Terms of Reference for the Evaluation of NAP 1325 Monitor Project
Background

Afghanistan’s National Action Plan (NAP) 1325 was launched in 2015 to implement the United Nations Security Council Resolution (UNSCR) 1325. The action plan is designed to be implemented through several key ministries and support agencies including the civil society at the central and provincial levels. The Ministry of Foreign Affairs (MoFA) of Afghanistan is responsible for coordinating implementation efforts and monitoring progress towards meeting the NAP 1325 objectives at the formal level. Civil society organizations are given the monitoring role besides its supporting role in the implementation of NAP 1325.

The project NAP 1325 Monitor (January 1, 2017 – December 31, 2020) is being implemented by Afghanistan Public Policy Research Organization (APPRO) with funding from the Swedish International Development Cooperation Agency (Sida) to monitor progress toward NAP 1325 objectives, conduct in-depth research on thematic issues identified through ongoing monitoring, and generate an evidence base for informed policy making, budgeting, and action including advocacy by civil society toward gender equality in Afghanistan at the national and provincial levels.

NAP 1325 Monitor entails a strong focus on multi-actor partnerships, notably the role of civil society at large and women’s rights organizations in particular, to create linkages between society and its public institutions.

The specific objectives of NAP 1325 are the following:

1. Establish baseline conditions based on the available information, particularly APPRO’s own ongoing work on challenges faced by women throughout Afghanistan, and report negative and positive changes for action and learning, respectively. The findings from ongoing monitoring are expected to feed into state-civil society interface on WPS objectives as outlined in Afghanistan’s NAP 1325. Ongoing monitoring will compile an up-to-date evidence base for advocacy by women and their organizations and responsive action by the government.

   Monitoring will be carried out using a standardized methodology based on a comprehensive set of indicators developed from the United Nations Security Council Resolution 1325 (UNSCR 1325), subsequent related resolutions, and Afghanistan’s NAP 1325.

2. Generate practical policy recommendations for interventions by civil society and the government on meeting WPS objectives as specified in UNSCR 1325 and Afghanistan’s NAP 1325. APPRO will work with women-centered civil society organizations on evidence-based, constructive advocacy to engage state actors and with state actors on how to utilize evidence-based, constructive advocacy messaging for more inclusive, relevant, and effective policy making on WPS.

3. Disseminate information from the monitoring and related research to national audiences and international audiences through APPRO-Europe in Brussels and other international fora with a focus on Afghanistan and/or women’s peace and security.¹

¹ For more information on the NAP 1325 sub-committee under National Advocacy Committee for Public Policy (NAC-PP), see: http://www.nac-pp.net/category/nap-1325/. For more information on APPRO-Europe, see: www.appro-europe.net
Evaluation Object and Scope

The focus of this evaluation is the NAP 1325 Monitor project, funded by Sida and implemented by APPRO. Launched in January 2017, the project is designed to carry out a full implementation analysis of Afghanistan’s NAP 1325 over a period of four years consisting of robust monitoring, related in-depth research, evaluations, and training and mentoring to build capacity of government and civil society organizations to support the operationalization of NAP 1325 in Afghanistan.

The evaluation will focus on the period from January 1, 2017 to December 31, 2018 which aligns with NAP 1325 Monitor’s annual planning and reporting cycles.

APPRO has provincial offices in north (Mazar-e Sharif), west (Herat), south (Kandahar), east (Jalalabad) and center (Bamyan) of Afghanistan. The evaluator(s) will interview APPRO personnel at APPRO’s regional offices and sampled beneficiaries from each region. In addition, the evaluators may consider interviewing APPRO’s partners and other NAP 1325 stakeholders based on their assessment at the inception phase.

Evaluation Purpose, Intended Use and Intended Users

The purpose of this mid-term evaluation is to assess the extent to which NAP 1325 Monitor has been successful in meeting its primary objectives and inform Sida and APPRO on what approaches have worked well and less well. The evaluation will be used to inform APPRO on how the project’s theory of change can be adjusted and improved.

The primary intended users of the evaluation are APPRO and Sida.

