



# Terms of Reference for the Evaluation of Parliamentarians for Global Action (PGA)

Date of evaluation: 1 February – 30 April 2021

## 1. General information

### 1.1 Introduction

### 1.2 Evaluation object:

The evaluation object is to assess the effectiveness and impact of PGA Campaigns during the first two years (2019, 2020) of PGA's three-year strategic plan (2019-2021) and, using that information, provide guidance on the development of PGA's next Strategic Plan (2022-2024) as well as valid action-points to realize the 2019-21 plan.

The evaluation object is:

**Parliamentarians for Global Action (PGA)** ([www.pgaction.org](http://www.pgaction.org)) is the largest international, cross-party, membership-based organization comprised of – and governed by – active members of parliament (MPs). This global network of parliamentarians works to contribute to *the creation of a rules-based international order for a more equitable, safe and democratic world.*

As individual legislators whose public service is motivated by the core values underpinning PGA's work, PGA member-parliamentarians freely decide to contribute to one or more of PGA's programmatic areas. PGA's peer-to-peer methodology and country-specific strategies help educate, sensitize, develop technical capacity, and strengthen political will of parliamentarians to take ownership and utilize the prerogatives of their office to achieve tangible results on campaign objectives. The PGA Secretariat works with individual parliamentarians in their national contexts and legislative circumstances, leveraging that capacity with international networking to support global gains for democracy, human rights, and peace that transcend borders.

Member-parliamentarians are supported by a PGA National Group structure in parliaments, which creates sustainability and ownership of issues at the national level, and by a Secretariat with relevant expertise. PGA members (and their staff) see PGA as a natural extension of their own parliamentary teams and rely on its

expert Secretariat for advice and technical assistance. This unique model of assistance to member-parliamentarians worldwide allows PGA to effectively and efficiently carry out strategic activities *both in person* and *remotely*.

PGA is in general consultative status with the Economic and Social Council of the United Nations with headquarters in New York. PGA's office in The Hague, Netherlands fosters cooperation with The Hague-based International Organizations, including the International Criminal Court (ICC).

### **Theory of Change**

Members of Parliament (MPs) have a key role to play in national and global efforts to promote and protect human rights, democracy, peace and sustainable development: in their capacity as lawmakers, in their Government-oversight functions, and as democratically-elected representatives of the people who play important leadership roles in their communities.

By using a peer-to-peer methodology and country-specific strategies, the PGA Secretariat and leading members work together to educate, sensitize, build the technical capacity and strengthen the political will of parliamentarians in order to take ownership, concrete initiatives and legislative actions to achieve results on PGA's campaign objectives. PGA works with individual parliamentarians in their national contexts and parliaments, and then leverages that capacity with international networking that facilitates connections between civil society and parliamentarians, as well as builds bridges between domestic and international policymakers and stakeholders.

### **Programmes and Campaigns**

#### **International Law and Human Rights Programme**

- ***Campaign for the Rome Statute of the ICC:*** This campaign aims to promote the universalization of the Rome Statute and effective the effective exercise of primary jurisdiction by States and of complementary jurisdiction by the International Criminal Court (ICC). It seeks to contribute to ending impunity by advancing access to justice for victims through the universal ratification and effective implementation of the Rome Statute and Kampala Amendments in national jurisdictions. PGA has contributed to the ratification of 78 out of 123 State Parties to the Rome Statute and its domestic implementation in 36 countries. PGA's Consultative Assembly of Parliamentarians for the International Criminal Court and the Rule of Law (CAP-ICC) is the largest gathering of parliamentarians on this issue. Due to this campaign, PGA is widely recognized as the parliamentary network that works in international justice.
- ***Campaign for the Abolition of the Death Penalty:*** This campaign focuses not only on reducing the scope of use of capital punishment, abolishing it altogether and widening the support to international instruments on abolition (like the Second Optional Protocol to the International Covenant on Civil and Political Rights or ICCPR-OP2), but also on ensuring that abolitionist countries which apply a moratorium do not reintroduce capital punishment in their criminal laws or resume executions. Parliamentarians are sensitised, including by giving them the opportunity and fora to meet with experts, civil society experts, death row survivors or relatives, etc. They are empowered to take action through their legislative prerogatives and political power, and to act as leaders of opinion by raising awareness with their constituents. PGA MPs have worked towards abolition in Burkina Faso, Cameroon, CAR, DRC, Ghana, Guinea, India, Indonesia, Jordan, Kenya, Malaysia, Pakistan, the Philippines, South Korea, Suriname, Togo, and Tanzania.

