

# **Bangladesh**

## **Mid-Term Evaluation**

**Thematic window: Gender Equality and Women's Empowerment**

**Programme Title: MDG-F Joint Programme to Address Violence Against Women in Bangladesh**

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## Prologue

The current mid-term evaluation report is part of the efforts being implemented by the Millennium Development Goal Secretariat (MDG-F), as part of its monitoring and evaluation strategy, to promote learning and to improve the quality of the 128 joint programs in 8 development thematic windows according to the basic evaluation criteria inherent to evaluation; relevance, efficiency, effectiveness and sustainability.

The aforementioned mid-term evaluations have been carried out amidst the backdrop of an institutional context that is both rich and varied, and where several UN organizations, working hand in hand with governmental agencies and civil society, cooperate in an attempt to achieve priority development objectives at the local, regional, and national levels. Thus the mid-term evaluations have been conducted in line with the principles outlined in the Evaluation network of the Development Assistant Committee (DAC) - as well as those of the United Nations Evaluation Group (UNEG). In this respect, the evaluation process included a reference group comprising the main stakeholders involved in the joint programme, who were active participants in decisions making during all stages of the evaluation; design, implementation, dissemination and improvement phase.

The analysis contained in the mid-term evaluation focuses on the joint program at its mid-term point of implementation- approximately 18 months after it was launched. Bearing in mind the limited time period for implementation of the programs (3 years at most), the mid-term evaluations have been devised to serve as short-term evaluation exercises. This has limited the scope and depth of the evaluation in comparison to a more standard evaluation exercise that would take much longer time and resources to be conducted. Yet it is clearly focusing on the utility and use of the evaluation as a learning tool to improve the joint programs and widely disseminating lessons learnt.

This exercise is both a first opportunity to constitute an independent “snapshot” of progress made and the challenges posed by initiatives of this nature as regards the 3 objectives being pursued by the MDG-F; the change in living conditions for the various populations vis-à-vis the Millennium Development Goals, the improved quality in terms of assistance provided in line with the terms and conditions outlined by the Declaration of Paris as well as progress made regarding the reform of the United Nations system following the “Delivering as One” initiative.

As a direct result of such mid-term evaluation processes, plans aimed at improving each joint program have been drafted and as such, the recommendations contained in the report have now become specific initiatives, seeking to improve upon implementation of all joint programs evaluated, which are closely monitored by the MDG-F Secretariat.

Conscious of the individual and collective efforts deployed to successfully perform this mid-term evaluation, we would like to thank all partners involved and to dedicate this current document to all those who have contributed to the drafting of the same and who have helped it become a reality (members of the reference group, the teams comprising the governmental agencies, the joint program team, consultants, beneficiaries, local authorities, the team from the Secretariat as well as a wide range of institutions and individuals from the public and private sectors). Once again, our heartfelt thanks.

The analysis and recommendations of this evaluation report do not necessarily reflect the views of the MDG-F Secretariat.



## MDG F Joint Programme to Address Violence Against Women in Bangladesh

### Mid- term Evaluation Report Thematic Window: Gender

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Lastly, thank you to the beneficiaries and members of civil society who made time for this exercise, without whom it would have been meaningless.

## List of Acronyms

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AA	Administrative Agent
AWP	Annual Work Plan
BEF	Bangladesh Employers Federation
CP	Country Program
CSO	Civil Society Organizations
GED	Planning commission
GoB	Government of Bangladesh
ILO	International labor organization
IOM	International Organization for Migration
JP	Joint programme
JP VAW	Joint programme for violence against women in Bangladesh
MDGF	MDG Achievement fund
MDGs	Millennium Development Goals
M&E	Monitoring and evaluation
MEWOW	Ministry of Expatriate Welfare & Overseas Employment
MTE	Mid term evaluation
MoWCA	Ministry of Women and Children Affairs
NCCWE	National Coordination Committee for Workers Education
NCTB	National Curriculum and textbook Board
NSC	National Steering Committee
PIMC	Programme Implementation/ monitoring Committee
PMC	Programme management committee
RC	UN Resident Coordinator
RCO	Resident Coordinator's office
RTPP	Revised Technical Project Proposal
SWN	Sex Workers Network
TOR	Term of Reference
TTP	Technical Project Proposal
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization.
UNFPA	United Nations Population Fund
UNICEF	United Nations International Children in Emergency Fund
UNDAF	United Nations Development Assistance Framework
WHO	World Health Organization

## Executive Summary

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1. The Joint Programme to address violence against women (JP VAW) is the largest program ever in Bangladesh in terms of number of partners, with a total of 9 UN agencies and 11 National counterparts<sup>1</sup>. It was approved in July 2008 with a total budget of \$8 million US dollars for a three year implementation period starting in April 2009 and scheduled to finish by March 2013. The JP was envisaged within the spirit of 'One UN' to make full use of harmonization instruments applicable to the UN system. The PRODOC identified the principles of cost-effectiveness and minimization of transaction costs as a guide for implementation, with strong monitoring as a key element to ensure highest standards in quality.
2. The JP VAW is one of 13 programmes under the MDG Achievement Fund (MDGF) thematic window of "Gender Equality and Women's empowerment" with a total allocation of almost US\$90 million. This window's main objective is to contribute towards achieving MDG 3 by promoting gender equality and women empowerment.
3. The Mid-Term Evaluation (MTE) is part of the MDGF Monitoring and Evaluation (M&E) System. Due to the limited time period for implementation of three years, the MTE has been devised as a short-term exercise with limited scope and depth, focused on the utility of the evaluation as a learning tool to improve the programme during its second phase. It also seeks to generate knowledge by identifying lessons learned, weaknesses and best practices. The evaluation will focus on the joint program as a unit, and look at impact, coordination mechanisms, effectiveness and sustainability.
4. The methodology used included literature review, semi-structured interviews, questionnaires, focus group discussions, a participatory workshop and an in-country debriefing session. A field mission was organized to Dhaka, Chittagong, Jessore, Kulna, Narshingdi, Gopalganj and Narail project sites. National level staff of the participating agencies, as well as civil society, selected national counterparts, partners and beneficiaries participated in the field work.
5. The MTE was able to confirm relevance of the JP VAW in a National context where Violence suffered by women is common practice and regularly undermines basic human rights, acting as a barrier to achieving the MDG goals.
6. The MTE was able to confirm alignment with National Priorities and the UN Country team. Further, the team believes the JP is "riding on a positive wave" of increasing interest and support from both the government and civil society to fighting gender based violence.
7. Although a mid-term evaluation is early to assess impact, positive effects could already be observed for MDG goals 2, 3, 4, 5 and 6, explained in detail in the body of the report. Other significant achievements of the JP VAW have been the creation of the UN Gender Thematic Group (GTG), and the inclusion of Pillar 7, in the new UNDAF, which is very much aligned with the JP VAW. However, Given that only 2% of the UN budget has been allocated to this Pillar, the JP VAW will need to ensure proper mainstreaming of gender, with a focus on VAW, through out the other six Pillars.

## Design

8. The project inception was not done through strategic prioritization but rather based on agencies' existing activities, which translated into geographic dispersion and lack of internal coherence. Competitive advantages and areas for cooperation were not identified, nor a common strategy that

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<sup>1</sup> The participating Ministries are: Women and Children Affairs; Health and Family Welfare; Education; Law, Justice and Parliamentary Affairs; Religious Affairs; Labor and Employment; Youth and sports; Social Welfare; Expatriate Welfare and Overseas Employment; Local Government, Rural Development and Cooperatives; Information

each of the agencies could support with their specific expertise. As a result, the work is done in parallel with yet few benefits to show for the JP approach.

9. The ability to impact on such a wide range of goals is a positive byproduct of the large number of partners, and this has also contributed towards visibility, and proved crucial in setting up the GTG and securing the Pillar 7. On the negative side, it has significantly increased coordination complexity and administrative requirements. While the wide geographic spread is diluting the program's impact, and making it harder to ensure internal consistency, quality assurance and adequate.
10. The initial document did not take into account the time necessary to set up the program, which together with the process of approval of the TTPs and RTTPs delayed the program implementation by eight months. In spite of this, once the JP team was in place the implementation rate increased considerably, and is currently at 45% of total funds, including commitments up to and including April 2012. Assuming a 3 month no-cost extension, which the MTE recommends, and increased implementation rate as per the normal project life cycle, the MTE concludes it is possible but not guaranteed that the team can reach full financial and substantial implementation. The team will need to revise activity goals and identify priorities to focus during the remaining time.
11. Progress between agencies varies significantly, for this reason the MTE recommends a review of agency implementation rate and staffing level to ensure sufficient resources are in place to guarantee commitments are met in a timely manner and with the highest level of quality. During the MTE some agencies expressed their belief that some activities, as originally envisioned, would no longer be possible within the remaining timeframe. The MTE recommends this revision to focus on activities currently delayed or lacking clear objectives. These activities will either have to be narrowed down, for which the team will need to agree on priorities, or the funds transferred to ongoing activities that have proven successful.

### Coordination and Process

12. The JPMO was set up late and has made great progress towards coordination and integration of such a complex program. Some key tool identified for this purpose are the coordination workshops, the color coded annual workplan and the outcome groups. However, current levels of oversight and coordination are insufficient, with inefficiencies such as overlaps, inconsistencies and duplications having been identified during the exercise. This is at least partly due to having insufficient human resources.
13. The issue of human resources was highlighted by many agencies. In most cases focal points, both for UN agencies and National counterparts, are charged with implementation of JP VAW in addition to all previously existing responsibilities, and are struggling to meet with the minimum coordination requirements, such as consistent attendance to the PMC (for example). Insufficient staffing was particularly evident in the case of the JPMO which as of the MTE –two years after inception- had only three out of the five professional staff on board. Quality of substantive delivery will only be possible through increased coordination, as per the reports' recommendations, to ensure efficient use of JP VAW resources. For this reason the MTE recommends that the JPMO be strengthened to ensure that it can meet its responsibilities. An administrative and Finance Associate, with sufficient seniority and prior experience of UN systems needs to be recruited so that the programme coordinator and the M&E officer are liberated from more administrative type tasks and can focus on their roles. Increased support from UNFPA management will be required to ensure the analysis feeds into strategic decision making at the PIMC and NSC level, and in order to ensure the UNCT can fully benefit of the JP VAW pilot experience. Distribution of responsibilities between the JPMO and the lead agency need to be clearly identified, with the MTE recommending that program oversight, coordination and M&E be led by the JPMO, which was set up for this purpose.

14. With some exceptions, the JP VAW has not yet secured significant National ownership, putting the sustainability of its achievements at risk. The consultant observed varying degrees of understanding of the program depending on the Ministry, and little to no concrete commitment was expressed to continuing the program activities. The consultant believes that increased involvement of agency heads and the RC would help to increase buy-in. For this purpose, and to strengthen programme coherence and strategic vision, the MTE recommends the programme implementation and Monitoring Committee (PIMC) be set-up. As envisioned in the PRODOC, the PIMC would be based in MoWCA and count meet on a bi-annual basis. It would be count with the participation of agency heads and their equivalent from the national Ministries, the RC, the ERD and the GED. This would strengthen MoWCA and help to align national ministries, in line with the country team priorities as set out in the new UNDAF.
15. The MTE recommends the use of Outcome groups as a mechanism to shift the focus from activity tracking to results. UN lead agencies have been identified for each outcome group, but currently national counterparts do not take part. The MTE recommends inclusion of national counterparts to the outcome groups and identification of national co-chairs. This focus on results should facilitate the identification of priorities, synergies and complementarity. Joint monitoring visits by outcome are encouraged.
16. With the proposed changes agency heads would participate of coordination mechanism twice a year (PIMC), while the focal points would do so twice a quarter (PMC and Outcome groups). It is key to ensure consistent in participation. Staffing capacity should be sufficient to guarantee this minimal level of availability for coordination, a necessary part of joint programming.
17. Although independent monitoring by each agency should continue, JP VAW needs to strengthen it's quality oversight, and ensure analysis of the information compiled is used in decision making. Clear indicators and time appropriate goals need to be identified to track programme progress. Given the short lifespan of the programme, greater focus needs to be placed on collecting lessons learned and case studies to show impact. As of February 2012 the JP VAW M&E officer was selected as focal point for UNDAF pillar 7<sup>2</sup> M&E, which will facilitate alignment between the two.
18. As of the MTE the JP VAW did not have a communications officer or communications & advocacy strategy. All agencies reported undertaking awareness raising initiatives, with many having developed materials or using materials previously developed. This is done independently and without coordination which is an inefficient method of working which dilutes impact. An advocacy and communications strategy needs to be developed which focuses on 3-4 key messages and ensures consistency throughout the programme, in line with the new UNDAF communication strategy. Materials developed and activities need to support the core objectives in a significant manner, while stand alone or vague initiatives not clearly linked to an objective, such as banners, film showings or essay contest, should be avoided in the future. A more focused approach would strengthen reach and impact. Development of the communications strategy should be done in line with the inter-agency communications Group developed for the new UNDAF to ensure alignment and sustainability through the Pillar 7. Internal communications within the JP VAW should also be strengthened through regular thematic or progress bulletins. The MTE recommends that recruitment of the communications officer be a prerequisite for approval of a no-cost extension.

## Results

19. In addition to the above mentioned achievements, and in spite of initial delays and the inefficiencies identified, the JP VAW has attained important achievements, which can be found described in greater detail under the section 'initial findings, results level'. Some achievements to be highlighted under Outcome one are the adaptation of the ILO code of practice to the Bangladeshi government;

<sup>2</sup> as per decision in UNDAF Pillar 7 meeting, 28 February 2012 meeting

extensive awareness raising initiatives in regards to CEDAW with the government, both at national level and with local representatives; work with service providers such as lawyers, judges and the police; work on harassment in the workplace with unions and employers.

20. Although greater efforts towards the improvement of VAW related information systems is required, work undertaken under Outcome 1 comes across as key to ensure understanding and implementation of existing laws. The JP VAW needs to put more thought around what are the best ways to promote sustainable and significant capacity building, which might require focusing on a smaller number of beneficiaries over a greater period of time.
21. Under Outcome 2 the JP VAW has undertaken significant and comprehensive work in the area of protection for migrant female workers. Increased coordination between the different agencies' would strengthen impact and efficiency in this area. Awareness raising activities targeted youth and men, as well as some of the most vulnerable groups, mainly sex workers, women with HIV/Aids and rural poor. Nearly 2,000 religious leaders, and female religious minded women were trained on VAW. In addition, three Interfaith meetings were held. The potential role of religious leaders is considered key, for this reason the MTE recommend increased focus on this target group, and possibly inclusion of follow-up training sessions to strengthen impact and promote application of concepts learned. Lastly, as a result of JP VAW work, in January 2012 nearly 15 million core textbooks, revised for gender sensitivity and balance, were distributed among students country-wide.
22. Under Outcome 3 shelters were set up to provide survivors of violence and former sex workers with a safe haven, together with life skill, literacy lessons, medical and legal aid. Seven hospitals were certified as Women Friendly Hospitals, with staff being recruited and trained to support victims of gender based violence, while providing changes in the hospital's services aimed at increasing women's access to healthcare. It is key for the JP VAW to look into the sustainability of these initiatives as part of the exit strategy.
23. UNDAF pillar 7 constitutes a key mechanism for sustainability of the programme's achievement and application of lessons learned. This will require thorough analysis of the JP VAWs experience, and a coherent and unified advocacy strategy.

