

Terms of Reference

External Evaluation of FOKUS Program “Strengthening Gender and Indigenous Women’s Perspective in the National Civil Police (PNC), Guatemala (2015-2018)”

TERMS OF REFERENCE

General objective	To evaluate the program management model and achieved results $\frac{3}{4}$ through the four year cycle and provide advice for future adjustments and development
Locations	Norway and Guatemala
Audience and usage	FOKUS’ staff, implementing partners and donors
Time scope	1 st of January 2015 to the date of completion
Timeframe	The evaluation, including writing of the report is expected to be finalized by March, 1 st 2018
Expected outputs	A report that describes the evaluation findings, lessons learned and recommendations.

1. Background and context

Since 2015 FOKUS – Forum for Women and Development – has implemented the program “Strengthening gender and indigenous women’s perspective in the National Civil Police (PNC), Guatemala (2015-2018)”. The program works to improve access to justice for victims of gender-based violence (GBV) in Guatemala, through an innovative model where civil society organizations cooperate closely with institutions and entities in the Guatemalan National Police to improve their institutional approach and services to victims of gender based violence. The aim of this evaluation is to analyze the program’s results, assess the way it is organized (managed) and provide recommendations for future development.

FOKUS is an umbrella-organization consisting of 59 women’s organizations based in Norway. FOKUS builds on more than 20 years of North-South cooperation on social, economic and political development for women. FOKUS works to promote women’s empowerment, rights and access to resources. Through advocacy and international development cooperation, the organization will strengthen women’s human rights and participation in society.

The program joins the forces of four local partner organizations in Guatemala, a local consultant and assistance from Norwegian Church Aid’s (NCA) office in Guatemala. The partner organizations are Grupo Guatemalteco de Mujeres (GGM), Instituto de Enseñanza para el Desarrollo Sostenible (IEPADES), Asociación Grupo Integral de Mujeres Sanjuaneras (AGIMS), and Fundación Guatemala (FUNGUA). They have formed a consortium that meets regularly to discuss advances and challenges of the program. FOKUS has also hired a consultant to coordinate the program from Guatemala. The national office of Norwegian Church Aid (NCA) and FOKUS signed a MoU for the

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implementation of the program. NCA provided logistical support (including financial control), and has assisted in monitoring the program, coordinating the work among the partners, and offering its political expertise and standing in Guatemala. In 2017 the MoU was renegotiated to include only support to specific tasks within planning and monitoring and the strengthening of the indigenous women's perspective due to the closing of the NCA office in Guatemala.

The implementing partner organizations coordinate directly with the national security institutions, such as Ministry of Governance; Vice Ministry of Crime Prevention; National Police Reform Commission; National Civil Police; and the Office of Victim Assistance and the Police Academy at the National Civil Police. Since 2017 the implementing partners have primarily focused on departments/areas within the National Civil Police.

The Norwegian Association of Lawyers are partners in the program, and contributes financially. FOKUS has not previously evaluated the program, nor the partners' work.

1.1 Description of the program

The program builds on the results of a study of police responses to violence against Guatemalan women carried out by FOKUS in 2012. The results of that study and the contributions of the organizations that make up the FOKUS program, as well as those of other organizations developing actions on security and justice, provided important input for the drafting of the program. Below follows a short summary of the intentions of the program at the beginning (2015):

International cooperation has made significant contributions to the successive processes of building, reinforcing and reforming the National Civil Police Force in Guatemala after the armed conflict. However, these processes have not included a gender focus, nor have they dealt specifically with violence against women. In addition, the processes to date have failed to address the indigenous perspective of police response. Thus, this program seeks to strengthen the institutionalization of a gender and indigenous women's perspective in Guatemala's National Civil Police (PNC). To this end, it will develop strategic actions geared towards updating the "Protocol for Action for the PNC in dealing with Violence against Women". It will also promote the creation and functioning of a regular dialogue platform made up of civil society (mesa de incidencia) to participate in the National Police Reform Committee, and intervene in strategic changes to that Institution, to promote the comprehensive advance of women's rights and the strengthening of the justice system.

