TERMS OF REFERENCE
Country Program Evaluation (CPE) of
UN Women Sudan Country Office Strategic Note 2018-2023

I.   Background

The Sudan Country Office Strategic Note is the main planning tool for UN Women's support to normative, coordination and operational work in Sudan. This evaluation will consider the Strategic Note covering the period January 2018 – December 2023[1]. A new Strategic Note is due to be developed starting in June 2023.

The Strategic Note is linked to the UN Women Global Strategic Plan and country-level United Nations Development Assistance Framework 2018-23[2]. The Sudan Country Office Strategic Note supports and contributes towards the following UN Women 2022-25 Strategic Plan Impact and Systemic outcomes:

Impact	Outcomes
1. Governance and participation in public life 2. Women's economic empowerment 4. Women, peace and security, humanitarian action and disaster risk reduction	1: Global normative frameworks, and gender-responsive laws, policies and institutions 2: Financing for gender equality 3: Positive social norms including by engaging men & boys 4: Women's equitable access to services, goods and resources 5: Women's voice, leadership and agency 6: Production, analysis and use of gender statistics and sex-disaggregated data

The strategic note is aligned to Sudan's national development plans, including the *National Quarter Century Strategy 2007-2031 on Peace, Development and Improved Living Conditions of all people[3],* the National Women's Empowerment Policy (NWEP) (2007)[4] and the adopted Sudan UNSCR1325[5] National Action Plan[6]. It also supports Sudan's commitments to meet Gender Equality and Women's Empowerment commitments in the SDGs, Beijing Platform for Action-BPA and related instruments.

The Strategic Note is grounded in the standards, principles and obligations of the Convention to Eliminate all forms of Discrimination Against Women (CEDAW), Beijing Declaration and Platform for Action, Concluding Observations of the Commission on the Status of Women, Sustainable Development Goals, and the AU Protocol on the Rights of Women in Africa.

Policy Environment

Sudan has undergone significant political changes. The former president was overthrown in the 2018-19 uprising. A transitional government was set up in 2019, with a power-sharing agreement between the military and civilian forces. However, in October 2021, the military took over the transitional government. Sudan is now ruled only by a new Sovereign Council in the absence of a cabinet of Ministers. The military takeover has led to funding partners, including the World Bank, suspending aid.[7] The African Union also suspended Sudan's membership, calling for the effective restoration of the transitional government[8].

As of November 2022, UN independent human rights experts are demanding accountability for the year-long crackdown on peaceful protests against the October 2021 military coup. The experts expressed that they have 'received continued reports of protestors being killed, forcibly disappeared, injured, tortured and subjected to sexual and gender-based violence'.[9] This has significantly impacted on UN Women's ability to deliver.

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[1] The strategic note 2018-21 was extended to 2023, to align with the extension of the UNDAF to 2023.

[2] The UNDAF includes five focus areas: (i) economic development and poverty reduction; (ii) environment, climate resilience and disaster risk management; (iii) social services; (iv) governance, rule of law and institutional capacity development; and (v) community stabilization. The UNDAF aims to support stronger government accountability and capacity to effectively and equitably deliver services, and in doing so contribute to overall progress towards the SDGs.

[3] The Twenty-Five-Year National Strategy 2007-2031 | Arab National Development Planning Portal (unescwa.org)

[4] National Policy on the Empowerment of Women (unwomen.org) The NWEP includes seven strategic pillars: (i) Women and Poverty; (ii) Women and Peace; (iii) Women and Economy (Micro-Finance); (iv) Women and Decision-making; (v) Women and Education; (vi) Women and Health; and (vii) Women and the Environment.

[5] The Security Council adopted the resolution (S/RES/1325) on women and peace and security in October 2000.

[6] Sudan – 1325 National Action Plans (peacewomen.org)

[7] Sudan Overview: Development news, research, data | World Bank, last updated Oct 3, 2022

[8] Aljazeera. African Union suspends Sudan over coup. Last updated 27 Oct 2021.

[9] OHCHR. Sudan: Justice for repression against anti-coup protesters key to breaking cycle of violence and political turmoil, say UN experts. Last updated Oct 25, 2022.

The secession of South Sudan significantly affected Sudan's economic growth. It resulted in the loss of oil revenue that had accounted for more than half of the Sudan government's revenue and 95% of its exports. The high incidence of conflict has led to a large population of refugees and internally displaced persons. As of October 2022, Sudan hosts an estimated 800,000 South Sudanese refugees and 330,000 refugees and asylum seekers from Eritrea, Syria, Ethiopia, Central African Republic, Chad, and Yemen.[10]

A peace agreement was signed in Juba in August 2020 between the Transitional Government and Sudan Revolutionary Front, ending decades of violence conflict. The Peace Agreement includes a four-year transitional period and includes arrangements to share power and wealth among the conflict affected states and other underdeveloped states.[11]

In April 2021, the council of Ministers has given its go-ahead for the ratification of Convention to Eliminate all forms of Discrimination Against Women (CEDAW) by Sudan with some major reservations. The country is also planning to sign the Protocol of the African Charter on Human and People's Rights on the rights of women[12].

