

Terms of Reference

Final Evaluation of Demo Finland's programme

Women in Decision-making for inclusive Sri Lanka 2019-2023

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1 Background of the programme

In 2019, One Text Initiative (OTI) and Political Parties of Finland for Democracy (Demo Finland) launched an initiative in support of women's to political participation in Sri Lanka with the objective to increase women's participation in the political parties of Sri Lanka. Despite the country's official commitment to international human rights instruments and conventions, women in Sri Lanka remain behind in terms of political representation compared both internationally and with other South Asian countries. However, a step towards gender equality in politics was taken in 2017 as Sri Lankan women secured 25 percent quota in local authority level governance. These newly elected women councillors have been the main target group of the programme.

One Text Initiative (OTI) is the only institution that is owned jointly by the representatives of Sri Lankan political organizations. In OTI, multiple political stakeholders and parties to the Sri Lankan decision making, who are committed to the development of Sustainable Sri Lanka, have come together. It is effectively owned by the stakeholders involved in the political decision making in the country. OTI is dedicated to promote and facilitate consensus-based policies in the political sphere, ensuring the representation of all political parties and groups, and resolving conflicts among such groups through dialogue. OTI nurtures an environment where no one is excluded or left behind, all political ideologies and positions are respected. OTI works towards common grounds that all parties can accommodate to bring acceptable, viable, durable and sustainable peace and growth of the country.

Political Parties of Finland for Democracy – Demo Finland is a co-operative organization of all Finnish political parties with representation in Parliament. Demo Finland enhances democracy by supporting collaborative programmes in new and developing democracies around the world. Demo Finland strengthens parties in terms of strategic thinking, political programming, ensuring inclusivity, and good command of the principles of democracy. Demo Finland also strengthens the dialogue between parties to promote open political interaction. Successful dialogue leads to mutual respect and listening, as well as creates space for policies that take different views into account. Constructive political dialogue increases citizens' confidence in representative democracy. Demo

Finland supports its partners in facilitating dialogue and creates safe spaces for an ongoing dialogue between parties.

Sri Lanka Institute of Local Government (SLILG) is the training and capacity development arm of the Ministry of Provincial Councils and Local Government. It is a dedicated institute for that purpose. Since 2016, SLILG has been actively involved in promoting the involvement of women in local governance. During the programme implementation, OTI and SLILG cooperated in providing the training for the women councillors. This cooperation resulted in the signing of a Memorandum of Understanding between OTI and SLILG regarding the training of the women councillors.

2 Theory of Change and Expected Outcomes of the programme Women in Decision-making for inclusive Sri Lanka 2019-2023

The programme Women in Decision-making for inclusive Sri Lanka 2019-2023 has consisted of annually renewed agreements, each defining the specific objectives and Theory of Change. Despite slight changes in formulations, throughout the years the overall objective has been *Strengthened and inclusive multi-party system in which women have equal influence and leadership in decision-making processes.*

The assumptions underlying this overall objective are that

1. skills and knowledge would enable women councillors to better channel voters' concerns into inclusive decisions and policies.
2. improved participation and supporting environment within political parties enhances abilities of women the content of politics and take up leadership positions.
3. improved image of women politicians to influence politicians in media and in the society would give women politicians more space to perform as better leaders.

After the pilot phase in 2019-2020, the Theory of Change has relied on three long-term outcomes or pillars with specific outcomes as outlined below. Each of these pillars has had slightly different specifications emphases as per annual plan.

1. **SKILLS:** Women local councillors apply skills and knowledge to perform as better leaders

- 1.1. Women local councillors are aware of laws and operational procedures on local councils in Sri Lanka.
- 1.2. Women local councillors have and use a broad set of communication skills.
- 1.3. Women local councillors actively channel opinions and concerns of their voters and bring focus to women's issues at the local level.
- 1.4. Women local councillors communicate with peers across party lines through the established network.

Under this outcome, the underlying assumption is that training would enhance capacities of women local councillors and that women local councillors can make time for trainings.

Short list of activities under this outcome:

1. Trainings women local councillors on several topics related to among others their role in the local administration, operational aspects of local governments, budgeting and campaigning.
2. Creating a network of women local councillors.
3. Training for the council officials on Gender equality and social inclusion.
4. A study on the Women's Committees established in the local administration.

2 SPACE: Political parties are more gender inclusive

- 2.1 Political parties are aware of what is a gender-responsive action plan/ strategy and how they have been applied internationally and in Sri Lanka.
- 2.2 Political parties have taken steps towards gender equality.