The program is funded by Norad, through a framework agreement with FOKUS. The total budget for the program in 2017 is approximately NOK 3 millions. This amount includes funds for the project cooperation between Mujeres Transformando el Mundo and Legal Counselling for Women (JURK), which is not part of this evaluation.

1.2 The program's outcome

Outcome: Improved access to justice for the victims of gender-based violence in Guatemala.

Expected outputs of the program:

- Gender and ethnic perspectives strengthened in the National Civil Police

- National Civil Police's tools and techniques for addressing violence against women improved
- Comprehensive care plan for cases of violence against women by the Office for Victim Assistance (OAV) of the National Police (PNC) developed and tested

2. Purpose of evaluation

The evaluation aims to obtain an independent assessment of the implementation of the program and its progress and achieved results, thus provide recommendations for the further development of the program. The final report should provide specific recommendations of the organizational model as such, as well as the implementing partner organizations assessing possibilities for future interventions. The assessment will cover the period from January 1st 2015 to the date of completion.

The primary audience for the evaluation review is FOKUS and the Guatemalan partner organizations.

FOKUS evaluates all its programs according to established principles for good development cooperation, as set out by Norad and OECD/DAC:

Effectiveness: The extent to which a development intervention has achieved its objectives, taking their relative importance into account.

Impact: The totality of the effects of a development intervention, positive and negative, intended and unintended.

Relevance: The extent to which a development intervention conforms to the needs and priorities of target groups and the policies of recipient countries and donors.

Sustainability: The continuation or longevity of benefits from a development intervention after the cessation of development cooperation.

Efficiency: The extent to which the costs of a development intervention can be justified by its results, taking alternatives into account.

2.1 Specific objectives and questions of the evaluation

The specific objectives of the evaluation is:

1. To assess and analyze to which degree the program has reached, or is in process of reaching, the set goals of the program and the potential impact of the program
2. To assess and analyze to which degree the program's organizational model (structure, methodology and financial resources) has contributed to reaching the set goals, including the contributions of each organization (partners, NCA and FOKUS).
3. Give strategic recommendations (including on multicultural and gender approaches) to FOKUS and the partners for future development of the program. Document best practices and lessons learned.

Key questions to assess under each objective:

- 1. Assess and analyze to which degree the program has reached, or is in process of reaching, the set goals of the program and the potential impact of the program**
 - What are the results that can be observed at this stage (based on the expected outcome and outputs for the program)?
 - What is the potential impact of the program?
 - Are there unforeseen and unintended positive impacts on final beneficiaries? Assess the strengthening/ capacity development of the implementing organizations.
 - If there have been negative impacts on the target population, has the program taken appropriate measures to mitigate such? What are the lessons learned in addressing the outcome and outputs in the program and overcoming cooperation challenges?
 - Assess how the program contribute to capacity development, and to strengthen the multicultural perspective in the national police, as well as among the implementing organizations.

- 2. To assess and analyze to which degree the program's organizational model (structure, methodology and financial resources) has contributed to reaching the set goals, including the contributions of each organization (partners, NCA and FOKUS)**
 - What are the strategies used in the program, and how does it relate to the achievement or non-achievement of results? Assess how the results achieved in the program is related to the intervention made.
 - Is the implemented strategy/methods and selected partners the most appropriate?
 - How are the financial management of the program in line with the contract requirements? Have the financial resources been sufficient?
 - Could the program have been implemented with fewer resources, without reducing the quality and quantity of the results?
 - How has implementation of the program ensured efficient use of resources?
 - What is the added-value of the program's organizational model: FOKUS, consultant and implementing partners?

