



## **Evaluation of Gender Mainstreaming in UN-Habitat**

### **Terms of Reference**

#### **1. Introduction**

In accordance with the Secretary-General's bulletin of 19 April 2000 entitled "*Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation*" (ST/SGB/2000/8), the overall objective UN-Habitat evaluations is to determine, as systematically and objectively as possible, the relevance, efficiency, and effectiveness of policies and programmes, thereby enabling UN-Habitat to engage in systematic reflection, with a view to increasing the effectiveness of its policies and programmes, by altering content and, if necessary, reviewing their objectives.

This evaluation aims at assessing what UN-Habitat has achieved so far in mainstreaming gender equality in its programmes, the appropriateness of its institutional arrangements, and strategic partnerships for gender equality.

#### **2. Background of the Gender Mainstreaming, the Gender Equality Programme (GEP) and the Gender Mainstreaming Unit**

UN-Habitat is the coordinating agency within the United Nations system for human settlements and focal point for coordinated implementation of the Habitat Agenda, as well as the human settlements chapter of Agenda 21, and the MDG Goal 7 Target 11 of significantly improving the lives of at least 100 million slum dwellers by the year 2020.

In 1991, UN-Habitat established the Women in Habitat Programme under the Community Development Programme. In 1996, a Gender Policy was adopted which was revised in 2002. The policy outlines gender mainstreaming in all UN-Habitat programmes both at the normative and operational level following two approaches: (a) supporting specific women programmes and (b) promoting gender mainstreaming. The Gender Policy Unit was established in 1997 to support implementation of the Gender Policy. In 1999, the Women in Habitat Programme and the Gender Policy Unit were merged to form the Gender Mainstreaming Unit (GMU). The GMU is responsible for coordinating gender mainstreaming into all UN-Habitat programmes and activities and to promote women's empowerment in accordance with the relevant UN resolutions, as well as the strategy for gender mainstreaming in the UN system (CEB/2006/2).

The Governing Council of UN-Habitat, in resolution 19/16 of 9 May 2003 addressed women's roles and rights in human settlements development and slum upgrading. In April 2005, the Governing Council adopted resolution 20/7 on Gender equality in human settlements development, requesting the Executive Director "to ensure that all normative and operational activities developed and implemented by the various divisions, branches

and units of the United Nations Human Settlements Programme address gender equality and women's empowerment in human settlements development by incorporating gender impact assessment and gender disaggregated data criteria in the design, implementation, monitoring and evaluation of these activities.”

In April 2007, a Medium-term strategic and institutional plan (MTSIP) 2008-2013 was approved for UN-Habitat derived from its mandates, focusing on six focus areas. The MTSIP is expected to be implemented through an enhanced normative and operational framework (ENOF) consisting of strengthened partnerships and an integrated programme at global, regional and country level. Gender is specifically referred to in focus area 1 on advocacy, monitoring and partnership, with a special reference to women's groups; focus area 2 on promotion of participatory urban planning, management and governance, in relation to inclusive and effective urban planning; and focus area 3 on pro-poor land and housing, in relation to gender sensitive housing and gender-sensitive shelter relief and reconstruction models in post-disaster and post-conflict areas. When adopting the MTSIP, the Governing Council in resolution 21/2, requested the Executive Director to ensure that cross-cutting issues such as gender are duly reflected in the implementation of the ENOF, including in the indicators for each focus area.

A “Forward Looking Evaluation of Gender Mainstreaming in UN-HABITAT” was conducted in 2003. The evaluation recommended: (i) to revise the 2002 gender policy to make it more operational, (ii) that the Gender Mainstreaming Unit focus on specific and targeted projects at local level, (iii) that UN-Habitat prioritize and select a few, but strategic and realistic gender-related goals in each programme area, (iv) to develop gender-related quantitative and qualitative indicators for the various programmes, (v) the Gender Equality Task Force monitors the implementation of gender mainstreaming, and that the Programme Review Committee effectively, (vi) sufficient human and financial resources are allocated, and (vii) that UN-Habitat clarifies its partnership approach.

