

Final Report

**Final Evaluation of the UN Women Sudan Gender Equality
and Women's Empowerment (GEWE) Programme:
“Consolidating Efforts that Contribute to Gender Equality
and Women's Empowerment in Sudan”**

August, 2014

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Abbreviations

| | |
|-----------------------|--|
| AWP | Annual Work Plan |
| CBOs | Community Based Organizations |
| CP | Country Programme |
| CPA | Comprehensive Peace Agreement |
| CSOs | Civil Society Organizations |
| CVAW | Combating Violence Against Women Unit |
| DRA | Darfur Regional Authority |
| DRF | Development Results Framework |
| DSRI | Development Studies Research Institute – University of Khartoum |
| ERG | Evaluation Reference Group |
| FCPU s | Family and Child Protection Units |
| FGDs | Focus Group Discussion |
| GBV | Gender-Based Violence |
| GEWE | Gender Equality and Women’s Empowerment |
| GRB | Gender Responsive Budgeting |
| GTG | Gender Theme Group |
| HAC | Humanitarian Aid Commission |
| HR Approach | Human Rights Based Approach |
| HR/GE Approach | Human Rights and Gender Equality Based Approach |
| IPRSP | Interim Poverty Reduction Strategy Paper |
| M & E | Monitoring and Evaluation |
| MDGs | Millennium Development Goals |
| MOUs | Memorandums of Understanding |
| MoSM&CC | Ministry of Social Affairs Maternity and Children Care |
| MSC | Most Significant Change Method |
| MoWSS | Ministry of Welfare and Social Security |
| NEC | National Elections Commission |
| NHS | National Household Survey |
| PBF | Peace Building Fund |
| PPAC | The Political Parties Affairs Committee |
| PRSP | Poverty Reduction Strategy Paper |
| Prodoc | Programme Document |
| SIDA | Swedish International Development Cooperation Agency |
| SNSP | Sudan National Strategic Plan |
| SWPC | Sudanese Women Parliamentarians Caucus |
| TOR | Terms of Reference |
| UN Women | United Nations Entity for Gender Equality and the Empowerment of Women |
| GERAAS | (UN Women) Global Evaluation Reports Assessment and Analysis System |
| UNSCR(s) | United Nations Security Council Resolution(s) |
| UNAMID | African Union – United Nations Mission in Darfur |
| UNCT | United Nations Country Team |
| UNDAF | UN Development Assistance Framework |
| UNEG | United Nations Evaluation Group |
| VAW | Violence Against Women |
| VAW/G | Violence Against Women and Girls |
| WENP | Women’s Empowerment National Policy |
| WHRC | Women’s Human Rights Centre |

Acknowledgements

The report is the work of two independent evaluators contracted by the UN-Women on behalf of the Implementing Partners (IPs) for the Gender Equality and Women Empowerment (GEWE) Programme in Sudan. The evaluation was led by Simon Peter Opolot, International Consultant/Team Leader with technical support from Hala Al Ahmadi, National Consultant. The team would like to thank the Participating Government Ministries, Departments and Agencies; CSOs and CBOs who participated in the evaluation exercise. Special thanks are due to the UN Women Team: Jebbeh Forster, Country Representative; Fatou Lo, Deputy Representative; Mervat F. Abdo, Programme Analyst; Mary Mbeo, Programme Specialist, Darfur; Alpha Diallo, Operations Manager; Susan Tatten, Governance Specialist; Yassir Awad, Finance Associate; Hanadi Abdelhalim, Gender officer/ CVAW; Shaza Mohamed, Women Peace and Security Specialist; Huda Mohamed, Administrative Assistant; for their part in facilitating the evaluation process.

The evaluation team would like to acknowledge the role of the Reference Group constituted for the final evaluation of the GEWE programme for their technical oversight in the design and implementation of the evaluation. Likewise, we thank Caspar Merkle (Regional Evaluation Specialist) and Ilena Paltzer (Regional Evaluation Analyst), UN Women – Eastern and Southern Africa Regional Office, for their technical oversight in editorial and analytical rigor.

Executive Summary

A. Country Context and Programme Background: The report provides an independent evaluation of the UN Women Gender Equality and Women Empowerment (GEWE) programme in Sudan. The overall development goal of programme was “Consolidating Efforts that Contribute to Gender Equality and Women’s Empowerment in Sudan”. The two year (2012-2013) programme was designed to play an instrumental role in creating an enabling environment for accountability to women, especially those living in poverty, for them to achieve equality and enjoy their rights.

The GEWE programme was sponsored by the Swedish International Development Agency (SIDA) and the Norwegian Embassy with a total budget of US \$ 2,600,000. To implement the programme, UN Women partnered with over 35 Civil Society Organizations (CSOs) and key government agencies like the Ministry of Welfare and Social Security (MoWSS), the Family and Child Protection Unit (FCPU) (in Darfur only), the Political Parties Affairs Council (PPAC), Women’s Human Rights Centre, the Sudanese Women Parliamentarians’ Caucus (SWPC), the Development Studies Research Institute (DSRI) of Khartoum University, and (in Darfur only) the Judiciary Bodies.

B. Purpose and Objectives of the Evaluation: The final evaluation responded to questions of programme design, relevance, efficiency, effectiveness, sustainability, partnership principles, impact, and underlying factors in line with the UN Women terms of reference. The final evaluation of the GEWE programme was commissioned by UN Women to assess the progress made towards the overall and specific objectives, achievements, gaps and lessons learned and provide recommendations and preferred practices that focus on key components to guide future programming by UN Women and its donors. The evaluation was undertaken according to UN Women’s evaluation policy and the United Nations Evaluation Group (UNEG) norms and standards. Participatory methods were employed through stakeholder mapping to determine representation of key stakeholder categories, including the African Union – United Nations Mission in Darfur (UNAMID) Civil Police; UNAMID Rule of Law, Government Ministries, Departments, Agencies and Units, Community Based Organizations (CBOs) and beneficiaries where appropriate.

C. Evaluation Methodology: Mixed methods were used in data collection and analysis with systems approaches used to understand the design, objectives and strategies. The reconstructed Theory of Change (ToC) was used to understand causal pathways in the results chain.

D. Constraints and Challenges of the Evaluation: Delayed entry visa issuance for the team leader– contributed to delay in the whole process. The limited timeframe for conducting the evaluation in Darfur meant that the evaluation team could not meet some of the GEWE programme beneficiaries in Darfur. Similarly, the security situation in Darfur limited aspects of observation for the work done by paralegals/partners in Nyala. Both Darfur limitations were mitigated by meeting service providers (paralegals & rural courts) with whom comprehensive discussions were held.

E. Programme Design: The design of the GEWE programme was informed by a situation analysis; and benefited from existing data on its outcomes and the experiences of participating institutions. Key national frameworks and the United Nations Development Assistance Framework (UNDAF) guided programme design. Strategically, the GEWE was also designed to contribute directly to the

achievement of UN Women's Development Results Framework (DRF) Goals 1,2,3,4 and 5. The reconstructed GEWE ToC charts out a causal pathway of change showing how both rights holders and duty bearers would be differently affected by the services delivered.

Familiarity with the initial ground work done on promoting gender equality and women's empowerment in Sudan ensured coherence between the GEWE programme outcomes and between outcomes and the programme goal of "Consolidating Efforts that Contribute to Gender Equality and Women's Empowerment in Sudan". However, the GEWE was not adequately tracked. The inadequacy of performance measurement (with midterm-review having not been planned for) denied the programme the much needed data upon which to base decision making and adjustment (if needed) of programme strategies.

F. Programme Relevance: The evaluation found the overall goal of the GEWE, "Consolidating Efforts that Contribute to Gender Equality and Women's Empowerment in Sudan", was highly relevant to the Sudan country situation, particularly to the needs of poor and vulnerable women and girls. Programme relevance stems from its alignment with national frameworks, the UNDAF and UN Women's DRF. The informants contacted for this evaluation were of the same view.

G. Programme Efficiency: The evaluation noted the GEWE experienced human resource and financial efficiency challenges right at its inception which affected both UN Women and IPs. Donor fund expiry period after which unspent funds are returned was also a contributory factor to inadequate implementation of programme activities, e.g., the reimbursement of US \$ 271,406.80 to the Norwegian Embassy following the expiry of the stipulated fund period. Timely disbursement of the GEWE funds and up to date reporting and accounting by IPs would have contributed to the efficiency of the programme. In line with this, multi-year funding arrangements would have greatly enhanced programme implementation and avoided any delays and funding gaps.

UN Women has since taken steps to improve its human resource cadre by recruiting a Deputy Country Representative (October, 2013), Operations Manager (June, 2014), Programme Analyst (May, 2014) and a Governance Specialist. The agency also has other staff cadre and skills including a Finance Associate, Women Peace and Security Specialist, Gender Officer/CVAW, Administration Assistant, and Administrative Assistant, Darfur.

H. Programme Effectiveness: The evaluation observed elements of programme progress in achieving each its 5 outcomes. Under outcome I, the GEWE had been designed to strengthen political party structures and the National Elections Commission (NEC) to effectively influence women's representation and participation in leadership and decision making at national and state level in Sudan. The beneficiaries of outcome I included individuals and groups of women and selected institutions providing technical support to women leaders e.g. SWPC, PPAC and DSRI.

Considering the causal path way of results depicted in the reconstructed ToC, initiatives such as the sex disaggregation of the database of the leadership of all 76 registered parties show the programme began delivering outputs towards achieving outcome I. A workshop on gender and good governance that was held by PPAC provided an opportunity for political parties and the NEC to understand and appreciate the need for women's representation and participation in leadership and

decision making. This, combined with the awareness and expansion of capacity of women leaders to demand for representation and participation in leadership and decision making, would in the long run transform local dynamics for more women to participate in political party structures.

There were, however, challenges to progress made under outcome 1. For instance, the GEWE programme's strategy of targeting 10 most representative political parties out of 76 political parties unintentionally barred 66 others from programme activities and risked being viewed as partisan. Similarly, poor participation in training workshops held for SWPC meant the opportunity to understand and appreciate the need for women's representation and participation in leadership and decision making was missed. For better results therefore, more effort will be required to continue to raise the level of women's representation and participation across all political parties.

In outcome 2 (Gender equality priorities adequately integrated into peace building initiatives, humanitarian and security measures across Sudan), duty bearers were trained and technically supported to mainstream gender into peace building and security initiatives. It was also observed that rights holders and beneficiaries of this outcome were made aware of their rights and encouraged to participate in peace initiatives. The establishment of a women's peace forum in Darfur to engage more constructively and sustainably with the peace and recovery processes encouraged women (as rights holders) to participate in peace initiatives. Outputs achieved, such as a draft declaration on Women's participation in peace building initiatives and recovery processes, provide a basis for integration of gender equality priorities into peace building initiatives, which was the aim of outcome 2.

Although the GEWE was effective in bringing together implementing partners under outcome 2, progress was reduced by, e.g., (i) insecurity in Darfur where many organizations have to be monitored by the Sudanese Humanitarian Aid Commission (HAC) especially in the IDP camps; (ii) weak capacities of women's organizations and (iii) fragile peace agreements. Under these circumstances, IDPs (women and girls) did not "access UN supported security sector capacity building activities" - what was aimed in output 4. The programme needs a conducive environment in which to implement its activities and to reach out to intended beneficiaries of outcome 2.

It was noted under outcome 3 (Strategies and mechanisms for ending violence against women and girls (VAW/G) are implemented in line with regional and international standards) the IPs benefited from networking and information sharing in their response to VAW/G. Duty bearers were trained and given technical support to address VAW/G issues in line with regional and international standards. Although VAW/G units were established in some states (e.g. Nile State and the Red sea) and redress for survivors of VAW/G sought (e.g. in Darfur through paralegals and rural courts), survivors were not specifically targeted with awareness initiatives due to the persisting socio-cultural and political challenges in addressing VAW/G. Progress was also challenged by, e.g., (i) the failure to establish a unit for combating VAW/G (as planned) in North Kordofan due to insecurity; (ii) combating violence against women (C-VAW) database had not been fully operationalized at the time of the evaluation; (iii) discontinuation of some projects developed to provide livelihood for female IDPs in Darfur e.g. Women's gardens in IDPs camps and bakery; and (iv) Strategy developed for addressing VAW/G but which was not fully implemented because CSOs have not supported it.

The programme would have, most likely, made more progress towards achieving outcome 2 if the strategy developed for addressing VAW/G had been implemented.