Additional stakeholders may be informed of the findings from this mid-term evaluation, subject to consultation with Sida, are:

- APPRO’s partners in the NAP 1325 Sub-committee of National Advocacy Committee
- NAP 1325 stakeholders including MoFA and the UN Women’s country office in Afghanistan
- NAP 1325 focal points

Evaluation Objective and Evaluation Questions

This mid-term evaluation will serve to:

- Assess NAP 1325 Monitor’s success in achieving its objectives, including expected outcomes and outputs (Appendix 1).
- Highlight NAP 1325 Monitor’s main successes, challenges, and shortcomings in meeting its objectives.
- Evaluate NAP 1325 Monitor’s management and operational performance.
- Review NAP 1325 Monitor’s working relationships with government entities, civil society organizations and other relevant actors, including international donors.
- Specify lessons learned from NAP 1325 Monitor for future programming on gender equality and
women’s rights in Afghanistan.

**Relevance**

The extent to which the intervention is suited to the priorities and policies of the target group, the recipient country and the donor.

**Questions:**
- To what extent are the expected results of NAP 1325 Monitor relevant to the primary stakeholders’ needs and priorities?
- To what extent are the expected results of NAP 1325 Monitor relevant to local partners’ needs and priorities?
- To what extent are the expected results of NAP 1325 Monitor relevant to Afghanistan’s women rights needs and priorities?

**Efficiency**

Measures the outputs – qualitative and quantitative – in relation to the inputs. Efficiency assessment generally requires comparing alternative approaches to achieving the same outputs, based on whether or not the outputs specified in the objectives were met in a timely and economical manner. Efficiency assessment will also review of budgeted activities versus actual expenditures per activity, carry out a variance analysis, and highlight unbudgeted activities.

**Questions:**
- To what extent has the implementation of NAP 1325 Monitor been managed efficiently?
- To what extent have the results been achieved on time and on budget?
- If relevant, what are the reasons for not achieving results on time and on budget?

**Effectiveness**

A measure of the extent to which the intervention attains its objectives.

**Questions:**
- Has NAP 1325 Monitor achieved the expected results / outcomes and outputs expected to date?
- From the primary stakeholders’ point of view, has NAP 1325 Monitor achieved the expected results?
- What are the reasons for the achievement or non-achievement of the project’s objectives?

**Impact**

The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators. The examination should include the positive and negative impact of external factors, such as changes in the political and security.
• What has happened as a result of the activities of NAP 1325 Monitor?
• What differences has the project made to its beneficiaries?
• Who has been affected by this project and how?
• What is the overall impact of the project in terms of direct or indirect, negative and positive results?

**Sustainability**

Measures whether the benefits of an activity are likely to continue after donor funding has been withdrawn.

**Questions:**

- What is the likelihood that results/benefits of NAP 1325 Monitor will continue after Sida’s funding and involvement ends?
- What were the major factors that influenced the achievement or non-achievement of sustainability of NAP 1325 Monitor objectives, particularly in terms of policy modification, and collaboration on the women, peace and security agenda between state authorities and civil society?

In addition, the evaluator(s) will assess the degree to which NAP 1325 Monitor has been able to act independently and transparently in managing its human resource needs and issues, reference Component 4 of the NAP 1325 Monitor project.

**Evaluation Approach and Methodology**

The evaluation will comprise two phases:

**Inception phase**

During the inception phase, the evaluator will develop and agree with APPRO on the evaluation approach and methodology, focus, data collection tools, and the final outputs, budget and schedule. This will involve document review, and discussions and meetings with the senior managers to determine priority learning needs.

**Evaluation phase**

In this phase, the evaluator will implement the agreed evaluation framework and finalize the evaluation report following consultation with APPRO management and wider stakeholders on draft findings and recommendations. This will involve fieldwork, interviewing key informants in Kabul and five provinces where APPRO has regional offices. The evaluation approach and specific methods will be proposed by the evaluator and discussed, further developed and agreed with APPRO’s management and with input from Sida during the inception phase.

APPRO anticipates that data will be gathered using the following methods.

**Document Review:** of a sample of reports produced by APPRO for NAP 1325 Monitor, including research reports, policy briefs, monitoring reports, and annual reports. The document review will take place during the inception phase.
**Semi-structured Interviews with Key Informants:** Interviews will be held with key stakeholders from government entities and civil society. The interviews will be carried out in Kabul.

**Briefing Workshop:** at the end of the evaluation, the evaluator(s) will present the findings, conclusions and recommendations to APPRO and Sida as appropriate.

