

END OF PROGRAMME EVALUATION
OF THE
UN WOMEN
AND
UNITARIAN UNIVERSALIST SERVICE COMMITTEE FUNDED
PROGRAMME

DEFENDING AND SECURING THE HUMAN RIGHTS OF WOMEN AND
GIRLS IN THE HUMANITARIAN CRISIS
SOUTH DARFUR, SUDAN - JULY 2008 – JULY 2010

Final Report

April 2011

Prepared for UN Women East and Horn of Africa Regional Office and Sudan
Country Office

Prepared by
Grace Okonji, Independent Evaluator

Table of Contents

Table of Contents	2
Acknowledgements	3
Executive Summary	6
CHAPTER ONE	11
1.0 Introduction	11
1.1 Purpose	11
1.2 Organization of the report	11
1.3 The programme and its results logic	12
1.4 Objectives of the evaluation	14
1.5 Scope and method	15
1.6 Data collection methods	15
1.7 Limitations of the evaluation	17
1.8 Time frame and implementation	17
1.9 The Darfur context	18
CHAPTER TWO	22
2.0 Evaluation Findings	22
2.1 Relevance	23
2.2 Effectiveness	25
2.2.1 The logical framework	26
2.2.2 Achievement of outputs and progress towards outcomes	27
2.2.3 Programme management	41
2.2.4 Effectiveness of strategies	43
2.3 Sustainability	45
CHAPTER THREE	47
3.0 Conclusions, lessons learned and recommendations	47
3.1 Conclusions	47
3.2 Lessons learned	48
3.3 Recommendations	50
ANNEXES	54
Annex 1: Terms of Reference	54
Annex 2: Logical framework	58
Annex 3: Evaluation Matrix	65
Annex 4: List of documents	71

Acknowledgements

Many thanks to the staff of United Nations (UN) Women in Nairobi, Khartoum and Darfur for providing the necessary documentation, making all the appointments on time and making sure I arrived everywhere safely.

I would like, in addition, to thank all those others who so willingly and unreservedly gave their time and invaluable insights towards this evaluation. Special thank you goes to the women internally displaced persons (IDP) and communities and partners who agreed to be consulted for the evaluation, for their time, patience and openness. It is hoped that the evaluation brings out some poignant points and issues for reflection and lessons learned. The evaluator, on the whole, takes full responsibility for any errors of commission or omission in this document.

From UNIFEM to UN Women

This Report uses UN Women instead of United Nations Development Fund for Women (UNIFEM) to be in line with the current establishment of a new entity. It is conscious that many of the implementers interacted with UNIFEM and not UN Women during the implementation of the programme.

Security Council Resolution 64/289 on system wide coherence, 21 July, 2010, article “49 decides to establish, by present resolution, as a composite entity, to be operational by 1 January 2011, the United Nations Entity for Gender equality and the Empowerment of women, to be known as UN Women, by consolidating and transferring to the entity the existing mandates and functions of the office of the Special Advisor on Gender issues and Advancement of Women and the Division for Advancement of Women of the secretariat, as well as those of the United Nations Development Fund for Women and the International Research and Training Institute for the advancement of Women...”

List of Acronyms

AU	African Union
AWID	Association for Women's Rights in Development
CHF	Common Humanitarian Fund
CPV	Community Policing Volunteers
CSOs	Civil Society Organisations
ECO	Ehlam Charity Organisation
FAO	Food and Agriculture Organisation
HO	Humanity Organisation
HR	Human Rights
GBV	Gender Based Violence
GE	Gender Equality
GoS	Government of Sudan
IDP	Internally Displaced People
JAM	Joint Assessment Mission
JEM	Justice and Equality Movement
ICC	International Criminal Court
LNGO	Local Non Governmental Organisations
MOU	Memorandum of Understanding
OECD/DAC	Organisation for Economic Cooperation and Development/Development Assistance Committee
PODR	Peoples Organisation for Development
SLM/A	Sudan Liberation Movement/Army
UN	United Nations
UNAMID	African Union-United Nations Hybrid Operation in Darfur
UNCHR	United Nations Commission on Human Rights
UNDP	United Nations Development Programme
UNDAF	United Nations Development Assistance Framework
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund for Development
UNHCR	United Nations High Commission for Refugees
UN Habitat	United Nations Human Settlement Programme
UNICEF	United Nations Children Fund
UNIFEM	United Nations Development Fund for Women
UNOCHA	United Nations Office for Coordination and Humanitarian Affairs
UNMIS	United Nations Mission in Sudan
UUSC	Unitarian Universalist Service Committee
USAID	United States Agency for International Development
VAW	Violence Against Women

Executive Summary

Context, purpose, scope and method

The end of programme evaluation of UN Women’s work on “*defending and securing the human rights of women and girls in the humanitarian crisis in Darfur*” has been conducted at the end of the second phase of the programme (2008-2010). The objectives of the programme were to reduce women’s vulnerabilities and exposure to gender based violence (GBV); strengthen capacity of local public and community-based institutions; secure improved livelihood of women internally displaced people (IDPs) and promote accountability of key institutions and systems on women safety and security in South Darfur. A major strategy of the programme was to try and address the high incidences of GBV being experienced when women– *who by tradition are those members of society whose role is to gather fuel wood and other resources, including water* – go outside a camp or village perimeter in search of fuel wood.

Actual information on the levels of women’s and girl’s rights violation, and the extent to which they suffer from lack of access to the livelihoods is unavailable owing to inadequate statistics and reliable baseline indicators. During the inception meeting, it was agreed that qualitative approach will be applied due to the difficulty of accessing a representative sample of those affected by the programme to provide quantitative data. This end of programme evaluation was an attempt to examine the GBV and livelihoods programme, from a programmatic point of view. Its purpose is to examine the manner in which this programme has been implemented and the progress towards outcomes.

The TOR had identified the following criteria for the impact assessment: relevance, programme management, performance, success, partnerships and sustainability. These were also refocused after submission of draft report to three OECD DAC criteria for evaluation: (i) relevance; (ii) effectiveness and (iii) sustainability. The evaluation questions for each criterion are presented in Annex 3.

Programme relevance

Against difficult odds and highly politicised environment, UN Women proved relevant in filling an important gap of addressing the vulnerability of women and loss of assets arising from displacement of women. UN Women was able to choose the appropriate beneficiaries (IDPs) and partnerships for the programme based on needs assessments and mapping. The programme draws on UN Women’s experience with the first phase of the programme and builds on some of the recommendations set forth in the evaluation of the programme on “Protecting and Promoting Women’s Rights and Leadership in Sudan’ (2005 – 2006). The programme results were relevant to the UN Security Council Resolution 1325 (2000) on women, peace and security. The programme focused on working with NGOs and Government to “take special measures to protect women and girls from gender based violence.

Programme Effectiveness

Achievements of outputs and progress towards outcomes

According to the findings, the UN Women have made great achievements at output level that contributed to some of the outcomes:

- UN Women made crucial strides with respect to raising awareness and advocacy on human rights and gender based violence through partnerships with civil society organizations, government organizations, religious leaders, UNAMID Police and GoS police and targeting women IDPs and students. There was effective work with religious (Imams) and opinion leaders that led to effective interpretation of women's human rights. Training of police was undertaken.
- Support to livelihoods is progressing with positive effect on economic empowerment of women through access to skilled knowledge, enterprises, trade and income. The livelihood support began to reconstitute and enhance women's' income and to reduce their movement in search of firewood as a source of income as they have alternative products to sell.
- The IDP camp-based small enterprise has the potential to evolve into a well-organized source of income for women IDPs if the market links are well established. There was a market outlet for handicrafts in the USA but UUSC, UN Women and the partners working in the camps could not set up a system for getting crafts out of the country to the USA to sell for the last two years. UN Women acquired land from Nyala municipality for construction of a 100 stalls women's market. The impact has not yet been felt because the land was already allocated two years ago but construction has not started.
- Dialogue mechanism for women around their rights has been provided by creation of Women's Centres within the targeted camps. The women centres have provided women IDPs with opportunities for social mobilization, cohesiveness and a sense of belonging.
- UN Women has managed to position itself strategically for partnerships in the South Darfur during the second phase of the programme. This is in line with the evaluation of the pilot phase which recommended expansion of the partnerships. UN Women engaged strategic partners that will need to be nurtured in future programming. UN Women established effective partnerships that supported creative ways for women's protection and helped raise awareness of women's rights and reporting of violence cases.
- The programme has significantly contributed to women IDPs and Imams knowledge of their human rights and use of the knowledge acquired through training to impact changes in their families and communities. Women IDPs, who were trained on human rights and gender based violence shared stories of how they have prevented violence against women when it was observed to take place or when women in IDP reported cases to them. However, the awareness created on human rights and GBV does not seem to fully translate into women IDPs capacity to claim and enjoy their human rights and law enforcement agents to effectively respond by protecting women IDPs.
- Capacity of various institutions and level of accountability of targeted institutions and mechanisms was not explicitly defined and was inadequately addressed. UN Women did not

specify in more detail what particular aspects of institutional capacity or accountability mechanisms the programme it was setting out to affect.

- The process towards improved protection for women IDPs is beginning to emerge but there is room for a lot of improvements. Factors making women IDPs vulnerable are more complex than those addressed by this programme. Women IDPs reported vulnerability during mobility to fetch firewood, water, fodder, materials for handicraft making, materials (earth) for stove making, working in the city and internally within the camp – dealing with the culture of silence. The programme was able to respond to some of these.
- There is limited progress in reducing incidences and prevalence of impunity related to GBV. Despite the police officers having been beneficiaries of human rights and GBV training, the police have not always created a positive environment for women to report cases of GBV. In the IDP camps, traditional justice is not always meted out against the perpetrators of rape so women are reluctant to report rape or other forms of gender based violence.

Programme management

The partnerships are established and managed individually on a case-by-case basis. Cooperation agreements ranged from 3-6 months at a time implying that UN Women managed partnerships by activities and outputs rather than for longer-term results. Delays in receiving reports from implementing partners have a negative impact on the ability of UN Women to disburse funds in a timely manner. Likewise, delay in disbursement of funds to the partners has negative impact on progress on results. The programme proposal was for expected funding of USD 418,000. UN Women signed an agreement with Unitarian Universalist Service Committee (UUSC) for a total of USD 334,970 which was below the expected funds for the programme. The programme did not mobilise additional funding outside of this support due to humanitarian nature of the context in Darfur.

Effectiveness of strategies

Under uniquely limiting circumstances, characterized by a hostile political context, difficult accessibility to beneficiaries, and limited resource package, there is broad evidence that the strategies adopted by UN Women have contributed to programme's effectiveness. It is important to observe, not so much, what impact UN Women has accomplished overall since achievement of impact to a large extent depended on working around the political sensitivity towards gender based violence. The strengths that have fostered UN Women's performance has been its choice of livelihoods as an entry point to GBV and local partner-oriented approach to programme implementation that reflects and corresponds with the principles of national ownership, as well as adopting concrete programming strategies of advocacy, capacity building, networking, exchange visits. However, UN Women has no comprehensive strategy for response to GBV, and for tracking and reporting cases of GBV in South Darfur.

In terms of programme design, the findings revealed that the logical framework approach was poorly designed, with no baseline data and no measurable indicators, and failed to serve the purpose of tracking results. While there is considerable **qualitative** information on achievements available for the indicators, UN Women has not systematically tracked quantitative data in relation to any of the indicators.

Sustainability

UN Women did not put in place a sustainability of results in Darfur. However, the programme was able to achieve results that have prepared the groundwork for sustainable change, but there is a widely-acknowledged need to follow up to have evidence based data on how sustainable change is taking place. Programme's sustainability will be enhanced when UN Women facilitates the establishment of linkages between the women's livelihoods and local and international markets and focusing on capacity building of local NGOs as implementing partners.

Conclusions

The findings revealed that the volatile and risky operating environment in Darfur made it difficult to achieve planned results and secure protection for women IDPs and promote any meaningful livelihoods. The protection of women and securing alternative livelihoods is fundamental as there is no sign that IDPs will return to their places of origin in the near future. Livelihood intervention is fundamental for post-conflict recovery. Thus, the programme has been progressing as much as possible towards outcome but outreach and coverage remains limited due to political sensitivity around addressing GBV and inadequate financial resources. Results in terms of holding institutions accountable to women's rights and building capacity of institutions has not been achieved for several reasons indicated in the findings.

Lessons learned

Some of the lessons learned are as follows:

- Women's rights continue to generate challenges that show that traditional decision making structures led by men continue to have great influence on women's rights even within IDP situations. This means male involvement (through Imams) as entry point for protection of women IDPs has potential for change.
- Women organising: Organising women into groups in an IDP setting, is not only an empowerment strategy, it provides social cohesion that helped women to respond to vulnerability and protect the livelihood and income of the individuals within the group
- Expecting results through partners requires investing in their organisation's capacity for them to be more effective and move to a higher level of capacity than at the start of the programme.
- Good programme planning is difficult, but essential. The UN programme illustrated challenges in defining clear, understandable, and realistic programme results. The logical framework approach is essential for tracking change.
- One of the key achievements was to provide women and stakeholders with information on issues that were relevant, yet truly *new* to them. Knowledge/awareness-raising can be a real achievement when the content is appropriate and relevant in the context of the women IDPs.
- Collecting baseline data is essential for measuring change over time since programmes are unable to measure change if they have no point of comparison.

Recommendations

In view of the above, the assessment recommend that the UN Women to consider expanding outreach and coverage. In this regard, consider a third phase for programme interventions based on the achievements, experiences and partnerships to date. At the same time, a third phase could contribute to deepening and consolidating local ownership and impact on women IDPs based on promising stories emerging to date where already progress has considerably been made in the lives of women IDPs.

Adequate funding and personnel is essential to ensure progress towards impact. There is high expectation on UN Women by partners and UN agencies so it can no longer operate as the “Catalytic” UNIFEM. Providing start up financing to select groups is a viable way of addressing livelihoods for women IDPs. The amount of capital should be reasonable to make impact. The choice of livelihoods should be flexible and respond to market demand. Consider a combination of cost effectiveness, fewer burdens on women, less exposure to violence and high returns on income as a guide to choice of livelihood activities. Consider a comprehensive strategy on livelihoods in support to the women IDPs.

Further, the UN Women should consider investing in more capacity building of key duty bearers - institutions to hold them accountable to protection of women. UN Women should consider engaging more with the government as a credible partner to enhance their role in protection of women. By supporting and engaging with government institutions, UN Women models the normative expectation that women’s human rights are to be addressed not only by civil society, but also by different institutions in government, thus gaining the confidence of the government.

The UN Women should consider separating GBV from Livelihoods and move from humanitarian approach to recovery. There was a lot of emphasis on advocacy around GBV and human rights and less investment on livelihoods. Training on livelihoods must be linked to start up financing and access to markets. Livelihoods have the potential to reduce the poverty of women and begin the recovery and reconstruction process. UN women should consider construction of the market at the allocated land provided in Nyala town. UN Women to consider an exchange programme for partners to Liberia where a women’s market is operational.

UN Women to consider nurturing strategic partnerships that were established during the life of the programme for greater impact of the interventions. Imams are potential change agents. The visit by Imam Majid was a good eye opener and encouraged Imam’s to address gender based violence. There is a strong potential in work with men in local religious and cultural institutions.

Other recommendations include the need to strengthen its presence in the protection cluster, livelihoods cluster and gender based violence working group as a way of strengthening coordination and with a view to maximising resources and expertise. As an output through this coordination, contribute substantively to the preparation of a joint comprehensive strategy on addressing GBV.

CHAPTER ONE

1.0 Introduction

1.1 Purpose

The end of programme evaluation of UN Women’s work on ‘*defending and securing the human rights of women and girls in the humanitarian crisis in Darfur*’ has been conducted at the end of the second phase of the programme (2008-2010). The pilot programme was evaluated in 2008 as part of the evaluation of “Protecting and Promoting Women’s Rights and Leadership in Sudan (2005-2006)” and “Gender Justice in Sudan’ (2005 – 2008).

The purpose of this evaluation is to generate “evidence” based and objective information that will be used to support decision making for future programme improvements, knowledge generation and UN Women’s internal accountability as well as accountability to stakeholders. It is hoped that the evaluation will support UN Women to plan strategically in addressing the needs of women internally displaced persons (IDPs). This evaluation is critical for UN Women towards advancing women’s rights, particularly of vulnerable women IDPs. The experience from South Darfur will provide learning for programme support directed at women IDPs in other countries where UN Women works. It seeks to be a forward looking and learning exercise, rather than a pure evaluation. Critical decisions will be made whether to continue another phase of the programme and whether to replicate it in other camps. Furthermore, it provides information to UUSC, the programme’s main funder, to make policy decisions. It also records lessons and experiences that could provide inputs or feedback into the implementation of the next UN Women Sudan country strategy, UN Women Strategic Plan, and Sub Regional Strategies. The lessons will be valuable to Government of Sudan and other partners in their response to the strategic and practical needs of women in IDP camps.

This evaluation was, therefore, undertaken in an attempt to examine the GBV and livelihoods programme from a programmatic point of view. The focus is on how outputs are making progress towards outcomes. Attribution to UN women is at output level. At the same time, the evaluation was not intended to point fingers at any guilty party through its findings, or to promote the interests of any organization that implemented the programme or collaborated with UN Women.

1.2 Organization of the report

The report is organised into three chapters. Chapter one is about the purpose of the evaluation, organisation of report, the methodology and scope, programme and its results logic, evaluation objectives, limitation of the study and the context of Darfur within which the evaluation has taken place. Chapter two presents the findings by outcome and sustainability. Chapter three

presents conclusions, lessons learned and recommendations. A list of Annexes are titled and provided.

1.3 The programme and its results logic

The programme being evaluated had **three** objectives; **eight** outcomes, **twenty four** outputs and **sixteen** activities. The three objectives of the programme were as follows:

- Objective 1 – to reduce women’s vulnerability and exposure to gender based violence (GBV) and increase the enjoyment of human rights in South Darfur;
- Objective 2 – to strengthen capacity of local institutions and mechanisms, including community-based mechanisms to secure and sustain demonstrable safety, security and improved livelihood and well-being of women IDPs in the humanitarian crisis in Darfur;
- Objective 3- to promote accountability of key institutions and systems on IDP women’s safety, security and livelihood in South Darfur.