In outcome 4, the GEWE contributed to the adoption and implementation of gender responsive budgeting (GRB) and planning in national policies, laws, programmes and plans. The integration of 20 gender statistics related questions into the National Household Budget Survey (questionnaire) is most notable as it will generate the first nationwide statistics on gender and contribute to the Poverty Reduction Strategy Paper (PRSP). More effort was, nonetheless, required to influence GRB initiatives. Strategically positioned IPs such as SWPC whose performance as an IP was inadequate should have been given more capacity support to perform its role in the programme.

For outcome 5, the GEWE programme created space for tabling of gender equality and women empowerment issues before government and offered an official platform for UN Women to interface with government and other partners on crosscutting issues of the GEWE. The programme also provided direct and strategic capacity support to the Directorate of Women in the MoWSS to work with gender focal points in Sectoral ministries and in (18) states. By providing such capacity support, the GEWE has been proactive in its bid to strengthen laws, policies, national and sub national economic plans that expand women's economic assets and security. Although initiatives such as these are commendable, a lot still needs to be done to make this a reality in a country still faced with many gender related challenges.

I. Programme Sustainability: The standard UN Women programming approaches (of working directly with government partners and using government systems and processes; working directly with CSOs; and capacity strengthening & community involvement in programme implementation) were employed in cultivating programme ownership by state and non-state actors at national and state level. For instance, some CSOs in Darfur (e.g. Dar Salaam Women in Development; Women Charitable Society for Development; Alamal Org. For Community Development) were reported to be continuing with outcome 2 and 5 activities without GEWE funding. The programme also contributed to the development of the technical capacities of institutions (MoWSS, MoSM&CC, PPAC, CVAW, SWPC, relevant CSOs and CBOs, amongst others) at national and state levels to promote gender equality and women's empowerment. To assure sustainability, however, a common framework is needed to guide IPs' efforts, which ties together the GEWE and IPs' goals, strategies, implementation plans, and metrics for improving sustainability.

J. Partnership Principles: The programme managed to assemble partnerships in all the outcomes. Partnerships with Government, CSOs and UN Agencies brought wide cross sections of skills and expertise, relevant to the programme priorities. Considering that partnerships have a core role in programme sustainability, subsequent continuation of the GEWE should be conducted in collaboration with IPs to build on "good practices" noted in this evaluation and benefit from the "lessons learned".

K. Programme Impact: As a consolidation of earlier efforts by UN Women/UNIFEM and other stakeholders promoting GEWE in Sudan, the programme can be fairly considered to have contributed those efforts. For example, following the lobbying by SWPC (with the support of the GEWE) for the women's quota in public leadership to be revised from 25% to 35%, it has since been revised to 30%. However, this highlighted achievement as do others, such as Sudan's increasing

exposure to the international arena on VAW/G where more lessons can be brought home, are more at output level and signal the need for more work to transform achievements at output level to outcome level results. Similarly, considering that some programme activities had not been completed at the time of the evaluation (such as the unit which was not established in North Kordofan for the VAW/G project; the inadequately conducted programme interventions, e.g., the training of paralegals and rural court judges done in 2 instead of 6 months as originally planned), and the discontinuation of livelihood projects; more needs to be done to make progress as originally envisaged in the GEWE.

L. Underlying Factors: Underlying factors of inadequate human resources; untimely disbursement of funds; insecurity; the uncondusive political context in the country; domestic laws which violate the human rights of women; harassment of women's human rights defenders (among others); affected programme efficiency and effectiveness.

M. Conclusions: The evaluation addressed questions of the GEWE programme design, relevance, efficiency, effectiveness, sustainability, partnership principles, impact and underlying factors. The triangulated use of situation analysis findings and existing data on the national and international principles and frameworks, assured programme validity and relevance. The following conclusions were drawn.

Although the GEWE experienced human resource capacity challenges UN Women has since recruited staff into key positions in the agency, which should be emulated by IPs for better coordination and management of programme work. The allocation of programme funds, guided by priority of the outcomes and consideration of other UN agencies already doing some work in a given outcome was a prudent strategy. Timely disbursements of GEWE funds and up to date reporting and accounting by IPs was needed for efficient performance of the programme.

The GEWE programme identified strategic partners for each outcome area, began delivering outputs towards achieving its 5 outcomes. While the GEWE made some progress towards achieving its outcomes, implementation challenges limited its achievements at output level.

Although the GEWE employed the standard UN Women programming approaches for promoting sustainability, partners should be further supported in designing for sustainability through defined sustainability plans addressed through exit strategies.

The programme made further contribution to earlier efforts on GEWE in Sudan. Unintended outcomes were, however, experienced for which more needs to be done to fully realize programme results. The GEWE programme should be implemented with a plan to address underlying factors such as the uncondusive socio-political context in the country which has the potential to affect programme efficiency and effectiveness.

N. Lessons Learned: 1) Designing a programme based on the situational analysis and existing national frameworks, assures relevance and consolidates national (Sudan country) appreciation of the need to address issues of "gender equality and women empowerment".

II) The country context/operating environment (encompassing the political, security, organisational capability, policy environment, social, etc. aspects) influences programme execution. Long term programme planning in the Sudan environment requires frequent adaptation of plans to align with ever-changing environmental priorities and renewal of long term plans is essential to ensure relevance of plans to the programme context.

III) In complex societies, NGOs, CSOs and CBOs become social agents that can lead to transformational change as witnessed in Darfur in the programme. Partnerships must therefore be strategic with those agencies that can lead change in Sudan to support gender equality initiatives. Likewise, collaborations between multiple partners especially in conflict areas are effective for sharing resources, approaches and methodologies.

IV) For a programme such as the GEWE, working with a cross section of stakeholders inclusive of CSOs, CBOs, women's organizations, human rights and gender advocates and academics provides vehicles for wider reach of the population in program implementation.

O. Recommendations: The following recommendations are made to the GEWE programme stakeholders.

- 1) The GEWE programme remains very relevant to the current Sudan context. Its implementation should therefore be given an extension. This, however, requires increased and predictable/multi-year funding; and a scale up of operations not only at the HQ level in Khartoum but also in other states and further consolidation of Outcomes with due consideration to other recommendations presented below.
- 2) Outcome 1: UN Women should build on its success and achievements working with political parties and the National Elections Commission in Sudan by ensuring the gender mainstreaming of the structures, plans and operations of the commission.
- 3) All Outcomes: The inadequacy of the GEWE programme performance measurement denied it the much needed data upon which to base decision making and (possibly) adjustment of programme strategies. Programme design needs to be carefully done to improve monitoring and evaluation through development of a strategy and framework jointly with partners.
- 4) Outcome 1: The GEWE programme's strategy of targeting 10 most representative political parties out of 76 political parties¹ unintentionally barred 66 others from GEWE programme activities/interventions and risked being viewed as partisan. Programme interventions should thus be designed with the view to reach for all existing political parties and political parties should be encouraged to participate by representation.

¹ The GEWE programme planned to focus on the 10 most representative political parties but it became quite clear that for good measures all parties had to be involved.

- 5) All Outcomes: Reported delays in disbursement of programme funds (and discontinuation in some cases) resulted in a short period (than planned) of implementation compromising programme quality as rushed implementation of programme activities did not give enough time for the results chain to be genuinely cultivated for better results. UN Women and IPs should streamline reporting and accountability arrangements through carefully developed and agreed upon annual work plans that provide details for reporting and accountability. UN Women should organize partners' orientation for new partners to clarify approaches, strategies, tools and methodologies.
- 6) All Outcomes: Coordination and management arrangements for the GEWE programme did not operate optimally which affected implementation and programme results. UN Women and IPs should designate programme/project staff to be focal points responsible and accountable for implementation and follow up of programme initiatives in their specific outcome docket while working to optimize synergy with other outcome areas.
- 7) Outcome 3: Socio-cultural and political difficulties and challenges still exist in addressing VAW/G. Programme interventions for VAW/G should include a strategy for raising awareness and for transforming traditional, common law and Sharia judicial systems to be receptive to the needs or rights of women victims of violence.
- 8) All Outcomes: Systematic and structured training programme should be developed and delivered to partners to enhance their appreciation and understanding of (i) Women's Rights and basic gender frameworks; and (ii) Results Based Management (RBM) of projects/programmes. (iii) UN Women should develop institutional capacity building strategy to address partner needs - such a strategy would provide a framework for identifying capacity required by partners to be effective, efficient and accountable.
- 9) Outcome 4 & 5: (i) UN-Women should continue its support for the Directorate of Women Affairs (in the MoWSS) in Sudan to strengthen their capacity for engendering line ministries plans and activities.

(ii) UN Women continue supporting a gender budgeting approach that ensures mainstreaming gender in public expenditure and policy, gender audit of public expenditure programmes and adequate resource allocation for gender in key line ministries.

I. Country Context and Programme Background

I.2 Country Context

The evaluation of UN Women's Gender Equality and Women's Empowerment (GEWE) Programme 2012-2013 took place at a complex transitional phase in the history of Sudan. The complexity of the current transitional context of Sudan emanates mainly from unresolved issues in the Comprehensive Peace Agreement (CPA) signed in 2005 between the North and South, notably: 1) the border demarcation and the disputed Abyei region; 2) the division of oil revenues; and 3) the division of Sudan's national debt obligations.² Also, such complexity emanates from the longstanding conflict in the Darfur region and the renewed fighting in the Abyei, South Kordofan and Blue Nile states. The on-going conflict in these different parts of the country has devastating consequences for women, children and the different segments of the society in the affected regions and the country as a whole. Insecurity, instability, displacement, poverty, sexual violence, violation of human rights and destruction of health and social services that are vital to the well-being of the population are but a few of the impacts. The on-going conflicts in some parts of Sudan and the deteriorating economic situation are factors that contribute to an overwhelming poverty situation affecting women and children in unique ways.

Despite the challenges, the current transitional phase and process in Sudan offers great opportunity to promote equality in decision-making and build on some of the successes to enhance women's political participation. The up-coming elections scheduled for 2015, for instance, can provide an opportunity to enhance women's political participation and capitalize on the women's quota which was introduced in 2008 which resulted in a quantitative shift in women's representation in parliament. Also, the anticipated process of the constitutional review and legislative reform processes offers a unique opportunity to address pervasive gender inequalities.

Moreover, the transitional context provides an opportunity to operationalize the Women's Empowerment National Policy (WENP) which was endorsed by the President of the Republic of Sudan in 2007. This, alongside the President's call for a national dialogue on women empowerment issues, opens another window of opportunity to guarantee women's equal engagement in the process. Furthermore, the transitional context paves the way to address gender, peace and security issues in a holistic manner which can take the form of development of a national action-plan for adherence to Security Council Resolutions (UNSCRs) on Women, Peace and Security³ and development and operationalization of strategies and mechanisms to address Gender-Based Violence (GBV).⁴ Thus, this evaluation took place at a time when the Republic of Sudan continues in a state of extraordinary transition on the political, economic and social fronts, with the international community, including UN Women, contributing to broader national development in line with international instruments and standards.

² Country Analysis 2012, United Nations Country Team in Sudan (February 2012).

³ UNSCRs 1325, 1820, 1888, 1889

⁴ UN Women Sudan, Strategic Note (2013)

1.2 Program Description

The overall development goal of the UN Women Gender Equality and Women's Empowerment (GEWE) Programme (2012-2013) was "Consolidating Efforts that Contribute to Gender Equality and Women's Empowerment in Sudan". The Programme was designed to play an instrumental role in creating an enabling environment for accountability to women, especially those living in poverty, for them to achieve equality and enjoy their rights. It covered five thematic areas: i) Governance; ii) Ending Violence Against Women; iii) Women's Economic Empowerment; iv) Women's Peace and Security; and v) National Planning and Budgeting. And was to be implemented nationally.