- 3. Give strategic recommendations (including multicultural and gender approaches) to FOKUS and the partners for future development of the program. Document best practices and lessons learned**
 - Can any best practices be documented? Give examples and discuss external factors that may be partly attributed to observed change.
 - How has multicultural and gender perspectives been addressed in the program, give best examples and assess challenges. How can this work improve?
 - What is the main challenge towards achieving organizational- and political sustainability? To what extent is the program supported by the national civil police and well integrated?
 - How can monitoring of the program be improved?
 - Are the objectives of the program adequately addressing the political context and the main issues of women in Guatemala? Is the program an adequate solution to the challenges in the national civil police in Guatemala?

3. Approach and methodology

The evaluation should mainly be based on qualitative methodological approaches conducted through a combination of desk studies and fieldwork. Methodological aspects will be refined from the technical proposal approved and initial meetings with selected consulting team. It is suggested that the methodology should have an internal view and build upon a feminist and human rights approaches, and that the evaluation should include the following activities:

- Desk review of central documents of the Program.
- Interviews with key persons in the program:
 - o FOKUS coordination team in Guatemala (and Norway)
 - o Implementing partners such as collaborating organizations, stakeholders and other relevant actors
 - o Representatives of the target institutions
- Writing of an inception report
- Writing of evaluation draft and final draft
- Presenting the evaluation

3.1 Documentation

All supporting documentation will be available to the evaluation team and include:

- Terms of reference of the external evaluation
- Program application, logical framework, activities matrix, timeline and budget for 2015, 2016 and 2017
- PME systems
- The result matrix approved by Norad
- Narrative and financial reports 2015 and 2016
- Semiannual report and 9 months report 2017
- Publications and audio visual products financed by the program

4. Timing and deliverables

The evaluation, including writing of the report, **is expected to be finalized by 1st of March 2018**. A preliminary estimation of the timetable for the evaluation process follows bellow. The dates mentioned in the table may be changed with the agreement of all parties concerned.

Date	What
October, 30 th	Announcement of evaluation assignment
November, 20 th	Deadline for submission of proposals
November, 30 th	Selection of Evaluation team
December	Initial preparation, reading of documents, inception report
January	Interviews FOKUS staff, FOKUS consultant, partners
February	Interviews/discussions with target groups Interviews with stakeholders (the scope of relevant stakeholders will be defined in the initial meetings with FOKUS)
February, 10 th	Submission of draft report
	Discussion with PARTNER/FOKUS on draft report, findings and recommendations
February, 20 th	Feedback/comments from PARTNER/FOKUS.

March, 1 th	Submission of final report
	Presentation of final report and findings – translation of report to Spanish

4.1 Expected products

- A specific methodological proposal for the evaluation, with designed methodological techniques and tools.
- An inception report maximum of 30 pages
- An evaluation report in Word and PDF. There should be a short summary of the main recommendations and findings, and will be translated to Spanish and made available both electronically and in hard copies.

The main sections of the evaluation report shall include:

- Table of contents
- Executive summaries in English and Spanish that can be used in its own right as documents. It should include the major findings (achieved results, lessons learned and main conclusions and recommendations).
- Introduction including the objectives of the evaluation
- Explanation of applied methodology, scope, limitations and contents of the evaluation
- Description, analysis and assessment of the program on the basis described in the specific objectives of the evaluation.
- Program analysis based on core evaluation criteria (effectiveness, relevance, efficiency, impact and sustainability) and FOKUS and partner organizations added value.
- Qualitative analysis of the contributions made by the program to improve access to justice for victims of gendered-based violence in Guatemala.
- Conclusions and recommendations about program implementation and achievements as well as other assessed areas according to the elements of the evaluation. Recommendations should be practical and if necessary divided for various actors and stakeholders.
- Conclusions
- Appendices: methodological proposal, work plan, list of activities, interview guide and sessions for evaluation; and other relevant documents prepared for evaluation

5. Evaluation team and required competencies

The evaluation team will work closely with FOKUS on the planning and implementation of the evaluation and with a reference group on logistics and practicalities related to field trips and interviews with stakeholders. The reference group will have representatives from FOKUS and the partner organizations, and the division of labour within the group will be explicated upon signing of contract.