Under this outcome, the underlying assumption is that male members would be willing to support women to come forward as leaders; that there will be space and freedom for NGOs such as OTI to coordinate with political parties; and that PPs are willing to receive advocacy messages and engage their members.

Short list of activities under this outcome:

- Mapping of the gender-responsive action plans/strategies of political parties in Parliament.
- Lobby/support one or two parties to write their gender action plan.
- Advocacy activities, events and inter-party dialogue related to gender mainstreaming and improving gender representation within political parties.

- Peer male politician engagement.
- A research study on the legal framework on the operation of women representation and elections.

3 IMAGE: Media shows women politicians as important decision makers for the betterment of the society

3.1 Importance of female role in decision making within councils is made understandable to the public through media.

3.2 Women politicians have gained space in Sri Lankan media.

Under this outcome, the underlying assumption is that there is continuous media freedom in Sri Lanka, and that natural disasters will not hinder mobility of researchers and activists.

Short list of activities under this outcome:

- Documenting experiences of women as local councillors.
- Highlighting successes and achievements of women councillors.
- Supporting Women's Caucus to improve its impact and visibility.
- Supporting the network of women local councillors in media.

3 Purpose and objective of this evaluation

The evaluation takes place at the end of the 4-year partnership as a part of the programme cycle. The purpose is to evaluate the results of the cooperation for institutional documentation and learning as well as donor accountability purposes. The outcomes of the evaluation can also be used for promoting the work done different communicative purposes by OTI, SLILG, Demo Finland and/or other relevant stakeholders.

- What kind of impact has the programme had regarding the inclusion of women in politics in Sri Lanka?
- To what extent the expected long-term and intermediate outcomes of the programme been achieved (incl. assessment of the quality)?
- How relevant are the achieved outcomes for strengthening women's participation in politics in Sri Lanka? What is their relation to the defined objectives of the programme?

- What are the most relevant lessons learnt for future programming related to strengthening women's political participation and democracy support?

4 Scope of the evaluation

The evaluation covers the previous and current programme periods spanning from 2019 to 2023.

5 Evaluation criteria and questions

Evaluation criteria: Effectiveness

1. To what extent have the interventions and the chosen approach been effective in making progress towards its expected outcomes, both long-term and intermediate?
2. What is the assessment of the plausibility of the contribution relationship between programme interventions and outcomes that have been reported?
3. Which of the programme interventions appear to be particularly effective in contributing to programme outcomes?
4. Apart from the reported achieved outcomes and results, are there other achievements that the programme has made towards inclusion of women in politics?
5. What have been the most important changes in the participation of women in politics that the programme has contributed to?
6. Assessment of the effectiveness of the cooperation of SLILG in the programme.

Evaluation criteria: ToC validity

7. To what extent do the reported (or observed) outcomes and results match with the selected ToC?
8. Has ToC remained relevant throughout the programme?
9. Has ToC been a functional tool in the implementation and monitoring the programme?

Evaluation criteria: Relevance & Coherence

10. Was the programme coherent with the government policies regarding inclusion of women in politics / how relevant is the programme in relation to the national policies related to inclusion of women in politics in Sri Lanka?

11. How relevant have the programme activities supporting multiparty dialogue, capacity building of politicians and political parties' inclusivity been to efforts of mainstreaming gender discourse and participation of women in politics in Sri Lanka?
12. How relevant have the actions supporting capacity building of women involved in politics been to their effective participation in political and governance processes and discourses?
13. Have there been any documented or undocumented efforts to network and collaborate with similar actions of other actors active in the same areas/field sharing relevant goals?
14. Assessment of the relevance of the cooperation with SLILG, incl. the coherence of activities implemented in cooperation with SLILG with the programme objectives.

Evaluation criteria: Sustainability

15. How sustainable are the results of the programme?
 - a. What can be said about how the politicians and political parties are able to apply and sustain the capacities, skills and experiences gained?
 - b. What can be said about how women involved in politics and the political parties they represent are able to apply and sustain the capacities, skills and experiences gained?
 - c. What can be said about how SLILG is able to apply and sustain the revised curricula capacities and experiences gained?
16. Assessment of any needs and/or other aspects in terms of the implementing organization and staff, which might facilitate the sustainability of the results in the future?
17. Recommendations on what is required from the women in politics network to increase the sustainability of the outcomes of the programme?
18. Were the experiences and lessons learnt from the pilot phase addressed in the subsequent annual planning and implementation of the programme?