## Introduction

### Background<sup>3</sup>

1. Bangladesh is Situated on the Bay of Bengal and shares borders with India and Myanmar. The Ganges, Brahmaputra and Meghna rivers meet in Bangladesh to form the world's largest delta, making it extremely fertile, yet vulnerable to floods, and cyclones. This low-lying country, the seventh most populous country in the world, supports a population of around 150 million people, of which nearly 40 per cent are children. Formerly East Pakistan, Bangladesh came into being only in 1971, when the two parts of Pakistan split. Bangladesh spent 15 years under military rule, with democracy only being restored in 1990.
2. Bangladesh poverty is deep and widespread; almost half of the population live on less than one dollar a day. Nearly three-quarters of Bangladeshis live in rural areas and rely on agriculture and fishing for their daily income. Frequent natural disasters make rural livelihoods more tenuous than ever. Increasing rural poverty is causing many families to migrate to the urban centers, making Dhaka, the capital city, one of the fastest growing mega-cities of the world.
3. Violence against Women (VAW) is widespread in Bangladesh. It occurs within the domestic and working arenas, but remains largely under-reported, investigated and prosecuted, and leads to feminization of poverty: consequential unemployment, wage discrimination and structural adjustment policies exacerbate violence against women and girls both by increasing its incidence and by making women and children more vulnerable
4. Bangladesh remains as one of the few countries where female life expectancy at birth is lower than males and more than 14% of pregnant women's deaths are associated with injury and violence. About 70% of women suffer from nutritional deficiency and about 67% of pregnant women do not receive antenatal care. Health Ministry sources estimate that iron-deficiency anemia among women alone causes losses in agricultural production to the tune of 5 billion US dollars over a period of 10 years, which is the result of social practices based on lower value placed on a girl's life, discriminatory food distribution, and systematic violence against women.
5. There is also an increasing recognition that HIV/AIDS and other sexually transmitted diseases, which are often a consequence of sexual violence and prostitution, are having a devastating effect on women's health (particularly the health of young women and adolescent girls subjected to sexual and gender-based violence), trafficking and other forms of violence which place them at high risk of trauma, disease, and unwanted pregnancy.
6. The JP identifies the two main root causes of VAW: a) Unfavorable policy and legal frameworks; and b) Social and individual attitudes and behaviors. As a consequence, protection given to women and girls who are victims of violence is inadequate.
7. The Penal Code of Bangladesh contains provisions that protect women from various forms of violence. Although it does not specifically define 'sexual assault', offences related to rape, kidnapping, abduction of women, acid throwing or attempt to cause death or grievous injury because of dowry are treated as specific crimes of serious nature. The Penal Code prescribes capital punishment for kidnapping, abduction, acid throwing and rape. The government has promulgated a number of laws reflecting the provisions of the Penal Code with some modifications necessary to address the specific crimes<sup>4</sup>. Meanwhile, discriminatory practices due to personal law have been identified but remain.

<sup>3</sup> Source: Asia Pacific human rights information center <http://www.hurights.or.jp/archives/focus/section2/2005/06/violence-against-women-bangladesh-context.html>, BBC country profile, CIA country profile, MDG Fund country profile

<sup>4</sup> such as Dowry Prohibition Act 1980 and its amendment in 1986 make dowry practice an offence punishable by fine and imprisonment. / Prevention of Women and Child Repression Act 2000 provides for effective and efficient way of dealing with cases of violence against women such as rape, acid attacks, forced prostitution and trafficking./ The Suppression of Immoral Traffic Act 1933 provides for detention of women under 18 years of age if found in a place where prostitution is being carried out./ The Family Court Ordinance 1985 provides for the exclusive jurisdiction of the court on matters relating to marriage, dowry, maintenance and guardianship, and custody of children./ The Cruelty to Women (Deterrent Punishment) Ordinance 1983 amends relevant section of

8. The number of *hartals* (general strike, most of the time country-wise) which caused difficulties to UN operations during the initial part of the program have eased down, but the country team is still vulnerable to the impacts of recurring emergencies due to natural disasters.

### The Programme

9. The Joint Programme to address violence against women (JP VAW) is the largest program ever in Bangladesh in terms of number of partners, with a total of 9 UN agencies and 11 National counterparts<sup>5</sup>.
10. The JP was approved in July 2008 with a total budget of 8 million US dollar for a three year implementation period, with a budget distribution as follows:

<b>TOTAL BUDGET BY AGENCY</b>	<b>YR 1</b>	<b>YR 2</b>	<b>YR 3</b>	<b>TOTAL</b>	<b>%</b>
UNFPA	1,956,092	1,761,673	1,172,103	<b>4,889,868</b>	61.1%
UNWOMEN	185,966	231,548	172,698	<b>590,212</b>	7.4%
IOM	215,249	178,714	175,937	<b>569,900</b>	7.1%
ILO	246,100	139,100	85,600	<b>470,800</b>	5.9%
UNDP	128,400	128,400	128,400	<b>385,200</b>	4.8%
UNAIDS	112,350	112,350	112,350	<b>337,050</b>	4.2%
UNICEF	107,000	107,000	107,000	<b>321,000</b>	4.0%
UNESCO	103,362	102,934	55,854	<b>262,150</b>	3.3%
WHO	139,250	31,950	0	<b>171,200</b>	2.1%
<b>TOTAL</b>	<b>3,193,769</b>	<b>2,793,669</b>	<b>2,009,942</b>	<b>7,997,380</b>	

Figure 1: JP VAW budget distribution by agency as per the PRODOC

11. The JP was envisaged within the spirit of 'One UN' to make full use of harmonization instruments and modalities applicable to the UN system. The PRODOC identified the principles of cost-effectiveness and minimization of transaction costs as a guide for implementation of the JP, with strong monitoring needed to ensure that highest standards in quality are followed through the programme.
12. The JP was designed to address the issues of VAW in a comprehensive manner through a three tier strategy:
  - a. The first strategy deals with the policy and legal framework in Bangladesh. The Joint Programme seeks to address issues related to policies, the implementation of laws and conventions. Activities aimed at adopting and implementing policies preventing VAW and

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the Penal Code and provides the penalty of life imprisonment for kidnapping, abduction, trafficking in women, cruelty because of dowry, and rape as well as abetment of such offenses./ Trafficking in Women and Children Act 1993 provides a maximum penalty of up to three years for forced prostitution and its abetment./ The government enacted a law primarily to restrict import and sale of acid in open market and death penalty for acid attack offences./ A law has recently been enacted to address the issue of sexual harassment in the workplace./ Some non-governmental organizations (NGOs) have prepared a guideline to be followed by universities to protect women-students from sexual harassment./ The government has also signed the SAARC Convention on Preventing and Combating Trafficking in Women and Children.

<sup>5</sup> The participating Ministries are: Women and Children Affairs; Health and Family Welfare; Education; Law, Justice and Parliamentary Affairs; Religious Affairs; Labor and Employment; Youth and sports; Social Welfare; Expatriate Welfare and Overseas Employment; Local Government, Rural Development and Cooperatives; Information

protecting victims will include enhancing the capacities of GoB, improving information, and providing support to NGOs and civil society.

- b. The second strategy aims at changing behaviors related to violence against women/girls. The Joint Programme will address the attitudes and behavior of men, women, boys and girls. Activities toward strengthening societal and behavior changes in order to reduce VAW will include awareness raising, sensitization, networking and developing capacities of both gatekeepers and stakeholders.
  - c. The third strategy revolves around protecting survivors of gender-based violence. The Joint Programme will provide survivors of VAW with immediate care, relief and rehabilitation. Immediate care and protection of vulnerable individuals and victims of VAW will be provided through a comprehensive package including the expansion, renovation and improvement of the existing shelter system.
13. The JP has a large geographic coverage. Implementation coverage begun with 30 different districts throughout the country, and has now been increased to 38. (see figure 2 for details).
  14. The JP aims to have an impact beyond the MGD 3. It's efforts are expected to contribute to reduce poverty (MDG 1) by addressing the feminization of poverty; the MDG 2 by revising the existing curriculum from a gender perspective; MDGs 4 and 5 by facilitating access and quality of healthcare to women and girls; and MDG 6 by addressing the vulnerability to HIV/Aids.
  15. UNFPA acts as lead agency on behalf of the UN. After the first PMC meeting of June 2010, it was agreed that there would be no lead Ministry, but instead the ERD would act as a focal and coordination agency.
  16. The governance of this Joint Programme is done through a two-tier management set-up:
    - a. Oversight and strategic guidance through a National Steering Committee (NSC);
    - b. Operational coordination through a Programme Management Committee (PMC).
  17. In addition, the following working level arrangements have been established:
    - a. A Joint Programme Management Office (JPMO)
    - b. Three Outcome/ working groups. Outcome one led by UNWOMEN, and the other two led by UNFPA as the JP lead agency. (for details on TORs and group membership see Annex 8)
  18. The team also participates of the UN Gender Thematic Group (GTG), formed through the JP VAW, which has now been agreed as the UN wide country team.
  19. Every agency monitors its own activities. The JPMO tracks progress through the quarterly color coded work plan, regular Coordination Workshops, and field trips to implementation sites. In addition the team has begun undertaking Joint Monitoring Visits, as well as sharing and joint stocktaking of resources.
  20. The JP does not have a communication strategy, but most of the Agencies have their own communication and advocacy plan/ activities. The JPMO has initiated a process of identifying existing materials in preparation of an overall advocacy and communication plan.
  21. All agencies which did not have an existing work plan or country action plan with the GOB, with the exception of the Ministry of Health & Family Welfare, were required to sign a TPP (for UNFPA the projects with the Ministry of Social Welfare, the Ministry of Information and the Ministry of Religious Affairs; For IOM projects supported with the Ministry of Expatriates' Welfare and overseas Employment; For ILO projects supported with the Ministry of Labour & Employment; for UN Women

supported projects with the Ministry of Law, Justice & parliamentary Affairs and Ministry of Expatriates' Welfare and overseas Employment; for UNDP supported project with Local Government Division of Ministry of Local Government, Rural Development and Cooperatives.) As there were previous projects running with the two ministries, these needed to be revised in order to include new JP VAW components, and thus required a revised TPP (RTPP), these were UNFPA supported projects with Ministry of Women & Children Affairs and Ministry of Youth & Sports. This process inflicted considerable delays in the start up of the JP.

22. The JP is aligned with the GoB priorities, specifically to Bangladesh's National Priority 5 "Gender Equity and Advancement of Women."
23. The fact that the JP VAW is implemented jointly with 11 different line ministries was seen as a key measure in the sustainability of its achievements. By targeting outputs and activities at a largely institutional level, the JP VAW hopes to increase National capacity and provide guidelines and protocols for addressing and building awareness of VAW.

### Mid Term Evaluation

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24. This mid-term evaluation is of a formative nature and seeks to improve implementation of the Programme during its second phase. It also seeks to generate knowledge, by identifying lessons learned, weaknesses and best practices.
25. The evaluation will focus on the joint program as a unit, and the recommendations generated will be addressed to its main users: the Programme Management Committee, the National Steering Committee and the Secretariat of the Fund.

### Objectives

26. This mid-term evaluation has the following specific objectives:
  - a. To confirm the programme's design quality, relevance and internal coherence as well as its external coherence with the National priorities, the UNDAF, National Development Strategies and the Millennium Development Goals.
  - b. To understand how the joint programme operates and assess the efficiency of its management and implementation model, through an analysis of its procedures and institutional mechanisms. This analysis will include looking at factors for success and limitations in inter-agency tasks within the One UN framework, and the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action.
  - c. To identify the programme's degree of effectiveness among its participants, its contribution to the objectives of the Culture and Development thematic window, and the Millennium Development Goals at the local and/or country level.
  - d. Given the extensive delays, the MTE will also look into feasibility of achieving the goals set out in the initial PRODOC.

### Scope

27. The mid term evaluation will assess the progress of the Joint Program from its inception in April 2010 until February 2012, taking into consideration that the JP's unofficial start is considered January 2011.
28. The mid term evaluation should be seen as an opportunity to review the program against the initial targets, to incorporate lessons learned and changes in the environment, as well as begin planning for the project's exit strategy.

29. The evaluation will look into impact, coordination mechanisms, effectiveness and sustainability, as opposed to reporting on activity level of achievement.

## Methodology

30. The MTE will consist of three different phases:

**a. Phase one: desk review:**

- i. An initial desk review phase in order to become familiar with the program, its objectives, the challenges and context, and prepare an inception report with the theory of change to be presented and agreed with the Secretariat and the Country team.
- ii. For this phase the consultant reviewed documents provided such as the Project Document, monitoring reports, MDG-F mission reports, minutes from management meetings and correspondence. An initial briefing with the MDG-F Secretariat took place, as well as ongoing communications with the country team in order to agree priorities for the in-country visit agenda and some initial phone interviews.

**b. Phase two: in-country visit**

- i. A second phase consisted of an in-country mission which took place in February 2012 to project sites in Dhaka, Chittagong, Jessore, Kulna, Narshingdi, Gopalganj and Narail (see Annex 1 for final in-country agenda). The in-country visit included first hand observation, interviews and discussion groups with key staff, National counterparts, partners and beneficiaries. (see Annex 2 for full list of participants with gender breakdown).
- ii. An initial in-country briefing was held with the RC, the lead agency, JPMO and the Spanish ambassador to Spain. During this meeting initial findings and possible solutions were discussed as part of the validation process.

**c. Phase three: preliminary report and validation process for final report**

- i. Questionnaires submitted by each agency and further bilateral discussions took place throughout this last phase.
- ii. A preliminary report will be shared with the MDG-F and the team for validation in accordance with the timeline set out in the TOR.
- iii. A final report will be drafted which will take into consideration observations, corrections and suggestions made to the preliminary report.