Existing national gender policies in Sudan remain out-dated. The most recent national gender policy was formulated in 2007, the National Women's Empowerment Policy (WEP). The overall strategic objective of the policy was to 'empower women, integrate them and deepen their participation in all aspects of sustainable development'.[13]

The new Interim Draft Constitution (2019) provides a constitutional framework that recognizes gender equality and prioritizes gender as a national area for renewed attention. In November 2019, the Khartoum Public Order Act (1998) that controlled how women dressed and behaved was repealed, and the Public Order Police was disbanded.[14] However, in August 2022 a new Community Police has been established, which many fear will facilitate the return of the Public Order Police[15]. Additionally, many inequitable laws affecting women's rights still exist, for example, in the Personal Status law and Penal Code.[16]

The gender equality agenda is also impacted by the current government. The military wing is more conservative than the civilian wing. In the absence of Parliament, all laws have to go through the joint council between council of ministers and the Sovereign Council.[17]

UN system

The UN System in Sudan underwent significant transition during the Strategic note period. The United Nations – Africa Union Hybrid Operation in Darfur completed its mandate in December 2020.[18] The UN Integrated Transitional Assistance Mission in Sudan (UNITAMS) was established in 2021. It did not provide for the inclusion of military components, raising concerns about the protection of civilians. The mission has a stronger gender equality mandate.[19] The 2018-23 United Nations Development Assistance Framework also prioritized women's participation and representation social, political and economic spheres, and taking community-based approaches to ensure men and youth understand the importance of gender equality and the empowerment of women.[20]

Indicator	Figure
Health	
Contraceptive prevalence (% of married women ages 15-49) (2014)	12.8%
Age at first marriage, female (2014)	21.9
Maternal mortality ratio – per 100,000 live births (2017)	205
Education	
Literacy rate, youth female (% of females ages 15-24) (2018)	74%
Primary completion rate, female (% of relevant age group) (2018)	62%

Source: World Bank Open Data | Data

[10] Sudan Overview: Development news, research, data | World Bank, last updated Oct 3, 2022
[11] Sudan Overview: Development news, research, data | World Bank, last updated Oct 3, 2022
[12] Sudan Ratifies Women's Rights Convention — With Exceptions (voanews.com)
[13] National Policy on the Empowerment of Women (unwomen.org)
[14] https://www.bbc.com/news/world-africa-5059680523
[15] Outrage in Sudan as new force reminiscent of Public Order Police is installed | Radio Dabanga (dabangasudan.org)
[16] https://www.middleeasteye.net/opinion/sudan-revolution-how-womens-participation-reveals-societal-fissures
[17] The women of Sudan will not accept setbacks (brookings.edu)
[18] UNAMID | United Nations - African Union Hybrid Operation in Darfur (unmissions.org)
[19] UNITAMS | UNITED NATIONS INTEGRATED TRANSITION ASSISTANCE MISSION IN SUDAN (unmissions.org)
[20] Sudan_UNDAF_En_2018-2021-E-Ver.pdf

Girls' skills development has been enhanced through participation in school, but progress is held back by inequitable and poor-quality services, poverty and household dynamics. Maternal health practices remain uneven with limited support to family planning, curtailing women's and girls' quality of life and rights.[21]

Regional and international bodies have raised concerns about the violation of women's rights in Sudan, in particular gender discrimination, and the lack of adequate protection against rape and other forms of sexual violence.[22] As of 2021, a women cannot apply for a passport or travel outside the country in the same way as a man, nor can she obtain a judgement of divorce in the same way as a man. There is a legal provision that requires a married woman to obey her husband. In 2014, 34% of women surveyed believed a husband could be justified in beating his wife.[23]

The country's socio-political women's movement has been a major force engaged in the promotion of gender equality.[24] There have been many campaigns for gender equality and change, but results have been inconsistent. Civil society groups lack coordination and focus and are dependent on donors with short-term funding. Government action has been insufficient, with continued restrictions on space for women's citizen participation and limited resource allocation for women to realize civil society initiatives.[25] There are also generational conflicts. The struggle for gender justice by Sudanese women has been reported to be 'fragmented and divided by region, ethnicity, religion and class'.[26] A strong and united women's movement with rural outreach is now perceived as a key to promoting gender equality in Sudan.[27]

Sudanese women are granted different civil rights depending on which religious or tribal community they belong to. There has also been a systematic campaign against non-Muslim women.[28] Additionally, Sudanese women of mixed African descent and from border tribes suffer additional discrimination.[29] Women living in rural areas and young women were four times less likely to be employed compared to those living in rural areas in 2021.[30] Finally, certain areas affected by civil war remain cut off from external support, including the isolated non-government enclaves of in South Kordofan and Blue Niles states of Sudan[31] and the Nuba Mountains. [32]

Women's economic empowerment

The current economic situation in Sudan is still suffering from the economic and fiscal effects of the imposed embargo. Sudan is currently facing unemployment rates of 20%, a slow-growing economy of 0.3% per annum in addition to a 245% inflation rate, and deterioration of local currency against the USD.[33]

The economic impact of COVID-19 includes the increased price of basic foods, rising unemployment, and falling exports. COVID-19 lockdowns have imposed additional burdens on women, as they are more likely to be working in the informal sector.[34]

Indicator	Figure
Firms with female participation in ownership (% of firms) (2014)	8.2%
Women Business and the Law Index Score (scale 1-100) (2021)	29.4%
Labor force participation rate, female (% of female population ages 15+) (2021)	28.7%

Source: World Bank Open Data | Data

Women continue to suffer from inequitable laws. In 2021, a women could not be head of the household nor register a business in the same way as a man, and male and female surviving spouses did not have equal rights to inherit assets[35].