The outcomes that define the results chain are:

- Institutionalized joint integrated comprehensive multi-sectoral gender responsive programming that addresses women’s vulnerabilities to GBV.
- Increased number of informed IDP women on women’s human rights and capacity to protect and enjoy their rights
- Enhanced IDP women’s capacity to make critical decisions about their lives, including their strengthened leadership and participation in public roles such as the ongoing Darfur-Darfur peace dialogues.
- Well-organized and managed women’s Centres in targeted IDP camps.
- Strengthened institutional capacity resulting in demonstrably improved safety and security for IDP women.
- Reduced incidences of domestic and other forms of GBV.
- Broad-based effective partnerships that support creative ways for women’s protection, community mobilization, and awareness raising on women’s protection and welfare needs within the targeted IDP camps, and within IDP host communities in South Darfur State.
- Reduction in impunity.
- Reducing incidences and prevalence of impunity related to GBV.

A major strategy of the programme was to try and address the high incidences of GBV being experienced when women– *who by tradition are those members of society whose role is to gather fuel wood and other resources, including water* – go outside a camp or village perimeter in search of fuel wood. Given the sensitivities around GBV, support for livelihoods was the entry point for the intervention on GBV.

In South Darfur, UN Women’s strategy was advocacy around GBV and partnership with local NGOs and the UN. The following local partners implemented the programme initiatives: Ehlam

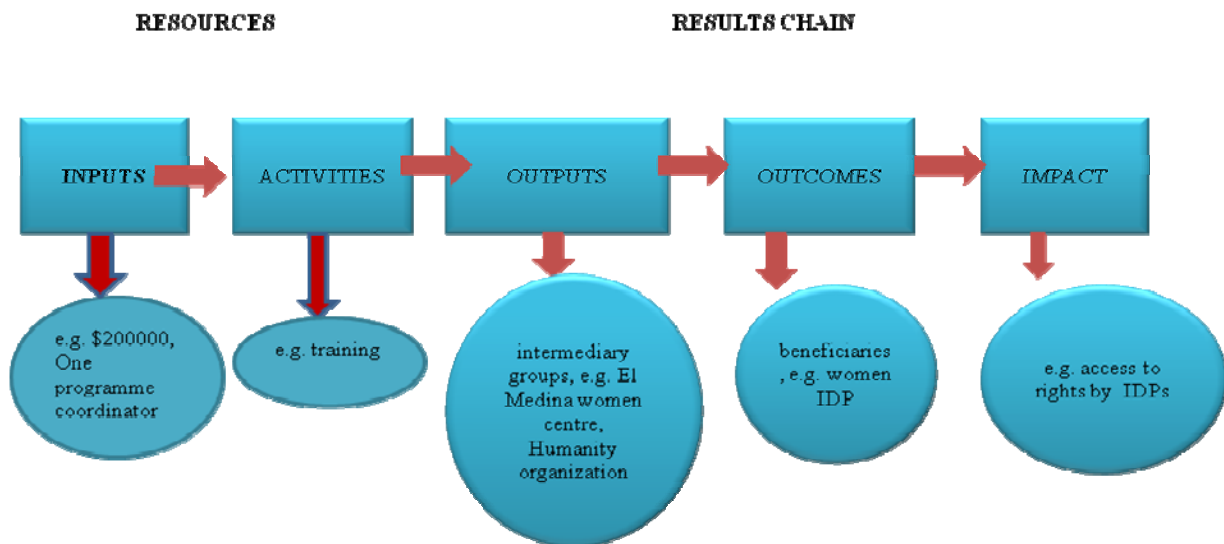
Charity Organization, El-Madina Centre, Nahda Women's and Children Development Organization, People's Organization for Rehabilitation and Development, the State Committee for Combating Violence against Women and Humanity Organisation. These organizations implemented activities integrating women's leadership, GBV prevention, and women's role in peace-building in Darfur. UN Women also worked with Africa Union -United Nations Hybrid Operation in Darfur (UNAMID) police in implementing activities for capacity building of GoS police and community policing volunteers. Strategic partnership was established with the academia-University of Nyala, for undertaking activities on assessment of livelihoods and peace building. These partners implemented the activities in support of women IDPs in Otash, El Salam, Kass, Dereige, El Sereif, Sekeli, Ardeba, Korole and Al Madrasa.

Funding: the programme proposal expected funding of USD 418,000. UUSC provided to UN Women a total of USD 334,970 (USD 309,970 in 2007 and 2008; and USD 25,000 in 2009). This was below the expected funds for the programme. UN Women faced challenges of working within a humanitarian context with a development mandate making it difficult to mobilise additional funding outside of the UUSC support.

The evaluation attempts to gauge the contribution the programme has made on the livelihoods and protection of women IDPs. UN Women's programme is aligned to the Results-Based Management (RBM) framework where results are supposed to be logically linked from inputs to activities and between outputs (mostly attributable to UN Women) outcomes (mostly involving partnerships) and the long term generation of results at objective level. The logical framework in the programme proposal¹ gives the vertical and horizontal logic of the programme and the indicators of results achievement for the programme. The results chain is summarised in diagram 1 and Annex 2 shows the logical framework.

¹ There was no signed programme document for this programme.

FIGURE 1: DARFUR PROGRAMMATIC RESULTS CHAIN



The *changes* that have taken place within the chain and between the outputs and progress towards outcomes are assessed based on the indicators and additional information from other sources of data; whether there is any contribution from outputs towards outcomes in terms of reducing women’s vulnerability and exposure to GBV; strengthened capacity of local institutions and mechanisms to provide security and livelihood support to women IDPs; and whether accountability of key institutions and systems on IDP women’s safety, security and livelihood has been enhanced.

Emphasis was placed on what changed since 2008, who were impacted by the change; whether UN Women did what it stated it would do as per the logical framework and available qualitative data, perceptions and stories. It was evident that UN Women may or may not have made a direct difference to the specific changes and in determining these changes, but may have sought strategic partnerships to jointly contribute to the changes.

1.4 Objectives of the evaluation

The Terms of Reference (TOR) in Annex 1 stipulate [page 2]: that the overall objectives of the evaluation is to ascertain the progress towards the achievement of results following the implementation of the programme so that lessons are learned to guide future programming by UUSC and UN Women. Specifically, the purpose is to:

- i. Assess progress made towards the achievement of planned results, mechanisms to ensure sustainability, and the potential for replication of the initiatives and strategies used;
- ii. Draw lessons learned from the programme; and
- iii. Make recommendations about the implementation modalities to ensure achievement of planned results.

1.5 Scope and method

The Inception Meeting

The inception meeting was held on 28 February 2011. An inception report was prepared incorporating recommendations of the Deputy Regional Programme Director, Regional Monitoring and Evaluation Specialist and the acting Country Programme Manager for Sudan, sketching out in more detail the ways of working, particularly in the method and field visits, given the challenges in Darfur. The report was modified accordingly and the final inception report was submitted on 2 March 2011.

Coverage of TOR questions.

The focus of the TOR was revised in April after submission of the draft report. The TOR clearly stated that this was an impact assessment. Detailed discussions were held based on the context, availability of data, methodology, 2 year period of programme implementation and limited programme resources and a decision was reached to refocus on **end of programme evaluation**.

The TOR had identified the following criteria for the impact assessment: relevance, programme management, performance, success, partnerships and sustainability. These were also refocused after submission of draft report to three OECD DAC criteria for evaluation: (i) relevance; (ii) effectiveness and (iii) sustainability. The evaluation questions for each criterion are presented in Annex 3.

1.6 Data collection methods

Sampling Design.

Sampling was purposive, that is, selection of interviewees for focused group discussions and direct interviews was based on collecting data from the women IDPs reached by the programme, the implementing partners, UN Women staff, and any other stakeholders. A stakeholder's analysis was undertaken to guide in the purposive sampling.

Documentation Review

The evaluation process started with some initial review of documentation based on purposely-selected documents provided by UN Women and those identified by the evaluator. The documentation review was undertaken to conduct a rapid background review of programme proposals, monitoring and/or evaluation reports as well as any other materials made available to the evaluator. Other tools such as baseline assessment report, training manuals, annual progress reports also formed part of the background review. The documentation review provided highlight on where evidence based information was missing that needed to be filled through focus group discussions (FGDs), and/or key informant interviews. The documentation review also provided useful information on UN Women and United Nations Evaluation Group (UNEG) guidelines for conducting evaluations.

As much as possible sources of data have been cited but if there is an absence of citation for a particular statement or conclusion, it should not be taken to mean that the evaluator had no basis for reaching that conclusion. Triangulating meetings and interview results and comparisons with data from other sources (non UN Women) supplemented the information.

Focused group discussions and direct interviews

In-depth face-to face and email interviews were conducted with purposely selected stakeholders based on stakeholder analysis undertaken during the inception phase. Focused group discussions were held with women IDPs and organisations. Table 1 shows the number of people consulted and method of consultation (focused group and direct interviews).²

The evaluator conducted 11 focused group discussions and direct interviews with 38 key informant with participation of government officials, UN Women staff and other UN officials in Nyala town, NGOs, and direct beneficiaries (women IDPs) and UNAMID (Nyala and El Fasher). Priority was given to voices of women IDPs who have been impacted by the programme. The focus was on their perceptions and stories of how the results were achieved and to verify the results attributable to UN Women and its implementing partners. Through direct contact with those affected by the initiative and review of existing gender based violence and livelihood programmes, the evaluator was able to assess the progress towards outcomes and the challenges limiting the progress. Dereige IDP Camp was visited and a participatory brainstorming meeting held with the community composed of 58 women, 16 Sheikhs and 4 UNAMID staff. The informants were mainly community policing volunteers doubling up as Sheikhs and women leaders. Women IDPs were met for focused group and direct interviews at UNDP offices.

Table 1: Organisations Consulted		
	A. Informant for Focused Group Discussions	Number involved
1	Otash IDP camp	6
2	Dereige IDP camp	10
3	Sekeli IDP camp	6
4	El Sereif IDP camp	8
5	El Salam IDP camp	4
6	Humanity Organisation (including Sheikhs)	7
7	Ehlam Charity Organisation	6
8	GBV Working Group (UNFPA, UNHCR, World Vision, UNAMID, UN Women)	6
9	UNAMID (Family Protection and Police in Nyala)	4
10	UNAMID (Reform and Reconstruction team), El Fasher	7
11	Protection Cluster working group	10
	Total	74
B. Direct interviews with key informants		
1	UN Women	7

² UN Women encourages confidentiality of informants, hence names of informants have not been included in this report.

2	GoS Police: Unit for family and child protection	2
3	UNDP Nyala	3
4	UNDP, El Fasher	3
5	UNFPA	1
6	FAO	2
7	UNOCHA	1
8	Office of Gender Advisor to the Governor	3
9	General directorate for Women and Family Affairs.	1
10	Joint State Committee for Combating VAW	1
11	University of Nyala, Peace Centre and Community Development	2
12	Nahda for Women and Children Development	2
13	Ehlam Charity Organisation	2
14	PODR	2
15	El Medina Centre for Gender and Development	1
16	Kass IDP beneficiaries	3
17	Former programme coordinator	1
17	Email interviews with UUSC	1
	Total	38
18	Plenary dialogue at Dereige IDP camp	58 women, 16 Sheikhs

The key questions detailed in the evaluation matrix provided the basis for the interviews (see Annex 3). The questions were made as specific as possible since the documentation review provided guidance on information. Questions were asked on each of the evaluation criteria

1.7 Limitations of the evaluation

The scope and geographic coverage of the evaluation exercise were limited. Due to logistical/security requirements, the evaluator was not able to physically visit all the IDP camps where UN Women's programme was implemented. Dereige IDP Camp was physically visited.

During the inception meeting, it was agreed that qualitative approach will be applied due to the difficulty of accessing a representative sample of those affected by the programme to provide quantitative data. In-depth discussion was held with UN Women during the inception meeting on appropriateness of methods of data collection. The use of questionnaire with structured questions to improve on the possible bias of using only qualitative assessment was found not feasible. As no baseline data was collected for systematically tracking the indicators, it is difficult to assert fully the extent to which the indicators of outputs or outcomes contribute towards the impact. It was also noted that using mainly qualitative approaches carries biases of those interviewed and the evaluator's. The bias has been dealt with through triangulation of data.

1.8 Time frame and implementation

The evaluation commenced on 21 February 2011. In Nairobi, the evaluator held briefing meetings with the Regional Programme Director, the Deputy Regional Programme Director, the

Regional Monitoring and Evaluation Specialist and the Acting Country Programme Manager for Sudan. The Evaluator visited Khartoum from 28 February 2011 to 3 March 2011 and held briefing sessions with UN Women staff, Gender Advisor of African Union High Level Panel and a representative from El Medina Centre for women. Field visits in South Darfur were conducted from 7 March 2011 to 13 March 2011. A one day visit (14 and 15 March) was undertaken to El Fasher where a focused group discussion was held with UNAMID staff.

An initial participatory stakeholder’s workshop that would have brought the partners together was not possible due to the processes needed for security clearance. A debriefing meeting was held with Protection Cluster working group attended by 10 members during their regular bi weekly meeting on 13 March.

On 16 March 2011, the evaluator held debriefing meeting with UN Women Khartoum and reported on field mission, preliminary findings as well as clarification of issues. Comments from the meeting allowed the evaluator to obtain an early validation of findings, conclusions, lessons learned, recommendations and future strategic directions. A draft impact assessment report was submitted on 27th March. On 14th April a meeting was held with UN Women Nairobi to receive comments on the report.

1.9 The Darfur context

Demography

The Darfur region which comprises three Darfur states: North, West and South Darfur are an area of approximately 500,000 Kilometres, located in the western part of Sudan. The pre-conflict total population in Darfur is estimated to have been 6 million people. The total population of greater Darfur in 2008 based on the 5th Sudan Population and Housing Census is estimated at 7,515,445 out of which 48.4% were female. See Table 2.

The conflict in Darfur began in April 2003 and has forced about 2.75 million persons, approximately one-third of the regional population, to abandon their homes and settle in large camps for displaced persons. Table 3 shows the distribution of the affected population across the three states of Darfur. The population of IDPs affected in South Darfur is three times the resident population. This means, every third person affected is an IDP. Many of the camps are located around major towns. There are eight IDP camps around Nyala town. The UN Women programme started 4 years into the conflict and after seven years of conflict, many IDP camps continue to see new arrivals, particularly Otash which is seen as a transit IDP camp.

States	Total Population	Male	Female
North Darfur	2,113,626	1,079,936	1,033,690
Western Darfur	1,308,225	639,907	668,318
South Darfur	4,093,594	2,157,535	1,936,059
	7,515,445	3,877,378	3,638,067

Source: OCHA - 5th Sudan Population and Housing Census -2008

States	Total affected	IDPs	Residents
Northern Darfur	1,340,869	521,012	819,857
Southern Darfur	1,628,275	1,185,012	443,263
Western Darfur	1,301,235	745,952	555,283
Total	4,270,379	2,451,976	1,818,403

Source: OCHA; Darfur Humanitarian Profile No. 30 – January 2008

Socio-political context

The contextual analysis on the socio-economic and political factors in the Sudan in the time period in which the UN Women programme, phase two started (2008) and how these impacted directly or indirectly on the livelihoods and protection of women IDPs in South Darfur by the end of the programme is an important aspect for this evaluation. Between 2001 and 2002 the Sudan Liberation Movement/Army (SLM/A) and the Justice and Equality Movement (JEM) began taking shape, in opposition to the central government, which was accused of marginalising the people of Darfur and not including them adequately in the central government. The government called on local tribes and organized them into popular defence groups to assist in the fighting against the rebels.

The overall political climate in Sudan remained uncertain as conflicts continued in greater Darfur with security a key challenge, particularly for women and children. There were a number of changes in 2008 that significantly impacted the humanitarian working environment. The political climate was further exacerbated by the arrest warrant issued in 2008, for Sudan's President by the International Criminal Court (ICC) for alleged war crimes and crimes against humanity in Darfur. The issuance of the arrest warrant resulted in the expulsion of 13 non-governmental organizations (NGOs) from Darfur. The Expulsion of INGOs in 2009 and some national NGOs left serious gaps in service delivery to IDPs in all three Darfur states, especially in the area of protection of women and work on GBV. In April, 2010, a country wide election was organized in Sudan; this election was boycotted by most of the Sudanese political parties and the Darfur movements as well. The national congress party won the presidency and almost all the state governors' positions in all the North Sudan and secured a full domination of all the legislative bodies as well.

Women's Level of Vulnerability

The conflict in Darfur has increased the overall vulnerability and burden placed on women as well as contributing to the total destruction of the positive traditional supportive structures and mechanisms women relied upon for their livelihoods and welfare. Many women have lost the sources of livelihoods despite assuming the additional and emergent role as head of household in a very hostile and violent environment. Based on the gender analyses in the Darfur Joint

³ It was not possible to get information by sex. Comparative data is not available to establish whether the number of women IDPs in critical need of livelihood support and security has increased.

Assessment Mission (JAM) undertaken by UN Women, the war in Darfur has affected women differently and disproportionately to men.⁴

Women are the most vulnerable to escalating violence in the Darfur region, suffering from displacement and loss of livelihoods, and support networks. In this situation women face rape and battering as they move around in search of water and firewood. Needs assessment undertaken by the University of Nyala, supported by UN Women in 2007 found that sexual and gender based violence came in new forms during the war (hitting from strangers, rapes and entrances of stranger men to the camp at the night (56.3%)

The lack of security and protection has greatly worsened the already depleted livelihoods of the affected populations. The little data available at the start of the programme shows that violence against women was rampant. The Darfur Legal Aid Network (DLAN)⁵ analysed data from 430 cases in 2008. It showed that women IDPs make up 46% of case loads. 50 were rape cases and 14 were domestic violence cases.

Women's Access to Livelihoods

The counter-insurgency strategy employed by the Government of Sudan and the Janjaweed militia appears to have been one of asset stripping and population displacement. Indiscriminate attacks on villages have not only killed and injured civilians but also destroyed or looted housing, infrastructure, community services, wells and irrigation systems, fruit trees and other property such as cattle. The result has been the large-scale movement of a highly vulnerable, traumatized population of 2.75 million people, rendered almost completely dependent on humanitarian aid for survival.

