

Terms of Reference for the Thematic Evaluation of UNIFEM Action to End Violence against Women (SGBV) in the Central Africa Sub-Region

1. Background and purpose of the evaluation

SGBV in the Central Africa sub-region

No single week passes without a new report on sexual violence in countries of the Central Africa Sub-Region. In most countries of the Central Africa Region, including Burundi, DRC (Democratic Republic of Congo), the Central African Republic, the Republic of Congo, sexual and gender based violence is still widespread and is frequently combined with insecurity resulting from continued conflict and rising levels of crime. Although many countries of the region have known some form of civil unrest in the last 10 years, Cameroon stands out as the only exception. This does not mean that women in the latter country have been spared the pain of SGBV. Even in times of peace women continue to face SGBV in large numbers; this proves that customs and traditional roles play an important role in the persistence of GBV. But the level of insecurity is admittedly a key factor which intensifies the occurrence of SGBV. In Burundi, the conflict between fighting forces left a legacy of sexual and gender-based violence. As the country, like many other countries of the region, is evolving from a decade long period of war to a phase of relative security, many women are still living in camps where exposure to sexual attacks is high. In Rwanda, despite the government's commitment to suppress SGBV, the frequency of violent behavior against women is due in part to cultural factors, but is also the result of the remaining dispositions towards violence left by the 1994 genocide. In the DRC, women who suffer most from SGBV live precisely in areas where civil unrest is most acute, that is the Eastern Provinces. Last year, more than 8,000 women were raped in the DRC during fighting between warring factions. Many rural families have abandoned their homes as a result of continued attacks from armed groups. In CAR, the conflict which broke out in 2002 and 2003 increased the level of brutality towards women and the general impunity which followed only contributed to the persistence and spread of SGBV

This continues to happen despite commitments from the international community to tackle the issue of sexual and gender-based violence:

- General Assembly Resolutions from 2006 and 2007¹
- the launch of the Secretary-General's Campaign '*UNiTE to end violence against women*'².

In a number of countries of the Central Africa Sub-Region, governments have already adopted a number of national policies and laws against SGBV. Moderate progress observed is partly

¹ General Assembly Resolutions on *Intensification of Actions to Eliminate Violence Against Women*, respectively, of 61/143 of 2006 and 62/133 of 2007.

² In 2008, the Secretary-General launched the *UNiTE to End Violence against Women Campaign*.
<http://www.un.org/women/endviolence/index.shtml>

due to the political instability described above for many countries of the Sub-Region but another important factor is the prevalence in many countries of deeply rooted cultural beliefs that promote unfavorable attitudes and perceptions towards women.

UNIFEM action to end SGBV in the Central Africa Sub-Region

In the Central Africa Sub-Region, UNIFEM began working on the issue of SGBV in 2004. UNIFEM's work consists of a variety of mechanisms as shown in the table below.

UNIFEM programmes to end SGBV have been implemented at local, national and sub-regional levels. The approach includes the utilization of a range of strategies that can be classified as outlined in the table below³:

<p>Training and capacity building</p> <ul style="list-style-type: none"> • Strengthen capacity of law enforcement personnel, government staff, and justice administration officials • Strengthen NGOs and in particular women's groups in e.g. advocacy skills and project implementation • Strengthen media's ability to cover SGBV issues more effectively
<p>Awareness raising and networking</p> <ul style="list-style-type: none"> • On the ground activities and campaigns on SGBV, e.g. the UN Secretary-General's multi-year UNiTE to End Violence against Women campaign, the Say NO to Violence against Women initiative etc. • Mobilizing commitment by the larger public and local governments to take action against SGBV • Establish communication and relationships amongst groups to facilitate their cooperation in efforts to end SGBV
<p>Advocacy Influencing people to generate a policy change through, for example:</p> <ul style="list-style-type: none"> • Meeting with government officials to build political commitment for SGBV action • Use media to advocate for particular positions or actions on the part of the government or the public
<p>Action oriented research</p> <ul style="list-style-type: none"> • Research that produces data and statistics, in-depth case studies • Building a knowledge base through sharing of lessons learned, good practices etc.