- ***Campaign for Protection of the Oceans and Implementation of SDG 14:*** This campaign aims to end impunity for crimes committed on and against the world's oceans and their related human rights violations through ratification and implementation of international treaties to End Illegal, Unregulated and Unreported (IUU) Fishing. The Campaign also seeks to create effective national legal structures for promoting a Sustainable Small-scale Fishing (SSF) Industry.

Gender, Equality and Inclusion Programme

- ***Campaign to End Discrimination based on Sexual Orientation and Gender Identity (SOGI):*** This campaign seeks to mobilize parliamentarians as human rights champions, taking action to guarantee that all individuals have equal value, live with dignity, and are able to achieve their highest potential free from all forms of violence and discrimination, including on the basis of sexual orientation, gender identity and/or expression, and sex characteristics (SOGI/ESC). PGA has sensitized and engaged 200+ parliamentarians from over 45 countries and facilitated meaningful interactions with representatives of the LGBTI community in Africa, Asia, and Latin America and the Caribbean. Additionally, PGA members have contributed to legislative reforms, including decriminalization of homosexuality where present, in Angola, Bolivia, Chile, El Salvador, Mozambique, Nepal, Pakistan, the Republic of the Seychelles, and Uruguay. In collaboration with the UN Development Programme, PGA published *Advancing the Human Rights and Inclusion of LGBTI People: A Handbook for Parliamentarians* and launched an [LGBTI Inclusion Site](#) with tools designed to assist parliamentarians and stakeholders better understand their role in ensuring equality and non-discrimination of all individuals.
- ***Campaign to End Child, Early and Forced Marriage (CEFM):*** This campaign seeks to end child, early and forced marriage (CEFM) by providing tools to parliamentarians to assert the primacy of national legislation over religious and customary laws; establish 18 years as the minimum age for legal marriage; reaffirm civil registration for births and marriages, health and education systems; and guarantee the enjoyment of sexual and reproductive health and rights, property rights, and access to justice for all girls and women. PGA members have contributed to reforms of civil and family codes in Costa Rica, El Salvador, Guatemala, Honduras, Malawi and Trinidad and Tobago, raising the minimum marriage age for boys and girls up to 18 years and nullifying the exceptions that allowed marriage prior to this age. PGA's Global Parliamentary Declaration to End Child Marriage has secured commitments from 774 MPs from 80 countries around the world in support of SDG 5 on achieving gender equality and empowering all women and girls, particularly its target 5.3 on ending all harmful practices such as child, early and forced marriage by 2030.

International Peace and Security Programme

- ***Biological Weapons Convention (BWC) and United Nations Security Council Resolution (UNSCR) 1540 Campaign:*** This campaign seeks to contribute to a reduction in the threat posed by, as well as proliferation of, biological weapons and other weapons of mass destruction (WMDs) through the universality and implementation of the Biological BWC and full implementation of UNSCR 1540 (2004) and 2325 (2016), which expressly recognizes the key role of parliamentarians. PGA has contributed to ratification of the BWC by Nepal, Liberia, Samoa, and soon, Tanzania and the Central African Republic. PGA has also played an important role in presenting the first National Report of Guinea-Bissau to the UNSC 1540 Committee. In Latin America, Africa and the Asia-Pacific region, PGA has increased the political will of parliamentarians in favour of the ratification and implementation of the BWC. In the Dominican Republic, this led to the presentation of its first Declaration of Confidence Building Measures (CBM) with respect to the BWC.
- ***Small Arms and Light Weapons and Arms Trade Treaty Campaign:*** This campaign seeks to contribute to a worldwide reduction in armed violence, and the threat of armed violence, as a result of consequential steps taken to address the illicit trade in small arms and light weapons (SALW) and,