Traditionally, the people of Darfur are agriculturalists and pastoralists. It is common in situations of displacement to find pastoralists with few or not enough livestock to sustain them. Women who go out to farm are sometime stripped of the produce by male IDPs who are afraid to go out. Another form of asset stripping common in IDP camps is when agencies provide support in the form of non-food items and livestock exposing the IDPs to insecurity from host communities. This has resulted in a sense of despair and hopelessness amongst women living in the camps. Many local NGOs struggle to address justice for women in an environment of escalation of violence against women. The priorities for women in the Darfur are livelihoods and protection from violence.

Marginalization of women from participation in decision making structures and processes

During 2007, UN Women identified existing community structures within IDP camps and sensitized the male leadership to give room for women in some of the leadership structures at the camp level. The structures and systems are a combination of customary systems and native administrative systems with emerging new leadership structures such as for the youth, for

⁴ UNIFEM Programme proposal, Defending and securing the human rights of women and girls in the humanitarian crisis in Darfur' 2007

⁵ In an effort to empower local communities and promote access to justice in Darfur, UNDP in 2004 established a Legal Aid Network – a network of 61 Darfurian lawyers who take on cases referred to them fighting impunity.

women groups and issue based leadership groups such as firewood committees, GBV committees etc.

Availability of reliable national data for the Sudan showing development indicators related to situation of women in Darfur, such as proportion of women within the internally displaced persons, livelihoods, institutional security support systems, prevalence of GBV are not readily available.

The search for peace in Darfur

The search for peace in Darfur has been going on for the last six years and women of Darfur, including women IDPs, played a role to bring their concerns to the Darfur talks in Abuja and Doha. Although the comprehensive peace agreement (CPA) addressed some of the political and boundary issues related to the Sudan and its Protocol areas, it did not address the conditions in the Darfur region and the Eastern States. These two areas signed separate agreements with the Government of Sudan (GOS) in 2006. Talks have been ongoing to find peaceful solutions between the rebel movements and the central government and the Darfur Peace Agreement (DPA) was signed in Abuja between the GNU and the SLM/A in May 2006. With UN Women's support Darfurian women were able to influence the outcome document of the Darfur Peace Talks in Abuja, which contains several articles that refer to women's human rights. However, due to the fact that not all factions were party to the DPA, the Darfur region has continued to experience serious conflict and a new all-inclusive peace process is underway under the auspices of the Africa Union and the United Nations.

Several frameworks have been put in place in the Sudan and Darfur region during the life of the programme. These are (UNAMID) presence which continues to play active role towards peaceful resolution of the Darfur conflict. There are gender units in UNAMID in Nyala and El Fasher. The Africa High Level Panel on Darfur was established in February 2009 and has a gender advisor.⁶ Within the UN System, there was the transition from the UNMIS Mission to the UNAMID Mission and in June of 2008, there was a handover of "Protection" from UNMIS Protection Actors to UNHCR throughout Darfur.

The Africa High Level Panel on Darfur, states that "the establishment of peace in Darfur, in all its elements, including justice and reconciliation, requires, among other initiatives: bringing the conflict to an end through a negotiated settlement; allowing Darfur equitable access to political power and national wealth; accelerating social and economic development of Darfur; promoting social and mutual trust and encouraging all political forces in Sudan to commit themselves to the fundamental reconstruction and development of Sudan."

UN Security Council Resolution 1325 (2000) on women and peace and security remained a valid instrument in Darfur. It is a milestone in addressing violence against women in situation of

⁶ The AUPD, which is chaired by former President Thabo Mbeki of South Africa, was mandated to examine the situation in Darfur in-depth and submit recommendations on how best to effectively and comprehensively address the issues of accountability and combating impunity, on the one hand, and peace, healing and reconciliation, on the other.

armed conflict and recognizing the need to fully implement the laws that protect the rights of women and girls during and after armed conflict. It calls upon all parties to armed conflict to take special measures to protect women and girls from gender based violence, particularly rape and other forms of sexual abuse and all other forms of violence in situations of armed conflict. The resolution also emphasized the responsibility of all states to put an end to the impunity of perpetrators. During the life of the UN Women programme, there was five year and ten year review of the Security Council Resolution 1325.

Sudan has not ratified the convention on the elimination of all forms of discrimination against women (CEDAW). This did not in any way prevent the programme from addressing the relevant recommendations included in CEDAW. CEDAW mandates the documentation of the incidence of all kinds of violence against women. It requires states to collect data on the extent causes and effects of violence and the effectiveness of measures to prevent and deal with violence. It also calls for state parties to conduct public awareness campaigns on attitudes, stereotypes and prejudices that perpetuate violence against women. CEDAW recommends implementation of gender sensitive training on violence against women for judicial and law enforcement officers and public officials.⁷

IDP Camp context

An example of the Otash IDP camp, in Nyala city municipality, South Darfur, is presented to show the context within which UN Women responded to the IDP situation. It is located about 5 kilometres from the centre of the city. Otash IDP camp is called the transit camp. It has experienced a steady stream of new arrivals since it was established in October 2004. The IDP population in early 2008 was 63,307 persons. The population in June 2009 was 70,134. The majority of IDPs are from the Berti, Birgit, Fur and Zaghawa tribes. Before the conflict, they lived in the northern and eastern parts of Southern Darfur state. Community leaders (traditional leaders such as *omdas* and *sheikhs*) have assumed considerable responsibility for camp management in close coordination with the camp coordinator. The community leaders assist in food distribution and security. Women are beginning to play managerial roles in this structure. Employment opportunities for women in Otash Camp include selling prepared foods; providing casual labor for brick-making, trade, construction and housework in Nyala town.

CHAPTER TWO

2.0 Evaluation Findings

The following section presents the findings of the evaluation. The findings are based on the following criteria for evaluation:

- Relevance – the extent, to which the objectives of the programme are consistent with requirements of beneficiaries, needs of a country and global priorities.
- Effectiveness – the extent to which the programme’s objectives are achieved.
- Sustainability – whether the benefits are likely to continue after UN Women’s assistance is terminated.

⁷ CEDAW, General Recommendation 19

Overall, the evaluator finds the programme relevant to the context and needs of women IDPs. The programme has made tremendous progress towards achievement of outputs within a short time of two years and with limited funding. There is indication of progress towards outcomes but with challenges that needs attention.

2.1 Relevance

This section explores the extent to which UN Women's overall objectives and intent have remained relevant in view of addressing existing and challenging and complex needs and priorities in a sensitive contexts.

Finding 1: The programme remained consistent and relevant to the context in Darfur. It remained relevant to the subsequent contextual changes during implementation.

Against difficult odds and highly politicised environment, UN Women proved relevant in filling an important gap of addressing the vulnerability of women and loss of assets arising from displacement of women. The basis for the UN Women's choice of support to GBV and livelihoods in Darfur was an urgent response to the GBV prevalence rate and poor status of women in relation to livelihoods 2004-2005 as captured in various international humanitarian agencies' reports (Human Rights Watch, the then UNMIS, and United Nations Commission on Human Rights, UNFPA and UNICEF. The reports highlighted worsening humanitarian crisis exacerbated by government attacks on civilian populations across the three Darfur states with women and girls suffering the highest criminal offenses including sexual assault. In this regard, women were more vulnerable than men.

With regard to relevance to national commitments and frameworks for gender, in 2007 the National Policy on Women's Empowerment and Development was developed (for the Northern States and Khartoum). Among other priorities, it proposes practical means for the implementation of the commitments in the Sudan Interim National Constitution (INC) which is to addresses women's human rights.

During the life of the programme, several events occurred. These were: UN Security Council approval of presence of UNAMID in Darfur; the collapse of the Darfur Peace process, yet to be resolved. The number of IDPs in critical need of livelihood support increased in the Darfur region. A 10 year review of the Security Council Resolution 1325 on women peace and security was held in August 2010 and as part of this, Darfur women's issues were highlighted through a Global Open Day forum, held in Khartoum⁸. National elections were held in April 2010.

The various changes and developments at national level that have occurred during the implementation of the programme have not altered the overall relevance of the programme. While highly sensitive political and other changes have in several cases affected the degree to

⁸ More than 20 dialogues on gender issues in peace building were held with women from civil society and senior UN leaders in conflict-affected countries in June and July 2010. These 'Open Days for Women and Peace' signal the UN's commitment to engaging women in building peace and security in this tenth anniversary year of the landmark United Nations Security Council Resolution 1325 (2000). Darfur women together with other women from Sudan met with high level UN officials.

which partners have been available and have been able to focus on issues of women's protection, the issue continued to remain relevant.

The strategy of UN Women in collaboration with, Government, LNGOs and the UN, was characterized by its remarkable responsiveness to the priorities and needs of women IDPs both at the design and during implementation of the programme. It worked around sensitive issues associated with gender based violence and responded to livelihoods as an entry point. The unstructured and unique circumstances that the Darfur region was experiencing with the intensification of the Darfur conflict attests to UN Women's relevance in an unanticipated contexts. The gaps created by the expulsion of NGOs in 2009, in the area of protection and GBV response service provision, meant that the UN Women remained relevant with regard to choice of local NGOs as its strategic partners.

Finding 2: UN Women was able to choose the appropriate beneficiaries (IDPs) and partnerships for the programme based on needs assessments and mapping. The programme focus, rationale, components, target group, organizational and institutional linkages in place within this context informed the design of the programme.

The choice of the programmatic intervention area was relevant to the gender analysis in the Darfur Joint Assessment Mission (JAM) undertaken by UN Women in which vulnerability of women was identified as requiring special response.

A livelihood assessment and mapping initiative was undertaken in 2007, by the Centre for Peace and Community Development of the University of Nyala, on women's protection and livelihood support in Southern Darfur with the objective of quantifying IDP women's needs in relation to their human rights, protection and livelihood needs and establishing a database on women and livelihoods. Most women needed to see the reported violence against them have a response. Likewise, UN Women responded to capacity development gaps in existing initiatives, particularly in women's organizations by undertaking protection and livelihood support in IDP camps in South Darfur. 100% women had indicated that financial support was the best way to improve their livelihood situation. 31.3% of the women were involved in pasta making and handicraft. UN Women and its partners were able to respond to the gaps identified in the needs assessment by the University of Nyala. The results indicated that women required more training on income-generating activities and on human rights and protection against violence.

UN Women undertook mapping of civil society organisations (CSOs) working in Darfur in 2007. The information was relevant and valuable for identification of partners for the livelihood programme in Darfur. The use of community mapping with a view to identifying civil society organizations/local non-governmental organizations, in the Darfur has the potential to improve the quality of partnerships. In many cases the partners found the exercise of mapping helped them to better understand their capacity and their role in the area of gender and supporting women's rights. The capacities were not adequately addressed by UN Women as reported by partners.

Finding 3: The programme built on some of the recommendations and lessons learned from a previous evaluation; and was relevant to key UN frameworks/instruments (the

UNDAF 2008-2012; UN Women strategic plan, CEDAW, Security Council Resolution (SCR) 1325).

The programme draws on UN Women's experience with the first phase of the programme and builds on some of the recommendations set forth in the evaluation of the programme on "Protecting and Promoting Women's Rights and Leadership in Sudan' (2005 – 2006), which recommended the development of clearly defined results chain in a logical framework, expansion of partnerships, hiring of a monitoring and evaluation (M&E) expert and continued support to protection of women and livelihoods in the IDP camps. Except for the lack of hiring of an M&E expert, an attempt was made to address the recommendations.

The programme was relevant to the UNDAF 2008-2012 as it relates to sub outcome 2.4⁹. Gender inequities addressed in all governance processes and development initiatives. The programme remained relevant to UN Women's mandate as defined in the East and Horn of Africa, sub-regional strategy, 2008 – 2011 - to reduce the prevalence of violence against women and their consequences including HIV/AIDS. In addition, the programme responded to the UN Work plans for Sudan "supporting activities that prepare and build the foundation for a future formal scale up of recovery and development in Darfur." The work plans recognized gender as a cross-cutting issue¹⁰.

The programme results were relevant to the UN Security Council Resolution 1325 (2000) on women, peace and security. The programme focused on working with NGOs and Government to "take special measures to protect women and girls from gender based violence, particularly rape and other forms of sexual abuse and all other forms of violence"¹¹. Although Sudan has not ratified CEDAW, it was the intention of the programme to document the incidence of violence against women and to conduct public awareness campaigns on attitudes, stereotypes and prejudices that perpetuate violence against women. This is relevant to CEDAW general recommendation 19. One lesson learned from this is not to ignore CEDAW implementation because the Government has not ratified but to consciously focus on the elements of it which can be implemented.

2.2 Effectiveness

This section discusses UN Women's and implementing partner organizations' success in completing planned outputs and progress towards the planned outcomes. The logical framework for the overall programme set out the objectives and expected results. Results are without full backing of relevant baseline for indicators, the observation is backed by what difference UN Women has made on each output and progress towards outcome under difficult circumstances based on qualitative data. UN Women was successful in delivering a range of successful results.

⁹ UNDAF 2008-2012

¹⁰ UN Women, Briefing paper on Sub Regional Strategy, Sudan, 2011.

¹¹ Paragraph, 10 of SCR 1325 on women peace and security

2.2.1 The logical framework

Finding 4: UN Women was guided by a results chain, the – logical framework, as a tool in designing the programme. However, the logical framework had limitations on the way results were defined and its usefulness on day today programme management.

Baseline Data: In spite of undertaking a baseline needs assessment, the logical framework did not define the baseline linked to the output indicators, making it difficult assess change in progress over time. Most of the indicators of outputs and outcomes were based on ‘percentage increase’ which implies that baseline level indicator for each output was paramount in establishing change. There was no data systematically tracking change over time. This difficulty is reflected in partners and UN Women annual reports where no single report shows percentage changes/increase. Comparison between the baseline assessment data and data derived from this evaluation cannot be made since the methodology is different and it is difficult to locate the original women IDPs. Baseline assessment was on percentages while UN Women tracked progress through annual reports which were in whole numbers and not disaggregated by camps or gender. It also shows that the baseline assessment was useful in identifying entry point for the programme but was not subsequently used for construction and tracking of indicators. This is an important lesson on appropriateness and effectiveness of baseline data.

Output level results in the logical framework: In the programme results framework, the logical ‘link’ of outcome and outputs statements, i.e. the question of how achieving the described outputs will contribute towards the broader level outcome, is not always immediately plausible. Outcomes were clustered together and corresponding outputs were also clustered together without clear link of which outputs contribute to which outcome. For example, objective one has cluster of three outcomes and seven outputs. For purposes of analysis, the evaluator has tried to find the most suitable links. The outputs for objective one: outcome one, two and three are formulated as indicators and not as outputs. They have quantitative dimension (number of...percent of). For example: Number of training of trainers; Number of new/old Centres constructed/rehabilitated; and Number of women trained. While to date no quantitative data has been captured systematically, there is at least some quantitative data on number of people trained and *qualitative* evidence for progress against all the outputs.

The **outputs for objective two** were not specific (e.g. output 1 is stated as “institutionalised comprehensive, multispectral, gender responsive programming and programmes” There is no progress on **three out of the eleven outputs** for objective two which are:

- (i) conducive/enabling and political environment for pursuing GBV interventions” – this was a very high level, unattainable output given the prevailing political context
- (ii) increased public resource allocation by GoS for GBV elimination/reduction in impunity related to GBV- there is no evidence that any strategy was put in place to try and increase the resources. In fact the two critical Government offices of gender advisor to the Governor and Joint State Committee for combating VAW are underfunded.
- (iii) Best practices – this output was not defined in a clear specific manner. The evaluator did not come across any documentation of best practices.

Qualitative data gathered, shows no progress was made towards achieving **three of the five** outputs for objective three: GBV elimination/comprehensive advocacy strategies for women

human rights protection including how to achieve male involvement; indigenous GBV elimination knowledge and information network at community level; and knowledge network/fora established and supported to function. Many of the programme's key achievements have been linked to objective one and less on objective three.

Appropriateness of indicators: The indicators of progress for the outputs were not specific, measurable and time bound. For example, “Calibre of Training of Trainers” and “Types of creative means to women protection developed, applied, are effectively applied.” While there is considerable **qualitative** information on achievements available for the indicators, UN Women has not systematically tracked quantitative data in relation to any of the indicators. Limitations are found in measurement of indicators. A full baseline survey linking data to the indicators was not undertaken at the beginning, hence no baseline for tracking and measurement for the indicators identified in the results framework.

Outcome level results: At the level of **outcomes**, it is noted that the outcomes were too many and some were duplicated. Outcome eight and nine basically refer to the same expected results around reducing impunity. Some of the outcomes were formulated in a very general manner making it difficult to identify what needed to be achieved. For example ‘Institutionalized, joint, integrated comprehensive, multi-sectoral, gender responsive programming that addresses women’s vulnerabilities to GBV’. In this particular case what could be tracked – is it whether programmes were institutionalised? Joint? Integrated? Multi-sectoral? or gender responsive? another broad and general outcome was, ‘Broad-based effective partnerships that support creative ways for women’s protection, community mobilization, and awareness raising on women’s protection and welfare needs within the targeted IDP camps, and within IDP host communities in South Darfur State’.

The programme was designed out of necessity imposed by the circumstances of humanitarian response with no **risk assessment undertaken**. In situations of humanitarian response, there was little or no time to carry out even pre-feasibility analysis for implementing arrangements and management procedures.

On the basis of the limitations, the extent to which the outputs are progressing towards outcomes is examined with reference to the logical framework and additional qualitative data information derived from the evaluation matrix. UN Women identified nine indicators to measure achievement of outcomes. It is noted that outcome is change at a higher level of the results chain that involves a range of actors beyond those directly implementing the UN Women programme. Attribution to UN Women must be seen at output level and its contribution to outcome within the strategy that was adopted – multisectoral and collective with partners.

2.2.2. Achievement of outputs and progress towards outcomes

The following critical output level results are essential for attribution of UN Women’s contribution and progress towards outcomes in South Darfur. Each section includes the achievements and analysis strengths and limitations in progressing towards outcomes.

Progress towards Outcome 1: Institutionalized joint integrated comprehensive multi-sectoral gender responsive is programming that address women’s vulnerabilities to GBV/VAW.

