualitative analysis software will be used to analyse interviews and focus group discussions. Multiple lines of evidence will inform the contribution analysis. Sources and methods of information will be triangulated to ensure robust findings that can be used with confidence. The inception report will provide more details on the selected approach and methods based on desk review and evaluability assessment, scoping interviews, and consultations with the CO and Evaluation Reference Group (ERG).

Data collection methods and processes should be gender-responsive and data should be systematically disaggregated by sex and, to the extent possible, disaggregated by age, geographical region, ethnicity, disability, migratory status and other contextually relevant markers of equity. Specific guidelines should be observed, namely the UNEG guidance on [Integrating Human Rights and Gender Equality in Evaluations \(2014\)](#) and [UN Disability Inclusion Strategy Evaluation Accountability](#), 2019 and [Guidance on inclusion of persons with disabilities in UN Women evaluations](#) (2025).

The CPE should adhere to and be guided by the [UNEG Norms and Standards](#) (2016) and the [UNEG Ethical Guidelines](#) (2020) at every stage of the evaluation process, observing the principles of integrity, accountability, respect and beneficence.

V. Stakeholder Participation

A preliminary human rights-based stakeholder mapping has been completed, which will be refined and updated:

Stakeholder role	Specific groups
Development Partners / Funding agencies	France, Norway, Sweden, Finland, Women's Peace and Humanitarian TF, Canada, European Union,
Rights holders (representatives)	UN Myanmar AFP partners, Gender Equality and Women Empowerment Development Partner's Group (GEWE DPG), Women Network of Rakhine State, Women Human Rights Defenders (WHRD), Women's League of Burma (WLB), Women Led Organization (WLO), Women's Organizations Network (WON), the Alliance for Gender Inclusion in the Peace Process (AGIPP), Gender Equality Network (GEN),
Secondary Duty Bearers - UN Agency	UNDP, UNDAF, UNDS, UNFPA, UNICEF, UNSCDF, UN WOMEN, ILO, UNHABITAT, WFP, UNOCHA

The stakeholder mapping will be reviewed and updated by the evaluation team during the inception phase.

The evaluators are expected to discuss during the Inception Workshop how the process will ensure participation of stakeholders at all stages, with a particular emphasis on rights holders and their representatives:

1. Design (inception workshop);
2. Consultation of stakeholders;
3. Stakeholders;
4. Interpretation;
5. Reporting and use.

The evaluators are expected to validate findings through engagement with stakeholders at debriefings, or other forms of engagement.

Ideally, rights holders who have directly participated in or are affected by UN Women programming efforts will be engaged in discussing the outcomes of the programming efforts from their perspective. However, a risk-informed approach will determine the cost/benefits to the participation of rights holders as evaluation participants during the inception phase, as a do no harm approach will be prioritized and the evaluation does not want to take time away from livelihoods activities. In case it would be too risky or costly for rights holders to participate, a representative of the rights holders engaged by UN Women will be contacted for feedback and this may need to be done remotely. Limitations to the evaluation will be clearly explained in the final report.

A reference group will be established representing UN Women Myanmar key civil society, donor and UN system partners. The reference group will be asked to engage and provide input at every stage of the evaluation process, from design to preliminary results and final draft report. The reference group plays a critical role through remote and in-person meetings in ensuring a high quality, transparent process, providing insights on the key questions and approach, ensuring factual accuracy, ensuring gaps and misinterpretation of information is avoided. They will also be key informants. The reference group also plays a key role in the dissemination of the evaluation findings and recommendations and ensuring the use of the information by UN Women and key partners.

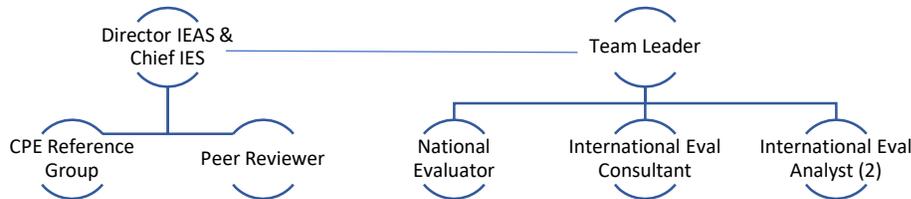
VI. Management and quality assurance

All evaluation processes at UN Women establish mechanisms to ensure high quality evaluation processes and products as outlined in the [UN Women Evaluation Policy](#) and [Handbook](#). The Evaluation Report will follow the standard outline as established in the [UN Women Country Portfolio Evaluation Guidance](#) and should also follow the [United Nations Editorial Manual](#). The UN Women Evaluation Report Quality Assurance (GERAAS) criteria will be used to assure quality (See Annex 1). All products are subject to quality assurance review by the peer reviewer, the ERG, and the evaluation management group.