The GEWE Programme responded to the needs of women, men, girls and boys; the national machineries for the advancement of women and gender mainstreaming mechanisms and other relevant state institutions, women's organizations and gender equality advocates in civil society. The programme also worked towards promoting equal opportunities and access to services for both men and women, addressing the need to include women's issues in governance structures, and supported women's leadership at national and local levels.⁵

1.2.1 Key Programme Outcomes

The GEWE Programme addressed significant gaps in gender equality and women's empowerment in Sudan, in alignment with, for instance, Sudan's development priorities as stated in the current Interim Poverty Reduction Strategy Paper (IPRSP) pillars 1 and 2; the Sudan National Strategic Plan (SNSP) goal 1 on sustaining peace; etc. Among others, the GEWE Programme contributed directly to the achievement of UN Women's Development Results Framework (DRF) Goals 1,2,3,4 and 5, as the following outcomes:

- **Outcome 1:** Political party structures and National Elections Commission strengthened to effectively influence women's representation, presence and participation in leadership and decision making at national and state level in Sudan.
- **Outcome 2:** Gender equality priorities adequately integrated into peace building initiatives, humanitarian and security measures across Sudan.
- **Outcome 3:** Strategies and mechanisms for ending VAW/G are implemented in line with regional and international standards.
- **Outcome 4:** Gender responsive budgeting and planning in national policies, laws, programmes and plans adopted and implemented.
- **Outcome 5:** Laws, policies, national and sub national economic plans that expand women's economic assets and security adopted and implemented.

⁵ UN Women Sudan, Strategic Note (2013)

1.2.2 Programme Strategies

Key strategies for the implementation of the programme included capacity building, advocacy, gender mainstreaming, evidence-building (information and data collection) and the use of media to highlight and inform the general population of Sudan.

To implement the Programme, UN Women partnered with over 35 Civil Society Organizations (CSOs) and key government agencies like the Ministry of Welfare and Social Security (MWOSS), the Family Protection Unit (in Darfur only), The PPAC, Women's Human Rights Centre, the Sudanese Women's Parliamentarians Caucus (SWPC), the Development Studies Research Institute (DSRI) of Khartoum University, and (in Darfur only) the Judiciary Bodies (WHCJB).

The GEWE specifically focused on providing technical support to government institutions and national gender institutions and organizations for the purpose of promoting equal access of men and women to goods and services, and to support civil society organizations in holding duty bearers accountable. Through specific and varied activities, the programme sought to contribute to engendering national and local institutional policies and legal frameworks; increased women's participation in governance at all levels; and supported civil society in articulating women's needs, demanding and influencing the delivery of equitable services.⁶

1.2.3 Programme Donor and Budget

The GEWE programme was sponsored by the Swedish International Development Agency (SIDA) and the Norwegian Embassy with a total budget of US \$ 2,600,000.

2. Purpose and Objectives of the Evaluation

2.1 Purpose

The final evaluation of the GEWE Programme (2012-2013) was commissioned by UN Women to assess the progress made towards the overall and specific objectives, achievements, gaps and lessons learned and provide recommendations and preferred practices that focus on key components to guide future programming by UN Women and its donors.

2.2 Objectives

The specific objectives of the evaluation were to assess:

- Programme **design** (objectives, indicators, outputs and outcomes) with reference to the programme logic and theory of change.
- The **relevance** of the programme in regard to its consistency with the Sudan country context (political, social and economic); Ownership and congruency of the programme to

⁶ UN Women Sudan, Strategic Note (2013).

the partner mandates and strategic direction; Technical adequacy of programme to address the issues identified in the problem/ situation analysis; Complementarity with other initiatives supported by other donors; and Identification process of beneficiaries.

- The **efficiency** of the programme in transforming inputs into outputs; timeliness of the inputs and outputs; value for money; etc.
- The **effectiveness** of the programme in achieving (or making progress towards) its stated objectives, outcomes, etc.
- The **sustainability** of the programme in terms of the extent to which the programme addresses beneficiary priorities and demand; support to the programme by local institutions and integration with local social and cultural conditions; uptake of results and potential for replication of strategies; etc.
- **Partnership principles** - partnership performance and outreach (e.g. between UN Women and partners, amongst partners etc.);
- **Impact** of the programme - the intended, positive and negative, long term effects of the program; need to explain difficulty to assess impact in just one year although trends and patterns could be detected;
- **Underlying factors** beyond the control of the programme that have influenced the outcome(s); and
- Lessons learned on programme design, relevance, effectiveness, efficiency, sustainability, impact; partnerships and underlying factors.
- Make recommendations on how to improve performance of similar programmes.

To address the terms of reference of the evaluation, evaluation questions were developed and incorporated into the evaluation matrix (see Annex 2⁷) that cover the criteria of programme design, relevance, effectiveness, efficiency, sustainability, partnerships; impact and underlying factors; and recommendations.

3. Evaluation Methodology

3.1 Approaches to the Evaluation

The evaluation was undertaken according to UN Women's Evaluation Policy and UNEG Norms and Standards. It upheld human rights and gender equality approaches of respect and confidentiality, fairness, inclusiveness; paying attention to broad stakeholder participation including the most vulnerable groups. Participatory methods were employed through stakeholder mapping to determine representation of key stakeholder categories, including UNAMID Civil Police; UNAMID Rule of Law, Government Ministries, Departments, Agencies and Units, and beneficiaries where appropriate.

⁷ Annexes are filed separately in a document accompanying this report.

A mixed methods approach characterized by the deployment of quantitative and qualitative methods was used to answer the evaluation questions. Data was collected using different methods that included desk review (extracting both quantitative and qualitative information), Key Informant Interviews, participatory & empowerment evaluation, and case stories.

The Theory of Change (ToC)⁸ was used to understand the assumptions behind the outcomes of the programme; and system based approaches were used to understand the design, objectives, strategies and implementation arrangements that support achievement of the GEWE outcomes. Reliability was ensured through use of structured data gathering tools with open ended questions structured around the evaluation criteria defined in the terms of reference Techniques such as triangulation, were utilized to ensure validity.

Meanwhile, evaluation ethics was applied in respecting participants' right to confidentiality, avoidance of harm especially in respect to vulnerability, gender, age and ethnicity. Translation in Arabic to ensure participants were comfortable to take part and contribute their opinions and views.

3.2 Data Collection

The evaluators reviewed programme documents including The GEWE Programme concept note, MOUs, IPs project progress reports, Final Audit Report; and other indicated in Annex 3⁹. The output of the document review was the GEWE Programme Evaluation Inception Report that outlined the evaluation framework including the methodology, evaluation matrix, questions, and sampling. Semi-structured interviews were held with Khartoum based IPs. A country data collection mission was undertaken in Darfur (El Fashir, El Geneina and Nyala) to consult with Partners and understand the clients and services offered.

3.3 Sampling

All geographic regions/states where the GEWE programme was implemented in the Republic of Sudan were initially up for consideration. However, considering time and security limitations the evaluation was located in the three states (Northern, Western and Southern Darfur) of the Darfur Region and Khartoum Area. A mapping of stakeholders was conducted in consultation with UN Women and the Evaluation Reference Group. The evaluation used purposive sampling in identification of the GEWE programme partners and beneficiaries. Accordingly, field trips were informed by stakeholder mapping at outcome level (Table I). A detailed participant list is appended to this report (Annex 5¹⁰).

⁸ Although initially implicit, the evaluators reconstructed the GEWE Programme ToC that charted out a causal pathway of change showing how communities were to be different when services (and products) are delivered to achieve intended outcomes and impact in Sudan.

⁹ Ibid

¹⁰ Ibid

Table 1: Outcome Sampling

| Outcome | IP population | Sample | Location |
|-----------|---|--|---|
| Outcome 1 | PPAC, SWPC, DSRI | PPAC, SWPC, | Khartoum |
| Outcome 2 | DRA MoSM&CC, Women Leaders/Experts working peace issues, CSOs working on Peace Issues. | DRA MoSM&CC, Women Leaders/Experts working peace issues, CSOs working on Peace Issues. | Khartoum and El Fashir |
| Outcome 3 | CVAW Unit of Govt; CSOs working on VAW; UNAMID Rule of Law; Rural Court Judges; Paralegals. UNFPA | CVAW Unit of Govt; Rural Court Judges; Paralegals | Khartoum, El Fashir, El Geneina, Nyala, |
| Outcome 4 | Directorate of Women (MoWSS); DRA MoSM&CC; SWPC. | Directorate of Women (MoWSS); DRA MoSM&CC; SWPC. | Khartoum, El Fashir |
| Outcome 5 | Directorate of Women (MoWSS); UNDP | Directorate of Women (MoWSS) | Khartoum |

3.4 Evaluation Matrix

To effectively analyse the process of development of the GEWE programme and look into the strength of its design, strategies and implementation arrangements, the evaluators formulated an evaluation matrix whose objective was to develop final evaluation questions that were administered in the study. The evaluation matrix (see Annex 2¹¹) was informed by the core evaluation criteria of design, relevance, effectiveness, efficiency, sustainability, partnership principles, impact and underlying factors.

3.5 Data Analysis

Both qualitative and quantitative research methods were used to analyse the data. Qualitative data was categorised at outcome level with analysis of trends in outcomes and outputs and the progress made in realization of each outcome. Quantitative methods were used to analyse the data with tabulations and frequencies to supplement the qualitative data. Triangulation was used to confirm validity of data; reliability was ensured through use of standard data collection tools.

4. Constraints and Challenges of the Evaluation

- 1) Delayed entry visa issuance for the Team Leader– contributed to delay in the whole process. The evaluation period was extended two times. The entry visa for Sudan was eventually issued.
- 2) The limited timeframe to conduct of the evaluation in Darfur meant that the evaluation team could not meet some of the GEWE programme beneficiaries in Darfur. This was mitigated by meeting service providers (paralegals & rural courts)
- 3) Security situation in Darfur – limited aspects of observation for the work done by paralegals/partners in Nyala. This was compensated by comprehensive discussions with respondents.
- 4) Limited sex and gender disaggregated data which could be referred to as baselines in for comparison with GEWE programme achievements.

¹¹ Ibid

5. Evaluation Findings

The evaluation findings on the 8 criteria are presented in this section.

5.1 Programme Design

5.1.1 Design Informed by Situation Analysis/Gender Analysis

The design of the GEWE programme included a tailor-made situation analysis. For instance, the analysis presented in the GEWE Programme Strategic/Concept Note covers (among others) the dimensions of:

- **Gender** – showing, e.g., women participation in public decision-making was 5 percent in top management posts, 44 percent in professional jobs, 78 percent in traditional agricultural jobs, 85 percent of informal sector activities. The analysis also showed that some government institutions with mandates for gender mainstreaming were in place. In terms of official policy, and despite the limited space for discussing ‘gender issues’, the policy context for promoting women’s rights was somewhat positive. For instance, the introduction of women quota resulted in a quantitative shift in women’s representation. The percentage of women in the National Assembly increased from 9.6 percent in 2004 to 25 percent in the current Assembly.
- **Governance** – showing a complex transitional phase in the history of Sudan, at the time of the GEWE programme design, due to unresolved issues in the Comprehensive Peace Agreement (CPA) signed in 2005 between the North and South, notably: 1) the border demarcation and the disputed Abyei region; 2) the division of oil revenues; and 3) the division of Sudan’s national debt obligations.
- **Conflict/security** – indicating conflicts were still on-going in different parts of the country with devastating consequences on women, children and civil society activities in the region.
- **Violence Against Women and Girls (VAW/G)** – showing VAW/G was endemic in Sudan, a vast country containing within its borders the full spectrum of customary, traditional, common law and Sharia judicial systems, often combined and rarely receptive to the needs or rights of women victims of violence.
- **Coordination** – indicating that UN Women Sudan would lead/coordinate and participate in and support Gender Equality (GE) priorities identified in the UNDAF and the UN and Partners Work Plan.
- **Partnerships** – showing UN Women responded to a wide range of programme stakeholders that included all women nationwide (particularly vulnerable women), at all levels; the national machineries for the advancement of women/ gender mainstreaming mechanisms and other relevant state institutions and women’s organisations and gender equality advocates in civil society.

Situation analysis on these dimensions helped create a better understanding of the Sudan country context and population groups that the GEWE Programme was to serve. The analysis also facilitated better understanding of the critical barriers, issues and underlying causes negatively affecting women and girls. Most importantly, the analysis included mitigation strategies to deal with the identified challenges and constraints of the context on gender issues in Sudan. That UN Women Sudan would lead/coordinate and participate in and support Gender Equality (GE) priorities identified in UNDAF and the UN and Partners Work Plan; was a much welcome reaffirmation of the agency's official mandate, which put it in a better position to coordinate and manage the GEWE programme.