more broadly, to promote the universality and implementation of the Arms Trade Treaty (ATT). This aim is based on the clear links between the regulation of SALW and peace and security and sustainable development. This campaign specifically works toward SDG 16 on peace, justice and strong institutions, especially in the context of Target 16.4 and Indicator 16.4.2 on reducing illicit financial and arms flows, as well as SDG 11 on making cities, inter alia, safe. PGA significantly contributed to moving the ATT signature process forward in 44 of the 130 UN member states that signed the ATT before its entry into force; and the ratification process in 45 of the 100 UN member states that have ratified the ATT to date.

- ***Autonomous Weapons Campaign:*** This campaign aims to promote and gain parliamentary endorsements for the Global Parliamentary Declaration in Support of the Negotiation of a Treaty Prohibiting Fully Autonomous Weapons. The goal of this campaign in 2020 is to obtain 1,000 MP-signatories from 80 countries.

#### Core Campaign

- ***Campaign for Democratic Renewal and Human Rights*** PGA's newest campaign contributes directly to PGA's vision by promoting norms, regulations and best practices reinforcing and protecting civil and political democratic space; and protecting the human rights of democracy activists, especially parliamentarians in opposition, women in politics, minorities and vulnerable groups. This campaign promotes legislative initiatives and other actions to protect democracy and political inclusion, human rights, freedom of association, and the ability of civil society organisations to operate in a free, open, independent and effective manner.

The intervention logic or theory of change of the intervention may be further elaborated by the evaluator in the inception report, if deemed necessary.

### 1.3 Evaluation rationale

PGA receives core support from Sida, which requires a mid-point evaluation of its three-year funding contract. The additional purpose of the evaluation is to inform the development of PGA's next strategic plan (2022-2024).

## 2. The assignment

### 2.1 Evaluation purpose: Intended use and intended users

The evaluation will be used by:

- Sida to monitor its support to PGA;
- the PGA Secretariat to inform its work and adjust strategic interventions of Campaigns;
- the PGA Board of elected parliamentarians to inform its role of monitoring PGA Campaigns; and
- the Secretariat and Board to inform the development of the next strategic plan.

The evaluation is to be designed, conducted and reported to meet the needs of the intended users and tenderers shall elaborate in the tender how this will be ensured during the evaluation process.

## 2.2 Evaluation scope

The evaluation scope is limited to the period of 1 January 2019 – 31 December 2020.

If needed, the scope of the evaluation may be further elaborated by the evaluator in the inception report.

## 2.3 Evaluation objective: Criteria and questions

The objective/objectives of this evaluation is/are to evaluate PGA Campaigns for effectiveness, impact and contribution to gender equality and suggest recommendations for PGA's next strategic plan (2022-2024).

The evaluation questions are:

- 1) **Effectiveness: Is the intervention achieving its objectives?**
  - a) To what extent have PGA Campaigns achieved, or are expected to achieve, their objectives, and results?
  - b) Has the M&E system delivered effective and useful information that could be used to assess progress towards outcomes and contribute to learning? The evaluator is requested to kindly recommend improvements to PGA's M&E.
- 2) **Impact: What difference does the intervention make?**

To what extent have the campaigns generated, or are expected to generate, significant positive or negative, intended or unintended, high-level effects?
- 3) **How has gender equality been integrated into the design, planning and implementation of the intervention? To what extent has the intervention contributed to the improvement of gender equality? Has the project had any positive or negative effects on gender equality? Can gender mainstreaming be improved in planning, implementation or follow up?**

Questions are expected to be developed in the tender by the tenderer and further refined during the inception phase of the evaluation.