## Main Substantive and Financial Progress of the Joint Programme

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### Initial findings: design level

#### Relevance & coherence:

31. The MTE was able to confirm relevance of the JP VAW as it addresses a key barrier to achieving the MDGs in Bangladesh.
32. Alignment with national priorities was confirmed both by the National counterparts and the UNCT, and further supported by recent documents such as the National Women's Advancement Policy which was approved in March 2011 and makes explicit reference to the ratification of the CEDAW and the Optional Protocol by the Government of Bangladesh, the 6th Five Year Plan and the National Budget which identify gender responsive budgeting for 20 ministries, and specific reference to the application of CEDAW by the police, administration and judiciary in the handling of VAW related cases and women's rights.
33. The UNCT highlighted alignment of the JP VAW with the new UNDAF (2012-2016) signed in June of 2011, which includes 7 pillars, one of which (number 7) is on Gender Equality and Women's Advancement. Pillar 7 has two outcomes, with Outcome two being fully aligned with the JP VAW. This alignment is perceived as a direct result of the JP VAW and its impact on the UNCT's work in Bangladesh. The pillars were selected after an analysis on the MDG gaps in Bangladesh, which further reinforces VAW as a national priority from the human rights perspective. However, although the UNDAF highlights that gender equality will be "mainstreamed throughout all UNDAF Pillars, in addition to being addressed under a separate Pillar (Pillar 7), given the depth and complexity of gender issues in the country,"<sup>6</sup> only 2% of the total UNDAF budget is tagged for Pillar 7, of which only part will be destined explicitly for VAW under Outcome 2, with the remainder being focused on women empowerment. Given the limited budget allocated to combating VAW under the UNDAF, it does not appear to be one of the UNCT's priorities for the coming years.
34. The JP VAWS main focus is the MGD 3, with some examples observed during the in-country visit, such as the micro-credit given to women affected with HIV, the skills training provided in the shelters or the information sessions for potential migrant workers on salaries, negotiation, costs and risks related to working abroad. In addition, impact on MDG 2 was observed in the revision of the existing core school books revised from a gender perspective, which have already reached nearly 15 million students throughout Bangladesh; MDGs 4 and 5 are being positively affected through the shelters and Women Friendly Hospital initiatives, which facilitate access and quality of healthcare to women and girls; there is also work around MDG 6 by addressing specific vulnerability of women living with HIV/AIDS, as well as increased awareness of risks within a core vulnerable group such as the sex workers.

#### Programme design and ownership

35. The initial document did not take into account time necessary to develop a detailed annual work plans and recruitment of project staff which, together with delays linked to the approval of TTPs and RTTPs<sup>7</sup>, translated into a eight month delay between the project's official start date (April 2010) and the beginning of the implementation phase (January 2011).
36. The JP The program was agreed through extensive dialogue and in alignment with national priorities. Eleven TTPs or RTTPs were signed to ensure inclusion of JP VAW activities within each line ministry's

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<sup>6</sup> UNDAF 2012-2016

<sup>7</sup> The new UNDAF highlights that the UN System and the Government will work together to simplify and strengthen the project approval process, in accordance with earlier commitments from the GOB for simplification of the project approval process to make project governance frameworks and procedures more flexible, streamlined and results-oriented.

action plan, increasing national accountability. In spite of this, great variance was observed as to the level of ownership and understanding of the programme by the different ministries interviewed. The evaluation concludes that increased involvement of the RC, the Agency heads and high-level management from the Ministries would strengthen ownership from the national counterparts, and with it commitment and sustainability. This was also highlighted by the JP VAW focal points, and is in line with the role of the proposed PIMC in the PRODOC (see next section for more details). Inconsistency of national focal points attending coordination and PMC meetings further weakens ownership and is a threat to the JP's sustainability, and would point towards low level of commitment of insufficient resources assigned to the JP VAW.

37. The Programme's strategy is focused on three areas, mainly policy, behavior change and protection. A small number of outcomes facilitates focus and clarity, which is especially important given the large number of partners involved. At the same time, these three areas amount to a comprehensive approach that addresses VAW on different levels, strengthening the potential for impact and sustainability of the JP's actions. The relevance of these three strategies was confirmed during the MTE process and has carried on into the UNDAF.
38. Although the selection of Outcomes was comprehensive and strategic, the selection of the agencies involved, activities and areas of implementation was not. As there were no clear guidelines, agencies were invited to participate, which meant that in some instances agencies with no previous experience in the area of VAW became part of the programme. There was no attempt to identify competitive advantages, or how each agency's expertise would contribute towards a common goal. Discussions with the team point to positive and negative side effects of this: on the positive side, some agencies have now introduced VAW into their areas of coverage, but more importantly, into their way of thinking. On the negative side, it raises questions as to sustainability. Given the widespread impact of VAW in Bangladesh it would seem beneficial to have all agencies engaged and aware. Impact and sustainability would have been more impact had there been a process of identifying to how each agency's expertise could strengthen the UNCT impact on prevention of VAW. Most participants agreed that the sheer number of agencies involved in the JP VAW increased its visibility and potential, yet to be fully realized, for advocacy.
39. The MTE concludes that the JP VAW was built over existing relationships and successful experiences as opposed to strategic analysis of needs, goals and competitive advantages of the agencies. Although this was key to facilitating access and allowed the programme to begin swiftly in spite of the delays related to setting up the programme, it translated into geographic dispersion and a high number of counterparts both on the UN and the National side. As a result the JP VAW constitutes a heterogeneous group of VAW related activities with only a common overarching goal as dictated by the Outcomes. This initial design flaw has led to parallel programming where little if any joint activities take place, and parallel programs with the same target group and objective.
40. There is no clarity as to how the distribution of budget between agencies was agreed, but it appears that the size of the budget in relation the agency's overall budget has an impact on the agency's engagement with the JP VAW and in particular its coordination mechanism. And although inclusion of many agencies implies dilution of the funds, it also acts as a form of advocacy within the UN, even if only for the duration of the Programme, on how the agency can have a positive impact in the prevention of VAW.
41. Significant changes between the PRODOC and current results framework were observed. In some instances this was due to changes in the environment, for example, by the time the PRODOC was signed the Government had enacted the Law on Domestic Violence Act, so work was shifted in the case of UNFPA to raise awareness and ensure implementation, while other agencies originally envisaged to promote this law, such as ILO and UN WOMEN, are no longer engaging with it.



Figure 2: Geographic areas of coverage for the JP VAW and the new UNDAF

Scope:

42. Selection of geographic coverage was not done responding to existing agency strengths. As a result, the JP VAW is spread out through 38 districts across the country. Of these only 16 districts have the presence of two or more UN agencies, with Dhaka and Chittagong having the highest number of UN agencies, with 6 and 5 agencies respectively, (see Figure 2), and another 14 districts having the presence of only one UN agency. This highlights the importance of project design, and raises questions as to the lead agency's ability to maintain quality oversight and integrate all activities into one program.
43. Wide geographic coverage increases awareness among a wider community, and current achievements should be used as fertile ground for future activities, but also dilutes the impact of the programme, and makes synergies more difficult, for example, while police are being trained on VAW in some areas, shelters are developed in other areas, and Women Friendly hospitals are only available in other areas. Had all these services been provided in one location the JP VAW could have provided a replicable pilot experience. The UNDAF has addressed this dispersion through the identification of the

20 most vulnerable districts from the point of view of the MDGs. Figure 1 shows an overlap between the JP VAW and the new UNDAF's areas of focus, which highlights there is little alignment between the two, with the new UNDAF moving away from areas closer to the capital, where all the work with central government takes place.

44. The evaluation concludes that the extensive number of agencies and counterparts significantly increases the management and administrative requirements on the lead agency, but amounts to a strength in visibility, potential for advocacy and coherence. Some examples of the JP VAWs strength is the creation of a UN Gender thematic group, which served as the forum for discussion of the UNDAF pillar 7, and will now remain as a UN wide coordination structure for coordination and implementation of Pillar 7<sup>8</sup>. In addition, some degree spill over was observed amongst agencies that did not before address issues of VAW, with some agencies bringing VAW into new activities.

### Initial findings: process level

#### Financial progress and resources (Efficiency):

45. After the initial delays, the team achieved significant progress during the second year of implementation, going from 4% expenditure of total budget as of December 2010, to 35% in December of 2011. This would seem to suggest that once the JP team was in place the rate of implementation increased considerably. (see Figure 3)
46. A budgetary summary as of February 2012 shows a total budget expenditure of 37%, while if commitments up to and including April 2012 are included it would go up to 45%. Given that the JP is schedule to finish in March of 2013, 12 months from now, this would raise questions around the teams' ability to achieve full implementation.
47. In this context, discussions need to take place in regards to what should be prioritized for each of the outcomes, taking into consideration that there are ample existing laws against VAW which are not being implemented; that behavioral changes require extended periods of implementation which may exceed that of the JP, and will therefore need a clear exit and sustainability strategy and, with regards to Outcome three, the focus should be sustainability measures.
48. Assuming a three month no-cost extension<sup>9</sup>, and a faster rate of implementation during the second half of the programme, (as per the natural lifecycle of a programme), the MTE concludes that it is possible –although not guaranteed- that full implementation can be achieved.
49. Progress between agencies has varied significantly. While UNESCO has practically committed its entire budget (94% as of April), UNFPA has consistently lagged behind, currently at only 37% of implementation (including commitments up to April 2012), leaving 63% of the funds, a total of \$119,000, to be implemented during the last year. Some of UNFPA's delay may be explained by the fact that funds earmarked for JPMO staffing have been significantly underutilized. Other agencies lagging behind are IOM at 39% and UNDP at 42%. Staffing levels should also be reviewed for these agencies. (see Annex 3 for full list of JP VAW staff).

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<sup>8</sup> The evaluator was informed that as of 28 February 2012, it was agreed that the UNDAF Pillar 7 group would from then and onwards become the Gender Thematic Group

<sup>9</sup> The MDG Fund will close all ongoing programs by June 2013, for this reason, a maximum extension of three months is available to the JP VAW

**Status of fund, expenditure and commitments in USD**

Agency	Total Approved Fund	Total Fund Received (1st+2nd instalment)	Total actual expenditure up to February 2012	expenditure as % of total allocated funds	expenditure as % of total transferred funds	Total expenditure + commitment up to April 2012	Expenditure + commitment in % of total allocated funds	Expenditure + commitment in % of total transferred funds
ILO	470,800	300,670	281,513	60%	94%	352,283	75%	117%
IOM	569,899	323,777	190,045	33%	59%	225,045	39%	70%
UNAIDS	337,050	150,000	131,304	39%	88%	148,233	44%	99%
UNDP	385,200	143,380	98,572	26%	69%	163,572	42%	114%
UNESCO	262,150	262,150	195,255	74%	74%	245,755	94%	94%
UNFPA	4,889,867	2,336,745	1,532,051	31%	66%	1,804,898	37%	77%
UNICEF	321,000	160,500	157,496	49%	98%	182,496	57%	114%
UN WOMEN	590,212	358,664	299,770	51%	84%	321,770	55%	90%
WHO	171,200	124,270	41,648	24%	34%	120,648	70%	97%
<b>Total</b>	<b>7,997,378</b>	<b>4,160,156</b>	<b>2,927,653</b>	<b>37%</b>	<b>70%</b>	<b>3,564,699</b>	<b>45%</b>	<b>86%</b>

Source: JPMO

Figure 3: Status of fund, expenditure and commitments up to and including April 2012.

50. Most of the Programme's funds have been earmarked for the National Counterparts, with the Ministry of Women and Children affairs and the Ministry of Expatriate Welfare & Overseas Employment being the primary beneficiaries of the programme.

Ministry	Agency	Budget in USD	percentage of total
Ministry of Education	UNESCO	245,000.00	4%
Ministry of Expatriate Welfare & Overseas Employment	UNWOMEN/ IOM	1,404,638.00	22%
Ministry of Health & Family Welfare	UNICEF/ WHO	479,360.00	8%
Ministry of Information	UNFPA	334,963.50	5%
Ministry of Labour & Employment	ILO	437,844.00	7%
MoLGRD	UNDP	385,000.00	6%
Judicial administration training institute	UNWOMEN/ IOM	236,232.00	4%
Ministry of Religious Affairs	UNFPA	165,467.63	3%
Ministry of Social Welfare	UNFPA/ IOM	998,333.00	16%
Ministry of Women and Children Affairs	UNFPA	1,537,545.57	24%
Ministry of Youth & Sports	UNFPA	100,000.00	2%
<b>TOTAL</b>		<b>6,324,383.70</b>	

Figure 4: budget in US dollars per Ministry as percentage of total

51. The evaluator had some difficulties obtaining consistent financial data which highlights the need to ensure a regular flow of data between the agencies, the JPMO /lead agency to facilitate their role of oversight. Difficulties seem mostly related to getting all the agencies to respond in a timely manner, which may be linked to insufficient human resources as described above.
52. The MTE also tried to assess feasibility of achieving the goals set out in the initial PRODOC. The MTE concludes that goals and results were not adequately defined, which makes it difficult to assess progress and achievements. For example, Outcome 2 seeks to achieve behavior change, which is not feasible in a three- year time frame. The JP VAW needs to identify realistic goals and indicators that will be able to measure its progress and achievements, (what behavioral changes it the JP VAW aiming to address in the three year time frame, how, what can be the impact expected.)



### Governance structure & Coordination mechanisms (effectiveness)

53. The JP VAW team has set up the governance structures as per the MDG Fund, mainly the National Steering Committee (NSC) and the Programme Management Committee (PMC). These instances have been functioning regularly and undertaking their designated tasks. The main challenge being regular changes in the representation for the Ministries at the PMC, which has a negative impact on both decision making and ownership. The MDGF proposed model includes the participation of agency heads in the PMC, while in the case of Bangladesh it is formed by technical focal points.
54. In addition, the country team has put forward a series of mechanisms to facilitate management of such a large project, primarily the Joint Programme management office (JP MO) which acts as a central coordination and oversight mechanism, as well as outcome groups, (one per outcome) which break down the programme into easier and more manageable parcels. The outcome groups were formed on November 2011. All groups have held one initial meeting and common TORs have been agreed (see Annex 5). Although the groups agreed to meet on a quarterly basis, as of the MTE no further outcome group meetings had been held.
55. The JP VAW did not however set up the Programme Implementation/ monitoring Committee (PIMC) put forward in the PRODOC. This instance was conceived to monitor the implementation of the program on a bi-annual basis, was to be housed at MoWCA, and included the participation of all UN agency heads, as well as their National counterparts, in addition to the GED and the ERD, with the PMC task with providing secretarial support to this committee.
56. It would appear that this committee was envisioned as the instance where high-level management would have come together to discuss progress, coordination and provide strategic vision. Given the low level of National ownership perceived, the MTE recommends that this instance is set up to discuss the outcomes and recommendations of the MTE, and continue to meet on a bi-annual basis as per the PRODOC. Resistance to increasing the layers of management for the JP VAW was expressed during the in-country visit, in this regard it should be noted that the minutes provided from a recent meeting with the PMC co-chair emphasize the need for “systematic approaches like consultation and meetings”<sup>10</sup> to strengthen aid effectiveness, and setting up the PMC would therefore be responding directly to a request from the National counterparts.
57. Initial PRODOC identified MoWCA as the key national partner, but it was later agreed that the ERD would act as the national coordination mechanism.<sup>11</sup> None of the Ministries interviewed had received any guidance from the ERD in regards to the JP VAW. It would appear that this decision has weakened the programme leaving it without a National counterpart to provide technical guidance and ensure alignment with National priorities. The MTE recommends that national counterparts are included in the Outcome groups and a National co-lead is identified for each to ensure government priorities are taken into consideration, and facilitate dialogue moving forward and into the Pillar 7.

