



Evaluation Report

Supporting Gender and Capacity, Women's
Rights Protection and Child Protection in
Recovery and Peacebuilding in Sierra Leone

UN-Women

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List of Acronyms

AU – African Union
CBO – Community based organization
CEDAW – Convention on the Elimination of all forms of Discrimination Against Women
CRC – Convention of the Rights of the Child
FGD – Focus group discussion
FSU – Family Support Unit
GBV – Gender Based Violence
HDI – Human Development Index
HQ – Head quarters
HR – Human resources
IPAM – Institute of Project
IRC – International Rescue Commission
KABP- Knowledge, Attitude, Behavior and Practice
LE – Leone (Sierra Leone currency)
MDG – Millennium Development Goals
M&E – Monitoring and evaluation
MSWGCA – Ministry of Social Welfare Gender and Child Affairs
PBF – Peace building Fund
PCM – Project cycle management
PMU – Program Management Unit
PRSP- Poverty Reduction Strategy Plan
TRC – Truth and Reconciliation
SDGEA – State and Government Solemn Declaration on Gender Equality in Africa
SLWF – Sierra Leone Women’s Forum
UN – United Nations
UNCT – United Nations Country Team
UNEG – United Nations Evaluation Group
UNICEF- United Nations Children’s Fund
UNIFEM – United Nations Development Fund for Women
UNFPA – United Nations Population Fund
UNIPSIL - United Nations Integrated Peacebuilding Office in Sierra Leone
UN-Women - United Nations Women
VAW – Violence against women

1. Executive Summary

Evaluation Background and purpose

The program Supporting Gender Capacity, Women's Rights Protection and Child Protection in Recovery and Peace Building in Sierra Leone was implemented from 2008-2009 by Ministry of Social Welfare Gender and Children's Affairs and Women's Forum MSWGCA with two executing agencies UN-Women formerly known as UNIFEM in partnership with UNICEF. The grant was part of the \$35 million made available to Sierra Leone by the Peace Building Fund (PBF) with the goal to support post conflict peace building in post conflict zones.

UN –Women contracted a Consultant in May 2011 after an open tendering process to conduct an external independent evaluation of the program. The summative evaluation sought to answer the following questions:

Relevance: To what extent was the project appropriate to the priorities of the country given the political, economic, social and security priorities?

Effectiveness: To what extent did the project accomplish the intended objectives and planned outcomes?

Efficiency: How well were project resources, human, physical and financial used to advance intended outcomes?

Impact: To what extent can changes be attributed to the project? What were the intended and unintended effects of the project, both positive and negative?

Sustainability: How have the project outputs been maintained since the end of the project funding? Are the projects owned by national stakeholders and how sustainable are the outcomes?

Evaluation Approach and Methodology

The evaluation was managed by the UN-Women Regional Task Manager. The evaluation framework development, data collection and analysis were carried out by the Consultant with participation of the Sierra Leone Project Coordinator.

The Consultant's approach to the evaluation included the use of systems thinking to understand cause and effect, use of the logic model to inform the organization's theory of change. The Consultant's conduct was consultative, participatory and aligned to the Ethical Code of Conduct of the UNEG.

A detailed methodology was prepared and presented in the form of the Inception Report. Following the guidelines set up the UN-Women, the Consultant carried out a desk review of the key program documents inclusive of plans, reports, samples of minutes of the operating committees, partner reports and other documentation. The

evaluation was conducted a year after project completion , two factors were considered in the methodological design; adjustment of time to track and arrange interviews via teleconference and face to face meetings with project participants who had left the respective organizations, secondly the program was not designed for sustainability but rather as a quick impact program designed to trigger development. The evaluation therefore focused on the program outcomes and how they had been sustained since the project end.

Purposive sampling was used to identify categories of key stakeholders, with a representative selected from the ten categories. Data was collected through four methods i.e. structured interviews, focus group discussions, on site observations and case study.

Findings

Relevance

The program was highly relevant within the national context where the priority was protection of women and children in a post conflict era. The focus on legal education created the mechanism for implementation of the Three Gender Acts and the Child Rights Act that had been approved in 2007. The program addressed priorities of both the UN-Women and UNICEF aligning the work with the international instruments governing women and children in particular the CRC, CEDAW and UN Resolution 1325. It also addressed the priorities of the PBF.

Overall approaches used included institutional strengthening through provision of basic office equipment and vehicles, skills building and recruitment of technical experts. All three were critical for institutions that lacked basic infrastructure and equipment. Multi-stakeholder approaches and establishment of referral systems addressed the need for building critical mass to address violations against women and children.

Effectiveness

Overall the program contributed significantly to improved communication and documentation within the partner institutions MSWGCA and Women's Forum, strengthening the capacity to lead and coordinate gender initiatives in the country. The evaluation findings show the Regional Gender Offices to have greatly benefitted with the relocation of the Regional Gender Officers who took leadership in the implementation and coordination of the multi-stakeholder committees at regional level. Anecdotal evidence pointed to increased reporting by communities as a result of improved coordination.

Challenges noted included failure to execute the exit strategy resulting in closure of the specialized unit Project Management Unit (PMU) and loss of skilled staff. With the end of the program, inability to complete some of the outcomes e.g. GBV service providers' directory meant to facilitate the referral system.

Efficiencies of the UN-Women

The evaluation found broad evidence of the strategic leadership of the UN-Women office in Sierra Leone. Its ability to provide leadership, coordinate different stakeholders and address operational challenges was evidently appreciated by its partners. The evaluation also noted some challenges that require UN-Women to examine the structure and roles of the Regional Office and Country Office in order to address efficiency in funds transfers. Evidence of limitations in the planning, monitoring, evaluation and data management systems were noted.