## 2.4 Evaluation approach and methods

It is expected that the evaluator describes and justifies an appropriate evaluation approach/methodology and methods for data collection in the tender. The evaluation design, methodology and methods for data collection and analysis are expected to be fully developed and presented in the inception report.

Limitations to the chosen approach/methodology and methods shall be made explicit by the evaluator and the consequences of these limitations discussed in the tender. The evaluator shall to the extent possible, present mitigation measures to address them. A clear distinction is to be made between evaluation approach/methodology and methods.

A *gender responsive* approach/methodology, methods, tools and data analysis techniques should be used.

The approach to the evaluation should be *utilization-focused*, which means the evaluator should facilitate the *entire evaluation process* with careful consideration of how everything that is done will affect the use of the evaluation. It is therefore expected that the evaluators, in their tender, present i) how intended users are to participate in and contribute to the evaluation process and ii) methodology and methods for data collection that create space for reflection, discussion and learning between the intended users of the evaluation.

In cases where sensitive or confidential issues are to be addressed in the evaluation, evaluators should ensure an evaluation design that do not put informants and stakeholders at risk during the data collection phase or the dissemination phase.

**All work will be conducted remotely as a result of the COVID-19 situation.**

## 2.5 Organisation of evaluation management

This evaluation is commissioned by PGA. The intended users are PGA and Sida.

## 2.6 Evaluation quality

All evaluations of PGA shall conform to OECD/DAC’s Quality Standards for Development Evaluation. The evaluators shall use the Sida OECD/DAC Glossary of Key Terms in Evaluation<sup>4</sup> and the OECD/DAC Better Criteria for Better Evaluation<sup>5</sup>. The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

## 2.7 Time schedule and deliverables

It is expected that a time and work plan is presented in the tender and further detailed in the inception report. Given the situation with COVID-19, the time and work plan must allow flexibility in implementation. The evaluation shall be carried out 1 January – 31 March 2020. The timing of any surveys and interviews need to be settled by the evaluator in dialogue with the main stakeholders during the inception phase.

The table below lists key deliverables for the evaluation process. Alternative deadlines for deliverables may be suggested by the consultant and negotiated during the inception phase.

Deliverables	Participants	Deadlines
1. Start-up meeting/s [STATE LOCATION/VIRTUAL]	[STATE PARTICIPANTS]	[STATE DATE/TIME PERIOD]  [It is important to allow enough time from the start of the call-off process to the start of the assignmen and the start-up meeting. This period should include 1) time for submission of the call-off response (at least two weeks), 2) Sida/Embassy’s assessment of call-off proposal/s, 2) contracting 3)

		<p>mobilisation of the team.</p> <p><i>For ranked call-offs it is important to always set aside enough time for the possible event that the call-off has to be moved down to the next ranked supplier.</i></p> <p><i>For call-offs with renewed competition, a <b>10-day stand still period</b> applies before a contract can be signed with the winning firm.]</i></p>
2. Draft inception report		<p>Tentative [STATE TENTATIVE DATE]</p> <p>[Allow a minimum of 3 weeks from start-up of evaluation. It is highly recommended to allow more than 3 weeks for the inception phase]</p>
3. Inception meeting [STATE LOCATION/VIRTUAL]	[STATE PARTICIPANTS]	Tentative [STATE TENTATIVE DATE]
4. Comments from intended users to evaluators (alternatively these may be sent to evaluators ahead of the inception meeting)		<p>Tentative [STATE TENTATIVE DATE]</p> <p>[Allow at least 2 weeks for commenting]</p>
5. Data collection, analysis, report writing and quality assurance	Evaluators	[Allow a minimum of 4 weeks for data collection, analysis, report writing and quality assurance including time for planning of field missions. For evaluations in fragile contexts, more time is required to allow for security arrangements and ongoing assessment of the security situation]
6. Debriefing/validation workshop (meeting)	[STATE PARTICIPANTS]	[STATE TENTATIVE DATES]
7. Draft evaluation report		<p>Tentative [STATE TENTATIVE DATE]</p> <p>[Allow at least 3 weeks for analysis, report writing and quality assurance between the debriefing/validation meeting and submission of the draft</p>