³ This classification of approaches is based on the Desk Review of UNIFEM's Work to end SGBV (2002), submitted by the Education Development Center. Note that the UNIFEM Strategy on SGBV (2008) "A Life Free of Violence: Unleashing the Power of Women's Empowerment and Gender Equality Strategy 2008-2011" identifies the following cross-cutting strategies: Partnerships, National Capacity Development, Monitoring and Evaluation, Knowledge-sharing and Knowledge-generation, Advocacy and Communications, and Resource Mobilization.

2. Objectives of the evaluation

This thematic evaluation will assess the implementation of UNIFEM action to end SGBV. It will be a **summative evaluation** focussing on three main aspects:

- 1) the overall implementation of UNIFEM action to end SGBV;
- 2) an assessment of the relationships between the various strategies and actual changes in women's lives, and the role of UNIFEM initiatives in supporting them.
- 3) The development of a Theory of Change for action against SGBV is expected to help structure the debate on the possible pathways for contributing to long-term changes in the area of SGBV.

The specific objectives of this evaluation are:

- 1) To analyze the relevance, effectiveness, efficiency, sustainability of UNIFEM action to end SGBV at country level
- 2) To identify strengths, weaknesses, challenges and current trends in UNIFEM initiatives that have implications for strengthening its future managerial, programmatic and funding directions
- 3) To provide forward-looking recommendations and a potential Theory of Change to strengthen programming in the area of SGBV in the sub-region.

This thematic evaluation including its recommendations will be used by UNIFEM as an input to the discussion on how to enhance the role and contribution of UNIFEM in support of initiatives to end SGBV.

3. Scope of the Evaluation

This thematic evaluation will focus on the implementation of UNIFEM action to end SGBV in the following countries of the sub-region: Cameroon and DRC. The evaluation will have a total duration of 3 months with draft results to be presented for discussion by December 10, 2010.

The findings of this evaluation will complement the analysis of other completed or planned evaluations in the area of SGBV, e.g. the "Evaluation of the UN Trust Fund in Support of Actions to Eliminate Violence against Women" completed in 2009, and the evaluation of the DFID-supported programme on gender-based Violence (GBV) in Rwanda conducted in 2009.

Evaluation Questions and Criteria

The evaluation questions relate to the objectives and scope of the evaluation and intend to measure the relevance, effectiveness, efficiency, sustainability of UNIFEM action to end SGBV in Cameroon and DR Congo.

The questions below are indicative of the key information needs identified during the formulation of this Terms of Reference. The questions will be further refined during the inception phase of this evaluation. The following definitions of evaluation criteria will apply⁴:

- **Relevance:** The extent to which UNIFEM initiatives and its intended outputs or outcomes are consistent with and advancing global and national priorities,

⁴ Adapted from the definitions developed by OECD/DAC 2002: "Glossary of Key Terms in Evaluation and Results Based Management".

recommendations and policy frameworks in the field of ending sexual and gender-based violence, and the principles of UN reform.

- **Effectiveness:** The extent to which UNIFEM's intended results (outputs or outcomes) have been achieved or the extent to which progress toward outputs or outcomes has been achieved.
- **Efficiency:** The measure of how the UNIFEM's resources (e.g. staff time, technical, financial) are economically managed and converted to results;
- **Sustainability:** The extent to which benefits of initiatives continue after UNIFEM assistance has come to an end. Assessing sustainability involves evaluating the extent to which relevant social, economic, political, institutional and other conditions for sustainability are present;

Questions related to relevance:

- Are UNIFEM initiatives on SGBV adequate and consistent with global and national policy priorities, including General Assembly Resolutions, CEDAW, MDGs, and other international, regional, and/or national commitments?
- Are UNIFEM initiatives on SGBV responding to national and local priorities for programming and investments in the field of ending SGBV?
- How did allocations of resources reflect needs and priorities expressed by women affected by or survivors of violence?
- Are the initiatives articulated in a coherent structure, with clearly formulated goals, outcomes and outputs?