<p>Outputs:</p> <ul style="list-style-type: none"> • Types and number of markets developed • Number of women groups funded and amounts provided 	<p>Possible baseline from baseline needs assessment 2007</p> <ul style="list-style-type: none"> • 62.5% women trained on income generating activities. • Places of sale: <ul style="list-style-type: none"> ○ 68.8% - inside camps ○ 31.5 - outside camps. • Type of income generating activities: <ul style="list-style-type: none"> ○ 12.5 – farming, ○ 6.3% - pasta making and handicraft ○ 68.8% -trading. • Business requirements: <ul style="list-style-type: none"> ○ Availability of raw materials – 25% ○ Availability of capital – 62.5% ○ New project activities – 12.5%
--	---

Finding 5: Support to livelihoods is progressing with positive effect on economic empowerment of women through access to skilled knowledge, enterprises, trade and income. The IDP camp-based small enterprise has the potential to evolve into a well-organized source of income for women IDPs if the market links are well established.

UN Women worked with partners in South Darfur (Al Madina Women and Development Centre, Nahda Women’s and Children Development Organization, Elham Charity Organization and People’s Organization for Rehabilitation and Development) who implemented women’s protection and livelihood support programmes within the IDP camps. Training on setting up small-scale business and income-generating initiatives led to start up of livelihoods such as basket weaving, poultry, pasta making, and tailoring in Otash, Sekeli, Dereige and El-Sereif IDP camps. In addition, 295 women in these IDP camps successfully accessed financial services. 400 women IDPs from the El-Salam and Otash IDP camps received training on leadership and entrepreneurial skills, with a special focus on alternative sources of income.

Training on entrepreneurship, marketing skills, costing products, market value chain, helped women start income generating livelihoods. Women in sector 5 in Otash IDP Camp started a revolving fund that directly benefited 85 women. They were engaged in pasta making and fruit juice processing. The fruit juice is marketed at a supermarket in Nyala town earning the women revenue of SDG 450 and profit of SDG 100 a month. The women IDPs revolving fund schemes have the potential for sustainability.

Pasta making is popular as a source of livelihood since it is easy to process and easy to sell within the camps but the profit margin is very low. For example, From 2 kilogrammes of flour costing SDG 6, the women from Otash IDP camp indicated that they got SDG 3 as profit from pasta sales. Some of the women who own tailoring machines were connected to schools for tailoring of school uniforms. Some of the baskets were sold locally and others were marketed in

the United States. The women IDPs used 50 percent of the USD 700 profit from sale of baskets in the USA to invest in more baskets. In Kass IDP camp a revolving fund is helping women to trade in groundnut oil, pasta, tailoring (10 machines were provided). When asked whether they control the income earned or it leads to violence in the family, the women indicated that violence is minimized because women are able to pay school fees and food for the family. This contribution helps to minimize violence as the contribution is valued by the husbands.

Women IDPs indicated that over the life of the project, they have observed existence of alternative livelihood activities which can earn more income such as poultry keeping, soap making and trading of food stuffs such as cooking oil and grains.

Women IDPs and intermediary partners indicated that baskets were not easy to sell in the market. At the time of this evaluation, a huge consignment of baskets was in a storage facility at PODR awaiting another market opportunity. PODR organised for shipment of IDP women's baskets from Kass to the USA twice in 2009. Further shipment could not be made to the USA market due to trade embargo on Sudanese goods. There was a market outlet for handicrafts in the USA but UUSC, UN Women and the partners working in the camps could not set up a system for getting crafts out of the country to the USA to sell for the last two years. This is a big disincentive to the women on handicraft making.

UN Women acquired land from Nyala municipality for construction of a 100 stalls women's market. The purpose of the market is to promote livelihoods by increasing access to income by women to reduce exposure to GBV. The impact has not yet been felt because the land was already allocated two years ago but construction has not started. The local market is not yet operational as negotiations continue between UN Women, Habitat and law enforcement agents concerning security of women IDPs as they move to the market and at the market. The limitation on access to market has negative effects on the indicator of measurement which was "increase in incomes for IDP women from creative means and demonstrable improvement in their lives".

In addition, some of the market constraints are that pasta made by women faces competition from the free market since factory made pasta is widely available from many sources. Another interesting point raised is that the traditional handicraft baskets are no longer profitable since there is wide use of plastic bags.

The livelihood support began to reconstitute and enhance women's' income and to reduced exposure to insecurity by reducing their movement in search of firewood as a source of income as they have alternative products to sell or source of income to purchase firewood from men, instead of moving outside the camp for firewood. Women IDPs reported ability to buy firewood and fodder since they had income while others reported reduced frequency to fetch firewood and fodder as a result of use of energy saving stoves made by the women and through complimentary support by other partners. A combination of factors and support from a number of development partners makes attribution to UN Women difficult. A Darfur state-wide study assessed the impact of fuel efficiency stoves on household income and the relationship between the introduction of the stoves and GBV patterns in Darfur. Women IDPs were provided with alternative source of livelihood (stoves and alternative fuel source) which reduced their movement for collecting firewood. The women IDPs reported reduction of movement in search

of firewood from four to twice a month outside the IDP camps. While this could be attributed to increased patrols by UNAMID and use of fuel efficient stoves, the women interviewed also indicated that firewood has become business by men to make money by collecting and selling in the camps. The reasons why women continue to move outside camps and become vulnerable go beyond search for fuel/firewood. Women continue to be vulnerable when they search for employment in the cities, fodder, water, earth for making stoves, when they go to markets and when they go to collect materials in the bush for making handicrafts. Safety and security of women must be seen in a wider context of what continues to make them vulnerable.

Progress towards Outcome 2: increased number of informed women IDPs on women’s human rights and capacity to protect and enjoy their rights.

Outputs: <ul style="list-style-type: none"> • User friendly information education and Communication (IEC) materials for use by women IDP. • Number of training of trainers (TOTs) trained • Number of women trained • Types of advocacy strategies developed and implemented • GBV/VAW elimination civic education manual produced. 	Possible baseline from baseline needs assessment 2007 <ul style="list-style-type: none"> • 98.8% women and 100% men indicated women experience new forms of violence. • 83.3% indicated they are getting information on human rights. • Types of violence: <ul style="list-style-type: none"> ○ Hitting – 18.8% women ○ Absence of security – 12.5 % women ○ Bad treatment – 62.5%. • 75% of women and 100% of men know Human rights from Centres, radios, lectures.
---	---

Finding 6: UN Women made crucial strides with respect to capacity development which consisted of a variety of training and advocacy on human rights and gender based violence and decision making, through partnerships with civil society organizations, government organizations, religious leaders, UNAMID Police and GoS police and targeting women IDPs and students.

To a very large extent progress towards outcome two is being achieved through a combination of successful output level results and, in partnership with local NGOs and UNAMID. UN Women provided technical and financial support for national partners, including the Nahda for Women and Children Development Organization, Ehlam Charity Organization and People’s Organization for Development and Rehabilitation, University of Nyala, the State Committee for Combating Violence against Women, and the El Medina Centre for Gender and Development. These organizations undertook various livelihood programmes and provided training on GBV prevention and human rights. These national partnerships are strategic to ensure ownership and

sustainability of the interventions. Some of the results are: Training on GBV prevention and human rights provided to 88 Government of Sudan police, 80 UNAMID police, 25 female police officers and 1325 Community Policing Volunteers; 400 women trained on enterprise and business management; and 200 community leaders were sensitised on human rights.

Through a local implementing partner El-Medina Centre for Gender and development, women IDPs in Kass, Sekeli, Dereige, El Salam and El Sereif IDP Camps acquired knowledge on women human rights protection and livelihoods. UN Women's engagement with men - religious leaders (Imams) through partnership with Humanity Organisation¹² provided strategic entry point for interpretation of women's human rights in Islam and to target key decision-makers on women's rights under Islamic law. Some 600 IDPs and women residing in IDP host communities in 14 localities in South Darfur were sensitized on human rights. 12 workshops have been conducted and about 6,000 people comprising of religious leaders, social leaders, legal actors as well as 8,000 secondary girl students received information on the interpretation of women's human rights in Islam. About 48 radio sessions were broadcast in Nyala Radio and television. The radio sessions were considered as highly relevant, of good quality and having wide outreach as they focused on substantial issues that affect women protection and safety. As a result, about 1,500,000 listeners received information on various women human right issues and protection on Islam. Humanity Organisation was a strategic partner in reaching out to the communities that impact IDPs such as Imams, students and teachers. UN Women's partnerships with academic institutions (University of Nyala) has contributed to change people's attitudes at the university towards gender based violence and promoted greater attention to peace building and conflict resolutions mechanisms¹³.

A Male involvement initiative was launched but this did not necessarily translate into protection of women IDPs. The entry point for engaging male members has been successful through Imams. Male involvement was launched in two localities in South Darfur (Ed-Daein and Greida), with 100 men participants as advocates for women's rights. Male involvement has also been through participation in training. This was an innovative initiative which has not fully taken off.

UN Women strengthened partnership with UNAMID police that led to a number of trainings and workshops being conducted on human rights and basic subjects. In 2008, 507 monitoring visits were undertaken to Government of Sudan police and prisons for advocacy of child welfare and women's rights; UNAMID police also trained the community policing volunteers on the basics of community policing, including human rights issues. As a result of the advocacy campaign, UNAMID provides security escorts three times a week to IDP women who have to travel long distances in search of firewood for cooking. In addition, women IDPs are aware of the services of the UNAMID and community policing volunteers and are reporting violence cases to them¹⁴.

In terms of the content of training, beneficiaries at different levels acquired knowledge and skills on a range of topics including human rights, gender based violence, conflict resolution, negotiation and mediation, women's leadership in the peace process, and the role of international

¹² Members of Humanity Organisation are mostly lawyers but includes other disciplines as well

¹³ A more in-depth study would confirm the level of the change in attitude at the university.

¹⁴ It was not possible to get data on how many cases are reported to community policing volunteers.

humanitarian law in the protection of civilians in armed conflicts, entrepreneurial and income generating activities. Informants expressed satisfaction with the quality and benefits of training provided. The Imam's indicated that the training on comparing CEDAW to Islamic law was most relevant and valuable. The Imams subsequently used the knowledge in radio programmes and at mosque to create awareness on the rights of women. The radio and TV programmes were in great demand that the radio and TV stations continued to air the programmes even after the funding run out from UN Women. The approach of training of trainers (TOT) has been effective in achievement of results. The TOTs indicated how they are called upon to train in their communities outside of the programme as their skills are demanded by NGOs and women in the IDP camps and communities.

Positive achievements were made in development of appropriate tools for training and awareness: UN Women supported the Elham Charity Organization in Otash and El-Salam IDP camps to produce a manual on "Women's Leadership and Human Rights Protection and Skills Training", which serves as a basic tool for skills development of IDP women in Darfur, including those with special needs and the elderly. 4500 brochures and 1000 posters on human rights and women safety were produced and widely disseminated. The multiplier effect of the manual is that it is being used by other NGOs. As a result of the UN Women collaboration with UNAMID police, about (4500) Brochures and (1000) posters in various human rights and women safety related issues were developed, replicated and disseminated in (50) IDP camps.

Capacity development activities have led to knowledge of human rights and use of the knowledge acquired through training to impact changes in the families and communities. Women IDPs, who were trained on human rights and gender, based violence shared stories of how they have prevented violence against women when it was observed to take place or when women in IDP camps reported cases to the women leaders. In two cases, decision to remove girls from school for marriage was reversed by the parents. In another, rape case was reported to police and the perpetrator arrested.¹⁵ In another case, a woman was regularly beaten by her husband, she reported to a woman leader who diplomatically confronted the husband using the negotiation skills from training. She reports that it has been two years and the man has never beaten the wife again. They discuss and resolve issues when there is disagreement.

"Women IDPs have acquired new knowledge on human rights. The knowledge will remain with them even when the UN is gone. They are challenging violations in the camps and beginning to seek help from women centres, women leaders, police, community policing volunteers and UNAMID. Women are having more confidence to discuss GBV issues. Women are telling judges in court issues the judges do not know based on knowledge acquired about international law and the GBV issues of the national constitution of Sudan."¹⁶

Knowledge of good practices on gender equality and Islam was increased through training, exchange programme, socialization, distribution of documents and radio programmes "Training on human rights in Islam in comparison to international instruments was an eye opener. It provided knowledge of linkage between CEDAW and Islam. Imams discovered that there are more similarities than differences. Imams are able to talk about women's rights in mosques.

¹⁵ The women did not follow up to find out whether the man was jailed.

¹⁶ This statement summarizes feedback from 4 IDP Camps, UNAMID, UNDP, 4 partners, Imams

Imams speak in Mosques about reproductive health issues, concerning early marriage.” (Voiced by an Imam).

Progress towards outcome 3: Enhanced IDP women’s capacity to make critical decision about their lives including their strengthened leadership and participation in public roles such as the on-going Darfur-Darfur Dialogues for peace initiatives.

Output: Number of women trained	Possible baseline from baseline needs assessment 2007 <ul style="list-style-type: none"> No indicator on women trained on leadership and decision making
---	--

Finding 7: Training on leadership and decision making has opened space for women’s participation in community initiatives and dialogue fora.

Through the support of NAHDA in south Darfur, some 150 women have acquired decision-making, advocacy, and problem-solving skills through training and participated in women’s human rights protection initiatives. Of these, 100 women in three IDP camps accessed financial services (30 in El-Salam, in Otash, 20 Sekeli and 30 in Kas). These initiatives led to increased opportunities for IDP women’s access to productive services.

Women informants indicated that the leadership training has enabled women to be represented in traditional camp management structures. There is emerging new leadership by women. Nobody is preventing women from participating in community activities. Women’s voices are being heard ‘when the chair of AUHIP, Mr. Mbeki visited Darfur, women from IDP camps made concrete recommendations.’ The evaluator established that in its report, 2009, the panel suggests that providing protection to women and girls, discreet and confidential services; to survivors of sexual violence, and legal action against perpetrators should be apriority more that obtaining comprehensive data. (page 25).

Progress towards outcome 4: Well organized and managed women Centres in targeted IDP camps.

Output: Number of new/ old Centres constructed/rehabilitated	Possible baseline from baseline needs assessment 2007 <ul style="list-style-type: none"> All IDPs camps have women centre. 83 women from Sereif and 1018 from Sekeli participating in women Centres.
--	---

Finding 8: Women Centres in targeted IDP camps provide forum for women to dialogue on human rights and livelihoods. The women centres have provided women IDPs with opportunities for social mobilization, cohesiveness and a sense of belonging.

The planned outputs relating to rehabilitation of the centres have been achieved. Feedback from women IDPs, indicate that the services provided by the women centres are valued by women. The Centres are a forum for dialogue on GBV, literacy classes, income generating activities,

psychosocial peer support. The UN Women renovated Centres in El-Salam, Otash, Sekeli and El Sereif IDP camps, offered 1000 women IDPs training on GBV and human rights. The women Centres are in great demand as indicated by the women IDPs from 5 camps. The Centres are under-resourced in terms of finances and human resources and geographic coverage is very low. One Centre indicated that they lost staff to other employers as a result of the long delay between the time of signing the agreement with UN Women and the actual receipt of funds. Furthermore, over a period of three years partnership with UN Women, the Centre accessed only Sudanese Pounds 50,000 (approximately USD19,000). The centres have made tremendous progress but still face challenges in terms of helping secure safety for women and enjoyment of their rights¹⁷. For example, the El Medina Centre, in a whole year (2008) received only four reports of rape from women. In spite of being counseled, the women preferred not to go for treatment or take up legal action due to the stigma and discrimination attached to reporting.

The centres allow women to access the resources, support and referral processes vital for survivors of sexual violence. The Women’s Centres try to create an environment where survivors feel welcome and safe. As women share their individual stories, the barriers to seeking assistance – shame, fear of being ostracised, fear of being singled out – break down as women realise that they are not alone in their experience.¹⁸. The centres offer literacy skills and awareness programmes.

There are many partners supporting the same women centres, for example IRC, World Vision, UNHCR, UNICEF, UNAMID and UNFPA hence the attribution to UN Women is collective. There is no strategy by UN on how to work with the women Centres. The centres have the potential to be sustainable in providing services to women. The women IDPs expressed great demand for more centres to service the vast population of IDPs. It would be useful to track how many women IDPs visit the centre and report cases on GBV in a month.

Progress towards Outcome 5: Strengthened institutional capacity resulting in demonstrably improved safety and security for IDP women

<p>Outputs</p> <ul style="list-style-type: none"> • Strong functioning institutions with sustained capacity and commitment to improve safety and security of IDP women. • Increased measures in preventing GBV/VAW and reporting incidences • Improved management of GBV/VAW cases when they occur 	<p>Possible baseline from baseline needs assessment 2007</p> <ul style="list-style-type: none"> • 68.8% women and 25 % men – no attempt made to address VAW. • Sources of help: <ul style="list-style-type: none"> ○ International organization -12.5% women and 50% male. ○ Camp leaders - 12.5% women and 25% men
--	---

Finding 9: Capacity of various institutions and level of accountability of targeted institutions and mechanisms was not explicitly defined and was inadequately addressed.

¹⁷ This was not the ultimate goal of the Centres and a variety of reasons contribute to whether the Centre can effectively perform this role.

¹⁸Women’s centres: spaces of empowerment in Darfur, by Carmen Lowry, International Rescue Committee

There has been limited progress in achieving the outputs for outcome five. UN Women did not specify what particular aspects of institutional capacity or accountability mechanisms the programme was setting out to affect. UN Women support was in response to specific types of support based on partner's proposals without discussing about how such support fit into a comprehensive capacity development for the organisation. It is therefore, difficult to point out where remaining institutional capacity gaps are in relation to progress made by the programme. Capacity seems to be related to knowledge and skills, e.g. in leadership. It does not seem to relate to absence of policies or absence of effective management systems and processes or strategies of the organisation. UN Women engaged in extremely short term partnerships of 3-6 Months limiting the process of genuine impact on capacity of the institutions.

Partners raised concern that their own capacity was not prioritized by UN Women. UN Women should have invested more in bridging the capacity gap to raise the organisation to a higher level than when they started off with them. LNGOs are concerned that the focus was on them to deliver results and funds but their capacity building needs were not given much attention including the high cost of administration of funds. This has implications for sustainability of the interventions. It was noted that one of the partners was facing management and leadership challenges that should have been noted if tracking of capacity development was in place.