This CPE will have the following structures (as seen in the figure below):

1. **Oversight:** The Director of the Independent Evaluation and Audit Service oversee all activities, while the Chief of Independent Evaluation Service is responsible for the evaluation related activities; both will review the key products of the CPE.
2. **Team Leader:** The Regional Evaluation Specialist of the Independent Evaluation Service will manage the coordination and day-to-day management, and serve as the team leader, leading methodological approach, collection of data, analysis and writing; as Team Leader, she will also be responsible for overseeing the work of the team members, managing the contracts and assuring quality of the work.
3. **Evaluation team:** The evaluation team members will include one international consultant, two evaluation analyst consultants responsible for key analytical tasks, systematization of information and contribution to analysis and report and presentation preparation; and one national consultant who will support the data collection in country and provide key contextual information.
4. **CPE Reference Group** for substantive technical support: Civil Society representatives, Development partners/donors, UNCT representatives.
5. **Peer Review** for methodological guidance and feedback: 1 IES staff will be engaged as peer reviewer of the CPE.

CPE Governance Structure



VII. Timeframe and key milestones

The CPE will take place between January 2026 and June 2026. The preparation stage will be initiated in December 2025 through the drafting of the TOR. There will be a theory of change (TOC) workshop the last week of January 2026 and an inception presentation in February 2026, where the team will join through an online platform. Data collection will take place in March or April 2026 taking into consideration national elections and holiday schedules.

The evaluation report will be drafted and validated by stakeholders between May and June 2026. The preliminary findings presentation will take place in early May 2026, and the draft evaluation report will be submitted to the ERG by June 2026, for review. Final formatted products will be ready in July 2026 according to UN Women branding guidelines for technical publications. Evaluation of dissemination and management response should be finalized within six weeks of issuance.

Indicative timeframe and deliverables

Phase	Jan	Feb	Mar	Apr	May	Jun	Jul
Preparation							
Desk review							
Theory of Change Workshop with CO							
Inception meeting with ERG							
Data collection & Analysis phase							
Survey							
Data Collection + Debriefing							
Analysis							
Report Phase							

Preliminary findings workshop with ERG							
Draft report shared with ERG							
Final report							
Communication products (brief + PPT)							

VIII. Ethical code of conduct

UN Women has developed a [UN Women Evaluation Consultants Agreement Form](#) for evaluators that must be signed as part of the contracting process, which is based on the [UNEG Ethical Guidelines](#). These documents will be annexed to contracts. All data collected by the team members must be submitted to the evaluation manager in Word, PowerPoint or Excel formats and is the property of UN Women.

The evaluation will adhere to the United Nations Evaluation Group (UNEG) [Guidelines on the Use of Artificial Intelligence \(AI\) in Evaluation](#). All AI tools and methods applied will comply with principles of transparency, accountability, fairness, and data privacy. Ethical considerations will be prioritized to ensure that AI use does not introduce bias, compromise confidentiality, or undermine human oversight. The evaluator will document AI-related processes and decisions to maintain integrity and trustworthiness throughout the evaluation

Proper storage of data is essential for ensuring confidentiality. The UNEG guidelines note the importance of ethical conduct for the following reasons:

1. Responsible use of power: All those engaged in evaluation processes are responsible for upholding the proper conduct of the evaluation.
2. Ensuring credibility: With a fair, impartial and complete assessment, stakeholders are more likely to have faith in the results of an evaluation and to take note of the recommendations.
3. Responsible use of resources: Ethical conduct in evaluation increases the chances of acceptance by the parties to the evaluation and therefore the likelihood that the investment in the evaluation will result in improved outcomes.

The CPE value add is its impartial and systematic assessment of the programme or intervention. As with the other stages of the evaluation, involvement of stakeholders should not interfere with the impartiality of the evaluation report. The CPE team has the final judgment on the findings, conclusions and recommendations of the CPE report, and the team must be protected from pressures to change information in the report.

Annex 1 UN Women GERAAS evaluation quality assessment checklist

- <http://www.UNWomen.org/~media/headquarters/attachments/sections/aboutpercent20us/evaluation/evaluation-geraasmethodology-en.pdf>

Annex 2 UN Women Evaluation Consultants Agreement Form

- [UN Women Evaluation Consultants Agreement Form](#)
- [UNEG Ethical Guidelines and Code of Conduct](#).

Annex 3 UNEG Norms and Standards for evaluation

- <http://www.unevaluation.org/document/download/2787>



United Nations Entity for Gender Equality
and the Empowerment of Women

December 2025

Annex 4 UN Women Country Portfolio Evaluation Guidelines

- https://www.UN_Womenomen.org/en/digital-library/publications/2022/10/un-women-country-portfolio-evaluations-revised-guidelines

Annex 5 Resources for data on gender equality and human rights

- UN Office of the High Commissioner for Human Rights (OHCHR) – Universal Human Rights Index: <http://uhri.ohchr.org/en>
- UN Statistics – Gender Statistics: <http://genderstats.org/>
- UNDP Human Development Report – Gender Inequality Index: <http://hdr.undp.org/en/content/gender-inequality-index-gii>
- World Bank – Gender Equality Data and Statistics: <http://datatopics.worldbank.org/gender/>
- Organisation for Economic Co-operation and Development (OECD) Social Institutions and Gender Index: <http://genderindex.org/>
- World Economic Forum – Global Gender Gap Report: <http://www.weforum.org/issues/global-gender-gap>
- A listing of UN reports, databases and archives relating to gender equality and women’s human rights can be found at: http://www.un.org/womenwatch/directory/statistics_and_indicators_60.htm