Women are still facing major challenges to access markets due to their lack of ownership of assets and limited access to credit. They also suffer from poor access to networks and services to grow and formalize their business. Women in conflict affected zone and internally displaced persons (IDPs) are particularly vulnerable, and unable to access cash transfers due to their lack of identify card. Rural women are constrained by limited support to the

[21] AfDB and UN Women Country Gender Profile 2020
[22] Human Rights Concerns and Barriers to Justice in Sudan | Redress 2014
[23] World Bank Open Data | Data
[24] CARE Switzerland in a gender profile for Sudan in 2013, AfDB and UN Women Country Gender Profile 2020
[25] CARE Switzerland in a gender profile for Sudan in 2013, AfDB and UN Women Country Gender Profile 2020
[26] SIDA 2011, cited in AfDB and UN Women Country Gender Profile 2020
[27] AfDB and UN Women Country Gender Profile 2020
[28] Discrimination in the Name of Religious Freedom: The Rights of Women and Non-Muslims after the /Comprehensive Peace Agreement in Sudan (researchgate.net)
[29] The State Policies in Sudan Continue to Undermine Women and Marginalized Communities - SIHA (sihanet.org)
[30] Sudan's women and youth are severely economically deprived: A study on Sudanese market trends (worldbank.org)
[31] UN Agencies in Sudan reach Conflict-Affected Communities | World Food Programme (wfp.org)
[32] Marginalization, civil war, and a lack of education aid: A case study of Sudan's Nuba Mountains | INEE
[33] IMF
[34] COVID-19 and Sudan: The Impact on Economic and Social Rights in the Context of a Fragile Democratic Transition and Suspended Constitutionalism | Journal of African Law | Cambridge Core
[35] World Bank Open Data | Data

agricultural economy. The ministry of agriculture has decreased resources allocated to support water harvest and provision of seeds and pesticides. In general, women face poor access to and control over agricultural resources and services.[36] There have been instances where women's cooperative associations have not been unable to be registered, due to gender discrimination.[37]

Governance and participation in public life-

Indicator	Figure
% of seats held by women in national parliaments (2018)	30.5%

Source: [World Bank Open Data | Data](#)

Despite an increase to quotas, women's political participation remains low. The Sovereign Council has two women out of 11 members, the cabinet includes three women ministers out of 18, and there are two female state governors out of 18.[38] Following the military takeover, women have been further side-lined, and there has been a heavy crackdown on dissent against the military takeover or for advocacy for the protection of women's rights.[39]

At community level, women are involved in resistance and neighbourhood committees. There is stronger engagement in urban areas compared to rural areas.[40]

Women, peace and security, humanitarian action and disaster risk reduction

The 2022 Humanitarian needs Overview estimates that about 14.3 million people – 30 per cent of the population – will need humanitarian assistance in 2022. This is a 0.8 million person increase compared to 2021. Of the 14.3 million people in need, about 9.1 million need emergency assistance for life-threatening needs related to critical physical and mental well-being. There are over three million internally displaced persons (IDPs) in Sudan, in Darfur, Kordofan, and Blue Nile. Of the people in need, 59 per cent are concentrated in areas affected by conflict.[41]

Women and girls are disproportionately affected by the impact of the ongoing humanitarian crises in Sudan due to their daily existence defined by gender inequality, intersecting with other factors of discrimination and disadvantage, including age, ethnicity, marital status etc. Amongst these, over 900,000 are women and girls face protection risks, including gender-based violence, harassment, rape, female genital mutilation among others.[42]

During the first round of peace negotiations that led to the Juba Peace Agreement in 2020, women have succeeded in including strong gender provisions into the peace treaty, including a quota of at least 40% for women in all levels of the transitional government.[43]

The changes and insecurity in the political context have also significantly affected UN Women's delivery in this area. Civil society stakeholders have noted that the disrupted to the transitional government has put at risk both the Sudanese and South Sudanese peace processes.[44]

II.	Description of the Country portfolio

The Strategic Note includes a Development Results Framework (DRF) and an Organizational Effectiveness and Efficiency Framework (OEEF), both with performance indicators. The evaluation is expected to use this to assess organizational performance.

The total planned budget of the Strategic Note was USD 21.5m, of which 70% was for the Development Results Framework (DRF) and 30% for the Organizational Effectiveness and Efficiency Framework (OEEF). As of October 5, 2022, the total resources mobilized were USD 15.9m and expenditure was USD 10.8m[45]. The Country Office is based in Khartoum, with 32 personnel, including four seconded gender officers to ministries, as of October 2022.

The work of UN Women responds to its three core mandates (normative, coordination and operational/programming). UN Women is a member of the UN Country Team, supporting gender mainstreaming across thematic groups. The main interventions undertaken under the Strategic Note are set out in Annex 1.

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[36] [AfDB and UN Women Country Gender Profile 2020.](#)
[37] [Women's Cooperative Association in Khartoum State on the decision to disallow the registration of women's cooperative associations - SIHA (sihanet.org)](#)
[38] [Sudan's constitutional process: A gender inclusive approach (cmi.no)](#)
[39] [An opportunity to be seized (cmi.no)](#), [Sudan military coup threatens women's gains since fall of dictatorship - CSMonitor.com](#), [Hard-won women's rights at stake in wake of Sudan coup - Al-Monitor: Independent, trusted coverage of the Middle East](#)
[40] Albatahani, A. (2015) *Protracted Conflicts and Multiple Transitions: Women Negotiating and Driving Change*, Khartoum, Sudan
[41] [Sudan 2022 Humanitarian Needs Overview](#)
[42] [Sudan 2022 Humanitarian Needs Overview](#)
[43] [The Juba Agreement for Peace in Sudan | International IDEA](#)
[44] [Sudan tribune. South Sudan's civil society decries military takeover in Sudan](#). Last updated October 26, 2021.
[45] Strategic Note budget from annual plans on RMS Resource mobilized and expenditure from oneapp.

The Strategic Note Theory of Change (ToC) is set out below. The evaluation team will collaborate with the Country Office during the inception phase to review and refine (if needed) the TOC.