Sustainability

Although the program was not designed for sustainability, the snow balling effect was taking place with the partners able to scale up the projects piloted by the UN-Women with funding from other donors. Risks were also identified with the smaller agencies facing loss of gains realized by the program due to failure to provide continued support to the women in the communities.

Conclusions

The evaluation arrives at a positive overall assessment of the performance of the program. UN-Women has been effective in management of a complex, multi level, multi partner program delivered within a one year period with realization of the planned outcome of inducing development at a national, regional and community level. Challenges were noted with recommendations provided below.

Recommendations

A summary of recommendations made to the UN-Women include:

Continue targeted support to the gender machinery in Sierra Leone

The evaluation highlighted the need to continue strengthening the two institutions by scaling up and leveraging the gains made in the program. Greater accountability would however be required from MSWGCA for transparency and creating an environment of trust. A second phase of institutional strengthening should seek to leverage achievements and coalition building that had been built. Specific recommendations include:

- i. Meaningful partnership comes with accountability, the MSWGCA should be given responsibility to plan, implement and monitor programs with provision of technical support that is fully integrated into the ministry structures.
- ii. Provision of significant resources over a multi-year program would greatly enhance the capacity of the two institutions
- iii. Development of advocacy material, training manual and standards on the implementation of the Three Gender Acts.
- iv. Supporting MSWGCA with development of performance measurement systems that enable tracking of key national indicators to measure impact of the legal education
- v. Follow up on the \$20,000 funds transferred to MSWGCA for carry over activities.

- vi. Demand ministry ownership of vehicles and takeover of the operational cost from the individuals currently burdened with the responsibility.
- vii. Continue supporting the multi-stakeholder approach with documentation of methodologies used, progress and achievements
- viii. Support the gender budgeting desk with an international consultant who can provide technical support, develop systems and provide training to ministry staff. Gender budgeting is critical in addressing the current low status awarded to gender and children's rights ministries in budget allocations.

Holistic programming for women's movement

The report highlighted the need for holistic programs that enhance the role of the women's movement in advocacy. UN-Women have a key role in supporting the movements' calls for electoral rights, gender budgeting and overall women's rights.

Collaboration with UN agencies

Future collaboration with UNICEF and other UN family is recommended in addressing the institutional needs of MSWGCA to leverage the strength of the UN family.

Strengthen managerial efficiencies

To be more effective in its role, UN Women needs to examine the roles of the Regional Office in financial management and consider decentralization of financial management to the Country Office. Support systems are also required for effective management of information and good gender programming.

Information management

The organization needs to come up with strategies for collection, storage of partner documentation. The ability to analyze the information, document best practices and share could enhance the role of UN-Women in Sierra Leone.

Good gender programming standards

Targeting women only in interventions does not make for gender based programming. UN-Women needs to reflect good gender programming standards in their programs promoting gender analysis, use of disaggregated data, tracking the gender index, use of gender framework in the design of programs. UN-Women should conduct research and studies on the situation of women to inform gender programs country wide.

Project cycle management

Provide training to UN-Women and partner staff on project design, monitoring and evaluation to improve the use of baseline and development of performance measurement frameworks to improve project management.

Lessons

The evaluation highlighted the following lessons:

The program was successful in coordination and harmonization of initiatives among different stakeholders resulting in synergy. The same coordination was also required in identification of previous work done and deliverables to leverage resources and prevent duplication of work done by other agencies e.g. the mapping of service providers.

Creation of separate entities outside of implementing organization structures did not build trust, respect and ownership in the case of the PMU. Meaningful engagement of the ministry was required in project design to determine the management structure and ensure ownership and sustainability beyond project funding.

Provision of short term technical experts seconded to government ministries best facilitates knowledge transfer and capacity development. There is need by the ministry to have designated local staff shadow the expert for smooth knowledge transfer.

Risk assessment i.e. analysis of potential problems that could derail the project if done at project design stage enables proactive strategy formulation to minimize the risks. The UN-Women needs to make use of risk assessment tools that allow identification and analysis of operational, financial, development and reputational risk in the design of programs in order to develop effective strategies and not be reactive.

Formulation of exit strategies with clear human, financial, physical resources after the end of the project need to be addressed in the project design stage to provide adequate time for planning, execution and integration. Although the program developed an exit strategy for the PMU, the planning was left too late for effective execution by the MSWGCA given its limited resources and bureaucratic machinery. There is a direct link between an exit strategy and the sustainability of a project.

Multistakeholder approach to addressing complex social change requires participation of all stakeholders. Engagement of chiefs was not consistent in all districts, proving to be a barrier where they were left out. Engagement of chiefs in the multi-stakeholder training and networking systems is necessary to break down the culture of impunity. Strong leadership by chiefs can have significant influence on men providing long term sustainable change in communities.

Gender violence in communities is not limited to women alone. The engagement of both men and women to address violations faced by different gender groups opens communities to accepting change in an environment of trust. The evaluation identified men who were engaged in gender education using the negative reinforcement to change behavior by pointing to the embarrassment of being dragged by wives through the legal system. The same men can be engaged more positively with messaging coached to promote values of respect and dignity for women and not fear and humiliation of men.

Gender training should also target young people in school. Development of gender equality curriculum for use in schools will provide a multi-level strategy for prevention of gender discrimination among youth and development of the human rights values during their formative years.