Evaluation criteria: Efficiency

19. Cost-effectiveness: to what extent have inputs been deployed at a reasonable cost for the programme?
20. How well has the programme management in OTI and Demo Finland supported the effectiveness/ achievement of the results of the programme?
21. Does the financial reporting support the analysis of cost-effectiveness?
22. Were the allocated resources sufficient to achieve the expected outcomes?

23. To what extent did the programme leverage its technical and financial resources to address the participation of women in politics during the implementation of the programme and to tackle gender discrimination in politics?

Evaluation criteria: Learning

24. What has been the effect of the partnership modality (OTI, Demo Finland, SLILG) on the quality of results in Sri Lanka?
25. What have been the other relevant lessons learnt for the implementing organizations, partners and stakeholders?
26. To what extent was the programme able to adapt to and take account of the different crises and changes in the Sri Lankan society during the implementation?
27. To what extent was the programme able to adapt to the Covid pandemic during the implementation?

Evaluation criteria: Equality & Non-discrimination

27. Assessment of how well the programme take into consideration the geographic, ethnic and linguistic factors to enable all those interested to participate in programme activities?
28. To what extent did the programme identify the barriers women experience in their participation in political and public life?
29. To what extent did the programme take in to account the multiple layers of discrimination in the Sri Lankan society?
30. Assessment of the role of men in Sri Lankan political landscape and the programme; their participation in the programme activities and contribution to the achievement of the outcomes?

6 Evaluation methods

The methodology of the evaluation should be based on the principles of Outcome Harvesting, with focus on the (possibly unintended and unplanned) changes the programme has contributed to. The use of the methodology should be visible in the design of the evaluation process, the formulation of the harvest questions as well as the analysis.

Main sources of information to be used in the evaluation:

1. Review of the programmes' annual plans 2019-2023, reports for 2019-2023, including PME-reports and other relevant reports and materials
2. Interviews with selected, relevant stakeholders in Sri Lanka (to be identified according to the principles and processes of Outcome Harvesting) and with the Programme Managers/Directors and other staff members of OTI and Demo Finland.
3. Analysis of the political context in Sri Lanka to the extent that it has affected the programme.
4. Analysis of background on women's participation in politics.
5. Overall analysis of the relevant material and data collected.

7 Reporting

An inception report will be developed in the beginning of the evaluation process, and this will include:

- a brief description of the programme to be evaluated
- a detailed evaluation matrix -containing the full list of specific evaluation questions and the description of the methodological approach, including practical solutions to data collection
- work-plan of the evaluation, including preliminary timeframe

The inception report will be sent for one round of feedback to OTI and Demo Finland.

An initial draft report will be developed, which will include:

- A description of the methodological approach and actual evaluation process, including data collection methods and sources used.
- Analytical findings in response to the various evaluation criteria and questions listed above
- Any relevant recommendations for OTI and Demo Finland for future programming.

The draft report will be sent for one round of feedback to OTI and Demo Finland and after incorporating possible corrections and feedback the final report delivered.

8 Indicative Timeframe

Proposals shall be submitted by **9th October 2023** to the address specified below (“10. Contact information”). Any inquiries may be directed to the same address.

The deadline for the final report is **20th February 2024**.

9 Budget

TBC, according to the bid

10 Evaluation team

The Final Evaluation will be implemented by an evaluator/ team drawn from an independent company or organization, with extensive experience in reviewing and evaluating democracy and/or governance assistance programmes, understanding/expertise in political party and/or parliamentary assistance work, and expertise in partnership development.

The evaluator/team should have following skills and areas of expertise:

- Extensive experience in process and performance evaluations of democracy assistance/development programmes;
- Proven experience with qualitative methodologies, specifically the Outcome Harvesting methodology;
- Knowledge on democratisation processes in developing countries;
- Familiarity of the South Asian context (esp. Sri Lanka)
- Knowledge on institutional development and capacity development issues in general;
- Experience on evaluating programmes funded by the Ministry for Foreign Affairs of Finland;
- Experience in using both offline and online (e.g. Zoom, Teams, Mural or equivalent) data collection and workshop/meeting methods
- Experience and knowledge on social/political inclusion of marginalised groups
- Excellent report writing skills, including of thematic case-studies;
- Excellent English language skills.
- Availability for field travel to Sri Lanka during the evaluation process.

11 Contact information

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