**Data Analysis:** The collected information from the document review and the interviews will be organized in a matrix with reference to the data source and the specific indicator under each evaluation criteria for rapid access. This information will be analyzed to identify trends and patterns for each of the evaluation criterion and related questions. In cases of divergence, further data collection may be undertaken as appropriate. Comparison will also be made across different themes and geographic locations.

**Credibility and Reliability:** Multiple sources of information will be used to support each finding and recommendation.

**Evaluation Management**

The Evaluator is expected to work independently, but in consultation with and facilitation from APPRO. An external evaluator will be recruited by APPRO to conduct the evaluation and report to APPRO’s management as well as Sida.

A steering group comprising of APPRO’s Executive Director, Finance Manager, and Project Manager will oversee and support day to day delivery of the evaluation. An advisory group including a representative from Sida will be formed to provide feedback on draft findings and recommendations. The full composition of the advisory group will be agreed during the inception phase. APPRO will provide administrative support towards organization of documentation, interviews, and meetings.

**Evaluation Deliverables**

**Inception Report:** The evaluator(s) will submit an inception report with revised TOR.

**Draft Work Plan:** The evaluator(s) will submit a draft work plan together with the Inception Report, to be shared with the project partners and other stakeholders, as appropriate.

**Draft Evaluation Report:** The evaluator(s) will submit a draft evaluation report to the advisory group within a maximum of four (4) weeks after the completion of the evaluation. The draft report will include the following sections:

- Rationale and Purpose of the Evaluation
- Specific Objectives of the Evaluation
- Scope of the Evaluation
- Stakeholders
- Evaluation Approach and Methodology
- Limitations
- Key Findings
- Key Conclusions
- Key Recommendations
- Key Lessons Learned

**Final Evaluation Report:** Within two weeks of receiving comments from the advisory group, the evaluator(s) will submit the final evaluation report to APPRO.

**Presentation of the Final Report:** The final report will be presented by the evaluator(s) in a workshop to present the findings, conclusions, recommendations and lessons learned at a time and location to be agreed with APPRO and Sida.

**Evaluation Quality**

The evaluation should conform to the DAC/OECD evaluation criteria of Relevance, Efficiency, Effectiveness, Impact and Sustainability. The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

**Time Schedule**

This mid-term evaluation, including the field mission, will be carried out in January and February 2019. The final evaluation report will be submitted to the APPRO/Sida in March 2019.

**Evaluation Team Qualifications**

The evaluation will be carried out by a suitably-qualified, independent and experienced consultant(s), allowing for the required mix of skills and coordination of head office-/field-based work. The competency profile of the successful consultant(s) will include (as selection criteria):

**Essential:**

- Academic, post-graduate degree in one of the social sciences.
- Strong track record in undertaking project and program evaluations at the organizational level.
- A solid understanding of evaluation methods and experience of participatory, theory-of-change and mixed-methods approaches.
- Excellent interpersonal and strong communication skills, in both written and verbal English (will be required to share examples of previous written work).

**Desirable:**

- Demonstrable experience and technical expertise in the women, peace and security agenda.
- An understanding or experience of working with issues of public policy making and implementation.
Selection process

The evaluator will be selected by an Evaluation Bid Committee drawn from the Steering Group following APPRO’s Negotiated Procurement Procedure. Submitted Expressions of Interest will be reviewed according to the above selection criteria, the suitability of the proposed approach and financial stewardship considerations. Final selection will be made by December 20, 2018. Expressions of Interest should include a brief outline of the proposal, interpretation of the evaluation brief, evaluation approach, method/tools, and a cost schedule including the number of days per phase, skills and division of roles within the Evaluation Team – if more than one person, CV, references, and examples of similar previous work should be added.

Resources

Maximum fee for this consultancy is 25,000 USD, inclusive, based on the number of days, to be agreed by negotiation, including preparation, site visits, translation and in-country consultants. Travel (Economy Class) and accommodation expenses (mid-range) are reimbursable based on submission of original receipts and supporting paper work.

Interested and eligible evaluators are invited to submit:

1. CVs of the evaluators
2. A short expression of interest – maximum 4 pages - detailing the evaluators’ proposed approach to conducting the mid-term evaluation, proposed methodologies and more generally how the requirements in the Terms of Reference will be met.
3. A financial expectation to carry out the evaluation; and
4. The contact details of two references.