The evaluation identified good practices where arbitration of conflict within the community was assigned by the chief to groups of women who were trained in human rights, gender and counseling to backstop the gender campaigns. Such practices can be enhanced with inclusion of men in the training to provide structures that can work with CBOs in addressing gender violence at community level

CBOs are a critical resource in gender education already known and trusted in communities who require partnership and resourcing to be able to reach more communities. Resources are however required to support their work to have greater impact at community level.

Accurate information on the situation of GBV is required to be able to track the impact of the coordinated effort working at multiple levels. Data collection at district level should feed into a national database to enable monitoring and analysis of key gender indicators.

2. Evaluation Methodology

Purpose of the evaluation

The summative evaluation provides an independent assessment of the achievements and impact of the Program “**Supporting Gender Capacity, Women’s Rights Protection and Child Protection in Recovery and Peacebuilding in Sierra Leone**” approved by PBF in July 2008 and closed in March 2010. The purpose of the post intervention evaluation is to provide lessons to UN-Women and its partners based on the evidence collected on the outcomes and how they were sustained to support the long road to sustainable development programs in a post conflict country.

Evaluation objectives and scope

The objectives are to evaluate how the program has contributed to; (i) the strengthened capacity of the MSWGCA and the Women’s Forum, (ii) networking and referral system to prevent and protect women facing GBV (iii) realization of rights of children. At the preliminary stage of the evaluation, the Consultant held a conference call with the Regional Evaluation Task Manager and the Country Office Program Officer where the assignment was clarified, documents required for the evaluation were discussed and stakeholder mapping and the draft interview schedule were discussed.

Following the guidelines set by UN-Women, the Consultant carried out a desk review of the documents provided by UN-Women that covered the program plan, budget and final report. Based on an initial review of the available documents, further request was made for minutes of the management structure and a sample was provided. The main output of the document review was an Inception Report that provided the evaluation framework inclusive of the approach to the evaluation. Evaluation questions were designed by the

Consultant to cover the scope of relevance, efficiency, effectiveness, impact and sustainability as defined in the Terms of Reference. As a summative evaluation, the focus was on relevance, effectiveness, sustainability of the programs and managerial efficiencies by the UN-Women.

Data sources, collection methods and analysis

The inception meeting in Freetown clarified the identified stakeholders with confirmation and adjustments made to the interview schedule. The stakeholders included Ministers, MSW Gender Unit, the two UN agencies UN-Women and UNICEF, CBOs and community beneficiaries of the program. Below is a summary of the list of stakeholders.

Table 1: A Summary of Stakeholders

Type of stakeholder involved in the evaluation	Number of people interviewed
Government Ministers	2
PBF Steering Committee	1
MSWGCA staff HQ	7
MSWGCA staff regional offices	3
PMU former staff	2
UN-Women (current and former staff)	3
UNICEF	2
Women's Forum	2
CBOs	9
Community members	20

The Consultant conducted face to face interviews with individuals, questionnaires were administered to selected informants and focus group discussion were held with groups of staff engaged in the program, with CBOs and community members that were beneficiaries of the program. The number of groups varied from 7 to 20.

Analysis of the program sought to understand the cause and effect by determining how the outcomes were a result of the specific program input and activities. The evaluation assessed the services provided, beneficiaries and the problems that existed in delivery and how they were resolved. Although the program was not designed for long term impact, analysis was made to changes that manifested at both national and local levels.

Analysis of UN-Women's contribution to the program required understanding of the different social-actors involved, determining the exogenous factors that may have contributed to certain results e.g. political and security factors. The following approaches were used in the analysis; (i) understanding the value of UN-Women's contribution, and the value addition. Methods engaged included document review, observation and audit of equipment, review of the quality of technical support provided by UN-Women in

conceptual frameworks and methods that were not available before, (ii) applying the before and after scenario position with checks through interviews and documented evidence whether alternate explanations invoked the change.

The evaluation draws conclusion based on triangulation of evidence from different methods and sources both primary and secondary. Data was collected through four (4) methods:

- i. Semi structured interviews with key informants.
- ii. Focus group discussion with selected groups. The Most Significant Change was utilized to respond to selected topics with two groups.
- iii. On site observations used to audit use and condition of vehicles, equipment and furniture provided.
- iv. Most significant change was used in the Case study to provide a comprehensive examination of good practices and to understand the operational dynamics and interaction with the project.

Sampling

The evaluation used purposive sampling based an understanding of the categories of participants in the program. Representatives were selected from ten categories in the population pool. An initial two out of ten CBOs were selected from field visit due factors inclusive of geographic, diversity and performance. Overall the following criterion was used in sampling:

- i. Coverage of the outcomes as per the PBF funded program proposal and plan.
- ii. Keeping a balance between projects that contributed to the upstream policy machinery and projects that were implemented at community level.
- iii. Coverage of the operation approaches of catalytic, multi-stakeholder and capacity building approaches.

Key limitations and mitigation strategies

Overall the evaluation faced two key limitations:

- i. **Timely provision of material**, generally by the end of the evaluation, adequate material had been collected from different stakeholders. Attempts to map documents relevant to the evaluation, determine source and collection method had not been successful due to competing priorities for the evaluation focal person. This resulted in limited documents made available during the first week. Advance knowledge would have better informed the work plan to avoid overload in week two.
- ii. **Lack of repository of information within UN-Women**, there was lack of central information repository with project documents available in the Country Office. Detailed projects documents were available with partners and collected during visits. Financial records were requested from the Regional Office with some challenges.