5.1.2 Design and Existing Data on GEWE Programme Outcomes

Design of the GEWE programme benefited from existing data on GEWE Programme Outcomes and the experiences of participating institutions. The evaluation found evidence that the following national principles and frameworks guided programme design:

- Interim Poverty Reduction Strategy Paper (IPRSP) pillars 1 and 2;
- The Sudan National Strategic Plan (SNSP) goal 1 on sustaining peace;
- The Sudan National Population Policy;
- Goal 1 on poverty and the Millennium Development Goals (MDGs) and goal 5 on good governance;
- Sectoral priorities in the National Policy for Women's Empowerment and Gender equality - Goal 3 on women's economic empowerment, Goal 4 on women's human rights and rule of law, Goal 5 on political participation and decision making; Goal 6 on peace building and conflict resolution; and
- Ongoing reforms by the Government of Sudan post-CPA.

5.1.3 Design and the UNDAF and UN Women DRF

The evaluation found evidence the GEWE Programme was designed:

- To contribute to UNDAF outcomes 1, 2, 5, 6, 7 and 8;
- Based on Lessons learnt from implementing the 2008-2011 Country Programme (CP), and 2012 Country Annual Work Plan (AWP); and
- To contribute directly to the achievement of UN Women's Development Results Framework (DRF) Goals 1, 2, 3, 4 and 5.

Based on the above principles and frameworks, the evaluation observes that initial ground work on promoting gender equality and women's empowerment had been done, prior to the design of the GEWE programme. The principles and frameworks are also indicative of initial Sudan country appreciation of the need for policy and strategy enhancement around the 5 outcomes of the GEWE. The triangulated use of situation analysis findings and existing data on the principles

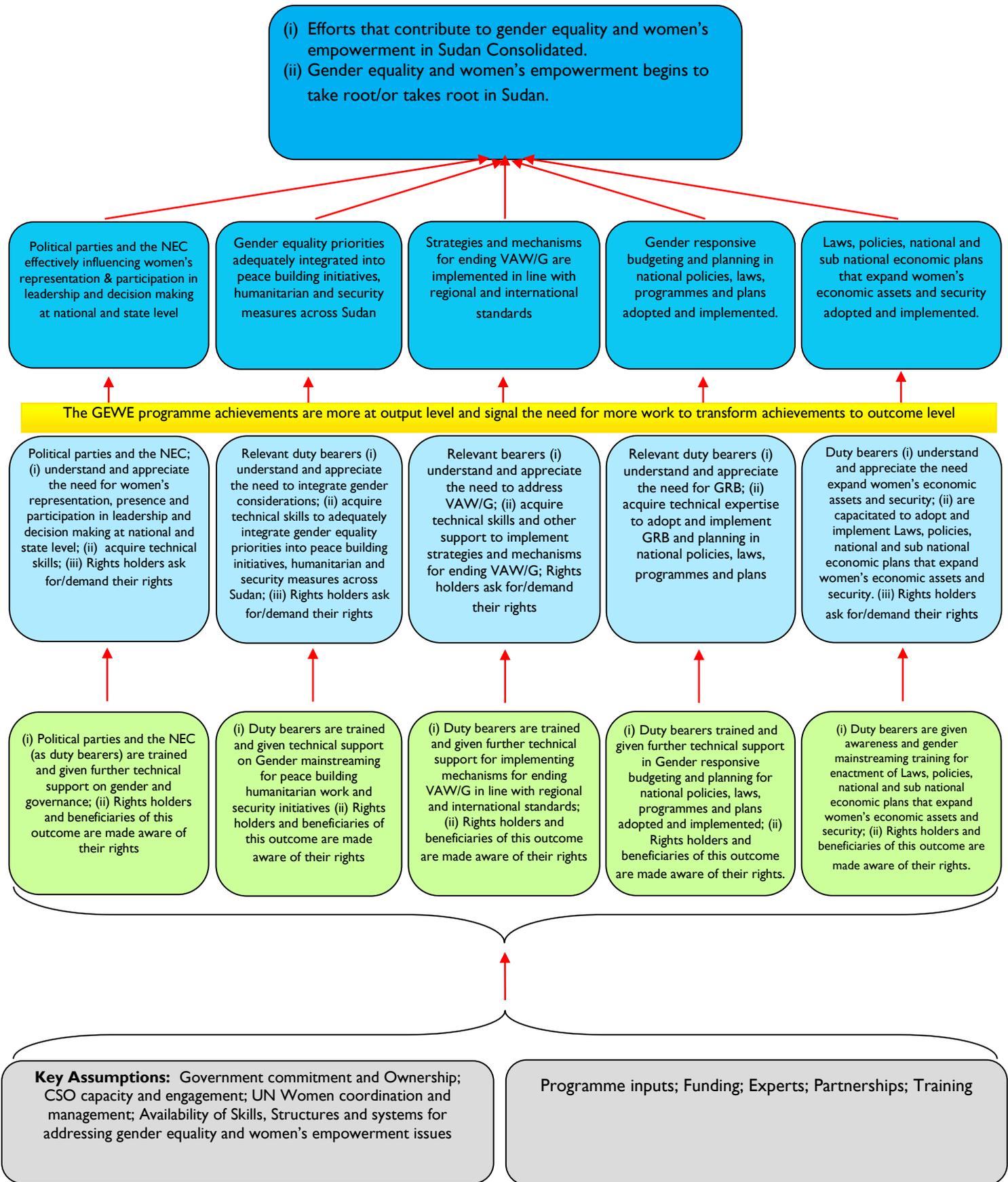
and frameworks in programme design, potentially helped in validating the choices made at input, activity, output and outcome levels. In this respect, the GEWE programme was strategically designed and positioned to contribute to the development aspirations and goals of Sudan as well as in meaningfully realizing women's rights.

5.1.4 Theory of Change Analysis

The reconstructed theory of change (ToC) model (Figure I below) was used in this evaluation to analyse the desired change and the steps taken over the implementation period of the GEWE programme. Analysis was made of the pre-programme and end-of-programme conditions and how programme activities and initiatives had facilitated or inhibited change. The overall goal of the GEWE, which was "Consolidating Efforts that Contribute to Gender Equality and Women's Empowerment in Sudan", was understood to drive initiatives that enhanced strategy and policy making in the 5 outcome areas.

The reconstructed ToC in Figure I below depicts the causal pathway of change for progress made in achieving programme results.

Figure I: The Reconstructed GEWE Programme Theory of Change



5.1.5 Design of Programme Outcomes

The GEWE programme was designed with 5 outcomes. The evaluation noted that no changes or revisions were made to any of the outcomes and their outputs over the programme implementation period. While this provides for consistent tracking of the programme's results chain (from inputs, activities, outputs and outcomes) to assess impact of initiatives, programme monitoring should have availed adequate data to suggest the need (if any) for changes in programme strategies.

Outcome 1: Political party structures and National Elections Commission strengthened to effectively influence women's representation, presence and participation in leadership and decision making at national and state level in Sudan.

Outcome 1 was linked to the GEWE's theme of gender and governance. Based on the contextual analysis which showed that women's political empowerment was considered a strategic objective to be achieved in Sudan, outcome 1 supported political structures at the national and state level to ensure their decision-making processes were more gender responsive. The design of the outcome was effective in mapping interventions that would lead to its achievement such as engaging women legislators at state level; strengthening advocacy and decision-making skills of women in political parties; building the capacity of men in political parties to help in advocacy for gender mainstreaming within their parties; supporting CSOs' oversight role in ensuring accountability of political leaders to the women's agenda; promoting CSOs' advocacy for increased representation of women in decision-making positions; and supporting political parties and electoral bodies in the creation of a conducive environment for women candidates.

Outcome 2: Gender equality priorities adequately integrated into peace building initiatives, humanitarian and security measures across Sudan.

Outcome 2 had 4 robust outputs¹² designed to further strengthen national commitment to women's peace and security. In earlier Darfur and in Eastern Sudan peace processes, for example, the representation and participation of women had been prioritized but not well coordinated and reflective of women from all spheres of life, and the average numbers of women participating in peace negotiations in official roles – as negotiators, mediators, signatories or witnesses – remained notably low. As such, programme interventions were designed to correct and reposition the representation of women in peace building initiatives. For example, in South Kordofan and Blue Nile states, the GEWE was to facilitate better coordination and participation of women in state and community led conflict prevention, reduction and mitigation efforts.

¹² Outcome 2 outputs: (i) Women are engaged in and have access to a full range of conflict prevention, reduction and mitigation systems; (ii) Enhanced capacities of women to influence peace talks, recovery, peace building recovery/peace building planning processes and transitional justice processes (both formal and informal); (iii) Improved accountability to gender equality issues in UN Reports to the UN Security Council; and (iv) Increase in number of IDPs, (women and girls) to have access to UN supported security sector capacity building activities in conflict areas.

Outcome 3: Strategies and mechanisms for ending VAW/G are implemented in line with regional and international standards.

Considering the causal path way of results depicted in the reconstructed ToC, there is coherence between this outcome and its 3 outputs¹³. In view of protection as a key factor and livelihood as a means of protection, this outcome of the GEWE was rightly designed to identify and fill gaps in national and local-level coordination and institutional frameworks for responding to VAW/G survivors. For example, partnership with UNAMID in providing capacity for rural court judges and supporting community actions through paralegals in the Darfur region, would significantly contribute to ending VAW/G and facilitate the transformation of the legal framework from a repressive to an enabling environment for complainants. While outcome 3 provided an opportunity for the GEWE to contribute to the “One UN mechanisms”, e.g., in planning and implementation of initiatives, the evaluation noted some initiatives (e.g. in Darfur) which could have been joint ventures were undertaken separately by the GEWE programme and UNFPA.

Outcome 4: Gender responsive budgeting and planning in national policies, laws, programmes and plans adopted and implemented.

Outcome 4 outputs¹⁴ were designed to contribute to the enhancement of the national women’s machineries’ oversight role in gender mainstreaming at the national and state level. More strategically, the outcome was designed to support the institutionalization of gender budgeting in Sudan by collaborating with an academic institution to include modules on GRB and gender macro-economic analysis within their curriculum and act as the training institution for delivering trainings on GRB and gender macro-economics. The planned integration of 20 gender statistics related questions into the National Household Budget Survey (questionnaire) to be conducted in 2014, was hoped to help generate the first nationwide statistics on gender and contribute to poverty reduction strategy paper (PRSP). Although the GEWE (through outcome 4) attracted other partners (e.g. WFP, Sudan Central Bank), it could have done better to increase partnership synergy.

Outcome 5: Laws, policies, national and sub national economic plans that expand women’s economic assets and security strengthened.

The evaluation found outcome 5 coherent with its 4 outputs¹⁵. The design of the outcome to work with women in the government sector at the federal and state level was intended to

¹³ **Outcome 3 outputs:** (i) Enhanced community mobilization for zero tolerance on VAW in conflict areas such as, Darfur, South Kordofan, Blue Nile and Abyei; (ii) Enhanced access to nationally generated knowledge and statistics on Violence Against Women and Girls in Sudan; and (iii) Formal and informal systems responding to VAW/G and providing services and support to survivors of VAW/G strengthened.

¹⁴ **Outcome 4 outputs:** (i) Enhanced knowledge and skills of women parliamentarians in gender analysis, gender responsive budgeting and planning; (ii) Enhanced capacity of sectoral ministries, law making and government institutions to integrate women’s priorities in national and sub national plans and budgets; (iii) National Women’s Machineries have the knowledge, skills and tools to effectively monitor and coordinate gender responsive plans and budgets; and (iv) Enhanced knowledge and skills for CSOs on gender responsive budgeting and planning.

¹⁵ **Outcome 5 outputs:** (i) Engendering national and sub national development plans and relevant sectoral policies to integrate women’s economic empowerment measures; (ii) Capacity of national actors to integrate women’s priorities in economic

promote women's roles in decision-making and ensure government commitment to engendering development plans. Similarly, programme work with CSOs under this outcome would strengthen their experiences of alliances and networking with women in the government sector to advocate for gender sensitive implementation of the IPRSP, for building the culture of women solidarity in terms of economic issues at community level and for building a mechanism to enhance the women's lobbying role. The outcome was also designed to support interventions that attempt to move women from the informal to the formal through giving support to actors in formal business sector. In working with partners, the programme would continue its support role to women's access to land and improve land tenure/ownership policies and laws.

5.2 Programme Relevance

The evaluation found the overall goal of the GEWE, "Consolidating Efforts that Contribute to Gender Equality and Women's Empowerment in Sudan", was (and still is) highly relevant to the Sudan country situation, particularly to the needs of poor and vulnerable women and girls. This declaration is strongly supported and substantiated by both the frameworks presented in sub sections 5.1.2 and 5.1.3 above, and the views of informants contacted for this evaluation.