<sup>10</sup> Minutes from the meeting with co-chair of the PMC at the E.R.D., parliament secretariat on 14/02/2012

<sup>11</sup> minuted in the 1st PMC meeting, held on 07 June 2010

58. The JPMO was envisioned as a mechanism to support the UNFPA Representative in day-to-day management of the JP. This structure included a national program coordinator, which after discussions was changed to an international; an M&E officer; a finance officer; a communications officer; an administrative and finance assistant as well as a secretary. Recruitment of the JPMO staff was particularly slow<sup>12</sup>, with the current program coordinator only joining the JP in August of 2011, 16 months after the start of the project. At the time of the MTE the positions of administrative and finance officer, liaisons officer and communications officer were still vacant.
59. The PRODOC envisaged the liaisons officer (LO) to be based at the RC's office. TORs for where drafted (Annex 4) and recruitment process was initiated, but after the person selected turned down the offer the recruitment process was stopped. Although there appears to be no formal agreement on this matter, the evaluator was informed of the lead agency's decision to forgo the recruitment of a Liaison officer and transfer that role to the existing focal point in the RC's office, and to forgo the finance administration officer position all together. Additional staff based at the ERD as envisioned in the PRODOC was also considered unnecessary. It is not clear how the funds originally assigned to these recruitments will be utilized.
60. In this regard it should be highlighted that most of the JP VAW focal points felt the JPMO was insufficiently staffed to adequately achieve its assigned tasks, and that a strengthened JPMO would be necessary for coordination, better analysis, identification of best practices and lessons learned. A conclusion that the MTE very much agrees with. While current level of support from the RCO focal point was considered appropriate, the MTE considers that the communications officer and the administrative and finance officer are necessary for the JPMO function adequately.
61. Additionally, there is possibly overlap with ongoing projects by other donors, (for example the ongoing DANIDA project) or even with the UN's activities outside of the JP VAW. For this reason the evaluation recommends a review of all UN activities on VAW, both within and outside the programme, to ensure alignment, coordination and accountability, and include main donors as well as important counterparts such as BRAC.
62. The JPMO needs to strengthen its coordination efforts particularly when several agencies are contributing to the same activity, e.g. awareness raising campaigns or potential migrant workers. Outcome groups could "ensure rationalization of resources, standardization of processes, economies of scale, establishment of synergies and strengthening of institutional capacities<sup>13</sup>." JPMO should be sufficiently empowered to be perceived as independent from the lead agency. For this purpose, the MTE would encourage all coordination and analysis to be based within the JPMO.
63. In addition, some of the agencies highlighted that the human resources envisaged for the required work had been insufficient. In many cases staff continued to have all prior responsibilities in addition to the JP VAW (see annex 3 for full list of JP VAW staff). The same appears to be the case for the government focal points, with the JP VAW suffering when the internal agency requirements increase. It was suggested that resources within the ministries could have been strengthened to ensure capacity building and ability to fully participate of the JP VAW, although this raises questions in regards to sustainability. Analysis as to the benefits and drawback to different types of staffing for these types of initiatives, with a focus on sustainability and strengthening of national counterparts, could be an exercise undertaken by the JP VAW as part of its final evaluation.

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<sup>12</sup> Date that each staff member joined the JPMO: Joshua Bryant, Interim Programme Manager: 23 May – 22 August 2011; Marianne Berner, International Programme Manager: 1 August, 2011; Sazidur Rahman, M&E Officer: 19 April 2011; Padmaja Sarker, Secretary: 1 June 2011; Shah Alam Talukder, Finance Officer: 4 September 2011

<sup>13</sup> PRODOC pg. 28

64. The JPMO has put in place a series of coordination mechanisms that facilitate monitoring and coordination. Mainly, the JPMO has developed a color coded workplan which allows the JPMO to track progress by outcome, identify inconsistencies and scope for improvement.
65. The JPMO has also instituted quarterly coordination workshops which bring all parties together to discuss progress and ways forward. Due to the number of agencies involved these take between two and three days and, due to other commitments outside the JP VAW, not all staff have been able to commit to the full extent of the exercise. This hampers the JP VAW's ability to coordinate, and raises questions in regards to levels of staffing and commitment to the JP VAW. The MTE recommends that future coordination workshops are arranged by outcome and ensure focus on results as well as progress. Full participation of all agencies, both within the UN and national counterparts should be ensured.
66. In addition, the JPMO prepares bi-annual reports for the Secretariat, tracks financial progress, and undertakes day-to-day monitoring of programme activities.

#### M&E:

67. Monitoring of the JP VAW is currently undertaken by each UN Agencies over their own activities, with one M&E officer based at the JPMO. Given the amount of activities and the geographical spread, the monitoring by each agency needs to continue, while the role of the M&E officer is key to ensure quality oversight, analysis of the information collected so that it may be used for decision making, and this should be done with full support from the different monitoring and evaluation arrangements set-up by the individual participating agencies<sup>14</sup>.
68. During the MTE the JPMO was in the process of identifying a baseline. While this will be a significant contribution from the JP VAW to the Pillar 7, it will arrive too late to serve as a source to measure progress for the Programme. For this reason the M&E officer will need to identify time bound and specific goals for the JP timeframe, which will help determine the best strategies to achieve these goals. For example: currently all agencies are undertaking capacity building and awareness raising activities, there is no analysis as to the potential for interaction between these activities, no clarity as to what is expected to be achieved as a result, other than number of persons trained. Although the team repeatedly highlighted that in three years it would not be possible to change behavior as per outcome 2, the JP needs to identify what it can achieve, the most effective and sustainable way to do it, and measure accordingly. In addition, and as proposed by the Outcome groups TORs (see Annex 5), and given the difficulties to measure progress and impact, the team should strive to identify lessons learned and case studies.
69. The JPMO M&E function should also serve as an independent mechanism that ensures neutrality and accountability of the JP VAW to the MDG Fund. JPMO will need to be sufficiently empowered to fulfill this function. In addition, and given the structure of the new UNDAF (see figure 5) alignment between the JP VAW and pillar 7 will be a key for sustainability. In February 2012 the M&E officer of the JP VAW was selected as the focal point for the Pillar 7. In this context, an exercise to review indicators with focus on definition, means of verification, frequency of data collection and need for disaggregation had already been completed, and TORs will be developed for each focal point of the 7 pillars. While this should go a long way towards strengthening the programme's sustainability and exit strategy, and should be seen as proof of the JP VAW's relevance in the national context.

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<sup>14</sup> as per JP VAW PRODOC page 31. Description of M&E

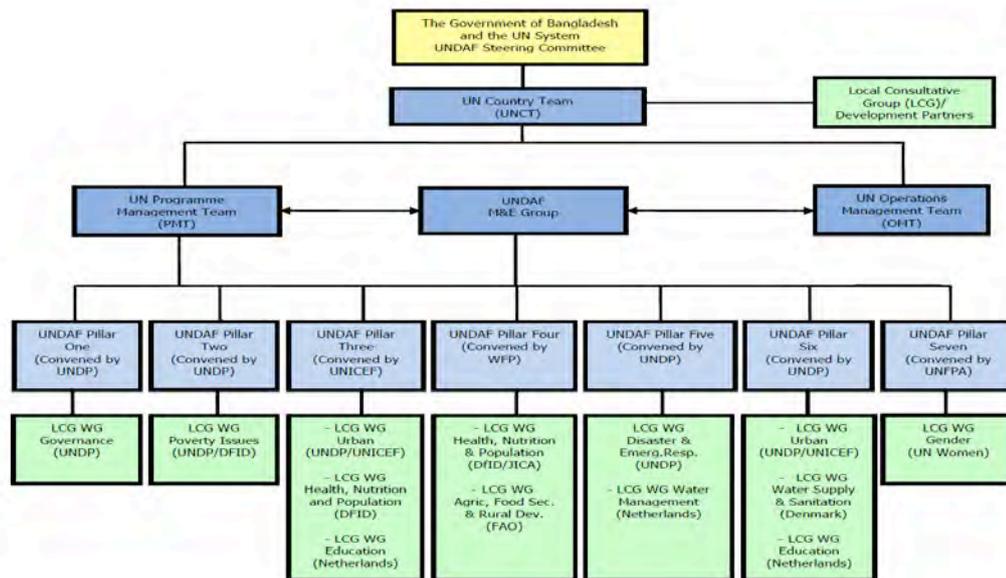


Figure 5: coordination structure as set out in the UNDAF 2012-2016

#### Communication strategy:

70. The PRODOC did not identify a communications and advocacy strategy as such, although it did identify the need for a Communications officer within the JPMO, and proposed to “strengthen advocacy and public awareness on VAW”<sup>15</sup> through its outcome II/ Output 1 under the lead of UNFPA. As of the MTE, however, the position of communications officer within the JPMO remained vacant<sup>16</sup>, and activities under this output had for the most part not been developed: the National media Forum has not been established, the web page has not been designed, and the media campaign has been limited to airtime of materials prepared under other programs on maternal health, although the PRODOC specifically identifies 4 areas of focus, mainly dowry, child marriage, VAW at the workplace (sexual harassment), and maternal deaths due to VAW.
71. There have been attempts to centralize existing ongoing communication initiatives, in spite of this, currently each agency develops its own communication activities and materials. The evaluator observed use of the MDGF logo by only a few of the agencies, mainly the JPMO, IOM and UNAIDS. No common brand or name had been identified as originally envisioned in the PRODOC<sup>17</sup>.
72. There are multiple advocacy, awareness raising initiatives and communication material being developed by the different agencies which need to be harnessed towards a joint communications and advocacy strategy. This lack of coordination and coherence dilutes impact and visibility of the JP. The recruitment of the communication will be key to move forward this effort. Particular effort should be put in ensuring alignment between the communications strategy the activities under outcome II. Harnessing agency communications personnel, as it was done by the gender JP in Brazil, could be an efficient and sustainable mechanism given the extensive delays.
73. Under the new UNDAF, the UN System will work through the inter-Agency UN Communications Group, which comprises communications specialists and focal points of UNCT Agencies, to ensure coherent and efficient communications. A Joint UNDAF Communications Strategy 2012-2016 is to be

<sup>15</sup> PRODOC pg. 58, Outcome II, Output 1, activities 1-3 under the lead of UNFPA

<sup>16</sup> although recruitment was ongoing and the evaluator was informed that the communications officer was expected to join the team before the draft report was available, as of April 2012 recruitment was still ongoing.

<sup>17</sup> “It is envisaged to brand this JP with one common name” pg. 5 PRODOC

developed and is envisioned will revolve around a limited number of concrete joint programmes emanating from the UNDAF. It will seek to enhance visibility of UN operations to stakeholders in and outside the country, and increase UN staff awareness of operations of different UN Agencies. The plan will include a comprehensive strategy focused on the mass media to convey the key messages from the seven UNDAF Pillars.<sup>18</sup> The JP VAW communications plan should be seen as a precursor, rather than a parallel or separate exercise. The JP VAW will need to agree on what the key messages for VAW will be, draw on lessons learned and best practices of the different agencies, and ensure all the information and materials available are centralized

74. The communications officer should also strengthen internal communication within the JP VAW to increase awareness and understanding of ongoing activities. This could be done through regular Thematic (outcome and results based) bulletins, or simply through monthly progress reports to be shared amongst participating agencies, including the NSC members.
75. Lastly, and in line with new UNDAF priorities, the JP VAW should seek to strengthen these key counterparts not only at a technical level, but also their ability to advocate, promote new partnership and link with activities taking place in other Ministries, with particular focus on strengthen the MoWCA.



### Initial findings: results level

76. The evaluation has sought to identify some of the best practices and lessons learned, as well as assess the level of progress and potential for impact of the different activities. Given the limitations of the evaluation exercise, the evaluator was not able to observe all activities, and is not in a position to comment in detail, but is rather putting forward conclusions and recommendations based on the discussions held and the materials provided, and highlighting some of the main achievements.

### Progress and achievements under outcome 1:

77. Outcome I looks at “policies and legal frameworks aimed at preventing VAW, protecting and supporting survivors (being) adopted, implemented and monitored<sup>19</sup>”, and the strategy proposed to do this was to focus on enhancing capacities of GOB and improving information around policies which seems an appropriate approach to the issue at hand. The JP VAW has been working to increase

<sup>18</sup> Bangladesh UNDAF 2012-2016 document

<sup>19</sup> PRODOC

awareness and understanding of different laws and policies related to VAW at different levels of government and with key stakeholders, with UN Women focused on capacity building and awareness raising around CEDAW with both government officials, judges and students, while also supporting the NGO shadow report on CEDAW. 5,000 copies of an easy and accessible Bangla of CEDAW version for students will be distributed. While ILO, has been spearheading consultations to adapt the ILO Code of practice to the Bangladesh context. As of the MTE, ILO had reviewed the ILO code of practice in line with the National context and submitted some recommendations to the Ministry of Labour and Employment and Bangladesh Employers' Federation and National Coordination Committee for workers .