Please send your Expression of Interest by January 10, 2019 to: communications@appro.org.af
Appendix 1: NAP 1325 Monitor Project Summary

Goal

NAP 1325 Monitor will carry out a full implementation analysis of Afghanistan’s NAP 1325 over a period of four years consisting of robust monitoring, related in-depth research, evaluations, and training and mentoring to build capacity of government and civil society organizations to support the operationalization of NAP 1325 in Afghanistan.

Expected Outcome

NAP 1325 Monitor will to contribute to good governance in gender-focused programming and policy implementation through informed and constructive engagement and advocacy by civil society aimed at local (provincial), national and international stakeholders. This includes a strong focus on multi-actor partnerships, notably the role of civil society at large and women’s rights organizations in particular, to create linkages between society and its public institutions. These linkages are expected to result in government transparency, responsiveness, and accountability on its commitment to protect and promote women’s basic rights, as articulated in NAP 1325.

The key, multi-faceted, outcome of this program will be increased capacity and evidence-based responsiveness of public institutions to protection and promotion of women’s rights in Afghanistan consistent with the requirements of UNSCR 1325, related Resolutions, and Afghanistan’s NAP 1325.

Objectives

The specific objectives of NAP 1325 Monitor are to:

4. Establish baseline conditions based on the available information, particularly APPRO’s own ongoing work on challenges faced by women throughout Afghanistan, and report negative and positive changes for action and learning, respectively. The findings from ongoing monitoring are expected to feed into state-civil society interface on WPS objectives as outlined in Afghanistan’s NAP 1325. Ongoing monitoring will compile an up-to-date evidence base for advocacy by women and their organizations and responsive action by the government. Monitoring will be carried out using a standardized methodology based on a comprehensive set of indicators developed from the United Nations Security Council Resolution 1325 (UNSCR 1325), subsequent related resolutions, and Afghanistan’s NAP 1325.

5. Generate practical policy recommendations for interventions by civil society and the government on meeting WPS objectives as specified in UNSCR 1325 and Afghanistan’s NAP 1325. APPRO will work with women-centered civil society organizations on evidence-based, constructive advocacy to engage state actors and with state actors on how to utilize evidence-based, constructive advocacy messaging for more inclusive, relevant, and effective policy making on WPS.

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2 In this case, good governance refers to the capacity of relevant stakeholders in Afghanistan, including the public institutions, civil society actors (particularly women’s rights organizations), and international actors to effectively address the needs of the Afghan women in gaining access to their basic human rights.
6. Disseminate information from the monitoring and related research to national audiences and international audiences through APPRO-Europe in Brussels and other international fora with a focus on Afghanistan and/or women’s peace and security.  

This monitoring, research, and training program is also expected to prove useful in identifying entry points for the implementation of Sweden’s own NAP 1325 and its implications for Swedish foreign policy and Sweden’s development aid programming in Afghanistan.

**Scope**

Thirty-three districts in 12 provinces will be the sites of this intervention. The provinces are Kabul, Bamyan, Daikundi, Balkh, Kunduz, Samangan,, Nangarhar, Laghman, Khost, Kandahar, Nimruz, and Herat. In a volatile environment with a rapidly evolving security situation, the selection of these provinces is based on factors ensuring heterogeneity in the social, political, economic and security situation of the target provinces. These include geographical repartition across the Afghan territory, heterogeneity of socio-economic profiles, and diversity in security situation and development focus.

The findings generated through monitoring will provide accurate, up-to-date, and practical information on the conditions of women in rapidly changing environments. The availability of monitoring information is likely to feed into decisions by the Government of Afghanistan and the international community on programming for Women, Peace, and Security objectives as outlined in Afghanistan’s NAP 1325.

