

## **Terms of Reference**

### **Independent evaluation of UNHCR's efforts to prevent and respond to sexual and gender-based violence in situations of forced displacement**

#### **1. Introduction**

UNHCR's mandate is to lead and coordinate worldwide action for the international protection of refugees and other persons of concern to the organization, and to seek permanent solutions to their plight. UNHCR has established a number of Global Strategic Objectives (GSOs) relating to this responsibility, and has established targets to monitor, assess and enhance its performance in this respect.

The proposed independent evaluation of UNHCR's efforts to prevent and respond to sexual and gender-based violence in situations of forced displacement relates to GSO No. 1, which commits the organization to ensuring that international standards of protection are met for all persons of concern to the High Commissioner's Office, including "improving physical security... and reducing incidents of violence, in particular by preventing and responding to sexual and gender-based violence (SGBV)."

#### **2. Background**

UNHCR's efforts to address the problem of SGBV date back to 1991, when the organization's 'Policy on Refugee Women' was first published. Specific guidelines on preventing and responding to SGBV were issued four years later and then updated in 2003. UNHCR undertook a general 'lessons learned' exercise on SGBV in 2001, and in the same year collaborated with Save the Children-UK on a study of sexual violence and exploitation in situations of forced displacement in West Africa. Additionally, the formulation of country level strategies on SGBV was included as one of five commitments to refugee women in 2001.

As a result of the findings and recommendations of these initiatives, a number of additional steps have been taken, including the establishment of a 2006 Executive Committee Conclusion on women and girls at risk, the publication and provisional release of a new UNHCR handbook on the protection of women and girls, and the implementation of a phased regional review of SGBV and Age, Gender and Diversity Mainstreaming in Southern Africa.

Consequently, SGBV issues have progressively been incorporated in UNHCR's operational activities, many of which are implemented by NGOs and other partner organizations. UNHCR has addressed SGBV prevention and response in a consistent manner, setting forth a series of activities and recommendations to be taken into account and applied in each refugee situation. These activities include:

- conceptualizing and implementing a SGBV country action plan that should be reflected and incorporated in all country programme documents;
- regional and country level training on SGBV, specifically targeting UNHCR

staff , implementing partners, and people of concern;  
increasing women's leadership and empowerment through increasing their participation in community decision making mechanisms;  
incorporation of SGBV issues in protection learning programmes and workshops;  
establishment of Standard Operating Procedures for prevention and response to SGBV in all operations;  
strengthened human deployment in protection and community services functions, in addition to increasing the number of experienced and qualified female staff in the field and female police officers in the refugee settings;  
enhancing cooperation between local authorities and law enforcing agencies (for example, the establishment of mobile courts);  
incorporation of SGBV in camp rules and regulations;  
greater involvement of men in addressing SGBV;  
adequate funding of SGBV related workshops and activities.

### **3. Purpose of the evaluation**

The purpose of the evaluation is to review the implementation, quality, and impact of the suggested activities in relation to SGBV prevention and response. It will assess the effectiveness and impact of UNHCR's recommendations; identifying the key constraints and good practices regarding the implementation of these recommendations.

This evaluation will also serve to identify and establish benchmarks for the recommended activities that will enable UNHCR to track the progress of SGBV prevention and response efforts in the future. Finally, it will set forth recommendations that can form the basis of a three-year SGBV plan of action that will enhance UNHCR's ability to meet this component of its Global Strategic Objectives.

### **4. Coverage**

The evaluation will be global in scope but will draw upon information and analysis collected from a geographically representative range of countries. Bids for the contract should specify the methods that will be employed to collect such data (see Section 5 below).

The evaluation will focus primarily on UNHCR programmes involving refugees and IDPs in both rural and urban areas. The evaluation may also address the issue of SGBV in relation to returnees and asylum seekers.

### **5. Evaluation process and methods**

The evaluation will be undertaken in strict conformity with UNHCR's evaluation policy, which, *inter alia*, requires evaluations undertaken by the organization to adopt a disaggregated and participatory approach in relation to populations of concern. A

copy of the policy can be found on the UNHCR website, at <http://www.unhcr.org/research/RESEARCH/3d99a0f74.pdf>.

The team selected to undertake this evaluation will also be required to sign the UNHCR Code of Conduct, to familiarize themselves with UNHCR's protection training module, and to respect UNHCR's confidentiality requirements.

UNHCR welcomes the use of diverse and innovative evaluation methods. Bids for the contract should specify the methods to be used by the evaluation team, demonstrating that such methods will enable the team to (a) collect information from persons of concern and other local stakeholders in countries visited by the evaluation team, and (b) collect information from a wide range of countries other than those which are visited by the team. The latter objective might be achieved, for example, by means of a secondary literature review, a review of UNHCR's Annual Protection Reports and other relevant documents, questionnaire surveys and telephone interviews.

The evaluation process will be managed by UNHCR's Policy Development and Evaluation Service (PDES) with the assistance of the Community Services, Gender Equality and Children's Section (CDGECS). These sections of the organization will ensure that the evaluation team has access to relevant documents and personnel, and will assist in the organization of field missions.

A number of expert commentators will be engaged to review a final draft of the evaluation report.

## **6. Bidding requirements**

The evaluation will be undertaken by a diverse (i.e. multidisciplinary, multinational and gender-balanced) team of consultants, selected by means of a competitive bidding process. It is anticipated that the team will consist of no less than three people, working on either a full or part-time basis for the duration of the project.

Bids for the contract should designate a Team Leader for the project. The Team Leader must have proven expertise in relevant areas, such as SGBV, refugee protection and the work of UNHCR and other humanitarian and protection organizations.