For instance, economic empowerment of women, the desired result in outcome 5 of the GEWE programme is underpinned by rights and freedoms guaranteed in the National Policy for Women's Empowerment and Gender Equality. Goal 3 on women's economic empowerment, emphasizes on the provision of financial services to women in order to boost income generation. Informants contacted during this evaluation underlined access to financial and non-financial services as a core economic empowerment issue for Sudan women. This is supported by the fact that most women in Sudan work in the informal economy. In addition, women as a social sub group have less access to financial and non-financial services. This element of Outcome 5 was therefore planned to be achieved through strengthening adoption and implementation of "laws, policies, national and sub national economic plans that expand women's economic assets and security" – interventions at the strategic level for women's economic empowerment.

5.3 Programme Efficiency

5.3.1 Human Resources

Capacity of UN Women

The GEWE was designed to utilize the human resources available in UN Women, Government structures and implementing partners. However, the evaluation noted the programme experienced human resourcing challenges. UN Women had gone through the transition from UNIFEM to UN Women in January, 2011, a year before the GEWE was launched. Programme

planning strengthened; (iii) Rural women and women in the informal sector have access to and utilization of Micro finance and other resources in 5 States; and (iv) Women and girls specific relief, needs are met and women's capacities to act as agents in relief and recovery are reinforced in conflicts and post conflicts situations.

IPs who took part in the evaluation, most of whom the evaluation found to have also had inadequate human resources for programme implementation, indicated having had high expectations of efficiency following this transition. However, the differences in the mandates of UNIFEM and UN Women came with human resource challenges. The nature of contracts offered to UN Women staff at the time appears to have been short term resulting in high turnover. In addition, the use of consultants instead of permanent staff did not assure regular availability of human resources. The present UN Women Country Representative herself came on board in June 2012, six months after the inception of the GEWE programme. This impacted on the coordination and management role of the agency.

The evaluation, however, notes that UN Women has made progress in addressing the human resource challenges that the agency had faced. The agency has since recruited a Deputy Country Representative (October, 2013), Operations Manager (June, 2014), Programme Analyst (May, 2014) and a Governance Specialist. The agency also has other staff cadre and skills including a Finance Associate, Women Peace and Security Specialist, Gender Officer/VAW, Administration Assistant, and Administrative Assistant, Darfur.

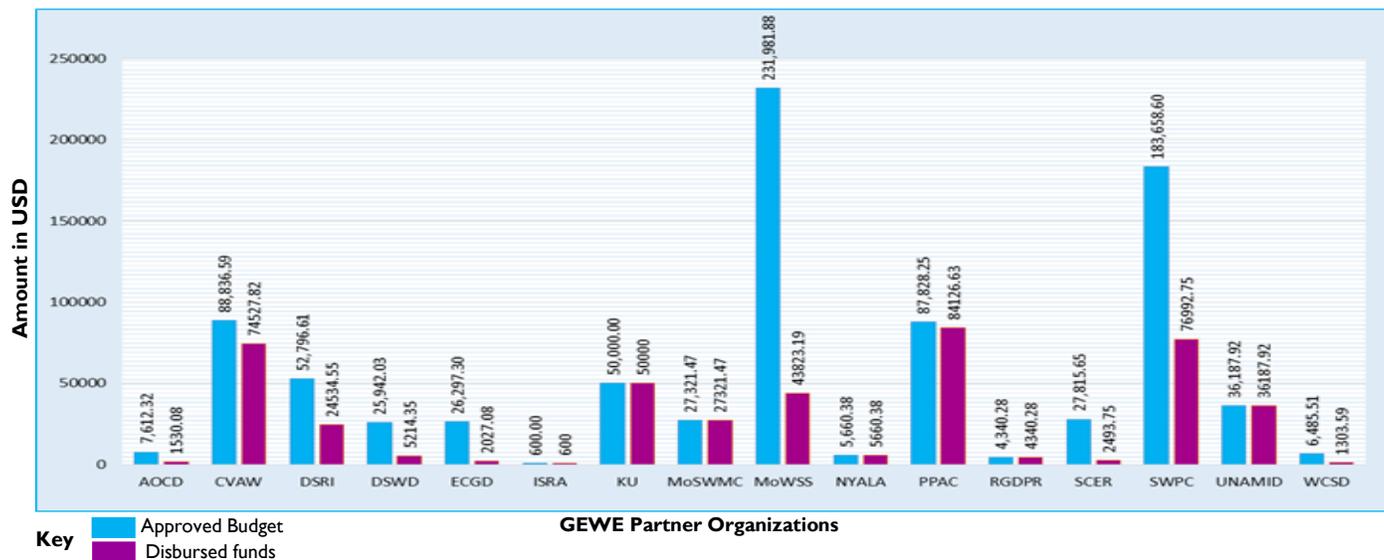
Capacity of Government and CSOs

The programme contributed to the development of human resources of some of the participating government institutions and CSOs. In the government Directorate of Women (MoWSS), at least one person was dedicated to the implementation of the GEWE. This contribution enhanced capacity among institutions to perform their roles. At CSOs level (e.g. Paralegals and Rural Courts Judges in Darfur), the programme was able to leverage the institutional competences and HR skills within the participating CSOs. While competences were noted among CSOs, constraints were reported at operational levels in the communities where numbers of skilled HR were limited in the face of demand for services from the communities serviced.

5.3.2 Financial Resources

The evaluation assessed financial resource allocation for the programme over the implementation period. The GEWE had a budget of USD \$ 2,600,000 for the 2 year period. Figure 2 shows the GEWE programme budget analysis based on approved and disbursed amounts.

Figure 2: GEWE Budget Expenditure Analysis 2012 -2013



It is noticeable from Figure 2 that amounts disbursed for the programme implementation period 2012-2013 did not amount to what was approved for some IPs. There were a number of reasons for this including (elaborated more under sub section 5.3.3 below) delayed disbursements by UN Women, which in itself was due to (i) the apparently slow responsiveness of UN Women processes at the time because the agency did not have delegation of authority, and (ii) delays in reporting and accounting by IPs as stipulated in standing MoUs. Approved allocations to the partners were budget amounts attached to the agreement (MoU) with the responsible parties. All 2012-2013 GEWE MoUs have expired and were not extended, so the balances were not carried forward to the Year 2014.

While some GEWE IPs (e.g. PPAC, MoSM&CC, KU, UNAMID, CVAW, etc.) utilised 100% (and/or higher percentages) of funds allocated, others (e.g. SWPC, DSRI, MoSWW, etc.) utilised small percentages (see Table 2 below) of what was allotted to them. Reasons for this are highlighted under efficiency challenges (subsection 5.3.3 below). Majority of respondents said this impacted negatively on programme delivery, with some planned activities not being delivered at all. Programme delivery as a percent of total GEWE programme funds is 51.65%, and includes funds allocated and utilized by IPs on programme activities and programme operational costs.

Table 2: Allocated Funds Utilization by GEWE – Programme Delivery

| GEWE Partner Organizations | | % of Allocated funds Utilized by Partner | Programme Delivery |
|----------------------------|--|--|--------------------|
| SWPC | Sudanese Women Parliamentarians' Caucus | 9.82% | 51.65%, |
| PPAC | Political Parties Affairs Council | 95.78% | |
| DSRI | Development Studies & Research Institute | 46.46% | |
| MoWSS | Ministry of Welfare and Social Security | 18.89% | |
| CVAW | Unit for Combating Violence Against Women and Children | 83.89% | |
| KU | Kenyatta University | 100.00% | |
| MoSWMC | Ministry of Social Affairs, Maternity and Child Care | 100.00% | |
| ECGD | Elmedina Centre for Gender Development | 7.70% | |
| SCER | Sudanese Centre for Educational Research | 8.96% | |
| Nyala | Municipality of Nyala | 100.00% | |
| RGDPR | REG Institute of Gender Diversity, Peace & Rights | 100.00% | |
| ISRA | Islamic Relief Agency | 100.00% | |
| AOCD | Al Amal Org. for Community Development | 20.00% | |
| WCSD | Women Charitable Society for Development | 20.10% | |
| DSWD | Dar Salaam Women in Development | 20.10% | |
| UNAMID | African Union - United Nations Mission in Darfur | 100.00% | |

The evaluation found outcome level funds allocation was guided by priority of the outcomes based on situation analysis and donor goals. As observed by UN Women Sudan, it was also guided by consideration of other UN agencies already doing some work in a given Outcome. Thus, Table 3 below shows Outcome I was allocated more funding.

“A specific allocation was received from SIDA to support activities for the development of the new Constitution - constituting 1/3 of their support to the country strategy. This is why a high allocation was made in the Outcome I area”. Outcome level funds allocation also, “depends on the situation analysis, the country priorities and the Agency’s opportunities to work in the various Outcome areas. There are other Agencies that work in the outcome areas, and where other Agencies have a stronger mandate and cover activities we would otherwise have done, we do not make a huge investment. For example, UNFPA is lead on GBV and EAW (Outcome 3); and UNDP on national planning and budgeting (Outcome 5)”.

UN Women Sudan

Table 3: GEWE Outcome Level Funds Allocations 2012 - 2013

| Outcome | Organization | Approved Budget (USD) | % of Total Budget |
|-------------------------|---|-----------------------|-------------------|
| Outcome I | SWPC | 183,658.60 | |
| | PPAC | 87,828.25 | |
| | DSRI | 52,796.61 | |
| | Kenyatta University | 50,000.00 | |
| | Sub Total | 374,283.46 | 14.39% |
| Outcomes 2 | Almedina Centre for Gender Development | 2,027.08 | |
| | Reg. Institute for Gender Diversity, Peace & Rights | 4,340.28 | |
| | Islamic Relief Agency | 600.00 | |
| | Dar Salaam Women in Development | 5,214.35 | |
| | Women Charitable Society for Development | 1,303.95 | |
| | Alamal Org. For Community Development | 1,530.08 | |
| | Sub Total | 15,015.75 | 0.57% |
| Outcomes 2, 4 & 5 | Ministry of Social Welfare (MoWSS) | 231,981.88 | |
| | DRA MoSM&CC | 27,321.47 | |
| | Municipality of Nyala | 50,000.00 | |
| | Sub Total | 259,303.47 | 9.97% |
| Outcome 3 | Unit for Combating VAW | 8,836.59 | |
| | UNAMID | 36,187.92 | |
| | Sub Total | 125,024.51 | 4.80% |
| Operational Costs | | 924,003.34 | 35.53% |
| Balance carried forward | | 902,369.48 | 34.70% |
| | Total GEWE Fund | 2,600,000.00 | |

The evaluation noted that out of the GEWE funds balance carried forward (\$902,369.49.48) to the year 2014, \$ 271,406.80 was reimbursed to the Norwegian Embassy (on 16/07/2014) due to the donor fund expiry period.

5.3.3 Efficiency Challenges

A number of challenges were expressed by respondents which indicate gaps in human resources and financial management:

- 1) While delays in funds disbursement and limited staff dedicated by UN Women affected follow up on implementation of programme activities, the inability of IPs to report on previous funds and/or late reporting on previous funds, further delayed the disbursement of the next tranche of funds. Inadequate or weak financial reporting systems and practices among the implementing institutions were also a factor in disbursement delays. In some worse cases funding was discontinued. Funding discontinuation was linked to lack of reporting and accountability by IPs.

“The GEWE has had delays in fund disbursements. When funds eventually came, programme activities were hastily implemented. This compromised programme quality.”

Respondent, Final Evaluation of the UN Women Sudan GEWE Programme.

Although UN Women conducted workshops to orient partners on its financial regulations and procedures, some evaluation participants indicated lack of awareness and to have received this orientation later in programme implementation. Staff attrition appears to have been a factor in this situation. Considering that risk assessment was done at the design of the GEWE, more resources should have been dedicated to this course, which would have averted or minimised the crisis.

- 2) Donor fund expiry period after which unspent funds are returned took away a significant amount of the much needed funds (\$ 271,406.80) from the programme. This highlights a need for (i) consideration of the Sudan country context and the multiple challenges therein (including insecurity), which in themselves slow the implementation of programme activities; and (ii) efficiency¹⁶ in the utilisation of programme funds.

5.4 Programme Effectiveness

The GEWE programme was planned for implementation nationally. In spite of the challenges, such as shortages in human resources and insecurity, activities/initiatives were implemented under each of the 5 GEWE outcomes. Some of the planned IP activities were, however, not implemented, e.g., under outcome 3 (VAW/G) in North Kordofan and the Darfur region, due to on-going insecurity (for other examples see Table 4 below).