- **If** gender-responsive national policies and laws facilitating women's equal participation and decision making in economic and social development exist and are implemented by a capacitated cadre;
- **If** women, especially the poorest and most excluded have access to, ownership, control and use of land, technology, finances, skills and other productive resources, especially in rural, climate challenged, conflict, post-conflict and humanitarian settings;
- **If** peacebuilding processes and humanitarian are well coordinated between the UN, Government and other development partners and align with nationally applicable global accountability standards;
- **If** the processes and actions are shaped by women's leadership and participation and pay attention to protection of all women and girls;
- **If** enabling social norms and practices support women and girls equal participation in social, economic and pollical processes;
- **Then** women and girls in Sudan will enjoy their full rights and contribute effectively to economic, social and political development in peaceful, inclusive, resilient and prosperous communities;
- **Because**, stereotypes, structural and socio-cultural barriers to their participation as well as contribution to economic, peacebuilding and humanitarian action have been removed and grounded in supported in policies and laws informed by their voices, needs and experiences, especially in rural, conflict, post-conflict and humanitarian contexts.

The main rights holders' and duty bearers' capacities that the Strategic Note is attempting to develop are:

- **Duty bearers**: Government stakeholders across different ministries, including the women and gender commission and bureau of statistics, and parliamentarian council members. Humanitarian actors, implementing partners and key partners.
- **Right holders**: Urban/peri-poor women, women leaders and gender advocates, civil society, religious and cultural leaders, and youths.

The Country Office extended the original Strategic Note for two years. Additionally, the Country Office had to undertake an in-depth review of the Strategic Note to align to the change in political regime and the Country Office's limited staffing capacity. The phased transition of United Nations Hybrid Operation in Darfur (UNAMID) led to the UNAMID's Gender Unit portfolio being transferred to UN Women. In-depth restructuring has supported an expansion of the Country Office's portfolio, including support to the political mission, UNITAMS (United Nations Integrated Transition Assistance Mission in Sudan).

One of the consequences of the coup is the disruption of the UN Women programs. UN agencies in Sudan has suspended its work with government and hence all UN Women's work with government stopped. The CO's workplan of 2021 invested in strategic partnership and projects with the government authorities, peace and security and economic empowerment and interventions on women's political participation was also affected.

Given the current situation, UN Women's programming in Sudan is now oriented on collaborating with civil society organizations and academia during the fourth quarter of 2022 and in 2023 however with hope that collaboration with government entities will resume in the coming months.

The Country Office has identified the following key lessons learned.

- **Importance of collaboration**: Stronger partnership with civil society is essential for UN Women to better reach women at the grassroots level. This could be supported by a mapping of potential NGO partners able to work within UN Women rules and regulations. It is critical to collaborate with specialized agencies to ensure gender integration in the macro-economic policy reform

- **Strategic positioning**: There is a valuable opportunity for UN Women to better position itself during the government transition, as a key partner to the international community. UN Women is also perceived by stakeholders as being best placed to coordinate stakeholders around normative gender issues. To take advantage of these opportunities, UN Women needs to refine its staffing structure, and increase its activities in the areas of coordination and normative.

III. **Purpose, objectives and use of the evaluation**

The UN Women Evaluation Policy and the UN Women Evaluation Strategic Plan 2022-25 are the main guiding documents that set forth the principles and organizational framework for evaluation planning, conduct and follow-up in UN Women. These principles are aligned with the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the UN System and Ethical Guidelines.

The CPE has seven objectives:

1. Assess the **relevance** of UN Women contribution to the intervention at national levels and alignment with international agreements and conventions on gender equality and women's empowerment.
2. Assess **effectiveness**, **organizational efficiency** and **coherence** in progressing towards the achievement of gender equality and women's empowerment results as defined in the Strategic Note.
3. Enable the UN Women Country Office to improve its strategic positioning to better support the achievement of **sustained** gender equality and women's empowerment.
4. Analyse how **human rights approach and gender equality principles** are integrated in the design and implementation of the Strategic Note.
5. Identify and validate **lessons learned**, good practices and examples of **innovation** that can be scaled up and replicated to support gender equality and human rights.
6. Provide insights into the extent to which the UN Women has realized **synergies** between its three mandates (normative, UN system coordination and operations).
7. Provide **actionable recommendations** with respect to the development of the next Strategic Note.

The Country Portfolio Evaluation (CPE) is a systematic assessment to validate the contributions made by UN Women Country Office's portfolio of interventions to development results with respect to Gender Equality and Women's Empowerment at the country level. It also assesses the Country Office's organisational effectiveness and efficiency in delivering the planned results. It uses the Strategic Note (including the DRF and OEEF) as the main point of reference.

The intended uses and users of this evaluation are:

Target Uses	Primary Users	Secondary Users
Learning: Formative (forward-looking) on effective, promising and innovative strategies and practices, to support improved decision-making	the UN Women Sudan country office and East and Southern Africa regional office, who will use the evaluation findings to inform the design of the new Strategic note	The UN Country Team and other UN agencies and other stakeholders delivering similar interventions in-country, to derive learning on effective and promising practices.
Accountability: Summative (backward-looking) for UN Women's contribution to gender equality and women's empowerment.	UN Women HQ, regional and country offices, national partners, rights holders and donors, to support accountability for development effectiveness.	

The evaluation will be utilization-focused, tailored to the needs of the organization through a participatory approach from the inception through to the development of recommendations.

IV.   **Criteria and evaluation questions**

The evaluation will use selected OECD DAC evaluation criteria for the CPE. The table below sets these out, along with indicative evaluation questions.