Some or all members of the team will undertake at least three visits to Geneva for consultations, briefings, interviews and the collection of relevant documents.

## **7. Outputs**

The primary output of the project will be an evaluation report; the findings and recommendations of which will provide the basis for the establishment of a three-year UNHCR SGBV strategy. The recommendations should also integrate the Recommendations of the UN Study on the Violence Against Children and the UN Study on the Violence Against Women. Other potential outputs include:

a collection of testimonies from persons of concern;  
the documentation of effective practices presented in an innovative way such as a short documentary that will serve as an awareness raising / learning tool;  
recommendations for country and sub-regional operations included in the review;  
proposals for the establishment of more effective SGBV monitoring and evaluation mechanisms: and,  
a proposed dissemination strategy for the evaluation's findings and recommendations.

## **9. Steering Committee**

An Evaluation Steering Committee will be established, with the following responsibilities to:

advise on the Terms of Reference for the evaluation;  
assist in the selection of an evaluation team;  
meet the team in the course of their work and to monitor the progress of the project;  
review the team's draft report; and,  
ensure that the findings and recommendations of the evaluation are effectively disseminated and utilized.

The Steering Committee will comprise Geneva-based representatives of UNHCR, Executive Committee members, other UN agencies and the NGO community. Independent experts may also be invited to sit on the committee. The Steering Committee will be chaired by PDES.

### **Key themes and indicative issues to be addressed by the evaluation**

The evaluation will focus on a number of key themes and issues, including but not limited to those listed below.

#### *Policy, strategy and priorities*

To what extent does UNHCR have a clearly articulated policy and strategy on SGBV prevention and response?

To what extent has that policy and strategy been communicated effectively to staff members and other stakeholders?

To what extent has the issue of SGBV prevention and response been adequately prioritized by UNHCR?

To what extent has UNHCR's policy and strategy resulted in increased prevention of and response to SGBV in displaced settings?

### *UNHCR's operational environment*

What are the principal obstacles to UNHCR's efforts in relation to preventing and responding to SGBV, and how can UNHCR overcome those obstacles?

What role do actors other than UNHCR and its implementing partners (e.g. police, judiciary, local government officials, community leaders, etc.) play in addressing the issue, and how have UNHCR and its implementing partners affected the behaviour of these actors?

How is the issue of SGBV linked to other cross-cutting issues and sectors, such as HIV/AIDS, reproductive health and livelihoods? How effective have UNHCR and its implementing partners been in establishing these linkages, and what are some of the examples of linkages that have been established?

### *Human resource deployment and development*

What kinds of staff development activities have taken place in relation to the issue of SGBV, and how could their relevance and impact be reinforced?

What is the current state of knowledge, attitudes and practice of UNHCR staff, both at Headquarters and in the field, in relation to SGBV?

To what extent does and should UNHCR employ specialized SGBV personnel? How has this impacted, if at all, on SGBV prevention and response?

To what degree are UNHCR's SGBV manuals and guidelines useful and applicable? How effectively have they been disseminated? Disseminated to whom? Do training and guidance materials on other and related issues make sufficient linkages to the problem of SGBV?

### *Structural and management arrangements*

Where does organizational responsibility for the issue of SGBV lie within the UNHCR structure, both at Headquarters and in the field? Is there a difference between the location of organizational responsibility in theory and in practice?

What accountability mechanisms are in place to ensure that UNHCR offices and staff members give due attention to the issue of SGBV and act consistently with UNHCR policy?

To what extent are UNHCR personnel and implementing partner personnel held accountable? What accountability mechanisms exist, if any, and how effective are they?

Are UNHCR's SGBV-related initiatives provided with adequate human and financial resources?

Do UNHCR's field offices receive adequate support from Headquarters in relation to SGBV?

What is the actual and potential role of multifunctional UNHCR teams in SGBV prevention and response?

*Protection strategies, planning and programming methods*

To what extent is the issue of SGBV incorporated in UNHCR's protection strategies, programming methods and operating procedures? Is SGBV present in all program documents?

To what extent is UNHCR's SGBV suggested activities and recommendations incorporated into countries and regional action plans?

To what extent has the issue of SGBV been incorporated in UNHCR's advocacy and public information activities?

To what extent have UNHCR's SGBV strategies involved awareness-raising, participation and community-based approaches amongst people of concern? How have these activities impacted on SGBV?

To what extent does UNHCR's prevention and response to SGBV cover the needs of children?

*Partnerships and inter-agency coordination*

Has UNHCR provided sufficient leadership in relation to SGBV prevention and response?

To what extent UNHCR created effective strategic partnerships in relation to SGBV prevention and response?

To what extent has UNHCR created and fostered effective partnerships with its implementing partners? How clear are implementing partners on their roles and responsibilities in relation to UNHCR?

To what extent does UNHCR monitor and support the performance of implementing partners in relation to SGBV? Should monitoring increase?

How effectively is UNHCR using partnerships with governments in the prevention of and response to SGBV and how can this be done more effectively?

Do the Cluster Approach and other inter-agency arrangements in IDP situations give adequate attention to the issue of SGBV? How effective is the Cluster Approach in addressing SGBV in the context of internal displacement?

*Participatory assessment, programme design and monitoring mechanisms*

How effective are the assessment methods and monitoring systems employed by UNHCR in relation to the issue of SGBV?

Are UNHCR's efforts to counter SGBV based upon the participatory, community-based and rights-based approaches to which the organization is committed?

How useful are the indicators used by UNHCR to measure the impact of its SGBV work and how effectively and consistently are they employed?

How effective are UNHCR's SGBV data collection and analysis activities, and to what extent are they used for programming purposes?

*PDES*

*14.3.07*