78. In order to achieve this a baseline survey has been completed and 4 consultation workshops took place, as well as a situation analysis.as a result the ILO code of practice was reviewed in accordance with the national context, and will serve as a guiding document for policy, plan formulation and revision of the Labor Act 2006.
79. As part of the capacity building and awareness raising efforts JP has trained around 600 Judicial, Administrative and Police Officers, nearly 400 lawyers, and another 200 Elected Representative from Union *Parishad*, as well as NGOs and CSO staff.
80. In the private sector the JP helped organize 15 training sessions with the National Coordination Committee for Workers Education (NCCWE) and 24 with the Bangladesh Employers Federation (BEF) and the National Coordination Committee for Workers Education for employers, managers, supervisors and workers. As result the NCCWE has included workplace VAW issues in the agenda for their Trade Union Campaign, and the BEF has made some commitments to develop and enforce their HR, Gender and other related policies to address Sexual Harassment and other forms of violence at workplace.
81. UNDP is partnering with BRAC's community Empowerment program which promotes capacity building of government staff at community level. Methodology used promotes application of lessons learned through follow up trainings which invite members to share their experiences, as well as refresher on the actual content learned. This method of capacity building should be further examined as a best practice that could be replicated.
82. Work undertaken under Outcome 1 appears to be a key in order to ensure existing laws are implemented. The JP VAW is working in a comprehensive manner, but care should be put to ensure that the types of information and training session selected are adequate to ensure a significant and sustainable impact, which may require focusing on reaching less beneficiaries but over longer periods of time, or including follow up sessions for reinforcement as the one mentioned above. Increased coordination within the JP will increase both efficiency and impact.
83. One of the main challenges of this outcome, as well as Outcome 2, will be to measure progress and impact within the programme lifetime. Case studies might be a useful tool given the timeframe. The final evaluation will be best positioned to assess level of increased awareness and the success of the different methodologies used.
84. Other than the Proposal for development of guidelines to strengthen data collection, analyses and awareness generation on coping aspects and treatment aspects of VAW, and the Development of standardized information with the Ministry of Health and Family welfare, there does not appear to be much progress in regards to the improvement of information systems on VAW (output 3, Outcome 1). This is a key area for sustainability and should be reinforced during the remainder of the Programme. In this regard it should be noted that pillar 7 member agencies have developed a template for undertaking a mapping exercise, which was reported to have initiated late February 2012.

85. which was initiated after the in-country visit, will include the mapping of all existing information systems on VAW. In addition, the baseline Study coincides with the ongoing national BBS Survey on VAW, with potential for these two initiatives to strengthen each other as a possible element for sustainability.

#### Progress and achievements under outcome 2:

86. The JP VAW has focused its efforts towards protection of prospective and returning migrant workers. From providing initial community theater-like presentations with basic information, undertaking informal courtyard sessions which address common questions around trafficking, costs, and formal legal procedures, to the systematizing of training for Bangladeshi ambassadors and the creation of a training manual for the 16 labour attachés in consulates with highest number of migrants. The JP VAW will also be piloting a help desk to provide legal assistance in Dubai & Lebanon.
87. The programme is also supporting training centers to ensure that women are able to perform their jobs (mainly household, elderly care and babysitting services) in order protect their salaries, and making them aware of existing resources in case of emergency. A network of women migrant workers has been formed, and a network of returnee migrants is planned. The team reported the formation of a media coalition on general and safe female migration. Lastly, the JP VAW is also working to strengthen existing government infrastructure, prepare standards which will include all the protection elements, and is developing together with the government a standard MOU to be agreed with reception countries which would secure minimum standards.
88. Work with around the issue of migration workers has obtained significant progress. Ownership of the national counterpart is clear, and the potential for impact and sustainability is too. At community level the JP counts with the support of BRAC, Bangladesh's leading NGO, which has a strong infrastructure at community level. Although some coordination has taken place, such as sharing of the ToR for developing standardized information and advisory procedures on safe migration for ILO and IOM, increased and continued coordination between the three agencies working in this area, mainly IOM, ILO and UN Women, would further strengthen this part of the programme. Work with BRAC also addresses in-country domestic workers rights issues.
89. BRAC's infrastructure has also allowed the *JP VAW to reach 10,000 rural poor female workers<sup>20</sup> who were trained on basic understanding of their rights under Bangladeshi law, in order to highlight that common cultural practices such as beatings or child marriages are illegal. The JP is also providing them with access to BRAC's free support through the distribution of "who to call" cards. As part the contract between BRAC and UNDP Bangladesh, BRAC is committed to provide all kind of support (legal, medical, economic and social integration) to 25,000 poor women, if they are subject to violence and harassment.*
90. The JP has focused on awareness raising with youth through the promotion of inter-state debates, essay contests, sports tournaments, concerts and orientation programs for students of journalism on HIV and VAW. Some duplications were observed, such as two separate agencies undertaking essay contests. Activities with the Ministry of Youth and sports, which revolve around general awareness raising through banners on VAW during the tournament and 5 orientation sessions with Districts officials Sports Association (DSA), Ministry of Youth and Sports (MoYS) and District Youth Development (DYD) offices, were perceived as lacking a clear objective and weak.
91. As previously mentioned, work with the Ministry of Information around creating a media coalition to strengthen advocacy and public awareness on VAW (outcome 2, output 1) 84 journalists in 7 divisions

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<sup>20</sup> former beneficiaries of the REOPA, a joint UNDP- EU program which aimed to contribute to sustainable socio-economic development of rural Bangladesh.

on VAW issues and VAW reporting, but work on the media coalition itself has seen no progress. There have been film showings focused on maternal and reproductive health based on already existing materials.

92. The programme supported a 16 Days Activism campaign throughout 6 divisions and at central level with various activities including celebration of Rokeya Dibosh, a famous Bangaldeshi feminist, International Women's Day and an open concert which, was broadcasted several times on national television, as well as 504 film showings and community meetings were held. However, with no previously agreed message or common thread, it would appear the impact of this campaign was somewhat diluted, with some of those interviewed for the MTE not aware of it at all.
93. The JP VAW has worked to sensitize the executive committee members of brothel based organizations, (essentially madams), and provided sex workers with training on human rights, violence prevention, HIV risks and means of prevention, which has enabled them to know their rights and provided them with negotiation, and awareness on legal assistance. (500 training manuals on HIV risks and means of prevention to be distributed amongst sex workers were developed). The JP VAW was instrumental to the legal establishment of The Sex Workers Network, (SWN), which allows them to advocate for their group, and access to funding. SWN is now linked with the district Human Rights Cell of Bangladesh Legal Aid and Services Trust (BLAST), a right-based organization. The leaders of the network are negotiating with the lawyers of BLAST to extend legal support to sex workers, victims of violence. This linkage will continue beyond the project cycle and the general sex workers will be able to seek legal support when they need. SWN website was developed which includes issues of VAW.
94. In addition, the JP VAW is supporting 6 Shelter centers in six divisional districts established by the Ministry of Social Welfare. The JP VAW identified the need to support these shelter as crucial to ensure adequate standards for survivors (sex workers and trafficked women). JP VAW has been providing food, medical and legal, counseling, income generation opportunities and some donations. The Government will continue to support these centers after JP VAW ensuring sustainability.
95. Various baseline surveys and studies have been developed such as the baseline survey for the JP VAW, which although it will arrive too late for the actual program, it will serve as a baseline for the work under the Pillar 7. Another baseline survey was developed to capture the state of violence against women and girl workers in key sectors (Garments factories, Factories located in Export Processing Zones, Tea processing industries (including factories and gardens), Shrimp processing factories, and Dhaka Medical College Hospital.) This knowledge will contribute towards ILO code of practice to address VAW at workplace national and sectoral level advocacy work. It is crucial that all research, studies and surveys undertaken by the JP VAW be made available to civil society through the Webpage.
96. During 2011 the JP VAW trained nearly 2,000 religious leaders, and female religious minded women on VAW. In addition, and together with the Ministry of Religious Affairs Project, 3 Interfaith meetings were held in the districts of Rajshahi, Sylhet and Jessore, with over 300 participants in total, mainly Imams (for Islam), but also members of the religious elite, academics from different Colleges/Universities, and district representatives from different Churches including Fathers (Catholic), Purohit (Hindu), Vikkhu (Buddist). The main objective of these meetings was to Orient that participants on the different religion and its linkage with Gender/Women's rights/VAW, while raising awareness on women's rights and the importance of actualization of women's rights and its benefits in light with the each religion, through the presentation of Key note papers (4) and open discussions. Given that many of the marriages and other decisions at community level are led by the religious leaders, the MTE concludes that work with religious leaders should be strengthened and amplified due to its high potential for impact.

97. With technical support from JP VAW the National Curriculum and textbook Board (NCTB) has reviewed gender sensitivity and gender balanced, from a qualitative as well as quantitative perspective, of 17 core textbooks and 7 in 2012. With the new seven already printed and distributed in January of 2012, reaching nearly 15 million students in All 64 districts. JP VAW also undertook a pilot teacher training and training of core trainers. Manual developed and 10 members identified as core trainers 5 days core training for NCTB, they have trained another 50 curriculum and textbook development, and illustrator. (in total 60 people trained) . provided one day orientation training for 250 PTI teachers in 7 divisions. Whole training completed in January 2012. Timing in this case has been key as the Curriculum revision policy has a 10 year cycle and currently the implementation of National Education Policy is taking place during this year and also next year, which allows revision of primary, secondary and higher secondary curricula including teacher training curricula and textbooks, allowing for changes to be incorporated.”

### Progress and achievements under outcome 3:

98. Seven shelters homes were established by MOWCA with support from UNFPA under outcome 3. These shelters provide food, medical and legal support, as well as skills training and literacy sessions. These shelters were based on models previously developed and piloted by UNFPA, and they were set up in seven districts identified by the Government to be performing poorly in response to VAW. An additional 6 shelters set up by MoSW received support from this project, in the form of shelter, food, medical legal, counseling, income generation and donation to the survivors. Of concern is that at the time of the MTE there appeared to be no clear strategy for sustainability after the JP VAW.

99. The shelter visited appeared to be a good model, although there appeared to be some lack of clarity as to the rules, for example, they were not providing shelter unmarried women, although the shelters should provide this service. The shelters also topped the number of children that a women could bring with her to the shelter to 2 under the age of 12. While limited resources explain the need to limit the number of children, it raises the question that it may potentially exclude the most vulnerable.

100. While UNFPA is establishing shelters, UNICEF is supporting Women friendly Hospitals, and IOM is training staff in already existing shelters set up MoWCA, MOSW and NGOs. There is no coordination amongst this initiatives from either a programmatic or geographic perspective. Opportunities for synergies, piloting and providing an ideal model have been lost. The JP VAW needs to ensure analysis of lessons learned so that this situation is avoided moving forward. In addition. These initiatives raise serious questions as to their sustainability. At the time of the MTE neither the government nor UNFPA had plans to support the shelter homes beyond the lifetime of the programme,<sup>21</sup> the same was true in regards to hired and trained staff for WFH.

101. A situation assessment of AIDS infected and affected women victims of violence done was undertaken and the most vulnerable women identified. Sixty HIV infected/ affected women received vocational training and IGA grant to start small entrepreneurship. At the time of the MTE those businesses were still going and providing the beneficiaries with economic emancipation, increase self-esteem and respect from family and the rest of the community. They reported to be now able to attend meetings and social events without any question from family. These are all sustainable indicators of social change and will bring about a sustainable change in their lives too. This was seen as a best practice with high potential for sustainable impact. The MTE recommends it be further analyzed for possible replication, and ensure that all 500 women initially targeted are reached.

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<sup>21</sup> With the exception of the two set up originally by UNFPA and outside the programme

## Recommendations

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### Programme design

- 1) Given the number of agencies, the time remaining and the difficulties involved with making any changes to the PRODOC, the MTE considers it is not realistic to make changes to the JP VAW design, but rather, the UNCT should focus on a) assessing the impact of the different activities in order to identify best practices that should be replicated or scaled up. In this regard, planning and budgeting for an in-depth final evaluation would be key; b) identification of lessons learned that can be used by the UNCT and for the new UNDAF; c) strengthen proposed coordination mechanisms to avoid gaps and duplications, as well as identify synergies and complementarity; d) shift focus within ministries to consolidate achievements and avoid further dilution with activities that have not begun, are significantly delayed or not perceived as having clearly defined objective, which can be agreed without the need to revise the TPPs.
- 2) JP VAW needs to strengthen its coordination mechanisms to maximize efficient use of resources, with particular focus on areas where many agencies are involved, such as: production of studies, advocacy/awareness raising, knowledge management and capacity building. Work with potential migrant workers, shelters as well as work related to CEDAW should also be of particular focus. Unused funds of JPMO staff could be used to further strengthen the JPMO, as well as the communication and M&E functions. Clear distribution of responsibilities between the JPMO and the lead agency need to be identified, in this respect the MTE recommendation, for the reasons explained in the report, is that in as much as possible oversight, analysis, communication lead and M&E oversight responsibilities of the JP VAW should rest within the JPMO. Sufficient human resources and independence should be provided for this to happen.
- 3) Although independent monitoring by each agency of its activities should continue, The JP VAW needs to strengthen its role of quality oversight, centralization of information and knowledge management through increased monitoring visits (which would ideally be done jointly and by outcome), ensuring use of information collected in decision making. Clear indicators and time appropriate goals need to be identified in order to track programme progress, particularly important for activities identified as vague or lacking clear focus such as awareness raising with sports clubs. And while the M&E needs to be aligned with the new UNDAF, care should be put to ensure that JP VAW specific areas are not diluted in the greater picture. Greater focus should be placed in collecting lessons learned and case studies. A shift from activity monitoring to impact and results needs to take place.
- 4) The MTE recommends that the JP VAW undertakes a mapping exercise to identify all VAW related activities within the UN, including main donors (e.g. DANIDA) and partners (e.g. BRAC.) In this respect, the evaluator was informed that Pillar 7 member agencies initiated a similar mapping exercise after the in-country visit. In this case it would no longer be necessary for the JP VAW to undertake this initiative separately.
- 5) In regards to JPMO staffing, the MTE recommends recruitment of the “Administrative and Finance Associate” ensuring the person has prior UN experience and is a level G3 or above. In addition, a full time communications officer should be recruited immediately. The MTE recommends that recruitment of the communications officer be a prerequisite for approval of a no-cost extension.
- 6) **process level**
- 7) The MTE recommends the PIMC to undertake a review of all agency’s implementation rate and staffing levels, with special focus on agencies and activities lagging behind, such as the media forum or the database initiative, to ensure sufficient resources are in place to achieve high quality implementation of commitments within the JP timeframe. The MTE recommends a three month no-cost extension to facilitate full implementation, and that the NSC endorsed no-cost extension request is forwarded to the MDG-F Secretariat for approval soonest.

- 8) In order to strengthen national ownership the MTE recommends that formation of the PIMC, as originally envisioned in the PRODOC. It would be housed and led by MoWCA, and count with the participation of UN agency heads, equivalent management level from the partner Ministries, the RC, the ERD and GED. PIMC would meet on a biannual basis to ensure strategic vision and alignment between the JP VAW, national priorities and the new UNDAF, while the PMC would remain as a technical body with a focus on tracking progress and overcoming challenges. Consistency in the staff attending the PMC and other governance mechanisms is key to ensure ownership and efficient decision making.
- 9) JP VAW should Strengthened and regularize outcome groups as a mechanism to move discussion from progress monitoring to results and impact, promote rationalization of resources, standardization of processes, economies of scale, establishment of synergies and strengthening of institutional capacities at the technical level. National counterparts should participate of the outcome groups, and a national co-chairs should be identified for each Outcome group, as part of the JP VAW's objective of empowering and strengthening national capacities.
- 10) A communication strategy needs to be developed to ensure coherence and focus of all ongoing and planned advocacy and awareness raising campaigns. Special care should be taken to ensure alignment between the communication strategy and communications related activities under UNFPA Outcome II with the Ministry of Information. Focus on previously selected areas, mainly dowry, child marriage, VAW in the workplace, maternal health and possibly harassment at schools<sup>22</sup> should be maintained, with materials stemming from other programs only being used if consistent with the JP's messages. Key messages need to be identified and utilized by all the agencies. MDGF logo should be included in all JP VAW funded material. The JP VAW communications plan should be aligned with the communications strategy under Pillar 7 for the new UNDAF.
  - a. The communications officer should also strengthen internal communication within the JP VAW to increase awareness and understanding of ongoing activities. This could be done through regular Thematic (outcome and results based) bulletins, or simply monthly bulletins on progress.



b.