- iii. **Time crunch**, due to the limited time for field work, the Consultant was able to speak to key partners but was not able to interview other stakeholders who had influence and had contributed to the program e.g. The Child Rights Steering Committee, PBF Steering Committee and CBOs. Due to the lack of documentation at UN-Women offices, an opportunity was missed to document approaches used by other CBOs in implementation.
- iv. **Timing of the evaluation**, the evaluation was conducted a year after the project ended compromising the opportunity to make timely decision making on projects that needed scaling up and replication.

3. Context of project

Social, Political, peace-building and institutional factors

The **Three Gender Acts** approved in 2007 marked a milestone for a country that had a history of violence against women compounded during the eleven year conflict with reports of 270,000 women and girls violated, Human Rights Watch 2003.

The Three Gender Acts made the following provisions that changed the legal landscape for women:

- i. **Domestic Violence Act**; made violence an offense with definition of violence inclusive of ; economic abuse (withholding financial resources), harassment, verbal, psychological, physical and sexual abuse, intimidation and marital rape
- ii. **Devolution of Estate Act**; made provision for surviving partner to remain in the home, with removal becoming an offense. Each spouse had equal inheritance to property
- iii. **Registration of Marriage Act** set 18 years as the legal age of marriage, consent required from both parties. For the first time, application for spousal and child support could be made and marriages were required to be registered.

This was against a backdrop of a Gender Inequality Index of 125 out of 169, HDI Report 2010¹ due to discriminatory practices that steamed from the legal laws prior to 2007,

¹ The Gender Inequality Index is a composite measure reflecting inequality in achievements between women and men in three dimensions: reproductive health, empowerment and the labour market. It varies between zero (when women and men fare equally) and one (when men or women fare poorly compared to the other in all dimensions). The health dimension is measured by two indicators: maternal mortality ratio and the adolescent fertility rate. The empowerment dimension is also measured by two indicators: the share of parliamentary seats held by each sex and by secondary and higher education attainment levels. The labour dimension is measured by women's participation in the work force. The Gender Inequality Index is designed to reveal the extent to which national human development achievements are eroded by gender inequality, and to provide empirical foundations for policy analysis and advocacy efforts. Human Development Report 2010

customary laws and Muslim laws that sanctioned violence against women. Difference was noted between the north and south regions with the Mende in the south more repressive to women's rights within the home and to property rights. The north offered women more rights to property inheritance in line with the cultures of the Temne and the Limba. The project therefore focused on legal education as a means to protect women against the widespread GBV with focus on the south where women were most vulnerable.

Complimentary to the Three Gender Acts was the passing of the **Child Rights Act** in 2007. The Act defines children as under 18 years, prohibits forced marriage of girls, requiring instead consent of the two parties, it prohibits exploitative labor and harmful practices. It established national and local entities to enforce children's rights. The Act sought to address the high prevalence of FMG, child abuse, trafficking and child labor.

The **Ministry of Gender and Children's Affairs (MSWGCA)** has the responsibility of addressing gender discrimination and equality. Established in 1996, it had merged with Social Welfare Ministry to become Ministry of Social Welfare, Gender and Child Affairs, with the mandate to address child rights and women's rights. Both issues grossly underserved during the post conflict era. The project focused on the two priorities working with the Child Affairs Directorate that had the following mandate:

- i. To initiate and lead the development/review and dissemination of national child protection policies and legislation
- ii. To ensure the implementation of legislation, policies and compliance to international conventions for child protection/child rights

The Gender Directorate had the mandate to mainstream gender and empowerment into government ministries, policies and programs. Some of its priorities included:

- I. To develop and implement national gender strategic plan
- II. To provide oversight and monitor the implementation of the three 'Gender Acts' namely: Registration of Customary Marriage and Divorce Act; Domestic Violence Act; and Devolution of Estates Act
- III. Public education through media programmes of existing and emerging gender issues including sexual and gender-based violence, HIV/AIDS. Functional Literacy, Early Marriage, Women in Peace building and Women's Rights as provided in international legal instruments and national laws

Successes posted by the MSWGCA included enactment of the Three Gender Acts, The Child Rights Act, the policies on Gender Mainstreaming and women's empowerment. The capacity of the ministry remained compromised largely due to resources available and the ability to attract and retain top talent that will drive social policy.

Budget allocation to the MSWGCA went up by 1% from 3.526.5 LE in 2010 to 5.833.7 LE in 2011. Of the allocation 469.1LE was allocated to Gender and Children's Affairs in

2010 and this has gone up to 726.0LE in 2011. The resources remain limited for the scope of services that have to be addressed. In a country with an HDI index of 158 out of 169, a GNI of \$320, 11% of the 5.7 million people face the risk of multidimensional poverty. Poverty is largely feminized due to a low literacy rate of 24% among women in comparison to 46% men.

Human rights and gender equality factors

Sierra Leone government is signatory to the international instruments that guide women and child rights, CEDAW and the CRC. Participation by Sierra Leone for the first time in the CEDAW reporting at the 38th CEDAW Session in New York and the shadow reporting by civil society marked a level of commitment and accountability to address violence against women. The reports acknowledged the gaps that still existed in terms of constitutional and legal framework for women.

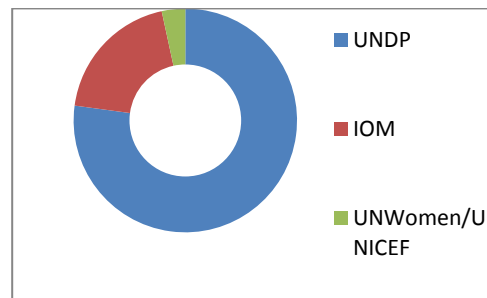
The national framework is guided by the MDG 3 on elimination of gender disparity; UN Resolutions 1325 affirms the importance of women’s equal and full participation as active agents in peace building and security and Resolution 1820 that calls for strengthening protection of women from sexual violence, advocacy and accountability through the justice system.