A “Review of the cooperation between UN-Habitat and the Government of Norway” (Kruse and Kapala), of August 2007, concluded that the Gender Mainstreaming Programme needs to be more coherently integrated in a shared strategic framework, instead of unrelated, discrete and disjointed set of activities.

In response to the recommendations of that review, a Gender Equality Action Plan (GEAP) 2008-2013 was developed and approved in April 2009. The Action Plan covers each area of UN-Habitat's Medium-Term Institutional Plan 2008-2013, to facilitate that gender-concerns cut across all work. Activities have ranged from capacity building on gender mainstreaming for UN-Habitat field staff, women grassroots leaders, and trainers of local government institutions, gender analysis of urban inequities surveys, gender indicators and advocacy. Partnerships have been formed with local authorities and UN agencies at global and country level. For more information, see <http://www.unhabitat.org/gender>

Since 2007 the GMU has been largely funded by the Governments of Norway and Spain. Additional programme funds have been allocated from the regular budget and the Human Settlements Foundation.

### **3. Objectives and purpose of the evaluation**

The objective of the evaluation is to assess what UN-Habitat has achieved so far in mainstreaming gender equality in its programmes, the appropriateness of its institutional arrangements, and strategic partnerships for gender equality.

The purpose of the evaluation is to inform decisions about how gender mainstreaming and related strategic partnerships can be improved, including the institutional arrangements for gender mainstreaming and the role of the Gender Mainstreaming Unit. More specifically, evaluation will be utilized by:

- a) UN-Habitat senior management to strengthen institutional arrangements for gender mainstreaming, with particular attention to ongoing institutional reform.
- b) UN-Habitat programme staff, as it is expected that the evaluation will translate into concrete recommendations for gender mainstreaming.
- c) Gender Mainstreaming Unit to further develop strategies for gender mainstreaming and in their efforts to support the agency in implementing such strategies.
- d) Member states, partners and donors who are interested in gender mainstreaming. The evaluation will serve accountability purposes and might inform future funding decisions as appropriate.

The evaluation will constitute a building block in the overall assessment of the incorporation of gender aspects in the implementation of the MTSIP.

### **4. Scope**

The evaluation will cover the period from the previous evaluation in 2003 to date. The evaluation will focus on:

- (i) Actual progress made in the integration of gender perspectives in human settlements related policies, programmes, and projects of UN-Habitat, with reference to the Gender Policy (2002), the GC resolutions 19/16 (2003) and 20/5 (2005), and the Gender Equality Action Plan (2008).
- (ii) The degree to which UN-Habitat has become more strategic and coherent in promoting gender equality and women's empowerment.
- (iii) The validity of the partnership strategy and practices in the area of gender equality and women's empowerment.
- (iv) The appropriateness of the institutional arrangements for gender equality, including the location of the Gender Mainstreaming Unit.

The degree to which recommendations from previous evaluations and reviews have been effectively implemented should be assessed.

### **5. Evaluation criteria and questions**

The evaluation will focus on relevance, effectiveness and efficiency, and to some extent impact and sustainability. Illustrative questions will include, but not be limited to, the following:

| <b>Evaluation Focus</b>           | <b>Evaluation Issues</b>   |
|-----------------------------------|--|
| <i>Strategic focus</i>            | <ol style="list-style-type: none"> <li>1. To what extent has the Gender Equality Action Plan made UN-Habitat's work on gender more strategic and coherent?</li> <li>2. To what extent has the programme of the Gender Equality Unit become more strategic and coherent?</li> </ol>   |
| <i>Gender Mainstreaming</i>       | <ol style="list-style-type: none"> <li>3. What has been achieved in integrating a gender perspective in human settlement related policies, programmes and projects?</li> <li>4. Which tools and approaches for gender mainstreaming have worked in UN-Habitat, and which have not?</li> <li>5. To what extent have resources been utilized efficiently? What is the past, present and future need for resources?</li> <li>6. What are the <i>accountability mechanisms / demand</i> for effective gender mainstreaming?</li> <li>7. How is the <i>capacity / supply</i> for gender mainstreaming in UN-Habitat? If not sufficient, how can it best be strengthened?</li> </ol>   |
| <i>Partnerships</i>               | <ol style="list-style-type: none"> <li>8. To what extent has UN-Habitat applied a more effective partnership approach to facilitate gender equality in human settlements?</li> <li>9. To what extent has UN-Habitat been able to reach out to more informal groups and emerging coalitions/partners, such as slum dwellers organizations?</li> </ol>   |
| <i>Institutional arrangements</i> | <ol style="list-style-type: none"> <li>10. What are the institutional arrangements for gender mainstreaming, and how have these functioned, including the Gender Mainstreaming Unit, Gender Focal Points, Gender Equality Task Force, the MTSIP Steering Committee, the Programme Review Committee, and the MTSIP Focus Area Teams?</li> <li>11. What is the value added of the Gender Unit's involvement with other UN-Habitat programmes? What needs to be improved?</li> <li>12. What are the advantages and disadvantages with different institutional locations for the Gender Mainstreaming Unit?</li> <li>13. How does the institutional set up of the Gender Unit in UN-Habitat compare with best practice in the UN system and public sector generally, in terms of location and resources (human, financial, capacity)? What lessons can be learned from best practice elsewhere?</li> <li>14. What would be the optimum location of the Gender Unit within UN-Habitat?</li> </ol> |

## **6. Recommendations and lessons**

A thorough discussion of the lessons learned and recommendations based on key findings is required. Recommendations related to gender mainstreaming are expected to be practical, timed (immediate, mid-term and long-term) with clear responsibilities and estimated resources, if necessary.

## 7. Proposed methodology

The consultants are expected to outline the details of their proposed methodology in the Inception Report. It is anticipated that the assessment will be organized into successive and partially overlapping phases focusing on:

- a) Document review and analysis.
- b) Interviews with key stakeholders, both through face-to-face in Nairobi and by telephone/email. This will include senior management, programme staff and Habitat Programme Managers, gender focal points, Governments, other Habitat Agenda partners and local government associations. Special efforts should be made to engage staff in regional offices and liaison offices.
- c) More in-depth review of selected programmes/processes can be undertaken as appropriate.
- d) Comparative analysis of the UN-Habitat Gender Unit with selected Gender Units within the UN system and in relation to public sector best practice in terms of policies, responsibilities, programmes, staffing and location within the agency.

## 8. Roles and responsibilities

The Monitoring and Evaluation Unit will manage and coordinate the evaluation. The Monitoring and Evaluation Unit, which is organizationally placed under the Executive Director, is responsible for improving monitoring and evaluation systems and coordinating monitoring and evaluation activities of UN-Habitat. The Gender Mainstreaming Unit will support the Monitoring and Evaluation Unit on administrative issues and facilitate the work of the consultants as appropriate.

The Gender Equality Task Force, which includes representatives from all Divisions, will be utilized for the evaluation. Its members will review deliverables, and as such is expected to contribute to enhanced quality and relevance of the process. The MTSIP Steering Committee will be informed of the process, and will be invited to provide feedback to draft findings and recommendations. The donors will be invited to comment on inception and draft reports.

The evaluation will be guided by the United Nations Evaluation Group Norms and Standards.

## 9. Deliverables

The consultant(s) should produce the following deliverables:

1. **Inception report** (*First payment = 20%*) - the inception report (*maximum of 15 pages, excluding annexes*), which includes proposed detailed methodology, assessment criteria/questions and work plan, among others.

2. **Draft reports** (*Second payment = 50%*) - the first draft report (*not exceeding 45 pages, main report only*), and based on comments made, a draft final report will be submitted.