Criterion	Indicative Evaluation Questions
Effectiveness – the extent to which UN Women has contributed to achieving planned outcomes and mitigating negative externalities	1. To what extent did UN Women contribute to the expected outcomes? What were the enablers and barriers? 2. What unexpected outcomes (positive and negative) have been achieved? For whom? 3. How effective were UN Women's partnerships, to reach target stakeholders and achieve target results?
Efficiency- the extent to which tactical decisions, organisational structures and management processes add to UN Women's productive capacity	4. How effectively and strategically did the Country Office allocate resources to the most value-adding places to maximize results? How efficiently has the CO managed to pivot in response to the changing context?
Coherence – the extent to which there is an internal coherence within UN Women, as well as coherence with the work other key stakeholders are doing to advance Gender Equality and Women's Empowerment, and the extent to which strategic choices have maximized UN Women's comparative advantages	5. Are the interventions achieving synergies between the UN Women portfolio and the work of the UN Country Team? 6. What is the Country Office's comparative advantage in Gender Equality and Women's Empowerment compared with other UN entities and key partners?

Criterion	Indicative Evaluation Questions
Human Rights and Gender Equality – the extent to which the principles and standards of Leaving no one behind (LNOB) and global human rights norms on gender equality and women's empowerment are addressed in UN Women's country portfolio.	7. To what extent are interventions contributing towards gender transformative and structural changes to advance and sustain gender equality and women's empowerment?

V. Scope, secondary data and limitations

Scope:

The timing of this Country Portfolio Evaluation is intended to assess the effectiveness and lessons as we approach the end of the current Strategic Note. The period covered by the evaluation will be from 2018-2023.

All activities included in the Strategic Note will be considered, including normative, coordination and operational work in all thematic areas. The scope of CPE also covers regional or global program activities in the country. Joint programs and programming are within the scope of this evaluation. Where joint programs are included in the analysis, the evaluation will consider both the specific contribution of UN Women, and the additional benefits and costs from working through a joint modality.

CPEs focusses on outcome level results. Accordingly, they are **not** expected to:

- Collect output monitoring data;
- Analyse the achievement of impacts as defined by UNEG;
- Focus on evaluating UN Women's corporate management or systems outside of the country context, such as regional architecture[46].

During the inception phase, the evaluation team will further define the scope and sampling approach, to establish the evaluation boundaries, including which stakeholders and initiatives will be included or excluded from the evaluation. This will draw on the evaluability assessment (see section vi), the final evaluation questions and the availability of data.

Secondary data:

A preliminary assessment of existence and availability of relevant secondary data is as following:

Data	Existence and availability
Baseline data	Medium
Activity reports	High
Output results monitoring data	Medium
Outcome results monitoring data	Low
Information specifically on women's rights	Low
Financial records	High
Management reports	High
Communications products	Medium

Furthermore, the evaluation is expected to be informed by evaluations undertaken during the Strategic Note period. The only evaluation completed is the evaluation of the previous Strategic Note[47]. However, other studies have been undertaken, including gender and conflict assessments, gender analysis of peace agreements and analysis on the impact of social norms on behaviour and how they are shifting as a result of UN Women's interventions.

Expected Limitations:

The evaluation is expected to face the following limitations:

- Limited accessibility to stakeholders during Ramadan, which is expected to run from March 22 to April 21
- Political sensitivity and potential accessibility issues for international consultants to certain regions including Darfur and South Kordofan

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[46] Although they may make observations in this area, particularly in terms of how corporate systems enable or hinder, and where there is a clear implication for the design and implementation of the Country Office strategic note

[47] The evaluation found that the portfolio design was relevant, and that it achieved some important accomplishments, particularly in humanitarian areas. However, the Country Office was hindered by lack of financial and human resources, as well as the size and nature of partnerships. The evaluation also found that UN Women's coordination role was strengthening. The evaluation recommended that the Country Office strengthen its operational effectiveness and efficiency, refine its mobilization strategy, broaden its focus to better respond to its mandate and the needs of women in Sudan, and to broaden its partnerships in order to more effectively deliver.

- The recent changes to the political situation means that the UN is not able to engage with the government, and as such the evaluation will also not be able to engage with government stakeholders. However, this may change if the military and civil faction are able to come to an agreement.

VI.   Evaluation design (process and methods)

Evaluation Standards and principles, including gender and human-rights based approach

The evaluation will adhere to the the UNEG Norms and Standards (2016), the UNEG Ethical Guidelines (2020) and UN Women Evaluation Policy and Handbook, observing the principles of integrity, accountability, respect and beneficence.

The evaluation will be gender-responsive meaning that both the process and analysis apply the key principles of a human rights-based approach. It will analyze the underlying structural barriers and socio-cultural norms that impede the realization of women's rights. The evaluation design will apply Good practices in gender-responsive evaluations and a suitable approach to assess the type, effectiveness and the quality of gender-transformative results achieved.

Data collection and analysis

The evaluation will employ a non-experimental, theory-based[48] approach. The performance of the country portfolio will be assessed using contribution analysis, using the theory of change set out in the Strategic Note 2018-2023 as a basis. The evaluation will apply a mixed-method using qualitative and quantitative methods. The method will draw on data sources including documents, field information, institutional information systems, financial records, beneficiaries, staff, funders, experts, government officials, community groups etc. The evaluation will employ the following data collection methods:

A. **Document analyses** undertaken primarily during the inception phase will inform the evaluation approach:

1. *Evaluability assessment* to identify gaps in secondary data which will be used to determine the evaluation approach, including an assessment of the Theory of Change, the conduciveness of the context to undertaking the evaluation, the management structure at the Country Office and the quality and completeness of the Development Results Framework and Operational Efficiency and Effectiveness Framework.