4. Description of the project

Project purpose and goals

The UN established the PBF in 2006, to support post conflict peace building in post conflict zones. Sierra Leone was allocated \$35million, disbursed through 4 UN agencies operating in various sectors.

The objective was to inject a short term large investment to kick start social development processes in the country. UN-Women were awarded a total budget of \$802,640 in collaboration with UNICEF to support advancing the status of women and addressing the situation of children respectively in the post conflict situation.



PBF UN Agencies Budget allocation 2008 Figure 1

The project sought to contribute to peace building in Sierra Leone through protection of women and children whose vulnerabilities had been exacerbated by the decade old conflict. The continuance of the violence after the conflict was recognized as detrimental to the national plans for growth and economic development, TRC Report, 2004.

The program's ultimate intended beneficiaries were women who faced many forms of gender violence in their family and social relations. The program delivered from 2008 - 2009 was designed as a one year quick impact, catalytic project meant to inject resources, skills, facilities in the institutions that were the "drivers" of social change in the gender arena in Sierra Leone. The program was approved in July 2008 and implementation started in September 2008 to August 2009 for UNICEF and for UN-Women was implemented from November 2008- March 2010 largely due to internal challenges within UN-Women that affected timely transfer of funds.

Following extensive consultation, three interlinked outcomes were envisaged as the basis for the project:

Outcome 1: Contribute to a strengthened capacity of the Ministry of Social Welfare Gender and Children's Affairs (MSWGCA) and women's organizations for the execution of their mandate for gender mainstreaming, women's empowerment and child protection.

Outcome 2: Contribute to informed communities networking with the MSWGCA and other stakeholders to prevent and protect women from GBV in Sierra Leone in fulfilment of UN resolution 1325, the AU Women's Protocol and the AU Heads of State and Government Solemn Declaration on Gender Equality in Africa, (SDGEA).

Outcome 3: Contribute to the realisation of the rights of children.

To achieve these three outcomes, the programme set out to stimulate and support capacity of the key gender machinery at the national and regional levels to overcome critical constraining factors that hindered gender implementation. It aimed to target institutional structures, capacities and operating equipment and materials, referral systems and networks of gender violence service providers, and public awareness on the gender laws protection women and girls. The project offered an integrated, multi-sectoral approach involving the main organs of government, civil society and the communities.

Project Management Structure

The **project management structure** included UN-Women Regional Office, UN-Women Sierra Leone, UNICEF Sierra Leone, Ministry of Social Welfare, Gender and Child Affairs (MSWGCA), Project Management Unit (PMU), Women's Forum and the Peace building Fund (PBF) Steering Committee.

UN-Women and UNICEF were joint administrative agents responsible for disbursement of their quota of the PBF funds. UN-Women Regional Office was responsible for financial management and transfers.

UN-Women was responsible for disbursement of their quota of the funds with the UN-Women regional office in charge of the financial management and the transfers while the Country Office managed and monitored overall operations and implementation of Outcome 1 and 2.

UNICEF as the second administrative agent was responsible for disbursement of their quota, the implementation and monitoring of Outcome 3.

MSWGCA was the implementing agency working in collaboration with other Government institutions such as the Family Support Unit (FSU) and District Councils; NGOs, CBOs and national women's networks including; Sierra Leone Women's Forum (SLWF), 50/50 Group of Sierra Leone, and Mano River Women's Peace Network (MARWOPNET).

The Project Management Unit (PMU) had overall responsibility for the day to day management of the project. The PMU had three staff members, led by the National Project Coordinator with two Project Officers responsible for programming/operations and administration respectively.

The programme design included the establishment of two **programme committees** involving different kinds of stakeholders in order to ensure a transparent and participatory approach to programme implementation: (i) Peace building Fund Steering Committee provided strategic guidance and oversight as well decision making on the Peace building fund allocation at country level. The committee met monthly. Membership included representatives from government, donors, United Nations Country Team (UNCT), Civil society organizations (CSOs) and World Bank Country Office; (ii) Project Management Technical Group consisted of UNIFEM, UNICEF, MSWGCA, PMU and other stakeholders met monthly to discuss implementation of the project achievements, challenges and next steps; (iii) A Gender Project Technical Committee was to be established comprising the Ministry as Chair and key implementing partners as members. The chair reported to the PBF Steering Committee.

Stakeholders, their roles and contributions to the project

Other stakeholders included Ministry of Internal Affairs and Local Government, government agencies including the FSU; Women's movement; International NGOs and other UN agencies including the International Rescue Committee (IRC) and UNFPA. These agencies were involved in the implementation of the project activities under outcomes 2 and 3.

The Program's Theory of Change

Analysis of the logic model was made to understand the program's theory of change.

Outcome 1: Strengthened capacity of the MSWGCA and women's organizations for the execution of their mandates of gender mainstreaming, women's empowerment and child protection.

The theory of change of the program had its starting point an assumed lack of capacity of the key gender players in Sierra Leone. In response the program developed plans to provide a range of services that would enhance institutional capacity of selected government offices at national and regional levels, and CSOs. Inputs included vehicles, motor bikes, generators, office equipment and stationery to enable office operations.

The program's also supported Human Resources capacity of the institutions through training and skills building of existing ministry and CSO staff. To enable support in the implementation of the one year program, human resources were provided in the form of (i) a unit i.e. the PMU consisting of three staff members who implemented the project, (ii) technical staff, advisors and consultants were recruited, (iii) restructuring of the government and CSO to enable effective structures that would facilitate delivery of service in the case of the government ministry and secondly the restructuring of the national SLWF to enable coalition building amongst the various women's groups that had different interests and mandates.