Capacity building of partners was weak on leadership management, proposal writing and report writing and financial management leading to delays in timely production of reports and disbursement of funds¹⁹. An explicit capacity development strategy for implementing partners would have been useful. Such a strategy would have provided the framework for "what capacity is required" to hold partners accountable. Furthermore, the partner's interventions were on cases by case basis - not linked to each other towards achievement of the common objectives set by UN Women's programme. UN Women supported a partner whose membership is composed of over 15 lawyers but there was no linkage between this partner and those needing the services such as the women centres and the community policing volunteers. Linkage among UN Women partners in providing collective response as a way of capacity building would have been helpful. There is also a situation where one partner is enjoying support from several UN agencies including UN Women but the agencies are not coordinating their support for collective response.

Finding 10: The awareness created on human rights and GBV does not seem to fully translate into women IDPs capacity to claim and enjoy their human rights and law enforcement agents to effectively respond by protecting women IDPs.

Informants highlighted that while their individual awareness of gender based violence and human rights issues had been significantly increased and helped in solving problems, they were facing challenges when trying to apply this knowledge in their work due to a continued lack of awareness and understanding by others in their respective communities, i.e. due to the absence of a critical mass of change agents around them. UNAMID was filling in this gap through training of Community Policing Volunteers and Humanity Organisation filled this gap through religious leaders but outreach and geographical coverage remains limited. Some informants particularly highlighted the need to expand the male involvement and sensitization of camp leaders. Informants pointed out the persistence of traditional mindsets and customs fostering inequality

¹⁹ A combination of factors including UN Women's bureaucracy contributed to delays in disbursement.

between men and women that posed obstacles to them sharing new ideas related to gender based violence and human rights.

Coerced silence by families and community results in continued perpetration of violence against women. Due to shame, most rape survivors – especially unmarried girls – only seek medical attention as a last resort. This was also the views expressed by women IDPs and the police. Cultural dimension was cited as a contributor to impunity mainly due to stigma and discrimination attached to it. Women need permission from male members of the family to report cases of GBV and seek justice. The stigma and shame which accompany the crimes of sexual and gender based violence have often resulted in the lack of reporting of such crimes thus comforting the perpetrators in their certainty that their crime will go unpunished and feeding even more the culture of impunity which already prevails in the Darfur region.

Even though police officers have been beneficiaries of human rights and GBV training, the police have not always created a positive environment for women to report cases of GBV.

An inter agency coordinated and sustained advocacy effort on GBV prevention and response culminated in the development of a United Nations joint Form 8 Advocacy Strategy for Darfur that advocated against the use of Form 8 as a pre-condition for treatment involving rape and sexual abuse. The UN and partners advocated for medical attention as a first priority. Form 8 prior to medical treatment is demanded only if the affected woman wants to pursue legal action²⁰. However, it is indicated that some medical personnel, judges and police in many cases still demand form 8 prior to medical treatment. The issue of survivors of sexual violence experiencing problems accessing health care and legal assistance related to demands for Criminal Form 8 before services are rendered, remains a significant obstacle in many areas of Darfur, particularly in rural areas. Women maintain a culture of silence in such prevailing conditions. This encourages impunity. The advocacy started by the UN has not reached all the rural areas of the vast region of Darfur.

The lack of commitment on the side of Government to address issues regarding GBV was raised by several informants. Informants cite instances where lack of proper interpretation of the law sometimes resulted in prosecution of women for adultery where perpetrators were released by justice system under article 149 of the criminal Act amended in 2009 which defines rape as a crime punishable by over 20 year jail. Rape is defined as adultery without consent. Adultery is to be proved by four reputable males. Some judges also think that rape cases also require proof by four male adults²¹ the article is a hindrance to real justice and continues to abate impunity. It was revealed that, the justice system, is not gender friendly, not capable of investigating cases effectively, and in some cases the police are not able to effectively prosecute due to limited education and knowledge of the law.

Progress towards outcome 6: Reduced incidences of domestic and other forms of GBV/VAW.

²⁰ Criminal Circular no.2, issued in August 2004, sets out clearly that medical Centres and health units “shall provide necessary treatment to victims of gender-based violence”, with no fear of “negative repercussions or harassment.” They can complete Form 8 with due confidentiality and “shall encourage victims of violence to pursue legal proceedings by lodging a criminal complaint” if they wish to do so

²¹ The women’s suffering is exacerbated by Sudan’s legal system which defines rape as the offence of “Zina” or adultery, a crime under Islamic law that could punish a man with 100 lashings. The burden of proof is on women.

Outputs: <ul style="list-style-type: none"> • Reduced factors and sources of women’s vulnerabilities to GBV/VAW in South Darfur • Conducive/enabling political environment for pursuing GBV/VAW interventions. • GBV/VAW elimination/ Comprehensive advocacy strategies for women human rights protection including how to achieve male involvement; 	Possible baseline from baseline needs assessment 2007 No relevant baseline Indicative: No GBV strategy
--	---

Finding 11: The UN Women has no comprehensive strategy for response to GBV or for tracking and reporting cases of GBV in South Darfur. UN Women applied strategies of awareness raising and advocacy, development of tools, capacity development through training in leadership skills; supporting dialogues between women’s organisations, IDPs and other partners in fora such as international women’s day, 16 days of activism and UN global open day. A comprehensive strategy and response to GBV prevention and management was supposed to be one of the indicators for success (in the log frame) and contribution towards strengthening capacity of local institutions under the UN Women programme. The GBV working group is making attempts to develop the strategy.

The evaluator established that the UN Women and the UN partners had no formalised mechanism developed for tracking and reporting cases of GBV. This was partly because of the restrictions by the Government since GBV was linked to political dimension of ICC. UN Women and other agencies collaborated through the referral system to track cases referred through Humanity Organisation supported by UNDP. If UN Women wants superior performance, it must start tracking and measuring progress while remaining sensitive to the context.

Progress towards Outcome 7: Broad based effective partnerships that support creative ways for women protection.

Outputs: <ul style="list-style-type: none"> • Skilled and confident clinicians on GBV/VAW management in South Darfur. • Increased innovative means to protecting women from GBV/VAW in South Darfur. • Increased resource allocation by stakeholders in GBV/VAW prevention, care and support. • Increased public resource allocations by GoS government for GBV/VAW elimination. • Reduction in impunity related to GBV/VAW. 	Possible baseline from baseline needs assessment 2007 <ul style="list-style-type: none"> • 22 international NGOs in South Darfur. 14 working on livelihoods and 20 working on women’s protection. • 28 local NGOs working on women’s protection and livelihoods. • Government institutions working on protection and livelihoods.
--	---

Finding 12: The UN Women has managed to position itself strategically for partnerships in the South Darfur during the second phase of the programme.

Only one output was given attention under this outcome “**Increased innovative means to protecting women from GBV/VAW in South Darfur**”. Strategic partnerships were established with state government counterparts (mostly police), local NGOs, CBOs, religious leaders and UNAMID. This is in line with the evaluation of the pilot phase which recommended expansion of the partnerships. UN Women established effective partnerships that supported creative ways for women’s protection and helped raise awareness of women’s rights and reporting of violence cases. New partnerships in 2008 also helped the programme to apply a gender-responsive and multi-sectoral approach to GBV awareness and response.

The second phase of the programme engaged new partners who added to the diversity and strategic composition of the group. In particular, partnerships with UNAMID Police and local community policing structures, as well as with IDP community volunteers have not only been instrumental in expanding the geographic coverage of the programme, but added value in facilitating collaboration between and among the various law enforcement agencies.

UN Women continued to work with UN partners, including the UNFPA, UNICEF, UNDP, UNAMID and UNHCR to provide training on GBV prevention, clinical management, legal aid and psychosocial care and support to survivors of sexual and gender-based violence. A GBV referral pathway brings together the joint effort of the agencies for GBV prevention and response mechanism. It provides a multi-sectoral and multi-partner response to GBV. UNDP Rule of law programme provides paralegal and legal aid for the violence cases reported. UNFPA provides counseling through a referral mechanism and UNAMID provides psychosocial support. UN women livelihoods support is expected to contribute to the pathway but this was not successful since confidentiality of victims was maintained along the pathway making it difficult to provide livelihood support. A vital result of UN collaboration was the advocacy for medical treatment without police Form 8.²²

UN Women strengthened its advocacy in collaboration with UN agencies around international events. Every year, several advocacy and capacity-building initiatives were undertaken as part of international women’s day and 16-days of activism. In 2010 advocacy and awareness was created on Security Council Resolution 1325 on women peace and Security. These initiatives led to GBV issues reported at the highest levels in the UN²³; Approximately 3,000 Darfurians participated in the campaigns around international women’s day each year, which involved marches, speeches, drama and cultural performances, raising the level of awareness on various issues on human rights. Senior Government officials have made repeated **public statements** confirming their support and commitment to gender equality²⁴.

Finding 13: The process towards improved protection for women IDPs, is beginning to emerge but there is room for improvements.

UN Women partnership with UNAMID is strategic. UNAMID have strength in technical staff, outreach and coverage. The training of 1325 Community Policing Volunteers has not only been

²² Form 8 which mandated that unless the form is completed and filed with police, the victim cannot access medical treatment and, consequently, evidence of rape as the processing of the form is very slow and may take days to process

²³ From Report to the Secretary General on Darfur, January 2011

²⁴ The Wali (Governor’s) decree which commits the state to gender equality has been emphasized at these fora.

instrumental in expanding the geographic coverage of the intervention but also added value in facilitating inclusion of women as CPVs and improved trust and credibility between UNAMID and GoS police following interactions through training. Given the cultural sensitivities around GBV, UN women interventions, through UNAMID, encouraged participation of women police in training programmes. Existence of trained female police and female Community Policing Volunteers is providing space for women to report and discuss their protection concerns.

Factors making women IDPs vulnerable are more complex than those addressed by the programme. Women IDPs reported vulnerability during mobility to fetch firewood, water, fodder, materials for handicraft making, materials (earth) for stove making, working in the city and internally within the camp – dealing with the culture of silence. The programme was able to respond to some of these. At the start of the programme, firewood and water collection patrols were given priority but were often uncoordinated with the women in IDP camps who walk to collect firewood, water and fodder while the patrol team traveled by vehicle leaving room for exposure to vulnerability. The training of UNAMID and GoS police is contributing to better coordination of firewood and water collection patrols. There are designated days for each collection and patrols but some improvement is still required. The analysis of statistics for 2010 shows that of the 182 cases that were reported, 25 rape cases occurred inside of victims residence, 101 rape cases reported during firewood collection and farming, 29 rape cases while looking after grazing animals, 7 cases happened while fetching water and 22 other cases occurred while going about other activities²⁵.

While in the short term, it can be argued that patrols were successful, in the medium term the environmental implication of collecting firewood must be considered. It was reported that the area around Nyala city had vegetation five years ago and today there is no vegetation as a result of the high population of IDPs. UNAMID in El Fasher reported that they are aware of this problem and they have prepared proposals for solar cooking as an alternative. Furthermore, the annual rotation of the UNAMID police affects results as new entrants had to be trained to carry out the expected results.

Finding 14: The UN Women engaged strategic partners that will need to be nurtured in future programming.

Involvement of religious leaders (Imams) is strategic since they are critical potential change agents in providing protection for women. Their ability to interpret GBV and CEDAW in the context of Islam and apply the knowledge for advocacy in the mosques is being received positively. The visit by Imam Majid from the USA to Darfur was cited by many as a critical turning point that led to many Imams in Darfur addressing issues of women's protection in an extended partnership with the media. The success is also linked to secondary school students able to dialogue with Imams on women and girl's rights.

Partnership with the university is also strategic. Sustained involvement of the universities in Darfur needs to be documented to guide UN Women's future partnerships. UN Women support to the peace studies and community development centre at the University of Nyala led to analysis of needs assessment that informed the design of the programme.

²⁵ UNAMID programme proposal on alternative firewood ,to UN Women, March, 2011

It is noted that the partnership with the Government was weak. There was no substantive engagement with critical partners such as the office of gender advisor to the Governor, Joint State Committee for Combating VAW and the Ministry of Social and Cultural Affairs who also worked in income generation activities for women in IDPs camps around Nyala city and host communities. The UN Women engagement was around international women’s day activities. The establishment of the Joint State Committee for Combating VAW is a positive step towards government’s commitment to address VAW. The evaluator finds little engagement by UN Women with this structure rather than an MOU which was signed between the two and a one off launching of a sub-committee on VAW. Strengthening the capacity of the committee has potential to increase the monitoring of GBV in South Darfur. The committee currently operates without a formalized secretariat.

Progress towards Outcome 8: Reduction in impunity and outcome 9: Reducing incidences and prevalence of impunity related to GBV/VAW

The two outcomes were aimed at reducing impunity against GBV. The outputs were limited to establishment of networks. The evaluator finds the outputs not achieved at all. The two outcomes are critical element of any GBV programme.

Output: Indigenous GBV/VAW elimination knowledge and information network at community level	Possible baseline from baseline needs assessment 2007 100% women agreed there was no outcomes on addressing VAW
Outputs: Knowledge network/fora established and supported to function	No possible baseline- indicative – no networks

Finding 15: There is limited progress in reducing incidences and prevalence of impunity related to GBV.

Great strides have been made on training and awareness but training is not an end in itself. Training and awareness raising must be complemented and reinforced by parallel efforts to ensure protection through building the capacity of local rights groups and law enforcement agents²⁶, and continuously mentoring and monitoring all stakeholders, in particular potential perpetrators of human rights abuses. The logical framework identified “number of GBV cases reported by IDP women” and “percent increase in reported cases of rape, rape cases taken to court, and receiving adequate legal attention including maximum sentencing of perpetrators,” as a measure of success. Reduction of impunity is a concerted effort involving women IDPs, Imams, legal aid workers, police officials, and judiciary and women organizations. There is under reporting of GBV in the camps and within surrounding communities due to the political sensitivity which links GBV reporting to evidence for the international criminal court. 87

²⁶ Training planned for the police by Humanity Organization never took place. Due to the sensitivity between police and NGOs and the subject of GBV.

UNAMID received training on human rights and GBV but access to courts of justice have not been granted regularly to allow for monitoring and reporting of cases prosecuted concerning GBV.

In the IDP camps, traditional justice is not always meted out against the perpetrators of rape so women are reluctant to report rape or other forms of gender based violence. This means the space for articulating human rights and women's concerns is limited in South Darfur. When asked where women go to report cases of GBV, the first point of reporting is to the father or brother, then the committee for VAW at the camp then the chief. If there is no reconciliation through this process then it is reported to police. Effective tracking of GBV reporting should try and capture reports at all these levels to have evidence based data on the magnitude of GBV. As indicated in several sections of this report, capturing these reports is still a challenge.

2.2.3 Programme management

Finding 16: UN Women put in place programme management modality that allowed for regular engagement with the implementing partners. Some aspects of UN Women's internal processes have posed challenges with regards to programme management. There is a need for further reflection and discussion within UN Women to improve future programming processes.

Personnel management: During the life of the programme, UN Women placed one person (a programme coordinator) managing the programme in South Darfur²⁷. This was greatly appreciated by the partners in Darfur as it provided easy access to UN Women. However, this did not come with full decentralisation of programming processes. The programme coordinator reported to and received support from Khartoum Office which was strengthened with Country Programme Manager appointed at high level. A programme specialist for Darfur region provided direct technical and supervisory support to the programme coordinator in South Darfur. The programme document states that a national programme officer was to be recruited but this was not achieved at the start of the programme due to inadequate funding. A national livelihoods specialist was subsequently recruited to replace the programme coordinator who left in 2009. The time gap between the departure of the UN Women programme coordinator and the placement of the livelihoods specialist in South Darfur caused delays in programme implementation in 2009. The evaluator finds the staffing appropriate given the volume of funds available for the programme. The placement of staff at state level was a strategic move by UN Women that should be expanded to other states.

At the time of this evaluation, the current livelihoods specialist was in the process of relocating to El Fasher to team up with the Darfur Programme Manager to consolidate the office. The partners raised serious concern with this vacuum that will be created but there was an assurance from UN Women to strengthen its monitoring in South Darfur and maintain regular contact with the partners. There is high expectation of UN Women in Darfur – that it will become big like UNDP. The Closure of the office in Nyala is not commensurate with this expectation.

²⁷ Human resource structure was subject of review at the time of the impact assessment to be in line with the mandate of UN Women. It is not part of this impact assessment.

Partnership management: The UN Women’s institutional assessment tool was relatively successful in assessing capacity of appropriate partners for the implementation of the programme²⁸. UN Women managed the programme through cooperation agreements signed with five local NGOs (Ehlam Charity Organization, El-Madina Centre, Nahda Women’s and Children Development Organization, People’s Organization for Rehabilitation and Development, and Humanity Organisation) as well as the Joint State Committee for Combating Violence Against Women. The partnerships are established and managed individually on a case-by-case basis. The cooperation agreements with the implementing partners, defined the scope of activities, outputs and the financial commitments. Financial disbursements were premised on the agreed work plan and budgets, monitoring tools, including quality reporting on both narrative and finances. Monitoring reports and end of programme reports were prepared including the annual narrative and financial reports to the donor. Cooperation agreements ranged from 3-6 months at a time implying that UN Women managed partnerships by activities and outputs rather than for longer-term results making it more difficult for UN Women to capture higher level results that individual partnerships may contribute to in the longer term towards impact. In some cases like, international women’s day, the partnerships were one off activities.

Financial management: Over the period 2007-2009 UN Women received a total amount of USD 334,970 from UUSC. Good relations were maintained with UUSC. The programme involved UUSC in meetings for review of progress and regular telephone conversations were held. The funding supported operational, programming and human resources. The consulted UN Women staff and partners noted that the programme had very limited resources (both financial and human) that were available for livelihoods support and GBV training. In addition, the small funding coupled with short duration of cooperation agreements (3-6 months) restricted efficiency of performance. However, it was widely acknowledged that the programme had been able to do “a lot with very little” (see section on success).

The partners indicated that the level of funding was very low relative to the response required to effectively address GBV and livelihoods. One partner has been subcontracted by UN Women over a period of three years and the total funding amounts to USD19,000. Another partner supporting livelihoods activities organised women into 4 groups of 20 each. Each group receiving USD2,000 for start up capital. This amount was found inadequate by the women IDPs and the partners. In Dereige IDP Camp, only 25 women received support out of a population of 35,000 (50% women). The level of funding limited the ability to expand into new areas of livelihoods identified by women as viable. It also limited the ability of implementing partners to expand the coverage and outreach.