2. *Contextual analysis* of the key external influencing factors affecting realization of women's rights in the country.

3. *Portfolio analysis* of UN Women Strategic Note & Project Documents, synthesizing secondary results data for the Development Results Framework and the Organizational Effectiveness and Efficiency Framework of the Country Office.

4. *UN Women financial analysis* of the budget, expenditure and trends in type of expenditures.

B. **Interviews** and **Focus Group Discussions** with key informants identified through the stakeholder analysis (across all stakeholder groups);

C. **Surveys** of UN Women personnel and UNCT partners, including Civil Society Organisations and government stakeholders (should the context allow).

Data collection methods should be gender-responsive. Cultural aspects that could impact the collection of data should be analysed and integrated into data collection methods and tools. Evaluators are expected to include adequate time for testing data collection tools. Data should be systematically disaggregated by sex and age and, to the extent possible, by geographical region, ethnicity, disability and migratory status. Specific guidelines should be observed[49]. Data should be triangulated to ensure valid findings.

Sampling approach

The evaluation is expected to apply a purposive sampling approach to take into account a diverse range of perspectives. The main interventions undertaken by the Country Office have been mapped into a sample frame for evaluation (see Annex 1). In addition, up to two Case studies could be selected for an in-depth assessment of contributions to outcomes. This will be updated in consultation with the Evaluation Reference Group at the inception stage.

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[48] A theory-based design assesses the performance of the Strategic Note based upon its stated assumptions about how change happens. These assumptions can be challenged, validated or expanded upon by the evaluation.

[49] namely the UNEG guidance on Integrating Human Rights and Gender Equality in Evaluations (2014) and UN Disability Inclusion Strategy Evaluation Accountability (2019).

Stakeholder participation

The table below sets out the preliminary stakeholder analysis. This is expected to be reviewed and updated by the evaluation team during the inception phase.

Stakeholder role	Specific groups	Provide insights into:
Target Groups of rights holders	Women, including young women in marginalized urban areas and conflict zones, and those living with disabilities. Men and boys. Religious and community leaders, youths and gender advocates.	UN Women's development effectiveness
Principle and primary duty bearers who make decisions and implement the Strategic Note	**UN Women Country Office** **Government (TBD, depending on the political situation):** Ministry of Finances and the General Directorate for Women and Family Affairs, Ministries of Agriculture and Social Development, Human Rights Commission, Combating Violence Against Women (C-VAW) Unit, Ministry of Justice, Truth Justice and Reconciliation Commission (TJRC), Family and Child Protection Units, Bureau of Statistics **Donors:** UK Foreign and Commonwealth Development Office, European Union, Italian cooperation, Japan International Cooperation Agency, Norway, Swedish International Development Cooperation Agency, Silatech, Qatar Development Fund, African Development Bank, Multi-Donor Trust Fund Office	Effectiveness, coherence and efficiency of UN Women delivery
Experts and consultants who have technical inputs into the Strategic Note	Civil Society Organisations, for example *friends of people living with handicaps* UN Gender Focal Persons	Effectiveness and application of gender responsive and human rights principles
Representatives of secondary duty bearers and rights holders affected by the Strategic Note but not targeted for assistance	**Partner financial institutions** **Other UN agencies**: International Labour Organization, UN Integrated Transitional Assistance Mission in Sudan political mission, UN Country Team, UN Economic Commission for Africa, UN Environment Programme, United Nations Development Programme, Food and Agricultural Organization, World Food Programme, United Nations Industrial Organization **Other multilaterals**: the World Bank, International Monetary Fund.	Coherence and effectiveness of UN Women delivery

UN Women evaluations are inclusive, participatory, and transparent. The evaluators are expected to design the evaluation to ensure participation of stakeholders at all evaluation stages, with a particular emphasis on rights holders. The evaluators are expected to validate findings through stakeholder engagement, such as workshops and debriefings.

VIII. **Management of the evaluation**

This evaluation will have the following management structures:

1. Independent Evaluation and Audit Service Leadership: The Director of the IEAS oversees all IEAS activities, while the Chief of IES is responsible for the evaluation related activities; both will review the key products of the evaluation and sign off on the final CPE report and associated products.

2. Team Leader: The Regional Evaluation Specialist (RES) of IEAS will serve as the team leader, responsible for managing the coordination and day-to-day management of the CPE, leading the methodological approach, collection of data, analysis and report writing. As team leader, the RES will also be responsible for overseeing the work of the evaluation team members, managing the contracts and assuring quality of the work.

3. Evaluation team: Evaluation team members will include an evaluation expert to support the Team leader in designing and conducting the CPE and a national expert to provide key contextual information and support data collection in country.

4. **Evaluation Reference Group (ERG):** The ERG plays a critical role in ensuring a high quality, transparent process, providing insights on the key questions and approach, providing context and ensuring factual accuracy, ensuring gaps and misinterpretation of information is avoided. It will play an important role in the dissemination of the evaluation findings and recommendations to ensure evaluation uptake. Evaluation Reference Group members will be expected to engage at every stage of the evaluation process, including being interviewed by the evaluation team, participating in inception meetings and debriefings, providing feedback on all outputs (including the inception report, preliminary findings, draft and final report) and supporting uptake of the evaluation results.

Two ERGs will be constituted:
1. The internal ERG will include the Country Representative, Deputy Country Representative, UN Women program leads &, Country Office Evaluation focal person.
2. The external ERG will include National government partners, Civil Society representatives, Development partners/donors and the, UNCT representatives to provide the stakeholder perspective.

5. **Peer Reviewer** for methodological feedback: 1-2 IEAS staff will be engaged as peer reviewers of the CPE.

IX. Time frame and deliverables

The table below sets out the indicative timetable.