Questions related to effectiveness:

- What changes have UNIFEM initiatives on SGBV contributed to in terms of legal and policy frameworks and their implementation at country and local levels?
- How have UNIFEM initiatives on SGBV contributed to spurring innovation, catalyzing and/or expanding programs and services (i.e. for survivors etc.)?
- What capacities of the duty bearers and the rights holders have been strengthened through the implementation of UNIFEM initiatives on SGBV?
- How have UNIFEM initiatives on SGBV catered for capacity development of partners to ensure effective delivery of projects?
- Are the various UNIFEM activities on SGBV reinforcing one another? If so, how?
- Is there a preferred sequence of these activities in order to obtain the greatest impact? What are the pathways / Theory of Change to expected long-term results in ending SGBV?
- What is UNIFEM's comparative advantage in designing and implementing initiatives on SGBV in the sub-region?

Questions related to efficiency:

- What measures have been taken during the implementation period to ensure UNIFEM resources are used efficiently?
- How do the UNIFEM organizational structure, managerial support and coordination mechanisms support the efficiency of the implemented initiatives?
- Is the managerial and staff structure in place cost-effective? Is it adequate to current context and demand?

- Does the portfolio of activities on SGBV make the most of UNIFEM's resources?
- What is the role of other UN agencies and of inter-agency collaboration in the area of SGBV in the sub-region?

Questions related to sustainability:

- What is the likelihood that the benefits from UNIFEM initiatives will be maintained for a reasonably long period of time if UNIFEM was to pull out?
- Are the programmes supported by national/local institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue or replicate the work?
- What operational capacity of national partners such as technology, finance, and staffing, has been strengthened?
- What adaptive or management capacities of national partners, such as learning, leadership, programme and process management, networking and linkages have been supported?

During the inception phase, the Evaluation Team will further refine the above questions in close consultation with key stakeholders and will ensure that key information needs are addressed. Based on these consultations the Evaluation Team will develop an **evaluation matrix** which will include the key questions, the evaluation criteria, indicators as well as information sources to be used and the ways to cross-reference and triangulate the information.

4. Management of the Evaluation

A defining characteristic of a Gender Equality & Human Rights responsive evaluation is the engagement of stakeholders, particularly women and marginalized groups. The term stakeholder is broadly used to include those who deliver, influence and are impacted by the programme. Engaging stakeholders means they actively participate in or co-own the evaluation, from defining the evaluation scope through evaluation conduct to decision making based on evaluation conclusions and recommendations.

The following outlines the roles and responsibilities for ensuring stakeholder engagement. An Evaluation Task Manager from UNIFEM Central Africa SRO will manage the overall evaluation and work under the supervision of a Reference Group consisting of UNIFEM Country Offices in Cameroon and DRC, to be chaired by the UNIFEM RPD.

The UNIFEM Sub-Regional Monitoring and Evaluation Specialist will play the role of **Evaluation Task Manager** whose responsibility is

- to follow up with the Evaluation Team to ensure deliverables and the timely application of the work-plan;
- to manage risks that may occur during the evaluation process. Examples are risks related to the evaluation team, data availability, utilization of evaluation results etc.

The Evaluation Manager will be working in close collaboration and will be reporting to the UNIFEM Reference Groupe.

The UNIFEM **Reference Group** has decision making responsibility during the different stages of the evaluation and is the **ultimate owner and user of the evaluation**. Key responsibilities are: determine the key objectives and scope of the evaluation (input to TORs); review deliverables such as inception report, draft and final report; decide who in UNIFEM Central Africa Sub-Region will use the evaluation findings and how; respond to the evaluation by preparing a management response and use the findings as appropriate; safeguard the independence of the evaluation; and allocate adequate funding and human resources for the evaluation. The Reference Group comprises the UNIFEM Regional Programme Director, the UNIFEM Regional Evaluation Specialist, and UNIFEM country staff from Cameroon and DRC.