¹⁶ Efficiency in this context refers to timely implementation of programme activities and the achievement of planned outputs for given (financial) inputs, which leads to the successful achievement of the intended outcomes.

Table 4: Examples of major implemented activities and unimplemented activities by outcome

| Outcome | Implementing Partner | Implemented Activities | Unimplemented Activities | Location for implementation |
|---------|---|---|---|--|
| 1 | PPAC, SWPC, DSRI | <ul style="list-style-type: none"> ▪ A workshop on gender and good governance conducted. ▪ Constitution Forum consultation meetings held in 15 states. ▪ A database, disaggregated by gender, of the leadership of all 76 registered parties. | <ul style="list-style-type: none"> ▪ PPAC Training for political parties postponed due to political insecurity in the country – Khartoum ▪ SWPC consultations with women parliamentarians in 6 states¹⁷ were not held as planned | Khartoum (with national reach); 6 states ¹⁸ |
| 2 | DRA MoSM&CC, Women Leaders/Experts working peace issues, CSOs working on Peace Issues. | <ul style="list-style-type: none"> ▪ The MoSM&CC convened a women's only consultation of 50 women from the 5 Darfur states on the priorities for the donor conference on Darfur. ▪ A women's peace forum established to engage more constructively and sustainably with the peace and recovery processes in Darfur. | <ul style="list-style-type: none"> ▪ IDPs, (women and girls) did not have access to UN supported security sector capacity building initiatives in conflict areas due to insecurity, e.g. in Darfur. | Khartoum (with national reach) 5 States of the Darfur Region |
| 3 | CVAW Unit of Govt; CSOs working on VAW; UNAMID Rule of Law; Rural Court Judges; Paralegals. UNFPA | <ul style="list-style-type: none"> ▪ Two VAW/G Units were established in the Nile State and the Red sea ▪ C-VAW database developed with data collection earmarked to take place in 2014 ▪ Work with paralegals and rural courts to address VAW/G issues | <ul style="list-style-type: none"> ▪ VAW/G unit in North Kordofan was not established due to insecurity ▪ Strategy developed for addressing VAW/G not fully implemented because CSOs have not supported it¹⁹ | Khartoum (with national reach), Darfur Region; South Kordofan, North Kordofan, Blue Nile and Abyei |
| 4 | Directorate of Women (MoWSS); DRA MoSM&CC; SWPC. | <ul style="list-style-type: none"> ▪ Consultations with women parliamentarians and public campaigns for men and women held in 10 States²⁰ ▪ Gender Responsive Budgeting training was held for 40 women parliamentarians. | <ul style="list-style-type: none"> ▪ GRB training meant to strengthen the SWPC to strategically and effectively engage in policy dialogue, gender responsive budgeting, constitution and law reform process in Sudan. | Nationwide, Khartoum with national reach |
| 5 | Directorate of Women (MoWSS); UNDP | <ul style="list-style-type: none"> ▪ Women Directorate (MoSWW) worked with gender focal points in Sectoral ministries and in (18) states for follow up implementation of Women Empowerment policy in Sudan ▪ UN Women Coordinator posted in the Directorate of Women Affairs (MoSWW). | <ul style="list-style-type: none"> ▪ Women Directorate (MoSWW) did not have regular interactions with gender focal points, especially in some states (North Kordofan, Abyei) due to insecurity. | Nationally; Khartoum with national reach |

Outcome 1: Political party structures and National Elections Commission strengthened to effectively influence women's representation, presence and participation in leadership and decision making at national and state level in Sudan.

The beneficiaries of outcome 1 were of two categories: (i) individuals and groups of women and (ii) selected institutions providing technical support to beneficiary women e.g. SWPC, PPAC, DSRI. Considering the causal path way of results depicted in the reconstructed ToC, activities²¹

¹⁷ River Nile, White Nile, Gadarif, West Kordofan, South Kordofan and West Darfur.

¹⁸ Ibid

¹⁹ The lack of CSO support was allegedly because they were not involvement in design of the VAW/G strategy.

²⁰ El Gazira, North Kordofan, Kassala, Northern State, North Darfur, South Darfur, East Darfur, Central Darfur, Sinnar and Damazin.

²¹ Examples of other initiatives/activities implemented under outcome 1 are shown in box 1 in Annex 8.

such as those shown in Table 4 above and Table 5 below, show the programme delivered outputs towards achieving Outcome I. IPs worked to enhance (i) political parties' and the NEC understanding and appreciation of women's representation and participation in leadership and decision making at national and state level; (ii) capacity of political parties and the NEC (as duty bearers) to promote women's representation and participation in leadership and decision making; and (iii) awareness and capacity of women leaders (as rights holders) to ask for/demand for representation and participation in leadership and decision making at national and state level. Other examples of progress towards outcome I, challenges and impact are shown in Table 5 below.

The programme, however, experienced effectiveness related challenges. Progress was reduced by (i) shortage of human capacity of UN Women, e.g., UN Women Governance Specialist came on board in October 2013 at the later stages of the programme; (ii) discontinuation of funding²² for Sudanese Women Parliamentarian's Caucus (SWPC) meant for capacity strengthening activities (e.g. training on English language); (iii) delay of recruitment of Gender Advisor consultant to SWPC²³; (iv) very short period of implementation for the consultations on constitution-making (which was done in collaboration with DSRI) – that the consultations had to take place in fifteen states within a five month duration was cited by respondents as a big challenge; (v) very modest budget for the consultations on constitution-making especially due to the change in money value (devaluation of Sudanese pound); (vi) delay in receiving the instalment of funds for the gender and constitution consultations, which reportedly led to the loss of momentum for project implementation within the planned timeframe; (vii) weak capacity of SWPC to implement programme activities in their docket; (viii) minimal communication between SWPC and UN Women, and between SWPC executive office and other members of the caucus; and (ix) poor participation in training workshops held for SWPC.

Table 5: Outcome I - Examples of progress towards planned results and challenges

| GEWE Theme | Examples of Progress | Challenges | Data Source |
|--------------------------------|--|---|--|
| Gender & Governance | <ul style="list-style-type: none"> ▪ Workshop on gender and good Governance held by PPAC. ▪ Women leaders from 10 political parties trained and given dialogue opportunities by PPAC. ▪ Checklist/tools for Gender Mainstreaming for implementing and monitoring gender mainstreaming in political parties developed by PPAC. ▪ Database, disaggregated by gender, of the leadership of all 76 registered parties in Sudan established by PPAC ▪ The Constitution Forum for women leaders and CSOs trained and given technical support by DSRI. ▪ Consultation meetings held in 15 states by Constitution Forum ▪ SWPC was supported to conduct 2 workshops on the constitution ▪ Rights holders (women leaders, etc.) in this outcome capacitated to ask for/demand their rights. ▪ Women's representation quota revised from 25% to 30% | <ul style="list-style-type: none"> ▪ Exclusion of 66 Political Parties from GEWE programme activities. ▪ PPAC Training for political parties postponed due to political insecurity in the country in November, 2013. ▪ Second instalment of project funding delayed affecting timely implementation of activities. ▪ Discontinuation of funding for SWPC meant for capacity strengthening activities ▪ Weak capacity of SWPC to implement programme activities in their docket; ▪ Poor participation in training workshops held for SWPC. | <ul style="list-style-type: none"> ▪ Interviews with PPAC; ▪ Interviews with UN Women Staff; ▪ PPAC Final Report – Governance; ▪ UN Women Sudan Annual Report 2013 ▪ Governance programme documents |

²² Discontinuation of funding in this case was due to non-reporting and inadequate accountability by the IP as agreed upon in the MoU between this IP and UN Women

²³ The consultant was supposed to be recruited in April 2013, but the process was delayed by SWPC until October, 2013.

Outcome 2: Gender equality priorities adequately integrated into peace building initiatives, humanitarian and security measures across Sudan.

The GEWE was effective in bringing together implementing partners for Outcome 2, which included the DRA MoSM&CC; Regional Institute for Gender Diversity, Peace & Rights; NGOs (Islamic Relief Agency) and CSOs (Almedina Centre for Gender Development, Dar Salaam Women in Development, Women Charitable Society for Development, Al Amal Organization for Community Development). The evaluation noted IPs worked to integrate gender equality priorities into “peace building initiatives, humanitarian and security measures”²⁴ across Sudan with more emphasis in Darfur. The establishment of a women’s peace forum in Darfur to engage more constructively and sustainably with the peace and recovery processes encouraged women (as rights holders) to participate in peace initiatives. Outputs achieved, such as a draft declaration on Women’s participation in peace building initiatives and recovery processes, provide a basis for integration of gender equality priorities into peace building initiatives, which was the aim of outcome 2.

Although this evaluation did not assess the level of duty bearers’ understanding and appreciation of the need to integrate gender considerations, it is possible, from activities and initiatives implemented, that duty bearers’ did acquire some level of capacity to integrate gender equality as envisaged in outcome 2. It was not, however, observable from activities and initiatives implemented that IDPs, (women and girls) had “access to UN supported security sector capacity building activities” - in the aim of output 4²⁵.

Progress was challenged by (i) insecurity in Darfur where many organizations have to be monitored by HAC especially in the IDP camps; (ii) weak capacities of women’s organizations and (iii) fragile peace agreements. Examples²⁶ of progress towards outcome 2, challenges and impact are shown in Table 6 below.

Table 6: Outcome 2 - Examples of progress towards planned results and challenges

| GEWE Theme | Examples of Progress | Challenges | Data Source |
|-------------------------------------|--|---|---|
| Women’s Peace & Security | <ul style="list-style-type: none"> ▪ A declaration on Women’s participation in peace building initiatives and recovery processes was drafted in 2013. ▪ A women’s peace forum was established in Darfur Region. ▪ A draft declaration on Women’s participation in peace building initiatives and recovery processes, provides a basis for integration of gender equality priorities ▪ MoSM&CC supported to convene a women’s only consultation of 50 women from the 5 Darfur states on the priorities for the donor conference on Darfur. ▪ A project on Capacity Building/development on peace for Women and other Stakeholders in South Kordofan State ▪ SDDRC supported in conducting a workshop on SALW and Women in order to help guide their strategic planning. ▪ A meeting towards the establishment of a women led Network/mechanism to report and monitor on peace and security issues held in Al Fashir. | <ul style="list-style-type: none"> ▪ Insecurity in Darfur where many organizations have to be monitored by HAC especially in the IDP camps. ▪ Weak capacities of women’s organizations ▪ Renewal of fighting/conflict. ▪ Fragile peace agreement. | <ul style="list-style-type: none"> ▪ Interviews with MoSWW & DRA-MoSM&CC; ▪ Interviews with UN Women Staff; ▪ UN Women Sudan Annual Report ▪ UN Women Peace Programme documents |

²⁴ Ibid

²⁵ Increase in number of IDPs, (women and girls) to have access to UN supported security sector capacity building activities in conflict areas.

²⁶ Examples of other initiatives/activities implemented under outcome 2 are shown in box 2 in Annex 8.

Outcome 3: Strategies and mechanisms for ending VAW/G are implemented in line with regional and international standards.

“Transparent and accountable coordination with all relevant Government Units, facilitates getting government commitment and the achievement of outcome results on VAW/G.”

Respondent, Final Evaluation of the UN Women Sudan GEWE Programme.

The evaluation noted outcome 3 IPs benefited from networking and information sharing in their response to VAW/G. Duty bearers were trained and given technical support to address VAW/G issues in line with regional and international standards. Although VAW/G units were established in some states (e.g. Nile State and the Red sea) and redress for survivors of VAW/G sought (e.g. in Darfur through paralegals and rural courts), survivors were not specifically targeted with awareness initiatives due to the persisting socio-cultural and political challenges in addressing VAW/G. Progress was challenged by (i) the failure to establish a Unit for combating VAW/G (as planned) in North Kordofan due to insecurity; (ii) the C-VAW database had not been fully operationalized at the time of the evaluation; (iii) Paralegals and Family and Child Protection Units (FCPU) in Darfur which were not provided with work related furniture and equipment; (iv) Discontinuation of some projects developed to provide livelihood for female IDPs in Darfur e.g. Women’s Gardens in IDPs camps and Bakery; (iv) Strategy developed for addressing VAW/G but which was not fully implemented because CSOs have not supported it. Table 7 below, shows examples²⁷ of progress towards outcome 3 results, challenges and impact.