**Table 1: Project Scope / Geographical Cover**

<table>
<thead>
<tr>
<th>North:</th>
<th>West:</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Balkh (Mazar + Khulm + Balkh district)</td>
<td>4. Herat (Center + 2 rural)</td>
</tr>
<tr>
<td>2. Kunduz (Center + Imam Sahib + Aliabad)</td>
<td>5. Nimruz (Zaranj, Chakhansur, Chaharburjak)</td>
</tr>
<tr>
<td>3. Samangan (Aybak + 1 rural)</td>
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<table>
<thead>
<tr>
<th>Center:</th>
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<tbody>
<tr>
<td>6. Bamyan (Center + Yakawlang + Shiber)</td>
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<tr>
<td>7. Daikundi (Nili +Shahristan)</td>
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<table>
<thead>
<tr>
<th>East:</th>
</tr>
</thead>
<tbody>
<tr>
<td>8. Nangarhar (Jalalabad + Kama + Surkh Rod)</td>
</tr>
<tr>
<td>9. Laghman (Mehtarlam + Alingar)</td>
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<table>
<thead>
<tr>
<th>South:</th>
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</thead>
<tbody>
<tr>
<td>10. Kandahar (Center + Arghandab + Daman)</td>
</tr>
<tr>
<td>11. Khost (Center + Tere Zayi + Mando Zayi)</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Kabul</th>
</tr>
</thead>
<tbody>
<tr>
<td>12. Kabul (Kabul city + Khak-e Jabbar + Istalif)</td>
</tr>
</tbody>
</table>

Total Number Provinces = 12, Total number of Districts = 33

**Program Components**

The objectives for NAP 1325 Monitor will be met by three interrelated project components:

- **Component 1** will establish the current conditions of women’s rights in 13 provinces in Afghanistan based on the existing information and APPRO’s extensive work throughout Afghanistan focusing on women’s rights and how these rights are being affected by significant

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*For more information on APPRO-Europe, see: [www.appro-europe.net](http://www.appro-europe.net)*
changes since 2011. The subsequent, regular monitoring reports will generate up-to-date information on women’s rights conditions for a period of four years.

- **Component 2** will provide structured training and mentoring to enhance synergies between civil society actors, women’s rights organizations, and relevant government stakeholders in constructive, evidence-based advocacy by civil society and responsive policy design and implementation by the Government of Afghanistan in meeting its WPS commitments and monitoring of progress on NAP 1325 objectives through tailor-made trainings, regular mentoring and follow up, and facilitation.

- **Component 3** will monitor the commitment by, and accountability, of key government institutions in the implementation of NAP 1325 through the establishment of a scorecard to report on progress on NAP 1325 objectives, with the results being disseminated and followed up by a dedicated sub-committee of the National Advocacy Committee for Public Policy (NAC-PP). More information on the NAP 1325 sub-committee is available through: [http://www.nac-pp.net/category/nap-1325/](http://www.nac-pp.net/category/nap-1325/)

The findings from the monitoring will feed into the development of tailor-made capacity building and support for women’s rights’ actors and state institutions relevant to the implementation of NAP 1325, and allow for informed advocacy through NAC-PP’s NAP 1325 sub-committee on women’s rights at provincial, national, and international levels as an integrated component of the policy making process.

The resultant close working relationship and increased interface between civil society and government authorities, particularly between the Ministry of Foreign Affairs, TWG members and civil society and women’s rights’ organization is expected to increase synergies between the government and its polity, facilitate moving toward better (or good) governance on women’s place in society and their key roles in conflict resolution and peace processes, and government accountability on how it addresses the many inequalities faced by Afghan women.

**Project Alignment with Afghanistan’s NAP 1325**

NAP 1325 Monitor will have a sectoral approach focusing on key sectors and relevant ministries where women can and must play strategic roles. The key sectors for NAP 1325 Monitor will be: Justice, Health, Education, Labor, and Displaced communities.

APPRO currently has Memoranda of Understanding with the Ministry of Foreign Affairs, Ministry of Justice, Ministry of Public Health, and the Ministry of Education for other projects. APPRO is also in the process of signing MoUs with the Ministry of Women’s Affairs, Ministry of Hajj and Religious Affairs,

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4 APPRO has current data and ongoing data collection on 18 provinces and thus the necessity for a baseline for NAP 1325 Monitor will be unlikely. APPRO may propose the collection of some additional data if the existing data is assessed as lacking specific information. The final list of provinces and districts in each province will be finalized in consultation with Sida.

5 The proposed 4-year length of this program may be changed, subject to consultations with Sida.

6 The trainings for government officials and civil society and women’s rights organizations will be conducted based on internationally recognized curricula, implemented by APPRO in Kabul and certified by Ghent University (Belgium).

7 These ministries are consistent with the key ministries specified in Afghanistan’s NAP 1325.
Ministry of Labor, Social Affairs, Martyrs and Disabled, Ministry of Refugees and Returnees, and Afghanistan National Disaster Management Authority.\textsuperscript{8}

\textsuperscript{8} These last two entities will be instrumental for NAP 1325 objectives on Pillar 4, Relief and Recovery.