To ensure that this thematic evaluation benefits from latest knowledge on various aspects related to SGBV, an **External Advisory Group** will act as a **consultative body during the evaluation process**. It shall be composed of thematic experts to provide technical and content advice during the evaluation on key aspects related to SGBV. The Advisory Group will be consulted by the Evaluation Team during the inception phase to exchange expectations, concerns, and interests; and will be asked to give feedback on the draft and the final evaluation report. The Advisory Group may comprise representatives of UN sister agencies, NGOs, academic and research institutions.

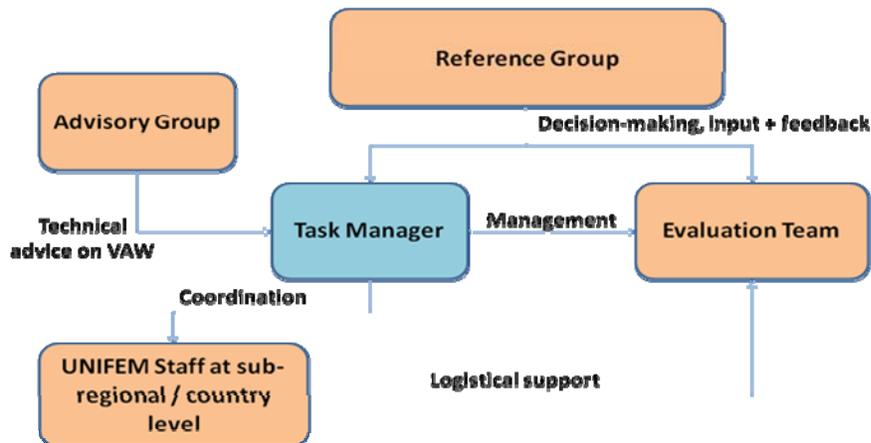
The **Evaluation Team** is in charge of **conducting the evaluation** and will be contracted through the UNIFEM SRO and report through its Team Leader to the Reference Group, while maintaining permanent communication exchange with the Evaluation Task Manager.

UNIFEM staff at subregional and country level will be **providing administrative and logistical support** to the evaluation process such as arrangement of meetings with stakeholders, travel arrangements etc.

In addition, the **main donors** will be consulted at a meeting in the inception phase where they will share their expectations on the evaluation. The main donors will also be invited to the presentation of the evaluation findings.

See the diagram below for details on the evaluation management arrangements. The details on communication arrangements, frequency of meetings etc. will be determined as part of the inception phase of the evaluation. As necessary, the UNIFEM Sub-Regional Evaluation Specialist may participate in country missions accompanying the Evaluation Team.

Management Structure for Thematic Evaluation on VAW



The evaluators' independence is clearly outlined by the ethical conduct of the UNEG Standards and Norms, as well as in the UNIFEM Evaluation Policy. The Evaluation Team is to act according to the agreed and signed Terms of Reference and to proceed according to all stated agreements. The Evaluation Team cannot change any substantive or administrative matter without written consent by UNIFEM.

5. Approach and Methodology

The evaluation methodologies to be applied in the evaluation will be developed by the Evaluation Team and presented for approval to the UNIFEM Reference Group. The methodology should include:

- An evaluation design that builds on the above detailed objectives, scope and evaluation questions, including an evaluation matrix
- The instruments and tools to be used for gathering relevant information and data, including identification of a variety of key informants to be interviewed;
- The approaches for the analysis and the interpretation of data (e.g. types of data analysis used, data collection instruments, the level of precision, sampling approaches);
- The selection process and criteria for sampling UNIFEM interventions in Cameroon and DR Congo;
- The list of information sources gathered, and making them available to UNIFEM;
- Expected measures that will be put in place to ensure that the evaluation process is ethical and that the participants in the evaluation – e.g. interviewees, sources – will be protected (according to the UNEG norms and standards and UNEG Ethical Guidelines, see <http://www.unevaluation.org/ethicalguidelines>)
- A detailed work plan indicating timing of activities, responsibilities, and use of resources.