Table 7: Outcome 3 - Examples of progress towards planned results and challenges

| GEWE Theme | Examples of Progress | Challenges | Data Source |
|--|--|---|---|
| Ending Violence Against Women/Girls (VAW/G) | <ul style="list-style-type: none"> ▪ National Strategy for combating VAW/G drafted in 2013. ▪ Two Units for combating VAW/G established in the Nile State and the Red sea ▪ A two-day deliberative meeting on the priorities, challenges, and action to take to strengthen coordination and collaboration between the various actors was convened. ▪ C-VAW database developed with data collection earmarked to take place in 2014 ▪ VAW/G Unit trained in data management system ▪ A Project aimed at improving community based and public mechanisms for preventing and responding to VAW/G in Darfur implemented ▪ Capacity of service providers and investigators of SGBV in effective sexual criminal investigation developed. | <ul style="list-style-type: none"> ▪ A Unit for combating VAW/G not established as planned in North Kordofan due to insecurity ▪ The C-VAW database not fully operationalized ▪ Discontinuation of some projects developed to provide livelihood for female IDPs in Darfur e.g. Women Gardens in IDPs camps and Bakery. ▪ Paralegals and Family and Child Protection Units (FCPU) in Darfur were not provided with furniture and equipment ▪ Socio-cultural and political difficulties and challenges in addressing VAW/G persist. | <ul style="list-style-type: none"> ▪ Interviews with VAW/G Unit of Govt; CSOs; UNAMID; Rural Court Judges; Paralegals; ▪ Interviews with UN Women staff ▪ CVAW Final Report; ▪ Women Sudan Annual Report 2013 |

Outcome 4: Gender responsive budgeting and planning in national policies, laws, programmes and plans adopted and implemented.

Under outcome 4, the GEWE programme endeavoured to strengthen the institutional capacity for gender responsive budgeting and planning and the eventual adoption and implementation in national policies, laws, programmes and plans. The integration of 20 gender statistics related

²⁷ Examples of other initiatives/activities implemented under outcome 3 are shown in box 3 in Annex 8.

questions into the National Household Budget Survey (questionnaire) is most notable as it will generate the first nationwide statistics on gender and contribute to PRSP. Although the activities and initiatives implemented under this outcome²⁸, contributed to planned outputs²⁹, a number of challenges to progress were noted. For example, a strategically positioned IP such as SWPC, which was also a key partner for outcome 1, should have played an important role in advancing gender equality and women’s empowerment as its members are part of the country’s legislative body, but did not have a permanent staff to manage its affairs. It also did not have a properly functioning financial system which appears to have affected its financial reporting and performance. The evaluation noted that these problems continued to persist throughout the GEWE implementation period. Considering the strategic nature of this IP, GEWE resources should have been dedicated to strengthen it as it was done with other IPs, e.g. the attachment of UN Women Coordinator in the directorate of Women Affairs in the MoWSS. Table 8 shows examples³⁰ of progress towards planned results, challenges and impact under outcome 4.

Table 8: Outcome 4 - Examples of progress towards planned results and challenges

| GEWE Theme | Examples of Progress | Challenges | Data Source |
|--|--|--|--|
| National Planning & Budgeting | <ul style="list-style-type: none"> ▪ Consultations with women parliamentarian and public campaigns for men and women were held in 10 States. ▪ GRB training for 40 women parliamentarians held ▪ Two gender statistics trainings were conducted ▪ Survey questionnaire was drafted by the Ministry of Welfare, and indicators were defined. ▪ 20 gender statistics related questions were integrated into the National Household Budget Survey (questionnaire) ▪ Training of trainers to lead consultations and advocacy on GRB in 5 states done ▪ Training workshops on GRB conducted in collaboration with DRA MoSM&CC. | <ul style="list-style-type: none"> ▪ GRB training meant to strengthen the SWPC to strategically and effectively engage in policy dialogue, gender responsive budgeting, constitution and law reform process in Sudan was not carried out ▪ Consultations with women parliamentarian in 6 states (River Nile, White Nile, Gadarif, West Kordofan, South Kordofan and West Darfur) not held as planned ▪ Parliamentary Conference on Gender Responsive Constitution Making with representations from the state legislative assembly (15 states) and the national assembly not held ▪ Lack of permanent management staff for the SWPC, which affected the implementation of the project activities. ▪ Lack of financial management systems - SWPC did not have adequate financial systems in place to properly manage and report on project funds in a timely manner ▪ Weak activity reporting. | <ul style="list-style-type: none"> ▪ Interviews with Directorate of Women (MoWSS); DRA MoSM&CC; SWPC; ▪ Interviews with UN Women Staff; ▪ UN Women Sudan Annual Report 2013. ▪ SWPC Annual Report 2013 |

Outcome 5: Laws, policies, national and sub national economic plans that expand women’s economic assets and security strengthened.

The GEWE programme, under outcome 5, was effective in creating space for tabling of gender equality and women empowerment issues before government. In addition, the programme offered an official platform for UN Women to interface with government and other partners on crosscutting issues³¹ of the GEWE. The programme provided direct capacity support to the

²⁸ E.g.

²⁹ Ibid

³⁰ Examples of other initiatives/activities implemented under outcome 4 are shown in box 4 in Annex 8.

³¹ Such as gender, VAW/G and women’s empowerment, etc.

Directorate of Women in the MoWSS. Table 9 below shows examples³² of progress towards planned results, challenges and impact for outcome 5.

Table 9: Outcome 5 - Examples of progress towards planned results and challenges

| GEWE Theme | Examples of Progress | Challenges to progress | Data Source |
|--------------------------------------|---|--|---|
| Women's Economic Empowerment. | <ul style="list-style-type: none"> ▪ Meta-Analysis of Recommendations on Women's Economic Empowerment in East Sudan done ▪ Support given to Women Directorate to work with gender focal points in Sectoral ministries and in (18) states ▪ UN Women Coordinator posted in the Directorate of Women Affairs (MoSWW) ▪ Gender statistics trainings were conducted | <ul style="list-style-type: none"> ▪ Delay in disbursement of fund. ▪ Discontinuation of funding. ▪ Ad hoc nature of funding support given to directorate ▪ Insecurity | <ul style="list-style-type: none"> ▪ Interview with Directorate of Women (MoWSS); ▪ Interview with UN Women; ▪ UN Women Annual Report 2013 |

5.4.1 Effectiveness Challenges

While the GEWE programme made some progress towards achieving each of the 5 outcomes, its achievements are more at output level and provide the foundation for realisation of outcome level results. This is due to a number of challenges some of which are showcased under each outcome above. For example:

- The GEWE programme's strategy of targeting 10 most representative political parties out of 76 political parties³³ unintentionally barred 66 others from GEWE programme activities (outcome 1), and the discontinuation of some projects developed to provide livelihood for female IDPs in Darfur (Outcome 3) excluded (deserving) rights holders in these outcomes who should have benefitted from the GEWE.
- Likewise, reported delays in disbursement of funds and the short period (than planned) of implementation (Outcome 1, 3 & 4) e.g. for paralegals and rural court judges training compromised programme quality. Rushed implementation of programme activities (e.g. GRI training in Darfur conducted in 2 months instead of 6; national constitution-making consultations project implemented in 5 months for 15 states of Sudan, etc.) did not give enough time for the causal path way of the GEWE's chain of results to be genuinely cultivated, monitored and reported on.
- While the GEWE programme design, implementation and institutional arrangements appear to have been mapped well, programme coordination and management did not operate optimally. This affected implementation effectiveness, which in the long run affected programme effectiveness. Other challenges were common to all outcomes including (i) Lack of focal points at the UN Women for coordination of programme activities; and (ii) the lack of an M&E framework, which meant that programme implementation was not adequately monitored.

³² Examples of other initiatives/activities implemented under outcome 5 are shown in box 5 in Annex 8.

³³ The GEWE programme planned to focus on the 10 most representative political parties but it became quite clear that for good measures all parties had to be involved.

- The evaluation noted there are still socio-cultural and political difficulties and challenges in addressing VAW/G. The unstable political situation in the country affected the implementation of planned activities in Khartoum particularly in the month of September, 2013 due political demonstrations (details provided in report).
- Although key GEWE Programme documents included mitigation strategies (in which a wide range of potential risks, including strategic, financial, operational, organizational, political and security) had been considered; they appear to have not been adopted. The lack of adoption of the mitigation strategies impacted on programme implementation. For a programme such as the GEWE, a management strategy by which all partner organizations (IPs) are contributing directly or indirectly to achieving the 5 outcomes is desirable. Such a strategy would ensure that IPs' processes and services contribute to the achievement of desired results (outputs, outcomes and goals). Indeed, Results Based Management (RBM) and Managing for Development Results (MfDR), understand 'results' to go beyond management (systems, reporting, etc.) and should be dynamic and transformative so that results inform decision-making and lead to continuous improvement and change.

5.5 Programme Sustainability

The principal methods that have been used to cultivate sustainability of the GEWE Programme include:

- Working directly with government partners and using government systems and processes;
- Working directly with Civil Society Organizations;
- Capacity strengthening & community involvement in programme implementation;

These standard UN Women programming approaches guided the building of partnerships with the Government of Sudan at national and state level (e.g. MoSWW, MoSM&CC, PPAC, SWPC, CVAW Unit, etc.). The involvement of CSOs in the GEWE contributed to sustainability. For instance, some CSOs (e.g. Dar Salaam Women in Development; Women Charitable Society for Development; Alamal Org. For Community Development) were reported to be continuing with Outcome 2 and 5 activities without GEWE funding. The programme also contributed to the development of the technical capacities of institutions (MoWSS, MoSM&CC, PPAC, CVAW, SWPC, relevant CSOs and CBOs, amongst others) at national and state levels to promote gender equality and women's empowerment. To assure sustainability, however, a common framework is needed to guide IPs' efforts, which ties together the GEWE and IPs' goals, strategies, implementation plans, and metrics for improving sustainability.

5.6 Partnership Principles

The GEWE was designed to be implemented through strategic partnerships and to strengthen alliances and collaboration as a basis for adequate and appropriate programming in gender equality and women's empowerment.

Assessment was conducted to select IPs. Partnership was established with relevant government institutions (Directorate of Women/MoWSS and DRA/MoSM&CC); UN bodies (UNDP and UNAMID/Rule of Law & CivPol); political structures (PPAC and SWPC), academic and research institutions (DSRI), CSOs and community leaders operating at national and state levels.

Partners were given relevant orientation to cooperate with UN Women. They were sensitized on UN Women values, principles, objectives, strategic directions/areas in addition to language and abbreviation. However, this aspect of partnership principles which was clearly written and stated in the Programme Document (Strategic Note), has been very controversial in the evaluation and appeared to have caused much apprehension among IPs. While UN Women stated that these principles were honored, especially with regard to financial regulations and procedures, evaluation participants indicated they still had challenges in this area. This was partly attributable to staff attrition among partners, who with the departure of a staff who had got initial UN Women orientation, also lost knowledge of regulations and procedures.

Partners who were involved in each of the GEWE Programme Outcomes are presented on Table I (page I of this report). Partnerships have a core role in programme sustainability. The subsequent continuation of programme activities conducted in collaboration with IPs is to build on “good practices” noted in this evaluation and benefit from the “lessons learned”.

5.7 Programme Impact

As a consolidation of efforts (by UN Women/UNIFEM and other stakeholders) contributing to gender equality and women’s empowerment in Sudan, the GEWE can be fairly considered to have made a contribution albeit moderately. For example, following the lobbying by SWPC (with the support of the GEWE) for the women’s quota in public leadership to be revised from 25% to 35%, it has since been amended to 30%. However, this highlighted achievement as do others, such as Sudan’s increasing exposure to the international arena on VAW/G where more lessons can be brought home, are more at output level and signal the need for more work to transform programme achievements at output level to outcome level results. Similarly, considering that some key programme activities had not been completed at the time of the evaluation (such as the Unit which was not established in North Kordofan for the VAW/G project; discontinuation of livelihood projects; the inadequately conducted programme interventions, e.g., the training of paralegals and rural court judges done in 2 instead of 6 months as originally planned), more needs to be done to first deliver planned outputs.

5.8 Underlying Factors

Lack of security due to the longstanding conflict in the Darfur region and the on-going fighting in the Blue Nile and South Kordofan combined with general political instability (even at the capital level) posed serious challenges to the programme implementation. Lack of safety and security prevented the completion of some initiatives and restricted the involvement of stakeholders in

implemented activities especially in the Darfur region. It equally led to the postponement of some activities in Khartoum.