The delays in approvals of the cooperation agreements and disbursement of funds, was raised by several partners. The process of approval of funds was very lengthy; from proposal submission to Nyala office, clearance by Khartoum and approval of funds by the regional office in Nairobi. The second instalments for at least 3 partners, was received three months after submission of their progress reports. One partner received the second disbursement a year after submission of the report. Although operationally, the regional office has the final financial approval authority,

²⁸ The UNIFEM Programme and Operations Manual, 2007 – age 64I: Implementing Partner Capacity Assessment Criteria provides criteria to assess the technical, managerial, administrative, and financial capacity of an implementing partner, but does not include criteria to assess the relevance of a partnership.

this is done with the advice of the office in Khartoum and all the processes that lead to final financial approval are handled by the Khartoum office. Khartoum office also expressed concern about delays in approval of funds from Nairobi office. Partners had to travel to Khartoum to collect cheques at their own cost.²⁹ UN Women was also concerned about the delays in receiving reports from implementing partners which had negative impact on the ability of UN Women to generate donor reports on a timely manner.

The process of approval of funds needs urgent consideration to facilitate delivery of results and build confidence among the partners. The capacity of UN Women on financial management, programme management and monitoring and the partner's capacity on financial management and programme reporting needs to be addressed. Notably one partner faced internal financial management challenges and was not able to meet its obligations to deliver the activities to the women IDPs hence affecting the delivery of the programme.³⁰

Monitoring: The absence of a monitoring and evaluation specialist for Sudan was a gap noted in the evaluation of the pilot phase of the programme. During this evaluation, Women IDPs and partners were concerned about the inadequate monitoring of their programme activities by UN Women. Further investigation revealed that partners monitoring capacity was not addressed by the programme; security requirements restricted access to the camps hence, UN Women's monitoring capability was restricted. If UN Women want to track results in a consistent manner then it must invest in monitoring both financially and in its staff. The evaluator was informed that recruitment is in process for M&E specialist to be based in Khartoum.³¹ It is noted that UN women submitted regular annual reports to the UUSC. UN Women compiled concise, informative and reader friendly annual donor progress reports that make visible efforts to focus upon results.

Coordination: There was cooperation with the UNDP, UNFPA and more significantly with UNAMID, which contributed to the effectiveness in addressing GBV issues. UN Women is an active member of the protection cluster working group; GBV working group and livelihoods cluster working group. The membership has helped in one off joint activities such as international women's day and sixteen day of activism against VAW but so far it did not translate into substantive joint programming among the UN agencies. Until recently, partnership with UNAMID was managed in a one off ad hoc manner. The partnership is now managed through a Memorandum of Understanding (MOU) signed with UNAMID in 2010 which will go a long way to facilitate meaningful joint programming.

2.2.4 Effectiveness of strategies

Finding 17: Under uniquely limiting circumstances, characterized by a hostile political context, difficult accessibility to beneficiaries and limited resource package, there is broad evidence that the strategies adopted by UN Women have contributed to programme effectiveness.

²⁹ At the time of the impact assessment, it was clarified that from this year the partners can now receive cheques in their account.

³⁰ The matter was in court at the time of this impact assessment

³¹ This is partly fulfilment of recommendation of evaluation of pilot phase, 2008.

UN Women made a strategic decision to focus on gender based violence and livelihoods of women IDP, religious leaders, civil society organizations, academia and involvement of police through UNAMID. The project effectively networked through established coordination mechanisms such as gender based violence working group. Some advantages and benefits of programme approaches were mentioned including working with Imams/male agents of change and using the media (radio and Television) to deliver messages, thereby reaching 1.5 million listeners. Partnerships with local NGO led to implementation of a variety of capacity development and awareness raising events for women IDPs and religious leaders and youth and these were largely successful. The knowledge generation component of the programme included the manual on “Women’s Leadership and Human Rights Protection and Skills Training.”

UN Women contributed to delivering results that were designed within a humanitarian context but the response moved towards recovery by addressing the livelihoods of the affected women IDPs. The strengths that have fostered UN Women’s performance has been its choice of livelihoods as an entry point to GBV and local partner-oriented approach to programme implementation that reflects and corresponds with the principles of national ownership. UN Women’s choices of partnerships and of concrete programming strategies of advocacy, capacity building, networking, exchange visits have generally been effective and appropriate except for the tracking and learning element which was found to be weak.

Five key combinations of factors that contributed to UN Women’s demonstrable effectiveness/success in the women protection and livelihoods programme were as follows:

- a) Having on the ground an experienced programme coordinator with expertise on addressing GBV and women human rights. The partners were extremely appreciative of the accessibility and direct engagement by the programme coordinator and the current livelihood specialist.
- b) Locating GBV, a highly explosive programme area, within a livelihoods programme depoliticised the issue and made it possible for all teams to build trust and find common ground. This dual pronged strategy of livelihoods jointly with human rights and GBV response opened space to address a sensitive issue.
- c) Taking on a decentralised approach to GBV response and management was very important. UN Women spearheaded the decentralisation of the state committee for combating VAW from the centre to the localities. One sub-committee was launched. This expanded and localised the GBV response teams, bringing them closer to the community and also enhancing community empowerment and ownership of the problem.
- d) Emphasising alternative livelihoods to those that require women to go to the bush (e.g. firewood) led to reduced exposure to insecurity
- e) Working with local NGOs as implementing partners meant continuity at a critical time when other NGOs were expelled from Darfur.

- f) Working with male Imams/religious leaders is a good practice that helped to spread awareness among a larger Islamic population.

2.3 Sustainability

Finding 18: UN Women did not put in place sustainability strategy for results in Darfur. However, the programme was able to deliver results that have prepared the groundwork for sustainable change, but there is a widely-acknowledged need to follow up to have evidence based data on how sustainable change is taking place.

What exactly does sustainability mean within an IDP context? The impact assessment is based on the understanding that ‘sustainability of results’ implies at least three key dimensions - the continuation as well as the dynamic adaptation of what has been achieved during the programme’s lifetime within an IDP context, and the open space to operate within a politically sensitive environment. Sustainability in a politically sensitive and humanitarian social context does not mean to merely continue and replicate identically what has been done so far, but to continue and keep up the overall momentum for change that has been created and be flexible as the dynamics of the IDPs change.

A programme must consider and plan for and have indicators for sustainability as well as an exit strategy at the design stage. The programme had good options to plan for sustainability. It should have built in sustainability at the design stage around a number of possible indicators such as the development of the entrepreneurial skills and product enhancement capacities of the women IDPs so that their enterprises will continue to be viable after programme closing; ensuring Nyala women’s market was operational; the women IDPs, individually and in their groups, will promote savings through revolving fund, which will in turn grow the livelihood operating capital necessary to expand their type of activity; The knowledge and skills obtained during the programme period will become firmly embedded in the women’s lives/work; the implementing partners will have capacity to continue with programme after UN Women exits; capacity building of local entities, the government, NGOs and the community for ownership; and the decentralisation of the Joint State Committee for Combating VAW.

The livelihood interventions (pasta making, handicraft) were correctly identified at the design of the programme but women subsequently identified more profitable mode of livelihoods which could not be funded due to limited funds (donkeys, bread making, posho mill for grain shifting, generator for charging mobile phones, revolving fund, trading, poultry etc). The activities have the potential for sustainability if well linked to markets. Revolving loan by Kass women IDPs has the potential for sustainability. Women IDPs who were trained on market dynamics have been able to shift income generating activities based on market situation. When handicraft market was not available, a shift was made to making groundnut oil and tailoring.

Programme’s sustainability will be enhanced when UN Women facilitates the establishment of linkages between the women’s livelihoods and local and international markets thereby ensuring that the women earning income from their enterprises. In order to enforce the necessary transfer of skills, build capacity of the women and reinforce the sustainability of the programme through market access, select partners should be facilitated to learn from other countries such as Liberia

on how to establish a women's market. The design of the programme should have built this into sustainability of the programme.

At the level of institutions, there is no data on what constitutes sustainable capacity of the UN partners – LNGOs and Government and the suitable approach to strengthen the capacity. Some NGOs indicated required capacity that includes, financial management, report writing, staffing, funding, development of useful tools/or knowledge as critical for capacity building. Sustainability of institutions is best achieved if capacity is addressed at systems level rather than at individual level. Ability of the partners to mobilize additional funding and continue with activities is a way of sustainability but other factors of partner's capacity building for comprehensive sustainability need to be considered. One NGO funded by UN Women has managed to attract funding from 5 UN agencies. It is noted that the only time two NGOs received any funding was from UN Women in 2009. They have not been able to continue with the activities. Furthermore, one NGO was facing management challenges and was unable to effectively continue delivering to women.

UN Women's choice of local NGOs as implementing partners has the potential to enhance ownership and continuity. The choice of partners for achievement of results was based on relevance to what the respective partners were doing already, thus improving potentials for them continuing/keeping up momentum for change. As expressed by some of the UN Women implementing partners, this continuity is subject accessibility of funding, tolerance by the government of the initiatives and capacity building of the NGOs. PODR indicated the weakness in ability to connect with an international market to market the handicrafts. This required support from UN Women and UUSC. Sustainability has been affected by the expulsion of international NGOs in early 2009. Local NGOs are reluctant to partner or participate in coordination groups (e.g. GBV working group) on sensitive issues.

Training and awareness created will stay with the women IDPs and stakeholders reached in a way that may permanently change their attitudes towards GBV. The Training of Trainers strategy is reaching out to wider communities even after the funding stopped.

Good coordination is also a key to the sustainability of the programme: The effective participation by UN Women and NGOs in protection cluster, livelihoods cluster and GBV cluster working groups is the key mechanism for achieving sustainable results for the programme interventions.

Replicability: In the short run the interventions need to reach out to more women IDPs within the camps and across camps. Other NGOs e.g. Global Hope are stepping up the support towards livelihoods for women IDPs in Otash who were supported by UN Women.

CHAPTER THREE

3.0 Conclusions, lessons learned and recommendations

3.1 Conclusions

Darfur region, Sudan is one of the most complex and challenging post-conflict recovery context. The political situation on the ground is constantly fluid. The absence of statistics and reliable baseline indicators in general and on gender based violence and livelihoods makes assessment of impact exceedingly difficult. Under these circumstances, indicative results depend upon the perceptions of those reached by the programme interventions. UN Women's effectiveness depended on forming strategic partnerships with local NGOs and the UN. Partnership with the Government was less visible.

UN Women have made great achievements at output level that contributed to some of the outcomes. The context continues to be a situation of conflict; IDPs continue to be in camps and GBV/VAW continues in the camps with impunity. The UN Women intervention shows substantial potential to improve protection and livelihoods of women IDPs. The combined evidence indicates that the bulk of the expected outcomes have not reached fruition based on the indicators of progress. The protection of women and securing alternative livelihoods is fundamental as there is no sign that IDPs will return to their places of origin in the near future. Livelihood intervention is fundamental for post-conflict recovery. Thus, the programme has been progressing as much as possible towards outcomes but outreach and coverage remains limited due to political sensitivity around addressing GBV and inadequate financial resources. In nearly all cases, outputs are being produced that will become concrete results at outcome level. Adequate funding and personnel is essential to ensure progress towards achievement of results. There is high expectation on UN Women by partners and UN agencies so it can no longer operate as the "Catalytic" UNIFEM.

There are still significant challenges and great demand to respond to women's protection and livelihoods. There are opportunities to prioritise alternative interventions to upscale the livelihood component.

3.2 Lessons learned

Based on the observations and findings outlined in this end of programme evaluation, the following lessons can be taken from the experience:

- **The context:** The volatile and risky operating environment in Darfur made it difficult to achieve planned results and secure protection for women IDPs and promote any meaningful livelihoods. In a highly politicized operational environment, GBV prevention, response and reporting require the goodwill of the Government. The GBV programme faced obstacles of transparency and visibility and the targeting and harassment of GBV workers by the government making it impossible to generate data through reports and respond based on evidence based data. The state Committee on VAW and the police continued to restrict reporting on GBV and NGOs are not report any cases of GBV.
- **Coordination:** In an IDP environment, no one agency can make impact on its own. Collaboration is essential for achievement of results. While various initiatives are ongoing from UN Women and other UN agencies, the international community, local NGOs in South Darfur, to protect women human rights and livelihood needs, there are several gaps in effective delivery of services including inaccessibility of the camps due to security requirements and various UN agencies not making effective use of available coordination structures. Coordination structures are in place but are poorly attended and not optimised due to the highly politicized environment. In the GBV working group there is only one NGO participating in the GBV working group.
- **Strategic entry point for change:** The strategy of raising awareness of the convergence and compatibility of Islam with CEDAW was extremely effective. This strategy took into consideration the prominent role played by religion in leaders and linked them to international Islamic leaders. The strategy shows that women's rights continue to generate challenges that show that traditional and religious decision making structures continue to have great influence on women's rights even within IDP situations. This means male involvement (through Imams) as entry point for protection of women IDPs has potential for change.
- **Women organising:** Organising women into groups in an IDP setting, is not only an empowerment strategy, it provides social cohesion that helped women to respond to vulnerability and protect the livelihood and income of the individuals within the group. Group cohesion brought different tribes together in a peaceful manner. Similarly, supporting women centres creates an environment where survivors feel welcome and safe. As women share their individual stories, the barriers to seeking assistance – shame, fear of being ostracised, fear of being singled out – break down as women realise that they are not alone in their experience.
- **Capacity of partners:** The type of capacity to be provided should be defined at the beginning and as the project dynamics evolve. Cooperation agreements ranging from 3-6 months at a time imply partnerships are managed by activities and outputs rather than for

longer-term results making it difficult to capture higher level results that individual partnerships may contribute to in the longer term towards outcomes. Expecting results through partners requires investing in their organisation's capacity for them to be more effective and move to a higher level of capacity than at the start of the programme.

- Delays in receiving reports from implementing partners have a negative impact on the ability of UN Women to disburse funds in a timely manner and generate donor reports on a timely manner. Likewise, delay in disbursement of funds to the partners has negative impact on progress on results. To avoid delays in payments partners' capacity development is required to help them submit timely and well written proposals and reports that meet with UN Women's approval.
- **Individual capacity building:** Knowledge/awareness-raising can be a real achievement. One of the key achievements was to provide women and stakeholders with information on issues that were relevant, yet truly *new* to them. Many of them learned about women's human rights for the first time. The importance of "sowing the seeds" for future work is great investment that could change women's lives. One critical lesson learned is that simply raising awareness on issues is not enough to promote women rights without the strengthening of political will to address impunity.
- **Marketing:** Training on business management, market chain analysis that is linked to income generating activities is of great benefit to women and has possibility of sustaining itself.
- Large events (e.g. international women's day) can be a catalyst for wide stakeholder engagement on sensitive issues such as GBV and human rights. Critical government declarations can be made on such occasions but follow up is needed to ensure implementation.
- Good programme planning is difficult, but essential. The UN programme illustrated challenges in defining clear, understandable, and realistic program results. The logical framework approach is essential for tracking change. If poorly designed, with no baseline data and no measurable indicators, it can fail to serve the purpose of tracking results. Although the log-frame approach lacks adequate attention to contextual conditions that may constrain or augment programme outcomes or track dynamic reversals based on political backlashes as was the case in Darfur, review and adjustments need to be made during implementation.
- **Appropriateness and effectiveness of baseline data:** Collecting baseline data is essential for measuring change over time since programmes are unable to measure change if they have no point of comparison. In spite of undertaking a baseline needs assessment, the logical framework did not define the baseline linked to the output indicators, making it difficult assess change in progress over time. It also shows that the baseline assessment was useful in identifying entry point for the programme but was not subsequently used for construction and tracking of indicators. This is an important lesson on appropriateness and effectiveness of baseline data.

3.3 Recommendations

Based on the findings, the following recommendations are made to UN Women to consider:

Recommendation 1: Programme objectives remain viable, relevant. UN Women to consider expanding outreach, coverage and resource base. The protection and livelihoods interventions are inadequate in terms of outreach and are under resourced – in this regard, consider a third phase for programme interventions based on the achievements, experiences and partnerships to date. At the same time, a third phase could contribute to deepening and consolidating local ownership and impact on women IDPs based on promising stories emerging to date where already progress has considerably been made in the lives of women IDPs.

UN Women to consider moving forward with the objective three which was hardly addressed- to promote accountability of key institutions and systems on women IDPs safety, security and livelihood in South Darfur. The outcome for this objective remains relevant and urgent to address in the next phase - reducing incidences and prevalence of impunity related to GBV. A concerted and firm response to GBV by the UN Women and international community and stakeholders on the ground, to put an end to impunity is key to sending a strong message to perpetrators that the crime will no longer be tolerated. Women victims of GBV have a right to justice and to reparation. Guaranteeing these rights is one step forward in ending impunity for crimes of sexual violence.

Recommendation 2: Strengthening capacity of partners:

UN Women to consider investing in capacity building of key duty bearers - institutions to hold them accountable to protection of women. UN Women to consider specifying in more detail what particular aspects of institutional capacity or accountability mechanisms a programme sets out to affect. UN Women support was in response to specific types of support based on partner's proposals without discussing about how such support fit into a comprehensive capacity development for the organisation. An explicit capacity development strategy for implementing partners would be useful. Such a strategy would provide the framework for "what capacity is required" to hold partners accountable and what constitutes sustainable capacity.

UN Women to consider including a component on institutional strengthening for partners, focusing on **systems** improvements (e.g. programme reporting, financial management, monitoring systems etc) in the cooperation agreements/proposals from partners.

It is suggested that partners take on longer contracts of at least a year to promote greater sustainability of results. This must be linked to effective monitoring system.

Invest strategically in partner and staff capacity development based on an assessment of needs.

Recommendation 3: UN Women should consider engaging more with the government as a credible partner to enhance their role in protection of women (Ministry of Justice, Police, Ministry of Social Welfare; Joint State Committee for Combating VAW). By supporting and engaging with government institutions, UN Women models the normative expectation that women's human rights are to be addressed not only by civil society, but also by different

institutions in government, thus gaining the confidence of the government. The Joint State Committee for Combating VAW is a policy body and very critical in changing the mindset within the Government. UN Women should consider supporting a secretariat to help it function effectively. The aim is to encourage the Joint State Committee for Combating VAW to focus more on the substantive issues that will lead to concrete results and improve prevention and response to sexual violence in conflict as well as other forms of GBV. While actual results of collaborating with government may take more time and be less ‘impressive’ and less ‘transparent’, their relevance and role also needs to be assessed in this broader view.