The team shall have a designated team leader. FOKUS is responsible for selection and briefing of the evaluation team. The partner organisations and consultant in Guatemala will play a supportive role including logistics and mobilisation. Criteria for selection of the evaluation team include:

- Documented experience of producing high quality, credible evaluations (examples required)

- Documented experience of working with/evaluating development cooperation through NGO work
- At least one of the members must be fluent in both English and Spanish (spoken and written).
- Have experience on participative methods in order to work in multicultural contexts
- Documented knowledge to women's human rights, indigenous and gender perspective.
- There must be a strong female representation in the team, and at least one member must come from Guatemala or have documented extensive knowledge of Guatemala.

The team leader should develop a Terms of Reference for the other team member(s) to clarify roles, division of work and deliverables. None of the members of the evaluation team may have a stake in the outcome of the evaluation. The interpreters must be independent, not selected by stakeholders.

5.1 Evaluation premises

The evaluator must be free of any conflict of interests regarding the writing and submission of the evaluation and must be prepared to confirm that they are evaluating independently of external influences. Additionally, the evaluation team will adhere to the following principles at all times during the evaluation process:

- Anonymity and confidentiality of informants' opinions and assessments will be respected.
- Responsibility: any disagreement within the evaluation team and the program's staff, regarding the evaluation conclusions and recommendations, will be mentioned in the final report.
- Integrity and independence
- Gender, multicultural and conflict sensitivity
- Information check: the evaluation team will ensure and is responsible for the validation of the information received
- Correct and timely submittal of reports

6. Management arrangements

FOKUS shall be responsible for selection and briefing of the evaluation team. Consultant in Guatemala will play a supportive role including logistics and coordination in Guatemala.

6.1 Evaluation team's responsibility

- Carrying out the evaluation
- Day-to-day management of the evaluation process
- Logistical arrangements for field visits
- Regular progress reporting to FOKUS
- Development of results and recommendations
- Production of deliverables in accordance with contractual requirements.

6.2 FOKUS' and local consultants responsibility

The program advisor will be responsible – on behalf of FOKUS - for supporting the evaluation team when necessary from Norway, while the consultant in Guatemala will be responsible in Guatemala. Specifically, they will be responsible for the following action/s:

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- Inputs to design the evaluation, key questions for research, providing information materials, providing feedback of the evaluation (FOKUS Norway)
- Arrange field activities with partner organizations, and other stakeholders and acting as the liaison with the evaluation team (FOKUS Norway/ FOKUS consultant Guatemala)
- Logistical arrangements (FOKUS Norway/ FOKUS consultant Guatemala)
- Comment and provide input to the report (FOKUS Norway/ FOKUS consultant Guatemala)
- Approve all the products (FOKUS Norway/ FOKUS consultant Guatemala)

6.3 Authorship and publication

The final report will be open to all.

7. Budget and payment

A total of up to NOK 200 000 (excl. VAT) approximately USD 23 000 incl. VAT and taxes will be allocated for the total evaluation. Estimate includes travel costs of the evaluation team, the total number of working days needed for the evaluation team, per diem, accommodation, translation of the final report to Spanish and any other relevant cost.

8. Presentation of the technical report

The technical proposal should contain:

- Profile of the evaluation team.
- Proposed approach, methodology, timing and outputs – detailed description of the manner in which the evaluation team would respond to the ToR. Include the number of persons-days in each specialization considered necessary to carry out all work required
- A detailed work plan
- Proposed team structure and team members (include CVs)
- Professional fee quotation indicating envisaged actions, the requested fee for the work in the job description
- Letter of interest (max one page)

Any request for clarifications should be referred to program advisor Marianne Holden mah@fokusvinner.no with copy to head of program Anita Sæbø as@fokusvinner.no

Deadline for submission of the technical proposal: November, 20th

After careful review of the proposals received and interviews a final decision will be communicated no later than *30th of November 2017*.

Proposals should be sent to: Marianne Holden mah@dokusvinner.no with copy to consultant Alejandra Menegazzo FOKUS-Guatemala@fokusvinner.no and Anita Sæbø as@fokusvinner.no