Task	Time frame	Indicative month	Responsible party
Final Terms of Reference	2-3 weeks	Nov 2022	Team Lead, Country Office Management and IEAS leadership and peer reviewer
Evaluation team recruitment	4 weeks	Dec 2022	Team Lead with HR team
Inception Workshop	1 or 2 days	Jan 2023	Team Lead and Country Office Management
Portfolio analysis and draft Inception Report	3-4 weeks	Jan 2023	Evaluation Team
Validation of draft Inception Report	2 weeks	Feb 2023	Evaluation Team Evaluation Reference Group (ERG), IEAS leadership and Peer reviewer
Final Inception report	1 week	Feb 2023	Evaluation Team
Data collection	3-4 weeks	March 2023	Evaluation Team
Data analysis, preliminary findings and draft report	3-4 weeks	April 2023	Evaluation Team
Draft report reviews	3 weeks	April-May 2023	IEAS Leadership, ERG and peer reviewer
Final Report	1 week	May 2023	Evaluation Team
Final report presentation	½ day	May 2023	Evaluation Team and ERG
Report brief	2 days	May 2023	IES evaluation team and Country Office Management
TOTAL	**26 weeks**		

X. Dissemination and uptake

During the inception phase, the country M&E focal point will work with the evaluation team to develop a dissemination plan. The plan will identify approaches to support dissemination and uptake for the target primary and secondary users of the evaluation, along with how this will be tracked. The evaluator will also be responsible for developing a short brief with key findings and recommendations that will be disseminated more widely.

Once the CPE report is signed off by IEAS management, the Country Representative leads the follow-up process to facilitate its use such as in the form of issuing a management response **within 6 weeks** of CPE report finalisation and other dialogue with the Country or regional management as deemed appropriate.

XI. Evaluation team composition, skills and experiences

This CPE Team leader will be supported by the following team members.

A) Evaluation expert

Roles and responsibilities

The Evaluation expert is expected to support the Team Leader in:
1. Scoping and design the evaluation, including drafting of the Inception Report and data collection instruments.
2. Implementation of the evaluation and data collection, including participation in document review, virtual/in situ field visits, survey design and implementation.
3. Data analysis to develop preliminary findings and drafting of final report.
4. Drafting final 2-page brief outlining the evaluation process, conclusions, and recommendations.
5. Communication with evaluation stakeholders, including attending exit briefs, validation meetings etc.

Qualifications:

Education: At least a master's degree in gender/women studies, sociology, international development, or related area

Experience:
1. At least 7-years practical experience in designing and conducting gender-responsive evaluations of development strategies, policies and programs;
2. Extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods;
3. Proven knowledge of the role of UN Women and its programming, coordination and normative roles at the regional and country level;
4. Country or regional experience in Sudan will be considered a strong asset;
5. Any relevant Gender Equality and Women's Empowerment thematic expertise will be considered a strong asset.

Language:

- Language proficiency in English (written and spoken) mandatory
- Language skills in Sudanese Arabic are considered an asset

Proposed level of effort by the Evaluation expert

Initial data collection and preparation of inception report	5 days
Data collection and data collection preparation	10 days
Preparation of draft report	10 days
Preparation of final report and associated evaluation outputs	2 days

B) National expert

Roles and responsibilities:
The National expert is expected to provide key contextual information and perspective to design a robust utilisation-focused CPE. The national expert is also expected to support the in-country data collection process.
1. Support the team lead to design the Evaluation methodology including evaluation data collection tools
2. Support the team lead to facilitate the inception workshop and drafting the inception report
3. Under the supervision of the team lead, collect virtual/in-situ field visits for data collection
4. Coordinate and communicate with evaluation stakeholders, including for exit briefs and evaluation preliminary findings validation meetings etc.
5. Contribute towards the draft and final evaluation report

Qualifications:
The National Consultant must possess the following qualifications:

Education:

- Master's degree in gender/women studies, sociology, international development, or related area; or
- A Bachelor's degree in gender/women studies, sociology, international development, or related area, with additional two years' experience

Experience:
1. At least 5 years of relevant work experience preferably in the area of monitoring, evaluation or research on gender equality, women's empowerment and human rights in Sudan
2. Process management skills, including facilitation and communication skills with stakeholders
3. Knowledge of the role of UN Women or the UN system and its programming, coordination, and normative roles at country level is an asset.

Language:
Fluent in English, and Arabic both written and spoken is mandatory

Proposed level of effort:

Initial data collection and preparation of inception report	3 days
In country data collection and data collection logistics	20 days
Support to data analysis	5 days
Preparation of draft report	2 days

Requirements for all team members

All Consultants should have proven commitment to the core values and competencies of the United Nations[50], namely:

Core Values: Respect for Diversity; Integrity; Professionalism.

Core Competencies: Awareness and Sensitivity Regarding Gender Issues; Accountability; Effective Communication; Inclusive Collaboration.

XII.   Application process

Interested applicants are requested to submit:
1. A brief summary setting out their relevant experience against the required experience section, no more than 100 words per requirement
2. 200 words setting out what challenges they anticipate facing as they deliver the evaluation, and how they would manage these challenges
3. A CV
4. Two examples of recent evaluation reports where the applicants played a key role in delivery
5. Daily rate in US$
6. A statement to confirm their availability to deliver the assignment
7. A statement to confirm that they are independent, and that they have not been directly responsible for the design, or overall management of the subject of the evaluation, nor expect to be in the near future, and that they have no vested interest and have the full freedom to conduct their evaluative work impartially.