<sup>22</sup> During the MTE this was expressed as an increasing area of concern which had led to suicides in schools

## Results and impact level

- 11) Greater efforts should be put towards the improvements of information systems on VAW (Output 3 of Outcome 1) as a sustainable way of ensuring monitoring and reliable fact based decision-making. Involvement of civil society as monitors of government responsibilities should be encouraged and access ensured. A website should be set up to centralize VAW related studies and information, and in a manner that remains sustainable beyond the JP VAW as a mechanism in response to the need for access expressed by civil society during the MTE.
- 12) One best practice observed was the support provided to women affected by HIV aids in the form of small grants, which had at the time of the MTE already translated into small income generating initiatives, with the power to reduce vulnerability and discrimination experienced. The MTE recommends focus on ensuring this activity reaches all women initially identified, and strongly recommends this activity be documented for possible replication as a best practice.
- 13) Capacity building initiatives within the JP VAW need to be centralized and structured in a coherent and consistent manner. The JP VAW will need to assess impact of current capacity building methodologies. The MTE recommends that any unused or liberated funds be destined to strengthen training of religious leaders, which might include follow up session to promote use of lesson learned and reinforce the messages.
- 14) The JP VAW needs to look into sustainability measures for activities under outcome 3, seeking commitments either from the government or from the implementing agencies beyond the end of the JP VAW.
- 15) The main focus of the JP VAW's sustainability and exit strategy should be to a) identify lessons learned (as per recommendation one); b) alignment with Pillar 7; and c) ensure mainstreaming of VAW and gender under the first six pillars of the UNDAF.



### **Figures:**

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- Figure 1: Initial budget distribution as per the PRODOC
- Figure 2: JP-VAW areas of interventions in relation to new UNDAF
- Figure 3: Rate of Implementation as of April 2012
- Figure 4: : budget in US dollars per Ministry as percentage of total
- Figure 5: Coordination structure for the new UNDAF

### **Annexes:**

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- Annex 1- In-country agenda
- Annex 2- Full list of participants with gender breakdown
- Annex 3- Full list of JP VAW staff
- Annex 4- TORs Liaison officer
- Annex 5: TORs Outcome groups
- Annex 6- In country interview guide
- Annex 7- TORs for the evaluation
- Annex 8- Outcome group members and objectives

## Schedule for In-country Mission, JP-VAW Bangladesh

**Evaluator:** Ms. Angelica Arbulu, Evaluation Consultant, MDG Fund  
**RCO contact in Dhaka:** Mr. Sharif Mostafa Helal, Tel: (880-2) 8150088 Ext: 1945. Cell: (88) 01714 220183  
**JPMO contact in Dhaka:** Ms. Marianne Berner, Tel: (880-2) 9888166. Cell: (88) 01714 102702

Timeframe	Programs	Place	Responsible
<b>Sunday 12.2.2012</b>	Depart NY		
<b>Tuesday 14.2</b>	Arrive Dhaka EY258 from Abu Dhabi 4.30am	Late check-in at hotel 05.30am	
<b>Tuesday 14.2: Hotel Lake Castle - Dhaka</b>			
11.00-12.00	Meeting with UNRC and Sharif Mustafa Helal	RC's Office, UN Building, IDB Bhaban	RCO
12.00-1.00	Meeting with UNFPA Representative (PMC Co-chair) & Deputy Representative	UNFPA CO, UN Building, IDB Bhaban	JPMO
1.00-2.00	Lunch		
2.00-2.30	Meeting with Joint Secretary (ERD), PMC Co-chair	Ministry of Finance, Economic Relations Division (ERD), Block 7, ERD, Sher-e-Bangla Nagar	JPMO
3.30-4.30	Meeting with JPMO	JPMO, Rd 5, H 25, Baridhara	
<b>Wednesday 15.2: Hotel Agrabad – Chittagong</b>			
10.00 -11.00	Meeting with Spanish Ambassador & country representatives of AECID	Embassy of Spain. Av. Kemal Ataturk 12, Gulshan 2	RCO
11.30-1.30	Focus group with civil society/ NGOs in and around Dhaka (also BRAC and SWNOB)	JPMO, Road 5, House 25, Baridhara	JPMO
1.30-2.00	Lunch		
Departure 7.20pm	Flight from Dhaka to Chittagong	Check-in at hotel	
<b>Thursday 16.2: Hotel Agrabad - Chittagong</b>			
09.00-10.30	Chittagong. UNFPA/ MoRA project (meet with trained religious leaders)	Imam Training Academy, Pahartali	UNFPA
11.00-12.30	Chittagong. UNAIDS project (meet with the IGA recipients/ HIV positive people)	House 114, Road 10 (O. R. Nizam road)	UNAIDS
12.30-1.30	Lunch		
1.30-3.00	Chittagong. UNWOMEN project (discussion group with students/ organizers who participated in debate competition)	Mohila TTC, Nasirabad	UNWOMEN
3.00-4.30	Chittagong. IOM project (meeting with TTC Government officials)	Mohila TTC, Nasirabad	IOM
<b>Friday 17.2: Hotel Pan Pacific Sonargaon - Dhaka</b>			
Departure 8.20am	Flight from Chittagong-Dhaka		JPMO
<b>Saturday 18.2: Hotel Pan Pacific Sonargaon - Dhaka</b>			
11.00-01.00	Dhaka. ILO project (meeting with trade union leaders who participated in sensitization training)	ILO Country Office, House 12, Road 12, Dhanmondi	ILO
<b>Sunday 19.2: Hotel Hasan International - Jessore</b>			
10.00-11.00	Meeting with Ministry of Health and Family Welfare	Director General, Health Office, Mohakhali	UNICEF

Timeframe	Programs	Place	Responsible
12.00-01.30	Meeting with Ministry of Education, NCTB	NCTB Building, Room 69-70, Motijheel	UNESCO
1.30-2.30	Lunch		
Departure 5.00 pm	Flight from Dhaka to Jessore	Check in at hotel	JPMO
<b>Monday 20.2: Hotel Castle Salam - Khulna</b>			
Drive 8.00-9.00 9.00-11.00	Drive by car from Jessore to Narail Narail; UNICEF project (Women Friendly Hospital)	Narail District Hospital	UNICEF
Drive 11.00-12.30 12.30 - 2.00	Drive by car from Narail to Gopalganj Gopalganj; UNFPA/ MoWCA project (Shelter Home)	Zilla Mohila Bishoyok (District Women Affairs Office), 2 <sup>nd</sup> and 3 <sup>rd</sup> floor	UNFPA
2.00 - 2.30	Lunch		
Drive 2.30-4.30	Drive by car from Gopalganj to Khulna	Check in at hotel	JPMO
4.30-5.30	Khulna; ILO's project (court yard session/ awareness creation for potential female migrant workers; BRAC)	Affil Mill Colony, Fultala	ILO
<b>Tuesday 21.2 (Public Holiday): Hotel Lake Castle - Dhaka</b>			
Drive 7.00-9.00	Drive by car from Khulna to Jessore		JPMO
Departure 11.00 am	Flight from Jessore to Dhaka		JPMO
12.00-1.00	Lunch		
<b>Wednesday 22.2: Hotel Lake Castle - Dhaka</b>			
9.00-12.00	Meeting with JP-VAW focal points	Hotel Lake Castle	JPMO
12.00-12.30	Lunch	Hotel Lake Castle	JPMO
1.30-2.30	Meeting with Ministry of Information	Segunbagicha	UNFPA
3.00-4.00	Ministry of Expatriate Welfare and Overseas Employment	BMET, Kakrail	IOM/ UN WOMEN
5.00-6.00	Meeting with UN Women	Road 112, House 3, Gulshan 1	JPMO
<b>Thursday 23.2: Hotel Lake Castle - Dhaka</b>			
09.00-10.00	Meeting with Ministry of Women and Children Affairs	37/3 Eskaton Garden Road, 5 <sup>th</sup> Floor	UNFPA
10.30-11.30	Meeting with Ministry of Justice and Parliamentary Affairs	Bangladesh Secretariat	UN WOMEN
12.00-1.00	Prepare debriefing		
1.00-2.00	Lunch	Hotel Lake Castle	JPMO
4.00-5.00	Debriefing with Resident Coordinator	RC's Office, UN Building, IDB Bhaban	RCO
<b>Friday 24.2: Hotel Lake Castle - Dhaka</b>			
9 or 10.00	Meeting with Spanish Ambassador	Embassy of Spain. Av. Kemal Ataturk 12, Gulshan 2. Dhaka	RCO
<b>Saturday 25. Lake Castle – Dhaka. Flight departure 5.10 am. EY 253</b>			

**Acronyms:** ERD = Economic Relations Division; JP = Joint Programme; SC = National Steering Committee; RC = Resident Coordinator; RCO = Resident Coordinator's Office  
UNFPA = United Nations Population Fund; VAW = Violence against Woman; JPMO = Joint Programme Management Office

Annex 2- full list of participants with gender breakdown

Meeting	Present (Gender)	Attendants
Meeting with UNFPA Assistant Representative	UNFPA Assistant Representative (Male), International Program Manager of JP-VAW (Female), Evaluation Assistant (Male), MTE Consultant (Female)	4
Meeting with UNRCO	Female; Female; Male	3
Meeting with Add. Secretary (ERD), PMC Co-chair	PMC Co-Chair (Male), International Program Manager of JP-VAW (Female), MTE Consultant (Female), Evaluation Assistant (Male)	4
Meeting at JPMO	MTE Consultant (Female), International Program Manager of JP-VAW (Female), M&E Officer (Male), Secretary (Female), Finance Officer (Male), Evaluation Assistant (Male)	6

15/02/2012

Meeting	Present (Gender)	Attendants
Meeting with UNFPA Representative	UNFPA Representative (Male), Assistant Representative (Male), International Program Manager of JP-VAW (Female), MTE Consultant (Female), Evaluation Assistant (Male)	5
Meeting with Spanish Ambassador	Spanish Ambassador (Male), MTE Consultant (Female), Evaluation Assistant (Male)	3
Focus Group Meeting with Civil Society and NGO members	NGO: BNWLA (Male), MEN (Male), BRAC (Male, Female), Nari Pokkho (Female), HDRC (Male), SWNB	10

16/02/2012

UNFPA Meeting (Religious Leaders)	Centre Head (Male), Teachers (Male, Male)	16
UNAIDS Meeting (Ashar Alo)	UNAIDS Focal Point (Male), M&E Officer (Male), MTE Consultant (Female), Evaluation Consultant (Male)	24
UN Women Post Debate Event Meeting	M&E Officer (Male), MTE Consultant (Female), Evaluation Consultant (Male), Debaters (2 Females, 6 Males)	11
IOM Project Meeting	Principal of TTC (Male), IOM NPO (Female), IOM Program Official (Female), M&E Officer (Male), MTE Consultant (Female), Evaluation Assistant (Male)	6

18/02/2012

UNDP Meetings (Overall)	UN Facilitation Team in two Union Parishads: Borochema Union No.6 Chairman (Male), Nasimpur Union Parishad No. 4 Chairman (Male); International Program Manager of JP-VAW (Female), MTE Consultant (Female), Evaluation Assistant (Male), Implementing Partner_BRAC Project Official (Female)	Over 56 (including facilitation team members and actual beneficiaries)
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19/02/2012

Health Ministry Meeting	UNICEF Focal Point (Male), Health Office Directors (Male, Female), MTE Consultant (Female), International Program Manager of JP-VAW (Female), Evaluation Assistant (Male)	6
UNESCO-NCTB Meeting	UNESCO Focal Point (Female), International Program Manager of JP-VAW (Female), MTE Consultant (Female), Evaluation Assistant (Male), NCTB Officials	

20/02/2012

Woman Friendly Hospital Meeting	Civil Surgeon (Male), Secretary (Male), UNFPA Representative (Male), Divisional WASH Officer (Male), FDO (Male), WAVE FOUNDATION (4 Males), MTE Consultant (Female), Evaluation Assistant (Male), M&E Officer (Male)	12
Shelter Home Meeting	Shelter Home In-Charge (Male), Advocate (Female), M&E Officer (Male), MTE Consultant (Female), Evaluation Assistant (Male)	5
ILO Project	ILO Focal Point (Female), Implementing Partner Representative (Male), MTE Consultant (Female), M&E Officer (Male), Evaluation Assistant (Male)	5

22/02/2012

Focal Point Meeting		10
Department of Mass Communication	Director General (Male), Official (Male), UNFPA Focal Point (Female), International Program Manager of JP-VAW (Female), MTE Consultant (Female), Evaluation Assistant (Male)	6
UN Women Meeting	National Program Manager (Female), Focal Point (Male), Program Assistant (Female), MTE Consultant (Female), Evaluation Assistant (Male)	5

23/02/2012

Women and Children's Affairs Meeting	Director General (Male), UNFPA's stationed officer (Female), PD (Male), MTE Consultant (Female), Evaluation Assistant (Male)	5
Ministry of Justice and Parliamentary Affairs	Joint Secretary (Female), UNW Focal Point (Male), MTE	4

	Consultant (Female), Evaluation Assistant (Male)	
Debriefing to RCO	UNRC (Male), UNFPA Representative (Male) UNFPA Assistant Representative (Male), International Program Manager of JP-VAW (Female), Mr. Sharif of RCO (Male), MTE Consultant (Female), Evaluation Assistant (Male)	7

BMET Meeting (Expatriates' Welfare)	Project Director (Male), UNW Focal Point (Male), ILO Focal Point (Female), UNW Official (Female), ILO Official (Female), MTE Consultant (Female), Evaluation Assistant (Male)	7
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## Annex 3