The training of the local police officers by UNAMID is the right approach and in the long run will yield incredible results including empowering them to collect critical GBV incidence data. An exchange visit to other countries for police protection unit for family and child should be considered to provide exposure and confidence in delivering services to women and children. Consider substantive engagement with critical partners such as the **office** of gender advisor to the Governor and the Ministry of Social and Cultural Affairs who also worked in income generation activities for women in IDPs camps around Nyala city and host communities.

Recommendation 4: Finding allies within the government and building their capacity to locate the issues and to understand the array of possible interventions will be very helpful. This will enable UN Women to hold regular, systematic and honest consultations with these government allies to make GBV part of their routine duties and responsibilities. For example, the **office** of gender advisor to the Governor could be one such ally. The office is strategically placed combining advisory services to a high office and the chairing the Joint State Committee for Combating VAW.

Recommendation 5: It is very important to establish networks between the IDP camps and the Joint State Committee for Combating VAW to provide services and promote protection measures. In addition, UN women to consider internal network among its programme partners (e.g. Humanity Organisation, Joint State Committee for Combating VAW, Women Centres) as a way of intra-capacity development.

Recommendation 6: UN Women to consider separating GBV from Livelihoods and move from humanitarian approach to recovery. There was a lot of emphasis on advocacy around GBV and human rights and less investment on livelihoods. Training on livelihoods must be linked to start up financing and access to markets. Livelihoods have the potential to reduce the poverty of women and begin the recovery and reconstruction process. Some livelihood programmes demand more time of women, e.g. handicraft making, stove making while others consume less time to make and sell such as pasta, poultry, tailoring, grain shifting machines, bread making, and generators or solar for charging phones. Consider a combination of cost effectiveness, fewer burdens on women, less exposure to violence and high returns on income as a guide to choice of livelihood activities. Consider a **comprehensive strategy on livelihoods** in support to the women IDPs. A viable and environmentally friendly alternative to firewood should also guide in the choice of livelihoods. UN Women should consider strengthening partnership with FAO and UNDP on livelihoods for multilateral approach.

Recommendation 7: Providing start up financing to select groups is a viable way of addressing livelihoods for women IDPs. The amount of capital should be reasonable to make impact. The choice of livelihoods should be flexible and respond to market demand. While pasta making and handicraft were the best at the start of the programme, women IDPs propose better alternatives given the prevailing market condition. These include, tailoring, a generator to charge mobile phones, ovens for bread making, grinding mill for flour, cooking oil, soap making and poultry.

Recommendation 8: Consider undertaking a scan on what type of livelihoods will be beneficial in terms of earning income and at the same time reducing vulnerability of women. UN Women and UN to continue support to alternative fuel initiatives to reduce women's exposure to rape and other crimes.

Recommendation 9: Access to Markets is critical for women's livelihoods. UN women should consider construction of the market at the allocated land provided in Nyala town. UN Women to consider an exchange programme for partners to Liberia where a women's market is operational through the Sirleaf market Women's Fund (SMWF) which works to empower market women in post-war Liberia by improving existing markets, constructing new ones and providing the women financial and other forms of support. The fund is named in honor of President Ellen Johnson Sirleaf, Africa's first female president and the granddaughter of a rural market woman. UN Women has contributed to the fund so coordination with UN Women office in Liberia will help facilitate the exchange programme. In addition, a detailed feasibility study on the market should be undertaken to establish its viability. This is an initiative that UN Women should consider undertaking in collaboration with other UN agencies.

Recommendation 10: Consider nurturing strategic partnerships established during the life of the programme for greater impact of the interventions. Imams are potential change agents. The visit by Imam Majid was a good eye opener and encouraged Imam's to address gender based violence. Such kind of exposure visits should be facilitated and documented. Sustained involvement of the universities in Darfur needs to be documented to guide UN Women's future partnerships. UN Women support to the peace studies and community development centre at the University of Nyala should be nurtured to strengthen research and training agenda.

Recommendation 11: UN Women to consider strengthening its presence in the protection cluster, livelihoods cluster and gender based violence working group as a way of strengthening coordination and with a view to maximising resources and expertise. As an output through this coordination, UN Women should contribute substantively to the preparation of a joint comprehensive strategy on addressing protection of women IDPs. Other possible areas of joint programming are support to the women centres; support to the Joint State Committee for Combating VAW, joint training programmes and training of women lawyers to create a pool of advocates that can represent women.

Recommendation 12: Monitoring cases of GBV - UN Women need to consider playing a more prominent role in referral system as an avenue of helping women to access justice. Concrete results should be defined including information dissemination and training of women lawyers/paralegals. The UNDP Paralegal system can be emulated by UN Women. Partners recommended that UN Women should consider sending female lawyers to Khartoum for 20 days

for bar exams to enable them get licenses and practice as advocates and represent women in court cases. UN Women to consider strengthening its involvement in the referral system by providing information on available referral systems to women IDPs; through financial and human support to the Women Centres to act as referral Centres in addition to referrals through police and courts. UN Women to consider support systems for monitoring and reporting of GBV cases to capture incidences, trends, and response. Cases should be tracked from violation to reporting to court action and documented for data that can serve as a base line for assessing progress.

Recommendation 13: The women Centres play a crucial role in bringing women together and providing services. It is important to expand coverage in terms of number of Centres and also provide human and financial support so that the Centres can offer more services. The Centres can be appropriate for referrals, in addition to the options of referral to police and courts. The Centres can be strengthened by linking them to the UNDP trained paralegals to provide the legal services through the Centres or UN Women providing trained personnel. Women from Otash, Sekeli, Dereige, and Kass requested additional Centres.

Recommendation 14: Advocacy and training- Consider more engagement in advocacy for women to claim their rights and rights holders (police, judges etc) to respond with no impunity. UN Women to consider strategic advocacy issues that can transform response to GBV, e.g. advocacy to create awareness on Form 8. Consider incorporation of the awareness into professional training for police, lawyers, medical and judicial personnel. Advocacy to continue, to combat discriminatory cultural norms and tackle the social stigmatization which legitimize and perpetuate the culture of silence and impunity.

In addition to the on-going focus on training of police, consider advocacy and critical role and responsibility of men in eradicating GBV. There is a strong potential in work with men in local religious and cultural institutions. Imams and local community leaders wield broad influence, can serve as positive non-violent role models and can make the connections between local beliefs, religious beliefs and more peaceful homes and communities. The advocacy started with Imams should be given more support as potential change agents.

Recommendation 15: The UN Women's logical framework is the basis of programming and tracking programme/programme indicators. UN Women to consider making programme logic more explicit to ensure that agreed upon programme outputs and outcomes are realistic and achievable, and that they clearly indicate how programme achievements will contribute to making positive changes in women IDP's lives

The next phase of such a programme would benefit from having a comprehensive M&E plan to further strengthen partners' efforts to collect feedback on the longer term results of their activities.

Recommendation 16: The process of approval of funds needs urgent consideration to facilitate delivery of results and build confidence among the partners. UN Women to consider capacity building of its staff on financial management, programme management, monitoring and

evaluation and the partner's capacity building in financial management and programme reporting needs to be considered.

ANNEXES

Annex 1: Terms of Reference



Impact Assessment

Background

UNIFEM and the Unitarian Universalist Service Committee (UUSC) have worked together since 2007 to improve the situation of internally displaced women in the camps in Darfur. On March 13, 2007, UNIFEM Sub regional Office for East and Horn of Africa requested additional funds from UUSC for their programme in Darfur “protecting and Promoting Women’s Role in peace Building and Recovery in Darfur” which was at the time being supported by Norwegian Government. UUSC approved \$110,000 for 10 months towards this programme for the specific focus of ‘*Defending and securing the human rights of women and girls in the humanitarian crisis in Darfur*’ with the goals of a) Development and implementation of a joint rights programme strategy and focus in Darfur around women’s needs for protection, women’s empowerment and basic livelihood needs; b) Leverage and institutionalize demonstrable change for women’s safety and security and mobilize additional resources for sustained action for thereafter. A consultant was recruited for the 10 months period as stipulated in the agreement.

In 2008, after discussions with UUSC, an amendment to the MOU between UNIFEM and UUSC was signed for a total of \$200,000 in order to continue the support of this programme for the period September 2008 until 29 July 2010. An additional fund of \$25,000 was also provided to cover supplementary work that was not initially envisaged in the programme.

PURPOSE OF THE IMPACT ASSESSMENT:

The overall goal of this assessment is to ascertain the progress towards the achievement of results³² following the implementation of the programme so that lessons are learned to guide future programming by UUSC and UNIFEM. This assessment specifically aims to:

³² The focus will be progress towards achievement of results as well as impact.

- iv. Assess progress made towards the achievement of planned results, mechanisms to ensure sustainability, and the potential for replication of the initiatives and strategies used;
- v. Draw lessons learned from the programme; and
- vi. Make recommendations the implementation modalities to ensure achievement of planned results.

The results of the impact assessment will be used by UNIFEM to further improve the implementation modalities of future planned programmes for defending and securing the women's and girl's human rights and gender equality in Darfur. This assessment will also specifically be used by UNIFEM to revise the programme document for Darfur to address those issues that are strategic and catalytic in the realization of the women's rights.

SCOPE OF THE EVALUATION

Assess **performance** of the programme in regard to:-

- whether the objectives, outcomes, outputs and indicators were clearly stated in the programme documents;
- whether the indicators used (if any) were specific, measurable, attainable relevant, trackable;
- the extent to which (progress towards) the programmes achieved their stated objectives - effectiveness (the results achieved both qualitative and quantitative); and
- The optimal transformation of inputs into outputs - efficiency; and the timeliness of the inputs and outputs.

The **success** of the programme will be assessed in regard to: -

- Results expected as linked to **outcomes** spelt out in UNIFEM's Multi Year Funding Framework, and programme documents;
- Progress **towards the achievement of outcomes**;
- **factors contributing/hindering achievement** of the results ;
- strategic positioning of UNIFEM, key UNIFEM contributions including outputs and of assistance (e.g. advocacy, networking);
- Assess the **partnership strategy**, formulation, performance and outreach;
- Assess the direct and indirect benefits to women organizations;
- Determine whether or not there is consensus among UNIFEM actors that the partnership strategy designed was the best one to achieve the outcomes; and
- Whether the programmes were implemented as designed.

Assess the **Relevance** of the programmes in regard to:

- Consistency of programme with the Darfur context (political, social and economic);
- Technical adequacy of programme to address the issues identified in the programme document;
- **Potential for replication of strategies**;
- Complementarities of programme with initiatives supported by other donors; and
- Identification process of beneficiaries and users of the results.

Assess the **Sustainability** of the programme:

- Consistency with beneficiary priorities and demand;
- Support of programmes by local institutions and integration with local social and cultural conditions;
- Satisfaction of local ownership requirements;
- Participation of partners in planning and implementation of intervention;
- Financial/programmatic capacity of partners to sustain the programme results from the intervention when donor support has been withdrawn; and
- Extent to which steps have been taken to ensure that activities initiated by the programme will be completed and continued on cessation of donor support.

Assess the **Partnership Principles:-**

- How has UNIFEM adhered to partnership principles identified in programme document;
- Assess the choice of stakeholders and reasons for their involvement;
- Manner of their involvement, justify meaningfulness; and
- To what extent has the programme contributed to capacity development and the strengthening of Partner institutions.

Assess the **Programme Management Modalities:**

- Strategies adopted to ensure integrity in programme management and implementation; and
- What has worked well and why and what needs to be strengthened.

Assess the **Lessons learned:**

- Lessons drawn from the implementation of the programme so far; and
- What has worked or not worked.

METHODOLOGY

The assessment will adopt a participatory approach ensuring ongoing interaction of the consultant with UNIFEM and UNIFEM Partners. At the onset, the consultant and UNIFEM will have an inception meeting to clarify the terms of reference and plan for the assessment. The assessment will also include a feedback session where the preliminary findings will be shared with UUSC, UNIFEM, and partners.

Literature review through revisiting various reports existing at UNIFEM and partners offices:

The literature review should also include but not be limited to other relevant documents including UNIFEM multi year funding frameworks, cooperation agreement, partner review meeting reports and progress reports submitted to donor partners.

Direct observation by visiting supported organizations in the intervening areas and conducting interviews and focus group discussions:

Key informants for the evaluation will include (state key agencies of government, CSOs, UN Agencies, and other partners, women's groups) as well as staff of UNIFEM Darfur. Worshipping approach will be applied for the data collection as well as the feedback sessions.

The consultant will develop the questionnaires sample at the onset which will be shared with UUSC and UNIFEM.

EXPECTED DELIVERABLES

The following will be the deliverables by the consultant:

- i. Assessment inception report containing
 - Interpretation of TORs
 - Design of assessment
 - Work plan
 - Assessment tools
 - Sampling frames
- ii. Programme site visits
- iii. Participation in feedback of results with UUSC, UNIFEM and partners
- iv. Assessment report (first draft for discussion followed by a final report). The consultant should submit two hard copies and two soft copies (in CD ROM) of the final report.

Qualifications and requirements:

The consultant will possess the following combination of skills and expertise: (i) knowledge of issues concerning women's human rights and gender equality in the context of conflict and post conflict environment, (ii) familiarity with the relevant context of the Sudan, (iii) experience in impact assessments, especially rights, gender and results-based approaches; (iv) facilitation skills and the ability to deal with multi-stakeholder groups; and (v) excellent communication skills and the ability to write succinct and focused reports. The consultant will be responsible for the timely submission of the expected products.

Timeframe:

The evaluation is expected to start begin on 1st December 2010 and end on 15th January 2011. The location and partners will be identified during the inception meetings with UNIFEM.

Remuneration:

This will be based on the agreed UN rates.

Annex 2: Logical framework

Goal(Development Objective)	Impact	Indicators	Means of Verification	Assumptions
To consolidate and institutionalize initiatives that protect women from VAW and that have demonstrable improvement in women's livelihood in South Darfur.	<p>Strengthened capacity in gender mainstreaming within and by institutions responsible for IDP women protection and empowerment</p> <p>Improved women safety and security within IDP camps</p> <p>Reducing incidences of GBV/VAW within IDP camps</p>	<p>% Increase in reporting of human rights abuses</p> <p>%--Trend Reduction in incidences of GBV/VAW within IDP camps</p> <p>% Increase in level of accountability of targeted institutions and mechanisms on women H/R protection and livelihood issues</p>	<p>Existence of M&E frameworks and plans developed and applied in the programme</p> <p>Analytical documented reports, integrative implementation plans, comprehensive programmes strategies</p> <p>Mission and narrative progress reports, reflect measures to address IDP women vulnerability to GBV/VAW</p> <p>Types of initiatives successfully undertaken</p>	<p>Security remains stable</p> <p>Programme funds secured in adequate amounts and on a timely basis</p> <p>Humanitarian situation in Darfur remains unchanged</p> <p>UNAMID presence and effective patrol and women escorts will increase</p>
Objective 1	Outcomes	Indicators	Means of Verification	Assumptions

<p>To reduce women's vulnerabilities and exposure to GVB/VAW and increase their enjoyment of human rights in South Darfur</p>	<p>Institutionalized joint integrated comprehensive multi-sectoral gender responsive programming that address women's vulnerabilities to GBV/VAW</p> <p>Increased number of informed IDP women on women human rights and capacity to protect and enjoy their rights</p> <p>Enhanced IDP women's capacity to make critical decision about their lives including their strengthened leadership and participation in public roles such as the on-going Darfur-Darfur Dialogues for peace initiatives</p> <p>Well organized and managed women Centres in targeted IDP camps</p>	<p>Number of GBV/VAW cases reported by IDP women</p> <p>% Reduction in number of incidences of GBV/VAW</p> <p>Increased joint initiatives on GBV/VAW prevention and management</p> <p>% Increase in gender mainstreaming practises within GBV/VAW sectoral pillars</p> <p>% Increase in incomes for IDP women from creative means and demonstrable improvement in their lives</p> <p>% Increase in empowered mechanisms, institutions and improving women's safety, security and enjoyment of well being by women IDPs in Darfur</p>	<p>Programme Documents: implementation plans, programmes strategies, mission and progress reports, reflect measures to address IDP women vulnerability to GBV/VAW</p> <p>Interviews with primary and secondary stakeholders and beneficiaries</p> <p>Specific participatory observer reports</p>	<p>Security remains stable</p> <p>Funds to support initiatives forthcoming in adequate amount and on a timely basis</p> <p>Inter-agency collaboration sustained</p>
<p>Activities</p>	<p>Outputs</p>	<p>Indicators</p>	<p>Means of Verification</p>	<p>Assumptions</p>
<p>1. IEC materials development and</p>	<p>User friendly IEC materials for use</p>	<p>Types and numbers of IEC</p>	<p>Cooperation agreements,</p>	<p>Security remains stable</p>

dissemination	by IDP women	materials developed /used	implementation plans, financial records,	
2. Training of Trainers	Number of TOTs trained	Calibre of TOTs	Programme progress/mission reports	Funds received on time by local implementing partners
3. Construction of new or rehabilitation of existing women Centres	Number of new/ old Centres constructed/rehabilitated	Trained/working Centres physical exist	Programme Progress reports	No major changes in IDP camp situations
	Number of women trained	Number of workshops held	Activity specific report	
4. Skills Training of IDP women in proven camp based activities in livelihood support	Types and number of markets developed	Market plans developed and applied in market construction	Media reports	Rainy season leaves road/camp accessible
	Number of women groups funded and amounts provided	Business established and running profitably		Security situation remains stable
5. Support for the development of the IDP women Markets in Nyala town	Types of advocacy strategies developed and implemented			
6. Provision of start-up financial support to promising women groups				
7. Advocacy and lobbying to ensure women's effective participation and gainful engagement from the livelihood support initiatives				
8. Documentation and dissemination of best practises in women				

livelihood initiatives in South Darfur				
Objective 2	Outcomes	Indicators	Means of Verification	Assumptions
To strengthen capacity of local institutions and mechanisms including community-based mechanisms to secure and sustain demonstrable safety and security of women IDPs in the humanitarian crisis in South Darfur	<p>Strengthened institutional capacity resulting in demonstrably improved safety and security for IDP women</p> <p>Reduced incidences of domestic and other forms of GBV/VAW</p> <p>Broad based effective partnerships that support creative ways for women protection</p>	<p>Training workshops held for government departments, NGOs and Community based organizations</p> <p>Comprehensive strategy and response to GBV/VAW prevention and management</p> <p>Developed and implemented</p> <p>Number and cadres trained</p>	<p>Observable effective collaboration of key partners</p> <p>Programme progress/mission reports</p>	<p>Security situation remains stable</p> <p>Funds are secured in correct amounts and disbursed on a timely manner</p> <p>Political environment remains enabling/conducive for programme implementation</p> <p>IDP communities willing to participate in the programme</p>
Activities	Outputs	Indicators	Means of Verification	Assumptions
1. Institutional capacity building of key line government departments and NGOs on women safety and security improvement	<p>Institutionalized comprehensive multi-sectoral gender responsive programming and programmes that address women's vulnerabilities to GBV/VAW</p> <p>Increased number of skilled and empowered mechanisms, institutions and individual women in improving</p>	<p>Types of creative means to women protection developed, applied, are effectively applied</p> <p>% Increase in capacity and efficiency in targeted government, NGO, community institutions</p>	<p>Programme progress/mission reports</p> <p>Special media reports/documentaries</p>	<p>Funds received on time by local implementing partners</p> <p>No major changes in IDP camp situation/in South Darfur</p>

	women's safety, security and enjoyment of well being by women IDPs in Darfur Reduced factors and sources of women's vulnerabilities to GBV/VAW in South Darfur	% Increase in number of IDP women benefiting from an enjoying their human rights		
2. Technical and financial support to key public institutions in GBV/VAW prevention and management programming	Skilled and confident clinicians on GBV/VAW management in South Darfur Increased innovative means to protecting women from GBV/VAW in South Darfur Increased resource allocation by stakeholders in GBV/VAW prevention, care and support	Survivors receiving adequate medical services for GBV/VAW consequences Documented Best Practices in women protection in South Darfur	Programme Progress reports Special mission reports Specific medical reports Progress reports Media or special reports Documentaries	Funds received on time by local implementing partners No adverse changes in security situation in South Darfur The rains will not be too much to prevent access to camps due to flooding Participation of all key stakeholders remain forthcoming
3. Focused joint Advocacy to sustain gains made in pilot programme phase	Strong functioning institutions with sustained capacity and commitment to improve safety and security of IDP women Conducive/enabling political environment for pursuing GBV/VAW interventions	% Reduction in incidences of all types of GBV/VAW including domestic Types and number of policies Reformed on GBV/VAW/ Women human rights	Programme Progress reports Special mission reports Specific medical reports Progress reports	Funds received on time by local implementing partners No adverse changes in security situation in South Darfur The rains will not be too much to prevent access to camps due