The **evaluation will be conducted in 4 stages** – an inception stage; a desk study; country field visits, and a final overall analysis stage to draft the final evaluation report.

- **Stage 1- Inception phase** involves an initial desk review and interviews with the key stakeholders to define the scope of evaluation and refine the evaluation questions. It will result in an inception report with the development of detailed work plan, methodology for

gathering and analyzing the data, and the criteria for the selection of countries. The evaluators will meet with the Reference Group, Advisory Group and donors.

- **Stage 2-** *Desk study* covers a thorough review of all relevant documentation and completion of initial interviews with key stakeholders.
- **Stage 3-** *Country field visits* involve field visits to countries Cameroon and DR Congo, drafting of country notes, drafting of preliminary evaluation report and a stakeholder workshop.
- **Stage 4-** *Overall analysis* will focus on final data analysis, including the preparation of the final evaluation report.

6. Expected Products and Timeline

The following are the main deliverables during the process for the Evaluation Team and the UNIFEM SRO:

Milestone	Responsibility	Dates
1- Inception phase		
Establishment of Reference & Advisory Group	UNIFEM SRO	Aug 2010
Consultation and finalization of TOR	UNIFEM SRO	Aug-Sept 2010
Recruitment and induction of evaluation team	UNIFEM SRO	Sept 2010
Production of inception report	Evaluation Team	Sept-Oct 2010
Review of inception report	UNIFEM SRO	Oct 2010
2- Desk study		
Desk review, initial interviews	Evaluation Team	Oct 2010
3- Country field visits		
Conduct of country site visits, drafting of country notes and draft evaluation report, stakeholder workshop	Evaluation Team	Nov 2010
Review and sharing of country notes & of draft evaluation report by key stakeholders	UNIFEM SRO	Nov 2010
4- Overall analysis		
Final data analysis and preparation of the final evaluation report	Evaluation Team	Nov 2010
Review of final evaluation report, development of strategy for dissemination and utilization of evaluation results	UNIFEM SRO	Dec 2010

7. Composition, Skills, and Experience of the Evaluation Team

The evaluation will be conducted by a team, (recommended to be composed of 2-3 experts, with an international consultant as Evaluation Team Leader, and national, regional, and/or international Consultants as Team Members).

a. Evaluation Team Leader – International Consultant

- At least a master's degree; PhD preferred, in any social science, preferably including gender, evaluation or social research;
- 10 years of working experience in evaluation, at least 5 in evaluation of development programmes and knowledge of evaluation of funding mechanisms;
- Experience in evaluation of large programmes involving multi-countries and multiple stakeholders;
- Proven experience as an evaluation team leader with ability to lead and work with other evaluation experts;
- Experience as team leader or manager of "complex" evaluations;
- 5 years of experience and background on human rights based approach to programming and gender equality, including familiarity with human rights standards and agreements such as CEDAW, among others; experience in working with multi-stakeholders and the UN is essential; experience in working with governments, NGOs, and the UN/ multilateral/bilateral institutions and donor entities is an asset;
- Experience in participatory approach is an asset. Facilitation skills and ability to manage diversity of views in different cultural contexts;
- Experience in capacity development essential;
- Familiarity with the UNEG standards and norms for evaluations;
- Ability to produce well written reports demonstrating analytical ability and communication skill;
- Ability to work with the organization commissioning the evaluation and with other evaluation stakeholders to ensure that a high quality product is delivered on a timely basis;
- Fluent in English and working knowledge of another UN language.