		report]
8. Comments from intended users to evaluators		Tentative [STATE TENTATIVE DATE]  [Allow at least 2 weeks for commenting and plan for quality assurance of revised versions]
9. Final evaluation report		[STATE DATE]  [Allow at least 2 weeks for revisions]
10. Seminar [STATE LOCATION/VIRTUAL]	[STATE TARGET GROUPS]	Tentative [STATE TENTATIVE DATE]

**The inception report** will form the basis for the continued evaluation process and shall be approved by Sida before the evaluation proceeds to implementation. The inception report should be written in English and cover evaluability issues and interpretations of evaluation questions, present the evaluation approach/methodology *including how a utilization-focused and gender-responsive approach will be ensured*, methods for data collection and analysis as well as the full evaluation design, including an *evaluation matrix* and a *stakeholder mapping/analysis*. A clear distinction between the evaluation approach/methodology and methods for data collection shall be made. All limitations to the methodology and methods shall be made explicit and the consequences of these limitations discussed.

A specific time and work plan, including number of hours/working days for each team member, for the remainder of the evaluation should be presented. The time plan shall allow space for reflection and learning between the intended users of the evaluation.

**The final report** shall be written in English and be professionally proof read. The final report should have clear structure and follow the layout format of Sida’s template for decentralised evaluations (see Annex C). The executive summary should be maximum 3 pages.

The report shall clearly and in detail describe the evaluation approach/methodology and methods for data collection and analysis and make a clear distinction between the two. The report shall describe how the utilization-focused approach has been implemented i.e. how intended users have participated in and contributed to the evaluation process and how methodology and methods for data collection have created space for reflection, discussion and learning between the intended users. Furthermore, the gender-responsive approach shall be described and reflected in the findings, conclusions and recommendations along with other identified and relevant cross-cutting issues. Limitations to the methodology and methods and the consequences of these limitations for findings and conclusions shall be described.

Evaluation findings shall flow logically from the data, showing a clear line of evidence to support the conclusions. Conclusions should be substantiated by findings and analysis. Evaluation questions shall be clearly stated and answered in the executive summary and in the conclusions. Recommendations and lessons learned should flow logically from conclusions and be specific, directed to relevant intended users and categorised as a short-term, medium-term and long-term.

The report should be no more than 35 pages excluding annexes. If the methods section is extensive, it could be placed in an annex to the report. Annexes shall always include the Terms of Reference, the Inception Report, the stakeholder mapping/analysis and the Evaluation Matrix. Lists of key



informants/interviewees shall only include personal data if deemed relevant (i.e. when it is contributing to the credibility of the evaluation) based on a case based assessment by the evaluator and the commissioning unit/embassy. The inclusion of personal data in the report must always be based on a written consent.

The evaluator shall adhere to the Sida OECD/DAC Glossary of Key Terms in Evaluation<sup>1</sup>.

The evaluator shall, upon approval by PGA and Sida of the final report, insert the report into Sida's template for decentralised evaluations (see Annex C) and submit it to Nordic Morning (in pdf-format) for publication and release in the Sida publication database. The order is placed by sending the approved report to Nordic Morning ([sida@atta45.se](mailto:sida@atta45.se)), with a copy to the responsible Sida Programme Officer as well as Sida's Evaluation Unit ([evaluation@sida.se](mailto:evaluation@sida.se)). Write "Sida decentralised evaluations" in the email subject field. The following information must always be included in the order to Nordic Morning:

1. The name of the consulting company.
2. The full evaluation title.
3. The invoice reference "ZZ980601".
4. Type of allocation: "sakanslag".
5. Type of order: "digital publicering/publikationsdatabas.

