



UNITED NATIONS SYSTEM IN BOTSWANA

EVALUATION OF THE JOINT PROGRAMMES ON GENDER MAINSTREAMING AND GENDER BASED VIOLENCE

TERMS OF REFERENCE

Consultancy Title:	EVALUATION OF THE JOINT PROGRAMMES ON GENDER MAINSTREAMING AND GENDER BASED VIOLENCE
Duration:	20 Days
Duty Station	Gaborone, Botswana

INTRODUCTION

Since 2006, there has been a steady call for the United Nations system to be more accountable, effective and efficient in its initiatives to promote gender equality and women’s empowerment. The Delivering as One initiative is one of the key developments in recent years that have pushed forward the gender agenda within the United Nations system. The General Assembly in its resolution 67/226 (2012) reiterated the call to further strengthen work in the United Nations system on gender equality and to use joint programming processes as a way to promote greater coherence among the individual entities of the United Nations system at country level - taking into account the principles of national ownership and alignment with national priorities. A Joint Evaluation of Joint Programmes on Gender Equality in the United Nations System identifies that a joint programme’s proposition is that by working collectively, the combined strengths of different entities can be mobilized to generate improved efficiencies and synergies, leading to greater effectiveness and enhanced development results. A United Nations joint programme on gender equality (‘joint gender programme’) has an explicit objective of empowering women and/or promoting gender equality.

There is consensus among the UN agencies in Botswana that “strength in numbers,” rather than working independently on common development problems, will create coherence, effectiveness, and relevance for achieving Botswana’s development aspirations. The Botswana UN Joint Gender Programme (JGP) is a 2-year programme that constitutes a development

cooperation instrument for organizing, resourcing and delivering gender equality work in the country by the UN. The JGP is derived from the 2010-2016 UNDAF and GoB-UN Programme Operational Plan and it contributes to the national priorities highlighted in the NDP10 and Vision 2016. The programme is also aligned to the Gender Policy. The JGP is collaboration between the UN in Botswana and the Government through the Ministry of Labour and Home Affairs. The programme identifies government departments and civil society organisations (CSOs) as implementing partners that are critical in achieving the outcomes of the programme.

The Botswana JGP is a call to action to elevate gender equality as a flagship programme for development. It emphasizes three critical roles of the UN as follows: 1) Advocacy at all levels for accountability in the implementation of policies that have been formulated; 2) Technical support to Ministries, CSOs and private sector partners, and 3) Support for implementation of programmes on the ground to the CSOs. The overall objectives of the Botswana Joint Gender Programme are as follows:

- To improve integration, harmonization and reduction of transactional costs in supporting gender works as part of the UN reform strategy of Delivering-as-One.
- To strengthen resource mobilization for gender programming.
- To increase impact and sustainability of gender programmes.

The JGP has two programme areas namely the Joint Programme on Gender Based Violence (GBV) and the Joint Programme on Gender Mainstreaming. The specific objective of each programme area is as follows:

- The Joint Programme on Gender Mainstreaming: To support efforts towards provision of equal opportunities for men and women in all aspects of society.
- The Joint Programme on Gender Based Violence: To support transforming of society towards zero tolerance for GBV.

As the Botswana Joint Gender Programme reaches the end of the two-year implementation timeframe, the UN in Botswana intends to commission an evaluation exercise for the programme. Following the global Joint Evaluation of Joint Gender Programmes conducted in 2012, the evaluation of the Botswana JGP will learn and borrow from some of the key findings and lessons of the global evaluation as applicable to Botswana. This means that the focus of the Botswana JGP evaluation will only be on programme components that require specific focus to reflect Botswana status and in line with the objectives of the Botswana JGP.

The Global Joint Evaluation of Joint Gender Programmes in the UN

The joint evaluation of the JGPs was conducted assess the following:

- Contribution of JGPs to national development results on gender;
- Extent to which the objectives and results of JGPs were relevant to national and UN development goals and policies;
- Sustainability of results of JGPs, including the level of national ownership, national capacity development, and partnerships between the UN system and national partners;

- Extent to which JGPs created synergies between and among UN entities and partners at national level; and
- Overall level of integration of human rights-based approaches.