The program was appropriately designed to close the gaps that hindered progress within the two institutions. By addressing collective capacities through skills, technical expertise and structures that supported operations, the two institutions were to be positioned to effectively contribute to the protection of women and children in Sierra Leone. Although the two institutions had common themes e.g. weak structures and limited equipment and infrastructure, a detailed needs assessment would have informed two different sets of assumptions for each institution and subsequently more defined pathway. The evaluation found limitations in lumping the two institutions together as their needs required different strategies. The result was inadequate analysis and planning to address the women's organization as it was overshadowed by the MSWGCA needs.

An examination of the logic models shows outcome 2 as it is documented in the plans reads as follows

Outcome 2: Contribute to informed communities networking with the MSWGCA and other Stakeholders to prevent and protect women from Sexual and Gender-Based Violence in Sierra Leone in fulfilment of UN resolution 1325, the AU Women's Protocol and the AU Heads of State and Government Solemn Declaration on Gender Equality in Africa. (SDGEA)

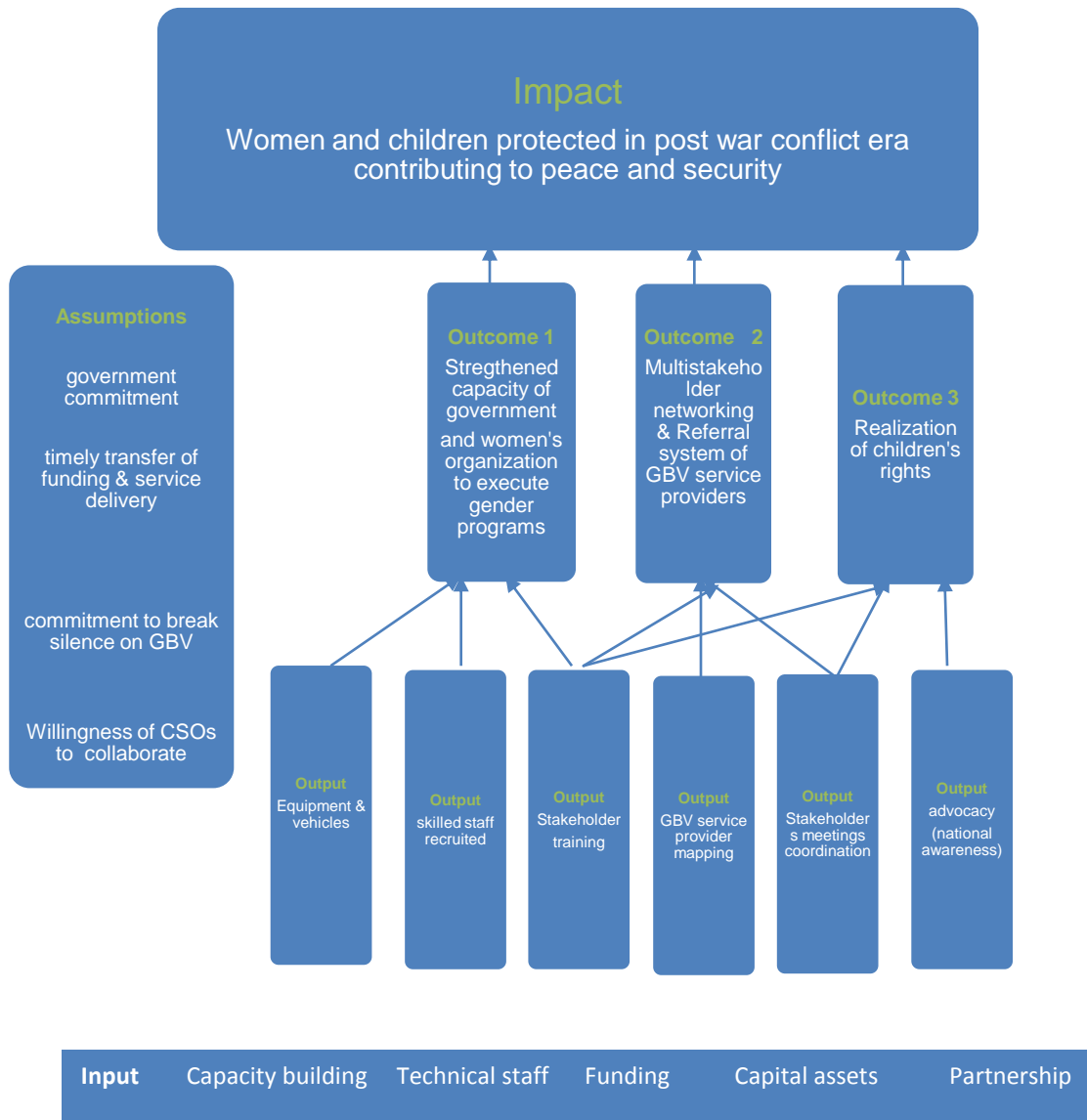
The evaluation had difficulty discerning the focus as the outcome lacks clarity. It was concluded that the theory of change was based on the assumption that limited referrals, networking and collaboration existed among GBV service providers. The evaluation focused on the coordinated processes and outcomes of stakeholders at national and regional levels. While individual institutions worked to address GBV, the project suggested the linking of agencies and collaborated networks would strategically bring the critical mass to enable meaningful social change. The inputs and activities supported the two outcomes of functional referral networks and multistakeholder framework to prevention and protection of women from GBV.