The Evaluation Team Leader will be responsible for coordinating the evaluation as a whole, the evaluation team, the work-plan, delivery of the expected evaluation outputs and all presentations outlined above. Knowledge of other relevant languages spoken in the Central Africa Sub-Region is an added asset. Upon presenting a proposal the team leader should also provide examples of two recent evaluations in relevant fields where she/he contributed significantly as the lead writer.

b. Evaluation Team Members – International/ National Consultants

- At least a master's degree related to any of the social sciences, preferably including gender studies, evaluation or social research;
- At least 5 years experience in evaluation;
- Good understanding of gender equality and human rights. At least 5 years experience in this field. Familiarity with human rights standards and agreements such as CEDAW, among others;
- Experience in working with at least two of the following stakeholders - government, civil society, multilateral institutions;
- Good analytical ability and reporting skills;
- Ability to work in and with a team, and in different cultural settings;
- Fluent in English and preferably another UN language. Working knowledge of a language spoken in Cameroon or DRC is an asset;
- At least one of the team members should have organizational capacity expertise.

8. Resources

The estimated cost of this evaluation is within the range of 100,000 \$

9. Ethical code of conduct for the evaluation

It is expected that the evaluators will respect the ethical code of conduct of the United Nations Evaluation Group (UNEG), see <http://www.unevaluation.org/papersandpubs/>. These are:

Independence: Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.

Impartiality: Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project, or organizational unit being evaluated.

Conflict of Interest: Evaluators are required to disclose in writing any past experience, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise.

Honesty and Integrity: Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting their procedures, data, and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.

Competence: Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.

Accountability: Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.

Obligations to Participants: Evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.

Confidentiality: Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.

Avoidance of Harm: Evaluators shall act to minimize risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.

Accuracy, Completeness and Reliability: Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete, and reliable. Evaluators shall explicitly justify judgments, findings, and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.

Transparency: Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied, and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.

Omissions and wrongdoing: Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.

10. Annexes

Annex A: Quality Criteria for Selection of Proposals. (See below).

Annex B: Standards for Evaluations in the UN System, and, Norms for Evaluations in the UN System. Available at:

http://www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4

Annex C: WHO/PATH Ethical Standards for Evaluations of SGBV

Ellsberg, Mary Carroll, Heise, Lori, (WHO/PATH), 2005: “*Researching Violence Against Women: A Practical Guide for Researchers and Activists*” Gives concrete guidance on “*Ethical considerations for researching violence against women*” in chapter two, p.34-47. Available at:

<http://www.path.org/publications/details.php?i=1524>

ANNEX A. CRITERIA FOR THE SELECTION OF EVALUATOR/S – EVALUATION TEAM FOR THE EVALUATION

The selection of the Evaluation Team will be based on the fulfillment of the specifications established in the TOR. The submitted proposals will be assessed on three main categories: I. the expertise and competencies of the evaluators, as reflected in their CVs, gender balance, and diversity of team; II. the technical proposal for the specific evaluation; and III. the financial proposal. The categories will be assigned different weighting, which will total to 100 percent.

I. Team Composition (40%)

The team leader’s and all team’s experience and qualifications meet the criteria indicated in the TOR. The team is gender balanced and cross-culturally diverse.

II. Technical proposal (40%)

- 1) **Evaluation matrix:** The matrix clearly addresses the TOR, relating evaluation Questions with evaluation Criteria, Indicators and Means of verification.
- 2) **Evaluation approach and methodology:** The proposal presents a specific approach and a variety of techniques for gathering and analyzing qualitative and quantitative data that are feasible and applicable in the timeframe and context of the evaluation, and incorporates human rights and gender equality perspectives.
- 3) **Work plan:** The timeframe and resources indicated in the work plan are realistic and useful for the needs of the evaluation.
- 4) **Motivation and ethics:** The evaluators reflect clear professional commitment with the subject of the assignment and follow UNEG ethical code of conduct.

III. Budget (20 %)

The budget proposed is sufficient for applying the data gathering techniques and for obtaining reliable data for the evaluation in the timeframe indicated.