The key findings of the global joint evaluation based on the five areas of evaluation are as follows:

- **Relevance –**
 - The JGPs analysed all prove contextually-relevant to broad national gender needs. However relevance was compromised by the absence of a consistently clear line of sight to gender priorities on the ground and the lack of a systematic application of the human rights-based approach.
 - JGP designs were marked by high levels of ambition in efforts to tackle systemic and deep-rooted gender inequalities within short time frames and limited resources.
 - Many JGPs showed misplaced confidence in the capability of the national partners, and the capacity of the UN system itself, to absorb a joint modality.
- **Ownership –**
 - Most programmes integrated key dimensions of ownership. Many of the strategies for facilitating ownership were successful.
- **Coherence & Efficiency –**
 - As a new modality, most JGPs experienced difficulties with coherence. Where the UN system reform was mature (Delivering-as-One contexts), JGPs benefited from supportive external frameworks for coordination.
 - The common visioning and partnership for gender was clearly demonstrated.
 - Commitment to the joint modality has been uneven, with ‘business as usual’ prevailing.
 - Efficiency has remained unchanged overall. Despite some evidence of burdens transfer from national partners to UN, the ‘costs of coordination’ have been both unanticipated and high.
- **Accountability –**
 - Some JGPs made strong individual efforts to build a culture and practice of accountability for gender equality results. Overall, accountability has not been well articulated. Limited attention was given to strategies for accountability at the design stage, including a lack of systematic monitoring.
 - Host governments and women’s organizations did not always place sufficient demand on UN partners to act in a coordinated way.
 - Current financing mechanisms (pass through and parallel) favour the individual accountability of the UN agency, rather than horizontal accountability to the JGPs or the UNCT.
- **Sustainability of Results & Value Addition –**
 - Despite difficulties in design and implementation, some JGPs have delivered individually significant effects at country level.
 - A few programmes broadened and strengthened the gender agenda.

- However, the sustainability of the gains made is uncertain, given the lack of clearly embedded sustainability strategies.
- The joint modality created opportunities for added value. Examples included creating shared understandings of partnerships for gender equality; increasing visibility and legitimacy of gender issues on the national agenda; building outreach and synergies on gender; enhancing the visibility, credibility and resources for the national gender machinery; and improving upstream results on policy reform and advocacy.

The key lessons from the global joint evaluation are as follows:

- Working to ensure the understanding, capacity and commitment of partners to coherence is key, particularly at leadership level;
- In most instances, the ideal number of United Nations agencies participating in a joint gender programme is no more than four or five;
- The potential for coherence is maximized where the capacity, capability and empowerment of the lead entity is analysed from the outset.
- Ownership and sustainability are maximized where accountability is grounded within the national context.

SCOPE OF THE JGP EVALUATION

The evaluation will focus on both the Joint Programme on Gender Based Violence and the Joint Programme on Gender Mainstreaming. Out of the five thematic areas of evaluation (*Relevance, Ownership, Coherence & Efficiency, Accountability, & Sustainability*), the evaluation of the JGP will focus on only the following three:

- Coherence & Efficiency,
- Accountability, and
- Sustainability of Results & Value Addition.

This means that this evaluation will use the key findings and lessons from the global Joint Evaluation as applicable to Botswana and in line with the objectives of the Botswana JGP. Specific findings in the areas of *Relevance* and *Ownership* will be the basis for evaluative information under these areas as applicable to Botswana context.

PURPOSE AND USE OF THE JGP EVALUATION

The overall purpose of the evaluation is to establish whether the JGP has achieved its intended results. The consultancy for this evaluation will specifically set out to achieve the following objectives:

1. Assess the efficiency of the JGP in achieving the objectives of the two-year programmes.

2. Assess the extent to which joint gender programmes created synergies, coherence and reduced transactional costs between and among the participating United Nations entities and partners.
3. Assess sustainability of results of joint gender programmes, including the level of national ownership and partnerships between the United Nations system and national partners.

This evaluation is being undertaken to provide credible and useful evaluative information on the added value of the Botswana JPG in enhancing achievement of results on gender equality and women's empowerment through improved United Nations system coherence and efficiency by using joint design and implementation process. The evaluation also aims to provide evaluative information for the strategic direction and use of the Joint Gender Programmes within the United Nations system reform process and support future policy and guidance on their design, implementation, monitoring and evaluation for a more coordinated and effective United Nations system contribution to advance gender equality in the country.

The main intended users of the evaluation are the United Nations agencies involved in the JGPs; partner government departments; participating women's empowerment and gender equality civil society; and gender-related stakeholders and networks in the country.

EVALUATION APPROACH AND METHODOLOGY

The evaluation will follow a mixed methods approach. Both the quantitative and qualitative approaches to data collection and analysis will be used. The categories of quantitative data will mainly consist of:

- Thematic coverage,
- Budget range,
- Time frame and duration,
- Implementing partners (UN agencies involved in the programme implementation),
- Lead agency (UN agency that leads the programme implementation),
- Source of funding,
- Programme type: national, community
- Fund Management: parallel, pass through, pooled, or combination.