Outcome 3: Realization of the rights of children

The third component, the realization of children's rights was based on the assumption that (i) the institutional capacity of the relevant ministry MSWGCA were inadequate to address the situation of the 2.7 million children in the post conflict era, (ii) the messaging by the different stakeholders in their public education was not harmonized therefore missing the mark in terms of behavior and attitude change; (iii) that the skills level of the various government and CSOs institutions involved in GBV required capacity building to become effective in service delivery to the public. Inputs were focused to support the above and activities orchestrated to deliver a multifaceted national awareness campaign and strengthening of the national and district child welfare structures responsible for implementation of the Child Rights Act.

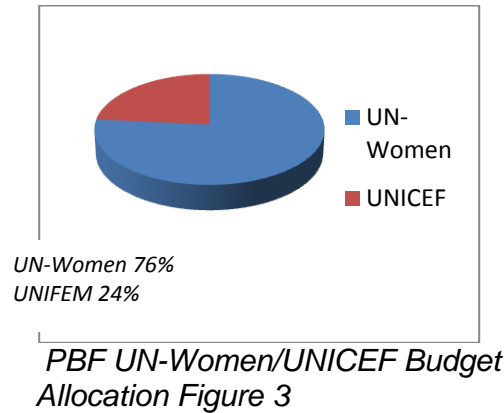
The Program's Theory of Change was documented as follows in Figure 2

Theory of Change Figure 2



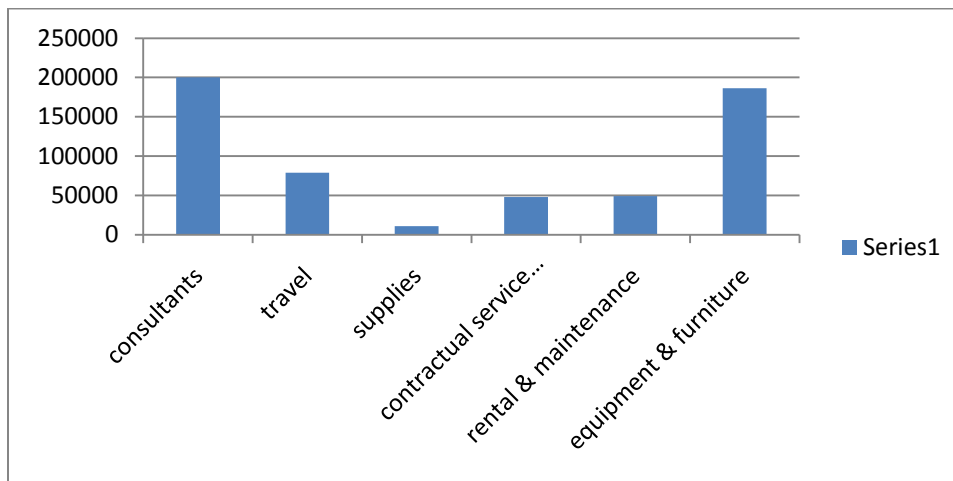
Budget

The program received a budget of \$802,640 from the PBF, allocated as follows between the two agencies, 76 per cent to UN-Women and 24 per cent to UNICEF. The two recipient agencies provided management costs a total of 7 per cent of the PBF budget. At the end of 2008 expenditure stood as follows; funds disbursed were UN-Women \$140,000 and UNICEF \$27,608 with delivery rate of 23%



and 16 % respectively. In line with its policy of working in partnership with UN agencies PBF provided the funding through UNIFEM and UNICEF with MSWGCA was the implementing partner. As of July 2009, total expenditures were 100% UNICEF and UN-Women had a balance of \$20,000 that was transferred to MSWGCA for carryover of activities.

UN-Women Expenditure Figure 4



The budget allocation for capital assets, and consultants made up 67% of the total budget supporting two key components under the UNIFEM Capacity Development dimensions; skills development and provision of technical support in the form of consultants; capital assets inclusive of vehicles, furniture and equipment being basic provisions to enable operation of offices.

5. Program Results

This section reviews the results achieved by the project and assesses them in terms of the evaluation criteria of relevance, effectiveness, efficiency. Analysis is based on the three outcomes according to the theory of change; (i) capacity of government and Women's organization i.e. MSWGCA and Women's Forum; (ii) networking and referral system and (iii) realization of children's rights. A fourth outcome managerial effectiveness assesses contribution by UN-Women in the program design, planning, implementation, monitoring and evaluation.

Capacity of Government and Women's Organization

MSWGCA

I. Relevance of objectives

The objective of the intervention centred on strengthening the capacity of the MSWGCA at national and regional level. The objective confirmed the findings of the PRSP II 2009-2012 that also identified the weak capacity of government ministries, departments and agencies and weak inter-sectoral linkages amongst different units.

Sierra Leone government had ratified CEDAW. Participation by Sierra Leone government and the shadow reporting by civil society had marked a level of commitment and accountability to address violence against women. The government had passed the three Gender Acts namely:

- (i) Registration of Customary Marriage and Divorce Act
- (ii) Domestic Violence Act
- (iii) Devolution of Estate Act

There was then need to educate the public and create systems that would facilitate enforcement to counter the continued discrimination of women in their marriages, ownership of land and devolution of property. The ministry had also followed recommendation of the TRC to address the systemic gender discrimination through legal reform with gender friendly laws.

The objective of the program was relevant as it addressed strengthening of the MSWGCA as the duty bearer in realisation of the women's rights to peace and security; and non discrimination.

I. Relevance of approaches

The program introduced the multi-stakeholder approach bringing together stakeholders for the first time, with the specific objective of addressing gender discrimination.