	Increased public resource allocations by GoS government for GBV/VAW elimination Reduction in impunity related to GBV/VAW	%Reduction in impunity on GBV/VAW including on domestic violence Number of cases in court on GBV/VAW Improved sentencing of perpetrators	Media or special reports Documentaries	flooding Participation of all key stakeholders remain forthcoming
4. Capacity building of community based organizations in establishing safety and security measures for protecting IDP women	Increased measures in preventing GBV/VAW and reporting incidences Improved management of GBV/VAW cases when they occur	% Improvement in shelters for women and children in IDP camps Visible improvement in gender responsive design in new IDP camps and shelters	Programme Progress reports Special mission reports Specific medical reports Progress reports Media or special reports Documentaries	Political environment in Darfur/Sudan remains conducive to GBV/VAW elimination initiatives
5. Documentation and dissemination of best practises in women protection in South Darfur	Best practices	Number and types of best practices evolved, documented and disseminated	The documented best practices	Political environment remains conducive/enablin g to GBV/VAW elimination initiatives
Objective 3	Outcomes	Indicators	Means of Verification	Assumptions
To promote accountability of key institutions and systems on IDP	Reduction in impunity Reducing incidences and	Joint interagency initiatives for GBV/VAW prevention and management	Court reports of GBV/VAW cases GBV/VAW Survivor testimonies of their	Political environment remains conducive/enablin g to GBV/VAW

women safety, security and livelihood in South Darfur	prevalence of impunity related to GBV/VAW	% Increase in reported cases of rape; rape cases taken to court and receiving adequate legal attention including maximum sentencing of perpetrators	court experiences	elimination initiatives
Activities	Outputs	Indicators	Means of Verification	Assumptions
<p>1. Joint planning initiative bringing together various institutions at state and community levels</p> <p>2. Capacity building of the stakeholders to establish a GBV/VAW elimination monitoring and evaluation system and to effectively monitor analyse and evaluate their performance on targets they have set towards reducing IDP women's vulnerability to GBV/VAW and towards improving their livelihood status.</p>	<p>Joint GBV/VAW elimination plan of action at state government level and in the community</p> <p>GBV/VAW elimination/ Comprehensive advocacy strategies for women human rights protection including how to achieve male involvement;</p> <p>GBV/VAW elimination civic education manual produced by IDPs</p> <p>Indigenous GBV/VAW elimination knowledge and information</p>	<p>Community based women protection strategies developed and functioning</p> <p>Improved understanding and knowledge about human rights among the IDPs in IDP camps</p> <p>A critical mass of targeted institutions, mechanisms, individual and groups of women and men with capacity to influence decisions, policies for women H/R protection and livelihood</p>	<p>Programme Progress reports</p> <p>GBV/VAW elimination Plan of Action</p> <p>Site visits to targeted areas</p> <p>Interviews with stakeholders</p> <p>Special media reports</p> <p>Community GBV/VAW Committee reports</p>	<p>No major changes in IDP camp situation/in South Darfur</p> <p>Funds received on time by local implementing partners</p> <p>Participation of targeted stakeholders especially IDPs remains forthcoming</p>

3. Technical and financial support for regular data analysis and reporting on the programme using the established M&E systems at all levels	network at community level Knowledge network/fora established and supported to function	support for IDP women Men at camp level visibly participating in GBV/VAW elimination initiatives		
---	--	---	--	--

Annex 3: Evaluation Matrix

Criteria	Questions	Indicators	Sources of data and methodology	Means of verification
RELEVANCE	<ul style="list-style-type: none"> • How was the needs assessment used to inform programming? Were the findings linked to the outcome indicators in the programme document? • To what extent were the choices to address GBV and Livelihoods relevant to women's needs in Southern Darfur? • What was the basis for choosing GBV and livelihoods support? • Have there been any unexpected changes in the internal and external environment that have significantly affected the functioning or results of the programme? • What are the complementarities 	<p>studies undertaken</p> <p>Utilization of resources in relation to Needs</p> <p>Ownership by women IDPs</p> <p>Change in the context.</p> <p>Complementarities with donor initiatives</p>	<p>Secondary data: interviews with key UN, donors stakeholders and Government and Programme Documentation</p>	<p>Triangulating meeting and interview results</p> <p>Comparisons with data from other sources (non UN Women)</p>

	of programme with initiatives supported by other UN, NGOs, and donors?			
EFFECTIVENESS				
1. Programme Management	<ul style="list-style-type: none"> • What are the systems and processes for monitoring, tracking and evaluating programme results and indicators developed by UN Women? (e.g. log frame, M&E mechanism, reporting mechanism)? Are they appropriate? Adequate? • What monitoring activities have been undertaken throughout the lifetime of the programme and by whom? (e.g. regional office monitoring missions, donor monitoring missions, strategic planning reviews). To what extent have those contributed to the programme effectiveness? • What has worked well and why and what needs to be strengthened • To what extent have the findings of previous evaluations and regular progress reports contributed to learning? • Whether there have been any internal reviews of internal procedures so as to improve programmatic efficiency. • Whether the recommendations of any such reviews have been implemented. <p>Programme resources</p> <ul style="list-style-type: none"> • How effective has UN Women been in ensuring adequate human, financial and technical resources for the programme? 	<p>Programme planning and monitoring systems</p> <p>Regularity of monitoring data</p> <p>Range of social, political, and economic indicators with gender disaggregated data</p>	<p>Programme documentation M&E frameworks and plans developed and applied in the programme Intervention document reviews.</p>	<p>Triangulating meeting and interview results</p> <p>Comparisons with data from other sources (non UN Women)</p> <p>Cross analysis of documentary data from a variety of sources</p>

	<ul style="list-style-type: none"> To what extent was the programme effective in responding to changes in needs in human resources? To what extent are the delivery rates in accordance with the original programme work plan? 			
2. Performance	<ul style="list-style-type: none"> Were the objectives, outcomes, outputs and indicators clearly stated in the programme documents? Were the indicators used specific, measurable, attainable relevant, trackable. Were the indicators related to the needs assessment? What are the results of the programme? Why and how were these results achieved? What are the good practices, lessons learned and challenges? 	<p>List of monitoring mechanisms put in place and their dates of implementation</p> <p>Identified strengths and constraints.</p> <p>Change in capacities of institutions</p>	<p>Programme documentation M&E frameworks and plans developed and applied in the programme</p> <p>Intervention document reviews</p> <p>Interviews with key stakeholders</p>	<p>Triangulating meeting and interview results</p> <p>Cross analysis of documentary data from a variety of sources</p>
3. Success	<ul style="list-style-type: none"> Give Examples of success in GBV and livelihoods programming in South Darfur. What changed? How? What factors contributed to or hindered achievement of the results? What are the direct and indirect benefits to IDP women? Women organizations? Government and CSOs? To what extent has the programme strengthened the role of women's organisations CBOS, communities in addressing GBV and livelihoods. To what extent has the capacity of the duty bearers (Joint State Committee on VAW, Ministries, GoS police) been 	<p>Ability to do things better.</p> <p>Appropriateness of trainings undertaken</p> <p>Availability of GBV and livelihood tools appropriate to Darfur.</p>	<p>Programme documentation M&E frameworks and plans developed and applied in the programme</p> <p>Intervention document reviews</p> <p>Interviews with key stakeholders</p>	<p>Triangulating meeting and interview results</p> <p>Comparisons with data from other sources (non UN Women)</p> <p>Cross analysis of documentary data from a variety of sources</p>

	<p>enhanced by the programme? What specific skills have been applied by women and CSOs, community in their work as a result of training?</p> <ul style="list-style-type: none"> • What are they able to do now that they weren't able to do before the programme? How have their attitudes and knowledge changed? 			
	<ul style="list-style-type: none"> • What factors made women vulnerable 3 years ago? Are they the same today? What has changed? Explain? Has the Vulnerability and exposure to GBV increased/decreased for the last 3 years? • Do women/ partners feel knowledgeable about human rights ?explain • Institutions – do you feel that your capacity has been strengthened to secure and sustain safety and security and improved livelihoods for women IDPs? Explain the change that has occurred? • Did support by UN Women and partners help those responsible for safety and security of women to perform better. Explain. To what extent has the programme been successful in fostering increased support and attention around specific women's livelihoods, GBV and other priorities? • Is there evidence of increased: <ul style="list-style-type: none"> i) income by women? Explain in terms of how much or diversity of expenditures. ii) Access by women to livelihoods? 	<p>Number of women IDPs reached in livelihoods initiatives</p> <p>Number of women in decision making structures in South Darfur</p> <p>Number and type of new programming</p>	<p>Focus group discussions/ workshops with key stakeholders.</p> <p>Interviews with key stakeholders</p> <p>Documents review</p>	<p>Triangulating meeting and interview results</p> <p>Comparisons with data from other sources (non UN Women)</p> <p>Cross analysis of documentary data from a variety of sources</p>

	<p>iii) Which type of livelihoods reduce vulnerability? Explain.</p> <ul style="list-style-type: none"> • Has the programme had any unintended (positive or negative) changes? What changed and how and why? 			
4. Partnerships	<ul style="list-style-type: none"> • What support does UN Women provide to its partners working on GBV and livelihoods to achieve results in South Darfur? Specifically is the funding for livelihoods from the programme? • To Partners- Do you feel that you own the Programme and you make decisions about it or it is driven by UN Women? To what extent has the state/national ownership of the initiatives been achieved? • What was the UN Women partnership strategy? Is there a Sudan specific partnership strategy? How has the programme identified entry points and partnerships? What were the key factors that determined those decisions? • Which partnerships were particularly successful? Which partners were more difficult to work with? Why? • In what ways were programme partners involved in the design, implementation and monitoring of the programme? • Which joint programmes have been undertaken? What were the results and challenges? • To what extent has the 	<p>Appropriateness of partnerships.</p> <p>Existence of defined strategy</p> <p>Number and type of involvement of partners.</p> <p>Male involvement</p>	<p>Interviews with partners, stakeholders</p> <p>Programming documentation</p>	<p>Triangulating meeting and interview results</p> <p>Comparisons with data from other sources (non UN Women)</p> <p>Cross analysis of documentary data from a variety of sources</p>

	<p>programme been successful in fostering the participation of civil society and women's organizations?</p> <ul style="list-style-type: none"> • What is the experience of involvement of men? What can be done better in future? • What is the experience of involvement of religious leaders (Imams)? What can be done better in future? • What is the experience of involvement of students? What can be done better in future? • Who else should be involved in future? • How appropriate were the partnership strategies applied by UN Women in addressing livelihoods, GBV (e.g. advocacy, networking, capacity building, women dialogue forum). 			
<p>SUSTAINABILITY</p>	<ul style="list-style-type: none"> • What is the Financial/programmatic capacity of IDPs, CSOs? Government to sustain the programme results from the intervention when UN Women support has been withdrawn; • To what extent has the programme triggered other related initiatives funded by UN Women or other donors? • Is there satisfaction of local ownership requirements? 	<p>Sustainable change in lives of women IDPs</p>	<p>Focus group discussions/workshops with key stakeholders. Interviews with key stakeholders Documents review</p>	<p>Triangulating meeting and interview results Comparisons with data from other sources (non UN Women) Cross analysis of documentary data from a variety of sources</p>

<p>LESSONS LEARNED</p>	<ul style="list-style-type: none"> • What would you describe as examples of lessons learned (negative and positive)? What should be done differently for a similar programme in future? • To what extent has the knowledge and learning on GBV and livelihoods contributed to the replication of similar strategies or activities in other localities? 	<p>Good practices documented</p> <p>Number and type of exchange programmes</p>	<p>Programme monitoring reports.</p> <p>Focus group discussions/ workshops with key stakeholders.</p> <p>Interviews with key stakeholders</p> <p>Documents review</p>	<p>Triangulating meeting and interview results</p> <p>Comparisons with data from other sources (non UN Women)</p> <p>Cross analysis of documentary data from a variety of sources</p>
------------------------	--	--	---	---

Annex 4: List of documents

1. AWID: Capturing Change in Women’s Realities, A Critical Overview of Current Monitoring & Evaluation Frameworks and Approaches, By *Srilatha Batliwala & Alexandra Pittman, 2010.*
2. Aruna Rana, Thapa, Mission report to South Darfur, May, 2010.
3. Assessing the effectiveness of fuel-efficient stove programming a Darfur-wide review, UNEP, FAO, UNFPA, CHF, 2008.
4. Convention on the elimination of all forms of discrimination against women
5. Darfur, the quest for peace, justice and reconciliation: report of the African Union High – level Panel on Darfur (AUPD), October, 2009.
6. Darfur JAM. “Cross cutting gender final report”, 2005
7. Darfur Women’s Forum (DWF), 2008.”Key discussions and recommendations”
8. GOS. “Declaration on the measures for the elimination of violence against women in Darfur.
9. GOS/SLM/JEM. “Darfur Peace Agreement.
10. OCHA - 5th Sudan Population and Housing Census -2008
11. People Organisation for Development and Rehabilitation, Final Report, 2009.
12. Security Council Resolution 64/289 on system wide coherence, 21 July, 2010
13. Security Council Resolution 1325 n women peace and security (2000).
14. Sudan, 2007, National Policy on Women’s Empowerment and Development.
15. Sudan, 2005, Interim National Constitution
16. UNAMID programme proposal on alternative firewood ,to UN Women, March, 2011
17. UNAMID, Annual Report 2010, Sector South.
18. UNDP, 2009, Handbook on Planning, Monitoring and Evaluating for Development Results.
19. UNDP, Guidelines for Outcome Evaluators: Evaluation Office New York, 2002.
20. Report of the Secretary-General on the African Union- United Nations Hybrid Operation in Darfur, January 2011

21. UNDAF, Sudan 2009-2012
22. UNEG (2010), Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System.
23. UNIFEM, programme proposal - Defending and securing the human rights of women and girls in the humanitarian crisis in Darfur', 2007.
24. UNIFEM, Defending and Securing the Human Rights of women and girls in the humanitarian Crisis in Darfur, Progress and Financial Report to UUSC, May 2009-August 2010
25. UNIFEM, UUSC Donor Report, January –December 2008
26. UNIFEM, Progress Report, 1st March 2008.
27. UNIFEM: Sudan Country Programme (2008-2011): Building Capacities for Gender Equality in Governance and Protection of Women's Rights in Sudan Second Progress Report to the Government of Norway January-December 2009.
28. UNIFEM: Sudan Country Programme (2008-2011): Building Capacities for Gender Equality in Governance and Protection of Women's Rights in Sudan Second Progress Report to the Government of Sweden January-December 2009.
29. UNIFEM, 2008. "Sudan UNIFEM country programme 2008-2011"
30. UNIFEM, 2008. "Concept Note on the Proposed Gender Mainstreaming Workshop(s) in Darfur"
31. UNIFEM/JMST, 2008. "Framework agreement between UNIFEM and the Joint Mediation Support Team (JMST)"
32. UNIFEM. 2008. "Women's Participation in the Darfur-Darfur Dialogue, consultation and Peace Building
33. UNIFEM Evaluation Report Protecting and Promoting Women's Rights and Leadership in Sudan' (2005 - 2006) and 'Gender Justice in Sudan' (2005 – 2008).
34. UNIFEM in collaboration with Partners in Development Services (PDS): A Report of Women Civil Society Mapping in Darfur, December 2007.
35. UN WOMEN, 2010, Guidelines for Inception Reports
36. UN WOMEN- A managers guide to gender equality and Human rights responsive evaluation
37. University of Nyala, 2007, Report on the Assessment and mapping of initiatives on women protection and livelihood support.
38. USAID, 2008, Fuel-efficient stove programs in IDP settings, Evaluation Report, Darfur, Sudan.
39. Forced Migration Review (28) – Fighting Impunity- Legal Aid in Darfur: <http://www.fmreview.org/FMRpdfs/FMR28/18.pdf>
- 36 Forced Migration Review (27) <http://www.fmreview.org/FMRpdfs/FMR27/27.pdf>