The qualitative data will be based on:

- Review of documents,
- Qualitative interviews with key informants including programme staff, implementing partners and stakeholders,
- Focus group discussions with participating agencies and implementing partners, and
- Documentation of case studies.

Key elements of the methodology should include, but not limited to the following:

- Desk Review: A comprehensive desk review of the key information sources available and cited by the JGP TWG. This will include the Joint Gender Programme documents and annual work plans and reports. These will provide the basis for identifying data gaps that need to be remedied and will also inform the further selection of other sources of information to be reviewed.
- In-Depth Interviews: In depth interviews will be conducted with key stakeholders selected during the inception phase of the evaluation.
- Case Studies: Case studies will be documented. The inception phase and desk review should inform the selection of two Joint Gender Programme case studies for the evaluation. Case study selection will be guided by agreed criteria as discussed and agreed with the JGP TWG.
- Focus Group Discussion: Focus group discussions will be conducted with key stakeholders. The selection and use of FGDs will be decided at the inception phase and during the interview phase.

KEY EVALUATION QUESTIONS

The evaluation will answer the following key overarching questions:

1. What are the key contributions and added value in terms of short and long term, intended and unintended, positive and negative gender equality results achieved by Joint Gender Programmes to date? This includes assessing the contribution to results and operational effectiveness.
2. What is the influence of the country context and circumstances (DAO) on the achievement of JGP results and operational effectiveness?
3. Have Joint Gender Programmes strengthened national ownership through the participation and inclusion of government and civil society organisations in their programming process and what were the related challenges and opportunities specific to Joint Gender Programmes?
4. Have Joint Gender Programmes led to improved efficiency in the management of resources?
5. To what extent and in what ways have Joint Gender Programmes contributed to improved gender equality mainstreaming in other UN programmes and efforts in the country (*e.g. enhanced collaboration between agencies, coordination within UNCT, improved UN programming on gender equality & women empowerment, enhanced gender mainstreaming*).

MANAGEMENT OF THE JGP EVALUATION

The Joint Gender Programme TWG will oversee the evaluation. Implementing partners will be co-opted into the JGP TWG to serve as the JGP Evaluation Reference Group. The role of the JGP Evaluation Reference Group will be to:

- Review and provide comments on the Inception Report
- Facilitate access by evaluation consultants to all information and documentation relevant to the programme
- Identify two case studies to be documented, one under each programme (GBV and Gender Mainstreaming)
- Review and input on the draft Evaluation Report
- Endorse the Final Evaluation Report.

DELIVERABLES

The key deliverables for this consultancy are as follows:

- The evaluation inception report, detailing the evaluation methodology, data collection process and tools and a clear work plan
- The draft evaluation report
- Power point presentation on the findings and lessons
- The final evaluation report with key recommendations.

COMPETENCIES OF THE CONSULTANT

- At least a Master's Degree in Population Studies, Sociology, Gender Studies, or other related fields.
- A minimum of 5 years' experience doing evaluation work.
- Experience of work in gender related M&E will be an added advantage.
- Demonstrated analytical ability.
- Excellent communication and report writing skills.

Consultancy Notice

Interested individual consultants must submit:

1. Technical and Financial Proposals
2. Personal CV including past experience in similar projects.
3. Short letter of motivation (one page) explaining the candidate suitability for this work.

TIME FRAME AND PROPOSED WORK PLAN

The assignment will cover a period of **20 working days** spread over one and half months.

#	TASK	TIMEFRAME
1	Consultation with the UN Joint Gender Programme TWG	0.5 days
2	Development of inception report presenting the detailed evaluation methodology and approach, data collection process and tools, list of respondents, work plan, and documents to be reviewed	3 days
3	Presentation of Research Protocol to the Joint Gender Programme Evaluation Reference Group	0.5 days
4	Interviews, literature review and case studies	8 days
5	Writing of the Draft JGP Evaluation Report	4 days
6	Presentation of the preliminary findings to the Joint Gender Programme Evaluation Reference Group	0.5 days
7	Incorporation of comments	2 days
8	Presentation of the Final Draft Joint Gender Programme Evaluation Report to the Joint Gender Programme Evaluation Reference Group and the UNCT for validation	1 day
9	Incorporation of comments	0.5 day
10	Final submission of the final Joint Gender Programme Evaluation Report	
	TOTAL	20 Days