### JP VAW staff

SL	Personnel involved in implementing the JP VAW	Agency	Designation	Responsibility	Based	% of Time	JP-VAW paid
1	Ms. Marianne Berner	UNFPA, JPMO	International Programme Manager	Coordination and management	Dhaka	100%	Yes
2	Mr. Sazidur Rahman	UNFPA, JPMO	Monitoring and Evaluation Officer	Monitoring and evaluation	Dhaka	100%	Yes
3	Mr. Md. Shah Alam Talukder	UNFPA, JPMO	Finance Officer	Finance and administration	Dhaka	100%	Yes
4	Ms. Padmaja Sarker	UNFPA, JPMO	Project Secretary	Support to implementation	Dhaka	100%	Yes
5	Ms. Shammin Sultana	UNFPA	Focal Point. National Programme Officer	Supervision and coordination	Dhaka	40%	No
6	Ms. Nazmun Nahar	UNFPA	Project Officer	Coordinating and supervising	Dhaka	100%	Yes
7	Ms. Farzana Akhter	UNFPA	NPPP	Coordinating and supervising	Dhaka	75%	No
8	Ms Samira Nasreen	UNFPA	Finance Associate	Administration and finance	Dhaka	100%	Yes
9	Mr. Parimal Chandra Deb	UNFPA	Associate Admin and Finance Officer	Administration and finance	Dhaka	100%	Yes
10	Ms. Asma Khatun	IOM	Senior Project Coordinator	Implementing and supervising	Dhaka	30%	No
11	Ms. Disha Sonata Faruque	IOM	Focal Point. National Programme Officer	Coordination	Dhaka	100%	Yes
12	Ms. Majeda Haq	UNDP	Focal Point. Cluster Head, Poverty Reduction	Supervision	Dhaka	15%	No
13	Mr. Avra Shaha	UNAIDS	Focal Point. Adviser HIV/AIDS, Human Rights	Coordination, implementation, supervision	Dhaka	85%	Yes
14	Mr. Mahtabul Hakim	UN WOMEN	Focal Point. Programme Coordinator, VAW	Monitoring, implementation, management	Dhaka	90%	Yes
15	Ms. Humaira Farhanaz	UN WOMEN	Programme Assistant	Monitoring, implementation, management	Dhaka	90%	Yes
16	Ms. Naheed Ahmed	UN WOMEN	Programme Manager	Overseeing the project	Dhaka	20%	No
16	Ms. Kazi Dil Afroza Islam	UNICEF	Focal Point. Health Specialist	Supervision	Dhaka	40%	No
17	Ms. Monica Fong	WHO	Focal Point. Nursing Programme Administrator	Implementation	Dhaka	55%	No
18	Ms. Farida Begum	WHO	National Consultant, Nursing and gender	Implementation	Dhaka	35%	No
18	Ms. Mahfuza Rahman	UNESCO	Focal Point. Project Officer Education	Supervising and supporting the programme	Dhaka	100%	Yes
19	Ms. Selina Ahmed	ILO	Focal Point. National Programme Officer	Supervising the programme	Dhaka	85%	Yes
20	Mr. Shahabuddin Khan	ILO	National Program Assistant	Supporting the programme	Dhaka	25%	No
22	Mr. Jamal M Alam	ILO	National Program Assistant	Supporting the programme	Dhaka	100%	Yes

## **Annex 4**

### **Term of Reference**

Liaison Officer, JPMO

The incumbent will assist the Joint Programme Management Office (JPMO) under the direct supervision of International Programme Manager (IPM) and with overall guidance from Assistant Representative (Gender/P&D), UNFPA Bangladesh and liaises with all the stakeholders which includes, UN agencies, GoB ministries, NGO partners, etc. on behalf of the JPMO of UNFPA Bangladesh and will be responsible for the following tasks:

#### **Duties and Responsibilities**

##### **A. JP-VAW**

- Provide liaising support to IPM and thereby JPMO for Programme Management Committee (PMC) on programme implementation and coordination issues
- Support JP-VAW team on all internal and inter-ministerial meetings on joint programme and coordination with MDG-F
- Support JP-VAW team on following up the action points agreed on these meetings.
- Support JP-VAW team on internal coordination, outreach and external coordination.
- Ensure effective information flow between JPMO and partners.
- Ensure facilitation of knowledge building and management within JPMO/JP-VAW.
- Provide all necessary coordination and secretariat support to JPMO with regard to MDG-F planning and reporting
- Coordinate protocol and logistics arrangement between GoB and UN agencies with regard to joint programme
- Perform activities that may be assigned from time to time to ensure the success of the working team.

##### **B. GBV research**

- Provide substantive research inputs to the IMAGES study coordination issues, as and when required.
- Provide technical assistance to the research institute(s) conducting the quantitative survey, qualitative study and the Policy Scan
- Support coordination of the research(es)/research components
- Provide quality assurance of deliverables
- Keep liaison with different stakeholders, like UNFPA, Govt. of Bangladesh, civil society, NGOs and academia for P4P regional research initiative

#### **Job Requirements**

##### **A. Academic requirements:**

Masters' degree in women & gender studies, population sciences, sociology/social science, public health, development studies, or related field.

##### **B. Experience:**

5 -7 years of relevant experience in the public or private sector.

*C. Languages:*

Fluency in oral and written English.

*D. Computer skills:*

Proficiency in current office software applications. Exposure to ATLAS software would be taken as added advantage

**Level**

As per document SB 4

# TOR for the Outcome Groups

## Objective

The objective of the outcome groups is to monitor that the activities are in line, and sufficiently addressing the outputs/ outcomes.

## Role and Responsibilities:

UNWOMEN is the lead of Outcome Group 1.

The participating agencies are ILO, UNFPA and WHO.

UNFPA is the lead of Outcome Group 2.

The participating agencies are ILO, IOM, UNAIDS, UNESCO, UNDP and UNWOMEN.

UNFPA is the lead of Outcome Group 3.

Participating agencies are IOM, UNAIDS, and UNICEF.

The overall responsibility of the lead agency is to ensure alignment towards outcome between the RRF, AWP and TPPS.

## Methods/ tasks of the Lead Agency:

Call for meetings, minute the meetings, circulate the minutes

## Methods/ tasks of the Outcome Group:

- Analyze the progress of AWP activities
- Analyze the progress of the output and outcome indicators against the set targets (percentage, numbers etc). State suggestions for improvement
- Analyze the progress of expenditure, and find ways to reach the threshold
- Review achievements in the areas of collaboration
- Organize joint monitoring visits, and learning from each other
- Collect and analyze different case stories
- Identify challenges and support each other in overcoming them
- Coordinate and support each other

## Reference Documents

The documents required for this work are the AWP, the RRF and the TPPs, the latest reports, and the pro doc.

## Meeting Schedule:

The outcome groups will meet on the first week of January 2012, April 2012, July 2012 and October 2012. The groups meet quarterly before the submission of the biannual report and the color coded work plan. If the group finds it necessary to meet more frequently to reach the objective, meetings are called by the lead agency.

## **Annex 6- Questionnaire guide**

### **Over all country level impact**

1. Have there been any significant changes in the environment since the inception of the JP?
2. What do you consider are the main strengths of the project
3. What are in your view the main challenges
4. Do you believe that the programme is able to improve coordination, avoid duplication and minimize gaps for the national and/or UN
5. Do you believe the programme has achieved increased focus or impact on the MDGs (MDG 3, MDG 1, MDGs (education), MDGs 4 and 5 by facilitating access and quality of healthcare to women and girls; and MDG 6 by addressing the vulnerability to HIV/AIDS specific to women in the national context.)
6. what are the lessons learned from leading such a large project with so many agencies. Is it feasible?do the benefits outweigh the challenges?
7. (Has this programme learned lessons from other similar programmes in the past)
8. Was this programme aligned with government priorities/ UN priorities and built on existing structures? Was this an advantage? How so?
9. Has the programme influenced national policy, if so how, (if not, could it do so or why not?)
10. Do you feel the JP has increased/ promoted mutual accountability? How so (or why not)
11. (In your opinion, What are the key variables to have a successful UN joint programme? Are there any areas it is particularly able to function in)

### **Management**

1. Given the extensive number of agencies involved, in your view, have the governance and coordination mechanisms identified been sufficient? Does the UN/government meet before PMC meetings?
2. Impact of multiple bilateral agreements- Have the TTPs facilitated coordination/implementation?
3. RC- what has been the involvement/role of the RC office? what are the lessons learned? (same for lead agency)
4. What have been the main management challenges? Lessons learned? How have difficulties been addressed
5. does the JP promote national ownership? What role does the ERD play as a coordination agency for the programme? Do you need a lead agency? (level of ownership?)- what are the lessons learned
6. Is there a clear institutional capacity building strategy in place?

7. What has been the impact of geographic dispersion (in terms of management, oversight, and M&E
8. Does the RC/ lead agency play a role in the JP advocacy? What is it, what could it be?

### **Sustainability**

9. How does the JP interact with the UN gender thematic group?
10. Will the achievements be sustainable? How (exit strategies)
11. Given the delays, is it still feasible to achieve the original goals set out in the PRODOC? If not, what should be prioritized?

### **Technical**

12. **Benefits and challenges of the outcome working groups. How have they supported the overall structure?**
13. Which of the three tiers of the strategy (policy and legal framework, changing behaviors related to violence against women/girls, protecting and helping victims) do you feel has been more successful, or has more potential for impact.
14. Given there are laws to avoid VAW, why is the focus of the programme on this as opposed to implementation and attitude change? Should outcome 1 focus on identifying and overcoming barriers to existing legal and policy tools
15. How are WFH developed by the programme different from traditional “inadequate” assistance
16. Have there been any advances in regards to personal law (CEDAW exceptions)

### **JPMO/UNFPA**

1. Every agency monitors its own activities. The JPMO, together with partners, maintains oversight through the quarterly color coded work plan and Coordination Workshops, and field trips to implementation sites are undertaken jointly. In addition Outcome Groups have started monitoring the programme in line with the outputs and outcomes, and the team has begun undertaking Joint Monitoring Visits, as well as sharing and joint stocktaking of resources.
2. The JP does not have a communication strategy, but most of the Agencies have their own communication and advocacy plan/ activities. The JPMO has initiated the preparation of an overall advocacy and communication plan.
3. Achievements with BRAC (NGO) - activities and impact
4. 16 day campaign (December) activities and impact

### **Design:**

- a. How does the focus on housekeeping relate to the objectives of the programme
- b. why is the Ministry of Expatriate Welfare & Overseas Employment the second largest beneficiary of the program

- c. Should outcome 1 focus on identifying and overcoming barriers to existing legal and policy tools
- d. Sustainability and impact of Outcome 2 given the limited timeframe
- e. Geographic coverage: Better understand selections of sites, objectives, how oversight is done and how it is integrated

#### Coordination:

- f. Given the extensive number of Multi agency coordination, analyze existing coordination mechanism and their efficiency, are they sufficient? Which ones? Analyze Coordination and management model to identify best practices and lessons learned.
- g. Is it efficient to have this many agencies together under one programme? What are the lessons learned
- h. Impact of multiple bilateral agreements- Have the TTPs facilitated coordination/implementation?
- i. Effectiveness and model of NSC and PMC. Confirm the PMC has set focal points at an adequate level

#### Process:

- j. What was the impact of moving the JPMO out of UNFPA
- k. What is the impact of the different mechanisms of implementation used by the different agencies, can lessons learned be identified

#### M&E

- l. Quality of New M&E framework
- m. How is quality of implementation monitored
- n. How is monitoring and joint monitoring undertaken, and how does it feed back into management decision making
- o. How does the geographic spread affect M&E

#### Communication

- p. Look into strategy being developed to bringing together all the communication, advocacy, awareness and sensitization elements of the project, together with the JPMO newsletter and the advocacy of the research undertaken.
- q. How are the multiple advocacy and communications initiatives centralized, what is the role of the Ministry of Information in this

## Annex 7-

### **TERMS OF REFERENCE FOR THE MID-TERM EVALUATION OF JOINT PROGRAMMES ON GENDER AND WOMEN EMPOWERMENT**

#### **General Context: The MDGF Gender and Women Empowerment Window**

##### JOINT PROGRAMME TO ADDRESS VIOLENCE AGAINST WOMEN (JP-VAW) IN BANGLADESH

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In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €528 million with the aim of contributing to progress on the MDGs and other development goals through the United Nations System. In addition, on 24 September 2008 Spain pledged €90 million towards the launch of a thematic window on Childhood and Nutrition. The MDGF supports countries in their progress towards the Millennium Development Goals and other development goals by funding innovative programmes that have an impact on the population and potential for duplication.

The MDGF operates through the UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. The Fund uses a joint programme mode of intervention and has currently approved 128 joint programmes in 50 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs.

The programmes in this window seek to contribute to the achievement of Goal 3 of the MDGs through interventions tackling dimensions of the gender equality window and the empowerment of women, such as: capacity, access to resources and opportunities, and security. The thematic window is comprised of 13 joint programmes aiming to include gender across the board in the design and implementation of public policies, so as to improve legal systems with regard to acknowledging and assuring the rights of women and children, increasing women's participation in the economic life of their communities and the country, and reducing violence.

The participants in the joint programmes within this window are highly diverse, ranging from national governments to local populations. Nearly all the joint programmes support governments at local and/or national level. The programmes also include women and children as direct participants, particularly victims of violence, and civil society organizations.

#### **The following points should be provided by the joint programme team**

- Describe the joint programme, programme name and goals; include when it started, what outputs and outcomes are sought, its contribution to the MDGs at the local and national levels, its duration and current stage of implementation.
- Summarize the joint programme's scale of complexity, including its components, targeted participants (direct and indirect), geographical scope (regions) and the socio-economic context in which it operates.
- It is also useful to describe the human and financial resources that the joint programme has at its disposal, the number of programme implementation partners (UN, national and local governments and other stakeholders in programme implementation).
- Changes noted in the programme since implementation began, and how the programme fits in with the priorities of the UNDAF and the National Development Strategies.

## 2. OVERALL GOAL OF THE EVALUATION

One of the roles of the Secretariat is to monitor and evaluate the MDGF. This role is fulfilled in line with the instructions contained in the Monitoring and Evaluation Strategy and the Implementation Guide for Joint Programmes under the Millennium Development Goals Achievement Fund. These documents stipulate that all joint programmes lasting longer than two years will be subject to an mid-term evaluation.

Interim evaluations are highly formative in nature and seek **improved implementation of the programmes during their second phase of implementation. They also seek and generate knowledge, identifying best practices and lessons learned** that could be transferred to other programmes. As a result, the conclusions and recommendations generated by this evaluation will be addressed to its main users: the Programme Management Committee, the National Steering Committee and the Secretariat of the Fund.

## 3. SCOPE OF THE EVALUATION AND SPECIFIC GOALS

The mid-term evaluation will use an expedited process to carry out a systematic, fast-paced analysis of the design, process and results or results trends of the **joint programme**, based on the scope and criteria included in these terms of reference. This will enable conclusions and recommendations for the joint programme to be formed within a period of approximately three months.