The general political context in the country was not conducive for the implementation of the GEWE programme. Some domestic laws violate the human rights of women. For example, the provision for flogging punishments for women accused of moral crimes (e.g. premarital sex, adultery, failure to prove rape, dressing 'indecently' or other behaviour deemed immoral) promotes violence against women. Likewise, lack of freedom of speech, harassment of women's human rights defenders and of women working in the informal sector and shutting down of some of women's NGOs are but a few.

The transition from UNIFEM to UN Women has equally impacted negatively on the GEWE programme implementation. Whereas the process of the transition was smooth and operated optimally at the HQ level, it appears to have been lagging behind at the field/local levels. The UN Women corporate structure and its subsequent policies and procedures, notably the one related to the Delegation of Authority (DOA) and the control of Regional Bureau over financial resources of Country Offices did not facilitate the implementation of the GEWE programme in Sudan. The Country Office in Sudan had limited authority over resources and it had to refer and seek the permission of the Regional Office in all financial and administrative issues. The lack of DOA slowed down the implementation of the GEWE programme immensely.

Donor funds expiry period affected the GEWE programme resulting for instance in the return of the Norwegian Embassy funds.

6. Conclusion

The evaluation addressed questions of the GEWE programme design, relevance, efficiency, effectiveness, sustainability, partnership principles, impact and underlying factors. The following conclusions were drawn.

Programme Design

The design of the GEWE was informed by situation analysis/gender analysis based on the relevant dimensions of gender, governance, conflict/security, VAW/G, coordination and partnerships for better understanding of the Sudan country context and population groups that the programme was to serve. The analysis considered the critical barriers and underlying causes affecting women and girls and proposed mitigation strategies to deal with the identified challenges and constraints of the context on gender issues in Sudan. Familiarity with the initial ground work done on promoting gender equality and women's empowerment in Sudan placed the GEWE programme on a good footing for coherence between outcomes and between outcomes and the programme goal of "Consolidating Efforts that Contribute to Gender Equality and Women's Empowerment in Sudan". However, the GEWE was not adequately tracked and

programme monitoring did not, for example, apply a performance and/or results monitoring framework based on the Logic Frame/ToC. The inadequacy of performance measurement denied the programme the much needed data upon which to base decision making and adjustment of programme strategies.

Programme Relevance

Growing out of a situation analysis and existing data, the overall goal of the GEWE, “Consolidating Efforts that Contribute to Gender Equality and Women’s Empowerment in Sudan”, was (and still is) highly relevant to the Sudan country situation, particularly to the needs of poor and vulnerable women and girls. The GEWE, therefore, provided a strategic opportunity for UN Women and partners to address issues of gender equality and women’s empowerment in Sudan.

Programme Efficiency

To function efficiently, the GEWE depended on the human resource capacity of UN Women and IPs. It became clear from the evaluation both UN Women and IPs had challenges in this regard which impacted on programme implementation. The positive development in this area of UN Women recruiting staff into key positions in the agency should be emulated by IPs for better coordination and management of programme work.

The allocation of programme funds, guided by priority of the outcomes, consideration of other UN agencies already doing some work in a given Outcome and attention to donor goals was prudent. Continued adherence to this principle in future programme work will guarantee value for money in the achievement of planned outputs for given inputs, which will in turn contribute to programme efficiency and the successful achievement of the intended outcomes. Timely disbursements of GEWE funds and up to date reporting and accounting by IPs will ensure efficient performance of the programme. In line with this, multi-year funding arrangements grants will greatly help programme implementation and avoid any delays.

Programme Effectiveness

The GEWE programme was effective in identifying strategic partners for each outcome area. In so doing, the programme delivered outputs towards achieving its outcomes. The programme aided intended beneficiaries of outcome I who were to influence women’s representation and participation in leadership and decision making at national and state level. Building the capacity of **Outcome I** stakeholders has laid the foundation for them to promote women’s representation and participation in leadership and decision making. This, combined with the awareness and expansion of capacity of women leaders (on gender equality issues) to demand for representation and participation in leadership and decision making, will in the long run transform local dynamics with more women represented and participating. For better results therefore, more effort will be required to continue to raise the level of women’s participation and expand

their capacities on gender equality issues at the national assembly and at state legislative assemblies.

Outcome 2: Given that gender issues have attracted mixed reactions in Sudan, it is commendable that the GEWE was able to bring together strategic partners in outcome 2. Women and girls usually have unique gender needs in emergency and humanitarian situations. Thus, integration of gender equality priorities into peace building initiatives, humanitarian and security measures across Sudan is a strategic way of meeting those needs. In this regard, the GEWE delivered a draft declaration on Women's participation in peace building initiatives and recovery processes, which provides a basis for integration of gender equality priorities into peace building initiatives. Duty bearers' have also acquired some level of capacity to integrate gender equality as envisaged in outcome 2. More should be done for all social sub groups including IDP women and girls to, for instance, access UN supported security sector capacity building activities. Equally, more should be done at the strategic and policy level. The development and implementation of a National Action Plan on UNSCR 1325 would ensure addressing women, peace and security issues in a holistic manner.

Outcome 3: Standard operating procedures (SOPs) for VAW/G prevention and response function in a collaborative process that usually includes a number of key stakeholders. In the Sudan context, this includes UN agencies, government and non-governmental organizations, community-based organizations, and representatives of the community affected by the emergency. The GEWE has upheld these procedures and given technical support to IPs to address VAW/G issues. Although the reach of interventions was designed to be national, a number of challenges were noted to have constrained progress in implementation of planned interventions. For instance, the programme will have benefited significantly from centralized and coordinated data collection for its reporting and tracking of rape and violations of women and girls. The C-VAW database should therefore be operationalized.

Outcome 4: In contributing to the “development of institutional capacity for gender responsive budgeting (GRB) and planning and the eventual adoption and implementation in national policies, laws, programmes and plans” in Sudan, outcome 4 of the GEWE addressed a pertinent and strategic “gender equality and a women's empowerment” need. A number of challenges to progress still remain, which require working with the government and strategically positioned IPs. Considering that GRB is a critical development issue for which donors are supportive, more resources should be mobilized and dedicated to strengthening gender responsive budgeting and planning.

Outcome 5: Outcome 5 of the GEWE, “offered an official platform for UN Women to interface with government and other partners in addressing crosscutting development issues. By providing direct capacity support to the Directorate of Women in the MoWSS, the GEWE has

been proactive in its bid to strengthen laws, policies, national and sub national economic plans that expand women's economic assets and security. Although capacity support to the Women Directorate to work with gender focal points in Sectoral ministries and in (18) states is a step in the right direction, a lot still needs to be done to make this a reality in a country still faced with many gender related challenges.

Programme Sustainability

Sustainability is understood as “meeting the needs of the present without compromising the ability of future generations to meet their own needs³⁴.” The GEWE employed the standard UN Women programming approaches for promoting sustainability by working directly with government and CSOs. Likewise, the capacity of partners was strengthened with community involvement in programme implementation. To assure sustainability, availability of human, physical and financial resources beyond the funding period is central to sustainability of results. UN-Women will need to support its partners in designing for sustainability through defined sustainability plans addressed through exit strategies.

Partnership Principles

The GEWE programme managed to identify and bring together partnerships at national, state and community level. Partnerships with Government, CSOs and UN Agencies brought varied skills and expertise, relevant to the programme priorities. Good practices in partnership call for principles of clear direction, risk management, accountability and transparency. UN Women should therefore develop partnership guidelines, standards, principles and systems with accountability respected by all.

Underlying Factors

Underlying factors of inadequate human resources; untimely disbursement of funds; insecurity; the uncondusive political context in the country; domestic laws which violate the human rights of women; harassment of women's human rights defenders (among others); affected programme efficiency and effectiveness.

7. Lessons

I) Designing a programme based on the situational analysis and existing national frameworks, assures relevance and consolidates national (Sudan country) appreciation of the need to address issues of “gender equality and women empowerment”.

II) The country context/operating environment (encompassing the political, security, organisational capability, policy environment, social, etc. aspects) influences programme execution. Long term programme planning in the Sudan environment requires frequent

³⁴ ICLEI – Local Governments for Sustainability: What Is a Sustainability Plan?

adaptation of plans to align with ever-changing environmental priorities and renewal of long term plans is essential to ensure relevance of plans to the programme context.

III) In complex societies, NGOs, CSOs and CBOs become social agents that can lead to transformational change as witnessed in Darfur in the programme. Partnerships must therefore be strategic with those agencies that can lead change in Sudan to support gender equality initiatives. Likewise, collaborations between multiple partners especially in conflict areas are effective for sharing resources, approaches and methodologies.

IV) For a programme such as the GEWE, working with a cross section of stakeholders inclusive of CSOs, CBOs, women's organizations, human rights and gender advocates and academics provides vehicles for wider reach of the population in program implementation.

8. Recommendations

The following recommendations are made to UN Women and the GEWE programme stakeholders.

- 1) The GEWE programme remains very relevant to the current Sudan context. Its implementation should therefore be given an extension. This, however, requires increased and predictable/multi-year funding; and a scale up of operations not only at the HQ level in Khartoum but also in other states and further consolidation of Outcomes with due consideration to other recommendations presented below.
- 2) Outcome 1: UN Women should build on its success and achievements working with political parties and the National Elections Commission in Sudan by ensuring the gender mainstreaming of the structures, plans and operations of the commission.
- 3) All Outcomes: The inadequacy of the GEWE programme performance measurement denied it the much needed data upon which to base decision making and (possibly) adjustment of programme strategies. Programme design needs to be carefully done to improve monitoring and evaluation through development of a strategy and framework jointly with partners.
- 4) Outcome 1: The GEWE programme's strategy of targeting 10 most representative political parties out of 76 political parties³⁵ unintentionally barred 66 others from GEWE programme activities/interventions and risked being viewed as partisan. Programme interventions should thus be designed with the view to reach for all existing political parties and political parties should be encouraged to participate by representation.
- 5) All Outcomes: Reported delays in disbursement of programme funds (and discontinuation in some cases) resulted in a short period (than planned) of

³⁵ The GEWE programme planned to focus on the 10 most representative political parties but it became quite clear that for good measures all parties had to be involved.

implementation compromising programme quality as rushed implementation of programme activities did not give enough time for the results chain to be genuinely cultivated for better results. UN Women and IPs should streamline reporting and accountability arrangements through carefully developed and agreed upon annual work plans that provide details for reporting and accountability. UN Women should organize partners' orientation for new partners to clarify approaches, strategies, tools and methodologies.

- 6) All Outcomes: Coordination and management arrangements for the GEWE programme did not operate optimally which affected implementation and programme results. UN Women and IPs should designate programme/project staff to be focal points responsible and accountable for implementation and follow up of programme initiatives in their specific outcome docket while working to optimize synergy with other outcome areas.
- 7) Outcome 3: Socio-cultural and political difficulties and challenges still exist in addressing VAW/G. Programme interventions for VAW/G should include a strategy for raising awareness and for transforming traditional, common law and Sharia judicial systems to be receptive to the needs or rights of women victims of violence.
- 8) All Outcomes: Systematic and structured training programme should be developed and delivered to partners to enhance their appreciation and understanding of (i) Women's Rights and basic gender frameworks; and (ii) Results Based Management (RBM) of projects/programmes. (iii) UN Women should develop institutional capacity building strategy to address partner needs - such a strategy would provide a framework for identifying capacity required by partners to be effective, efficient and accountable.
- 9) Outcome 4 & 5: (i) UN-Women should continue its support for the Directorate of Women Affairs (in the MoWSS) in Sudan to strengthen their capacity for engendering line ministries plans and activities.

(iii) UN Women continue supporting a gender budgeting approach that ensures mainstreaming gender in public expenditure and policy, gender audit of public expenditure programmes and adequate resource allocation for gender in key line ministries.

Annexes – Separately filed including:

Annex 1 – Terms of Reference for Final Evaluation of the UN Women Gender Equality and Women’s Empowerment Programme – Sudan, Khartoum

Annex 2 – Evaluation Matrix

Annex 3 – Documents Reviewed/Consulted

Annex 4 – GEWE Final Evaluation Data Collection Tool; Evaluation Protocol

Annex 5 – Results Matrix

Annex 6 – List of Evaluation Participants

Annex 7 – Validation Workshop Attendance List

Annex 8 – Examples of Implemented GEWE Programme Activities

Annex 9 – Profiles of Evaluators

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