XIII.   Ethical code of conduct

UN Women has developed a UN Women Evaluation Consultants Agreement Form[51] that evaluators must sign as part of the contracting process. The evaluators are also expected to provide a detailed plan on how the following principles[52] will be ensured throughout the evaluation: 1) Respect for dignity and diversity; 2) Right to self-determination; 3) Fair representation; 4) Compliance with codes for vulnerable groups (e.g., ethics of research involving young children or vulnerable groups); 5) Redress; 6) Confidentiality; and 7) Avoidance of harm.

The evaluators must put safeguards to protect the safety of both respondents and those collecting the data. These should include:

1. A plan to protect the rights of the respondent, including privacy and confidentiality;
2. The interviewer or data collector is trained in collecting sensitive information;
3. Data collection tools are culturally appropriate and do not create distress for respondents;
4. The interviewer can provide information on how individuals in situations of risk can seek support

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[50] To learn more about UN Women values and competencies, please follow the link
[51] based on the UNEG Ethical Guidelines and Code of Conduct.
[52] see UNEG Ethical Guidance for descriptions

Annex 1: Mapping of initiatives against the Strategic Note Impact areas

SP Impact Areas	Priority initiatives
Governance and participation in public life	Working with the government to support: • the Ministry in charge of gender with a team of **gender experts** • the Ministry of Justice to **review the legal framework** in line with CEDAW to identify gender gaps, supporting the abolition of discriminatory laws against women and the ratification of CEDAW and the Additional Protocol on women's Rights. • **gender integration in the Constitution and electoral law** reform to support women to participate in electoral processes more effectively. • the establishment and operationalization of the **Women and Gender Commission** • training and expertise to ensure **gender mainstreaming** by targeted government and state institutions in Sudan. • implementation of the **Gender capacity development plan** based on the recommendations of the UNCT SWAP-Gender Score Card. • Support operationalization of **gender coordination mechanisms** at Federal and State levels. Working with women groups to support: • the **dialogue between women groups and men in political parties** to change legal provisions of political parties and strengthen women leadership • **Capacity development** of women groups and gender equality advocates to influence programs and policy reforms at federal and state levels and to develop a database of women capable to defend women's rights agenda in Parliament. • the development of a **women's common agenda** to ensure effective women representation in the Parliamentarian Council
Women's economic empowerment	• **Advocating** with UNDP and FAO for the elimination of structural and social barriers impeding women's access to economic resources and advocating for conversion of social spaces into safe economic empowerment hubs • **Supporting government** by providing advice on gender-responsive policies related to land tenure and facilitating women's access to infrastructure and services; supporting gender integration in economic policy reforms; supporting capacity development of the Ministry of Finance and the gender responsive budgeting exercise in targeted ministries • **Strengthening partnerships with private corporations** to improve women's access to technologies, finances, inputs and information to improve livelihoods. • **Supporting changes in social norms** by implementing recommendations on the impact of social norms on women participation in economic empowerment initiatives.
Women, peace and security, humanitarian action and disaster risk reduction	• **Building capacity and supporting women** (including leaders, gender advocates and civil society) to establish coalitions and effectively engage in formal and informal peace processes to influence the political transition processes and humanitarian and recovery planning. • **Training duty bearers,** including security and justice personnel in gender-responsive justice; holding awareness-raising dialogues with religious leaders and native administrators on violence against women; and training humanitarian actors on gender analysis and gender mainstreaming.

SP Impact Areas	Priority initiatives
	• **Supporting the implementatio**n of the gender provisions of the Juba peace agreements and the Gender Strategy accompanying the Darfur Peace and Development Strategy • **Supporting the development and implementation** of the National Action Plan on UNSCR 1325, including through undertaking gender and conflict analysis and providing of tools and guidelines. • **Delivering the Leadership, Empowerment, Access and Protection in crisis response (LEAP) program**, to strengthen security for women and girls, focusing on Prevention and Protection, including establishing one stop centers and specialized women and children protection desks in police stations
Cross-cutting	• Work closely with the group "Friends of people living with handicaps" to ensure that at least **10% of beneficiaries are living with disabilities** • **Supporting the Bureau of Statistics** to strengthen the gender statistics system • Strengthening target implementing partners to conduct **awareness raising initiatives** on women's and girls' rights and safety and the harmful effects of violence against women on individuals and communities.

Annex 2: Key References

UN Women Evaluation References
- [Evaluation Policy of the United Nations Entity for Gender Equality and the Empowerment of Women](#) (UNW/2020/5/Rev.1)
- [UN Women GERAAS evaluation quality assessment checklist](#)
- [UN Women Evaluation Consultant Agreement Form](#)
- [UN Women Guidance on Country Portfolio Evaluation](#)
- [UN Women Core Values and Competencies](#)
- UN Women Evaluation Handbook. At UN Women Independent Evaluation Office website: http://genderevaluation.unwomen.org/en/evaluation---handbook
- [Good practices in gender-responsive evaluations](#)

UNEG References
- [UNEG Norms and Standards for evaluation](#)
- [UNEG Ethical Guidelines and Code of Conduct](#)
- [UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation](#)
- [Guidelines for the Evaluation of the United Nations Sustainable Development Cooperation Framework](#)

Other references for data on gender equality and human rights
- [UN Office of the High Commissioner for Human Rights (OHCHR) – Universal Human Rights Index](#)
- [UN Statistics – Gender Statistics](#)
- [UNDP Human Development Report – Gender Inequality Index](#)
- [World Bank – Gender Equality Data and Statistics](#)
- [Organisation for Economic Co-operation and Development (OECD) Social Institutions and Gender Index](#)
- [World Economic Forum – Global Gender Gap](#) Report
- A [listing](#) of UN reports, databases and archives relating to gender equality and women's human rights