## 2.8 Evaluation team qualification

In addition to the qualifications already stated in the framework agreement for evaluation services, the evaluation team shall include the following competencies: skills and experience from conducting evaluations and leading evaluation teams, including communication and facilitation skills. The team leader should have English language skills.

It is desirable that the evaluation team includes the following competencies: **experience with evaluation of human rights projects**. A CV for each team member shall be included in the call-off response. It should contain a full description of relevant qualifications and professional work experience.

It is important that the competencies of the individual team members are complimentary. It is highly recommended that local evaluation consultants are included in the team, as they often have contextual knowledge that is of great value to the evaluation. In addition, and in a situation with Covid-19, the inclusion of local evaluators may also enhance the understanding of feasible ways to conduct the evaluation

The evaluators must be independent from the evaluation object and evaluated activities, and have no stake in the outcome of the evaluation.

Please note that in the tender, the tenderers must propose a team leader that takes part in the evaluation by at least 30% of the total evaluation team time including core team members, specialists and all support functions, but excluding time for the quality assurance expert.

## 2.9 Financial and human resources

The maximum budget amount available for the evaluation is \$15,000.

Invoicing and payment shall be managed according to the following: The Consultant may invoice a maximum of 50 % of the total amount after approval by Sida and PGA of the Inception Report and the remaining balance after approval by Sida and PGA of the Final Report and when the assignment is completed.]

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<sup>1</sup> Sida OECD/DAC (2014) Glossary of Key Terms in Evaluation and Results Based Management.

The contact person at PGA is Ms. Jennifer McCarthy, Deputy Secretary-General [jennifer.mccarthy@pgaction.org](mailto:jennifer.mccarthy@pgaction.org). The contact person should be consulted if any problems arise during the evaluation process.

The contact person at Sida is Ms. Kerstin Sullivan, Senior Programme Manager, Unit for Democracy and Human Rights, Department for International Organisations and Policy Support ([Kerstin.Sullivan@sida.se](mailto:Kerstin.Sullivan@sida.se)). The contact person should be consulted if any problems arise during the evaluation process.

Relevant Sida documentation will be provided by Ms. Kerstin Sullivan, Senior Programme Manager, Unit for Democracy and Human Rights, Department for International Organisations and Policy Support.

### 3. Annexes

#### Annex A: List of key documentation

- PGA 2019-2021 Strategic Plan will be provided upon request
- Additional program reports and documents will be provided to the successful consultant.

#### Annex B: Data sheet on the evaluation object

<b>Information on the evaluation object (i.e. intervention)</b>	
Title of the evaluation object	Evaluation to assess the effectiveness and impact of PGA Campaigns in 2019-2020
ID no. in PLANIt	
Dox no./Archive case no.	
Activity period (if applicable)	1 February – 30 April 2021
Agreed budget (if applicable)	\$15,000
Main sector	Democracy, human rights and gender equality
Name and type of implementing organisation <sup>2</sup>	Parliamentarians for Global Action, NGO
Aid type	Core contribution
Swedish strategy	

<b>Information on the evaluation assignment</b>	
Commissioning unit/Swedish Embassy	Unit for Democracy and Human Rights
Contact person at unit/Swedish Embassy	Ms. Kerstin Sullivan, Senior Programme Manager
Timing of evaluation (mid-term, end-of-programme, ex-post, or other)	Mid-term
ID no. in PLANIt (if other than above).	

Please submit proposals via email to Ms. Jennifer McCarthy, Deputy Secretary-General of Parliamentarians for Global Action, at [jennifer.mccarthy@pgaction.org](mailto:jennifer.mccarthy@pgaction.org) by Monday, 25 January 2021.