**The unit of analysis or object of study for this interim evaluation is the joint programme**, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during implementation.

This mid-term evaluation has the following **specific objectives**:

1. To discover the programme's **design quality and internal coherence** (needs and problems it seeks to solve) and its external coherence with the UNDAF, the National Development Strategies and the **Millennium Development Goals**, and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action.
2. To understand how the joint programme **operates** and assess the **efficiency of its management model** in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks within the **One UN** framework.
3. To identify the programme's **degree of effectiveness** among its participants, its contribution to the objectives of the **Gender and Women Empowerment thematic window**, and the Millennium Development Goals at the local and/or country level.

## 4. EVALUATION QUESTIONS, LEVELS AND CRITERIA

The main users of the evaluation represented in the evaluation reference group (Section 8 of the TOR), and specifically the coordination and implementation unit of the joint programme, are responsible for contributing to this section. Evaluation questions and criteria may be added or modified up to a reasonable limit, bearing in mind the viability and the limitations (resources, time, etc.) of a quick interim evaluation exercise.

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them. These criteria are, in turn, grouped according to the three levels of the programme.

#### **Design level:**

- **Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country, the Millennium Development Goals and the policies of associates and donors.**
  - a) Is the identification of the problems, the gender-based inequalities and gaps, with their respective causes, clear in the joint programme?
  - b) Are the indicators relevant and do they meet the quality needed to measure the outputs and outcomes of the joint programme?
  - c) To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programmes?
  - d) To what extent do the intervention objectives and strategies of the Joint Programme respond to national and regional plans and programmes (with particular regard to plans for gender equality or equivalent frameworks), to identified needs, and to the operational context of national politics? (CEDAW or equivalent frameworks)
- **Ownership in the design: Effective exercise of leadership by the country's civil society in development interventions**
  - a) To what extent have the implementing counterparts (Government line ministries, NGOs and civil society) been taken into consideration, participated, or have become involved, at the design stage of the development intervention?

#### **Process level:**

- **Efficiency: Extent to which resources/inputs (funds, time, etc.) have been turned into results**
  - a) To what extent does the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contribute to obtaining the predicted results?
  - b) To what extent are the participating UN agencies coordinating with each other, with the government and with civil society?
  - c) Are there efficient coordination mechanisms to avoid overloading the Government line Ministries?
  - d) Are the programme interventions ensuring the results of the joint programme?
  - e) How do the different activities of the joint programme interrelate and complement each other?
  - f) How has the JP responded to challenges identified at different levels?
- **Ownership in the process: Leadership by the country's national counterparts in development interventions**
  - a) To what extent have the target population and participants at different levels made the programme their own? What modes of participation have taken place?
  - b) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's objective and produce results and impacts?

### Results level:

- **Effectiveness: Extent to which the objectives of the development intervention have been achieved or are expected to be achieved.**

- a) Is the programme making progress towards achieving the set results?
  - a. To what extent and in what ways is the joint programme contributing to the Millennium Development Goals on a local level and in the country?
  - b. In what ways is the joint programme contributing to the objectives set by the thematic window on gender equality and the empowerment of women?
- b) Is the Annual Work Plan in line with the Revised Result Framework? What factors are contributing to progress or delay in the achievement of the results?
- c) Does the programme have monitoring mechanisms in place to measure progress of the envisaged results?
- d) Is the programme providing coverage of the participating population as planned in the joint programme document?
- e) What good practices or successful experiences or transferable examples have been identified?
- f) In what way has the joint programme contributed towards the issue of gender inequality / violence against women being included on the public agenda? To what extent has it helped to build up and/or bolster communication and cooperation among women's groups, civil society organizations and decision-makers?

### Sustainability: Probability of the benefits of the intervention continuing.

- a) Identify conditions at local and national level which could prove crucial in ensuring the sustainability of the joint programme?
  - i. Is the programme supported by national and/or local institutions?
  - ii. Are these institutions showing technical capacity and leadership commitment to keep working with the programme and to repeat it?
  - iii. Have capacities been created and/or reinforced in national counterparts?
  - iv. Do the national counterparts have sufficient financial capacity to keep up the benefits produced by the programme?
  - v. Is the duration of the programme sufficient to ensure a cycle that will project the sustainability of the interventions?
- b) To what extent are the visions and actions of the national counterparts consistent or divergent with regard to the joint programme?

### Country level

- a) What lessons learned or good transferable practices to other programmes or countries have been observed during the evaluation analysis?
- b) To what extent and in what ways is the joint programme contributing to progress towards United Nations reform? One UN
- c) How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the joint programme?
- d) To what extent is the joint programme helping to influence the country's public policy framework?

## 5. METHODOLOGICAL APPROACH

The mid-term evaluations will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR, the availability of resources and the priorities of stakeholders. In all cases, consultants are expected to analyse all relevant information sources, such as annual reports, programme documents, internal review reports, programme files, strategic country development documents and any other documents that may provide evidence on which to form opinions. Consultants are also expected to use interviews as a means to collect relevant data for the evaluation.

The methodology and techniques to be used in the evaluation should be described in detail in the desk study report and the final evaluation report, and should contain, at a minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory techniques.

## 6. EVALUATION DELIVERABLES

The consultant is responsible for submitting the following deliverables to the Secretariat of the MDGF:

**□□□ Inception Report** (to be submitted within seven days of the submission of all programme documentation to the consultant)

This report will be 5 to 10 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The desk study report will propose an initial theory of change to the joint programme that will be used for comparative purposes during the evaluation and will serve as an initial point of agreement and understanding between the consultant and the evaluation managers.

**□□□ Draft Final Report** (to be submitted within 10 days of completion of the field visit)

The draft final report will contain the same sections as the final report (described in the next paragraph) and will be 20 to 30 pages in length. This report will be shared among the evaluation reference group. It will also contain an executive report of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. The final report will be shared with evaluation reference group to seek their comments and suggestions.

**□□□ Final Evaluation Report** (to be submitted within seven days of receipt of the draft final report with comments)

The final report will be 20 to 30 pages in length. It will also contain an executive report of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. The final report will be sent to the evaluation reference group. This report will contain the following sections at a minimum:

1. Cover Page
2. Introduction
  - Background, goal and methodological approach
  - Purpose of the evaluation
  - Methodology used in the evaluation
  - Constraints and limitations on the study conducted

3. Description of interventions carried out
  - - Initial concept
  - - Detailed description of its development: description of the hypothesis of change in the programme.
4. Levels of Analysis: Evaluation criteria and questions
5. Conclusions and lessons learned (prioritized, structured and clear)
6. Recommendations
7. Annexes

## 7. ETHICAL PRINCIPLES AND PREMISES OF THE EVALUATION

The mid-term evaluation of the joint programme is to be carried out according to ethical principles and standards established by the United Nations Evaluation Group (UNEG).

- **Anonymity and confidentiality.** The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.
- **Responsibility.** The report must mention any dispute or difference of opinion that may have arisen among the consultants or between the consultant and the heads of the Joint Programme in connection with the findings and/or recommendations. The team must corroborate all assertions, or disagreement with them noted.
- **Integrity.** The evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention.
- **Independence.** The consultant should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof.
- **Incidents.** If problems arise during the fieldwork, or at any other stage of the evaluation, they must be reported immediately to the Secretariat of the MDGF. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results stipulated by the Secretariat of the MDGF in these terms of reference.
- **Validation of information.** The consultant will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report.
- **Intellectual property.** In handling information sources, the consultant shall respect the intellectual property rights of the institutions and communities that are under review.
- **Delivery of reports.** If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

## 8. ROLES OF ACTORS IN THE EVALUATION

The main actors in the interim evaluation process are the Secretariat of the MDGF, the management team of the joint programme and the Programme Management Committee that could be expanded to accommodate additional relevant stakeholders. This group of institutions and individuals will serve as the evaluation reference group. The role of the evaluation reference group will extend to all phases of the evaluation, including:

- Facilitating the participation of those involved in the evaluation design.
- Identifying information needs, defining objectives and delimiting the scope of the evaluation.
- Providing input on the evaluation planning documents,( Work Plan and Communication, Dissemination and Improvement Plan).
- Providing input and participating in the drafting of the Terms of Reference.
- Facilitating the evaluation team's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods.
- Monitoring the quality of the process and the documents and reports that are generated, so as to enrich these with their input and ensure that they address their interests and needs for information about the intervention.
- Disseminating the results of the evaluation, especially among the organizations and entities within their interest group.

The Secretariat of the MDGF shall promote and manage Joint Programme mid-term evaluation in its role as proponent of the evaluation, fulfilling the mandate to conduct and finance the joint programme evaluation. As manager of the evaluation, the Secretariat will be responsible for ensuring that the evaluation process is conducted as stipulated, promoting and leading the evaluation design; coordinating and monitoring progress and development in the evaluation study and the quality of the process. It shall also support the country in the main task of disseminating evaluation findings and recommendations.

## **9. TIMELINE FOR THE EVALUATION PROCESS**

### **A. Design phase (15 days total)**

1. Each of the Secretariat's portfolios managers shall send the generic TOR for the window in question to the specific country where the evaluation takes place. These are then to be adapted to the concrete situation of the joint programme in that country, using the lowest common denominator that is shared by all, for purposes of data aggregation and the provision of evidence for the rest of the MDGF levels of analysis (country, thematic window and MDGF).

This activity requires a dialogue between the Secretariat and the reference group of the evaluation (the body that comments on and reviews but does not interfere with the independent evaluation process). This dialogue should be aimed at rounding out and modifying some of the questions and dimensions of the study that the generic TOR do not cover, or which are inadequate or irrelevant to the joint programme.

2. The TOR will be sent to the MDG-F Secretariat consultant.
3. From this point on, each programme officer is responsible for managing the execution of the evaluation, with three main functions: to facilitate the work of the consultant, to serve as interlocutor

between the parties (consultant, joint programme team in the country, etc.), and to review the deliverables that are produced.

## **B. Execution phase of the evaluation study (55-58 days total)**

### **Desk study (15 days total)**

1. Briefing with the consultant (**1 day**). A checklist of activities and documents to review will be submitted, and the evaluation process will be explained. Discussion will take place over what the evaluation should entail.
2. Review of documents according to the standard list (see TOR annexes; programme document, financial, monitoring reports etc.).
3. Submission of the inception report including the findings from the document review specifying how the evaluation will be conducted. The inception report is sent and shared with the evaluation reference group for comments and suggestions (within **seven days of delivery of all programme documentation to the consultant**).
4. The focal person for the evaluation (joint programme coordinator, resident coordinator office, etc) and the consultant prepare and agenda to conduct the field visit of the evaluation. (Interview with programme participants, stakeholders, focus groups, etc) (Within **seven days of delivery of the desk study report**).

### **Field visit (9-12 days)**

1. The consultant will travel to the country to observe and contrast the preliminary conclusions reached through the study of the document revision. The planned agenda will be carried out. To accomplish this, the Secretariat's programme officer may need to facilitate the consultant's visit by means of phone calls and emails, making sure there is a focal person in the country who is his/her natural interlocutor by default.
2. The consultant will be responsible for conducting a debriefing with the key actors he or she has interacted with.

### **Final Report (31 days total)**

1. The consultant will deliver a draft final report, which the Secretariat's programme officer shall be responsible for sharing with the evaluation reference group (**within 10 days of the completion of the field visit**).
2. The evaluation reference group may ask that data or facts that it believes are incorrect be changed, as long as it provides data or evidence that supports its request. The evaluator will have the final say over whether to accept or reject such changes. For the sake of evaluation quality, the Secretariat's programme officer can and should intervene so that erroneous data, and opinions based on erroneous data or not based on evidence, are changed (**within seven days of delivery of the draft final report**).

The evaluation reference group may also comment on the value judgements contained in the evaluation, but these may not affect the evaluator's freedom to express the conclusions and recommendations he or she deems appropriate, based on the evidence and criteria established.

3. The Secretariat's programme officer shall assess the quality of the evaluation reports presented using the criteria stipulated in the annex to this evaluation strategy **(within seven days of delivery of the draft final report)**.
  4. On the completion of input from the reference group, the evaluator shall decide which input to incorporate and which to omit. The Secretariat's programme officer shall review the final copy of the report, and this phase will conclude with the delivery of this report to the evaluation reference group in the country **(within seven days of delivery of the draft final report with comments)**.
- C. Phase of incorporating recommendations and improvement plan (within seven days of delivery of the final report):**
1. The Secretariat's programme officer, as representative of the Secretariat, shall engage in a dialogue with the joint programme managers to establish an improvement plan that includes recommendations from the evaluation.
  2. The Secretariat's programme officer will hold a dialogue with the point person for the evaluation to develop a simple plan to disseminate and report the results to the various interested parties.

## 10. ANNEXES

### a) Document Review

**This section must be completed and specified by the other users of the evaluation but mainly by the management team of the joint programme and by the Programme Management Committee. A minimum of documents that must be reviewed before the field trip shall be established; in general terms the Secretariat estimates that these shall include, as a minimum:**

#### MDG-F Context

- MDGF Framework Document
- Summary of the M&E frameworks and common indicators
- General thematic indicators
- M&E strategy
- Communication and Advocacy Strategy
- MDG-F Joint Implementation Guidelines

#### Specific Joint Programme Documents

- Joint Programme Document: results framework and monitoring and evaluation framework
- Mission reports from the Secretariat
- Quarterly reports
- Mini-monitoring reports

- Biannual monitoring reports
- Annual reports
- Annual work plan
- Financial information (MDTF)

Other in-country documents or information

- Evaluations, assessments or internal reports conducted by the joint programme
- Relevant documents or reports on the Millennium Development Goals at the local and national levels
- Relevant documents or reports on the implementation of the Paris Declaration and the Accra Agenda for Action in the country
- Relevant documents or reports on One UN, Delivering as One

**c) File for the Joint Programme Improvement Plan**

After the interim evaluation is complete, the phase of incorporating its recommendations shall begin. This file is to be used as the basis for establishing an improvement plan for the joint programme, which will bring together all the recommendations, actions to be carried out by programme management.

**Outcome group members and objectives**  
**JP-VAW**

**Outcome I:**

Policies and legal framework aimed at preventing violence against women (VAW), protecting and supporting survivors adopted, implemented and monitored

Agencies: Lead UN WOMEN; ILO; UNFPA; WHO

**Outcome II:**

Social attitudes and behavioral changes effected to reduce violence against women (VAW) and discriminatory practices

Agencies: Lead UNFPA; ILO; IOM; UNAIDS; UNESCO; UNDP; UN WOMEN

**Outcome III:**

Conducive environment created, and capacities enhanced for providing support and care for women and girls who are vulnerable to, and/ or have survived, violence

Agencies: Lead UNFPA; IOM; UNAIDS; UNICEF