3. **Final report** (*Final payment = 30%*) - The consultant will have two weeks to incorporate the comments on the draft final report and send the final report. The final report should be accompanied with a brief presentation of key findings using Microsoft Power Point as well as a brief web statement.

## 10. Work plan and schedule

| <b>Output /Activity</b>  | <b>Period</b>          |
|--|------------------------|
| Desk review and preparation of Inception Report  | September 2010         |
| Presentation of Inception Report and interviews in Nairobi, including debriefing session | September/October 2010 |
| Data analysis and drafting of report   | November 2010          |
| Draft report sent for comments   | December 2010          |
| Drafting of final report incorporating comments and other requirements as appropriate    | December/January 2010  |
| Final report issued  | January 2011           |

A minimum of two visits to Nairobi are foreseen: (i) for the presentation of the Inception report, interviews and debriefing of the Gender Equality Task Force and senior management, and (ii) for the presentation of the draft report.

## 11. Qualifications/Competencies/Experiences

It is anticipated that the evaluation will be done by a team of two consultants. The following experience is required:

- Extensive experience in programme, thematic and strategic evaluation;
- Experience in programmes related to gender equality and women's empowerment;
- Experience in organizational reviews; and
- Experience and understanding of development trends in human settlements and urbanization is desirable.

The evaluators are required to disclose in writing any past experiences, of themselves or their immediate family, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise. The evaluators are also required to familiarize themselves with the Code of Conduct for Evaluation in the UN system and the United Nations Evaluation Group Norms and Standards.

## 13. Attachments

Attachment 1 – Tentative List of documents to be reviewed.

## **Tentative list of documents to be reviewed**

*Medium-term Strategic and Institutional Plan for UN-Habitat for the period 2008–2013*, HSP/GC/21/5/Add.1, March 2007

[http://www.unhabitat.org/downloads/docs/4661\\_56098\\_K0761182%20HSP-GC-21-5-Add1.pdf](http://www.unhabitat.org/downloads/docs/4661_56098_K0761182%20HSP-GC-21-5-Add1.pdf)

*UN-Habitat's Gender Policy*, 2002

<http://ww2.unhabitat.org/pubs/genderpolicy/foreword.htm>

*Gender equality action plan*, HSP/GC/22/5/Add.2, February 2009

[http://www.unhabitat.org/downloads/docs/6318\\_36855\\_K0950666\\_HSP\\_GC\\_22\\_5\\_ADD2.pdf](http://www.unhabitat.org/downloads/docs/6318_36855_K0950666_HSP_GC_22_5_ADD2.pdf)

*Forward-Looking Evaluation of Gender Mainstreaming in UN-HABITAT based on Lessons Learned from the WHP and the Gender Unit*, report, April 2003

<http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=1155>

*Review of the Cooperation between UN-Habitat and the Government of Norway*, Stein-Erik Kruse and D. Okpala, August 2007

[http://www.unhabitat.org/downloads/docs/5414\\_26296\\_7542\\_Review\\_of\\_cooperation\\_btw\\_UNHabitat\\_and\\_Norway\\_August\\_2007.doc](http://www.unhabitat.org/downloads/docs/5414_26296_7542_Review_of_cooperation_btw_UNHabitat_and_Norway_August_2007.doc)

*United Nations system-wide policy on gender equality and the empowerment of women: focusing on results and impact*, CEB/2006/2, 15 December 2006

[http://www.un.org/womenwatch/ianwge/gm/UN\\_system\\_wide\\_P\\_S\\_CEB\\_Statement\\_2006.pdf](http://www.un.org/womenwatch/ianwge/gm/UN_system_wide_P_S_CEB_Statement_2006.pdf)

*Gender Equality Programme* (web presentation)

<http://www.unhabitat.org/content.asp?cid=6749&catid=303&typeid=13&submenuId=0#>