Expertise was drawn from representatives of UN Agencies, government ministries, CSOs with MSWGCA playing a coordinating role. The approach was relevant in establishing the program steering committee, the management committee, the gender based violence committees and the child protection committees at both national and regional level. Evidence of replication existed at regional levels in Bo and Makeni where similar multi-stakeholder approaches were replicated with participation of CBOs, traditional and community leaders.

Good practices in multi-stakeholders initiatives include setting social standards, monitoring of compliance, social auditing, and certification of good practices for replication. There is no evidence that the program neither defined the good standards that were promoted across the board within the Gender Directorate nor was there monitoring of compliance and promotion of the best practices for shared learning.

The program was designed as a high impact quick turnaround catalytic project that was to inject capacity in key drivers of gender development in Sierra Leone. The approach however had flaws with limited resources available for allocation to partners. UN-Women made further disbursements to ten CBOs allocating 200,000LE to partners with some showing positive outcomes on legal education but was limiting in terms of a far reaching impact as it was thinly spread.

While the initiative sought to address gender equality, there was no evidence of use of gender frameworks, use of gender disaggregated data or gender analysis that informed the design methodology and approaches at both national and regional levels. In the absence of a gender analysis, it is difficult to provide a comparison of the before and after scenario. Below is an example of progress on planned outcomes.

MSWGCA planned outcomes

Table 2

Project	Examples of results	Source
Steering committee	(+) expertise was drawn from government, donors, UNCT, CSOs, World Bank Representative to provide strategic direction and oversight (-) legitimacy to deal with defaulters	ToR for rules of procedures for the SL –PBF Steering Committee, Interviews, reports
BO District	(+) replication of the national gender multi-stakeholder structure with participation of UN Agencies, INGOs, NNGOs, CBOs, government institutions, traditional and societal leaders operating in the community. (-) accountability of approach was not matched with budgetary allocation for coordination meetings and secretariat services	Interviews, reports MSWGCA quarterly report

II. Effectiveness

The project targeted institutional strengthening at two levels, resource provision and capacity development.

The project was instrumental in strengthening the capacity of four districts with much needed office equipment, vehicles, motorbikes and furniture. As a result the Regional Gender Advisors recruited by the ministry in 2003 relocated from the HQ in Freetown to regional offices. With the enhanced capacity, MSWGCA was mobile and able to respond to cases in the remote areas that were in most need of intervention. Record keeping existed at Regional Office however the project did not keep a consolidated database of metrics for tracking of reported cases.

Informed by a needs assessment, the ministry and UNIFEM provided training to staff in areas of gender analysis, gender based budgeting, mainstreaming gender, project cycle management (PCM), monitoring and evaluation (M&E), basic computers, and human resources (HR) with certification provided. The program effectively addressed capacity skills of staff. There was however gaps within the programs as there was no continued support or coaching by senior staff or IPAM. With limited capacity within the ministry, follow up and coaching of staff would have been beneficial for effective transfer of skills and application of the knowledge. To effectively implement a gender budgeting program, specialised skills would need to be developed with the Gender Directorate with the ability provide quality analyses on government laws and policies that have budget implications to the poor especially women to ensure that gender is seen and addressed as a critical national priority.

The PMU was created as a management unit for the program made of highly skilled staff that was responsible for program support, administration and finance. The PMU was effective and able to navigate outside of the government bureaucracy forging ties with key stakeholders to achieve the outcomes. The PMU effectively coordinated the plan, managing the interests of the donor PBF, the two UN agencies UNIFEM and UNIFEM even though it worked more closely with UNIFEM as the lead agency. The objective had been for the unit to be an extension of the Gender Directorate reporting to the Gender Director. The structure meant to address program efficiency became instead a source of conflict. The conflict was largely a result of the flaw in the design of program that failed to recognise the importance of incentives and reward for the Gender Director who faced responsibility overload due to the creation of the PMU structure. For a unit that was already facing HR challenges in terms of head count and workload, direct reporting to the Gender Directorate was an added responsibility. The failure to address motivation created serious challenges that affected communication, reporting, decision making and delivery with valuable time lost in conflict resolution. However on the part of the Gender Unit was the lack of commitment to address the challenges that arose.

Women's Organization

I. Relevance of objectives

The secondary focus of the objective centred on strengthening the capacity of the SLWF as the umbrella organization. Established in 1994, the SLWF has a membership that includes women from all walks of life; professionals, business women, CSO activists, and community women. Historically women's movement can be traced to the campaign that led to civilian rule with women taking part in peace building initiatives in their communities, at regional and national levels. However the movement faced limitations with general lack of capacity among women due to low literacy levels with the majority living in the rural areas. There was fragmented effort and limited coordinating structures.

The government faced increasing international pressure with donor preconditions for meaningful engagement of the women in development issues backed by international instruments like CEDAW, Resolution 1325 that called for women's participation in peace building. The approach was therefore to provide institutional strengthening for the women's forum in line with the calls for an effective women's voice in Sierra Leone.

II. Relevance of approaches

The approaches targeted relationship building with MSWGCA to enable dialogue and representation on gender priorities and policy issues. Joint meetings and trainings were held to facilitate collaboration. Coalition building amongst the women's groups was evidently a key approach that culminated in an annual conference supported by the program leading to social dialogue and unified strategic planning.

III. Effectiveness

The outcome was meant to strengthen the capacity of women's movement with the hosting of the women's consultative conference that resulted in restructuring injecting new energy into the movement. The program enabled the integration of more women into the national and regional structures creating space for effective participation of women.

Through the coordinated approach of the program, the SLWF benefitted from the needs based training offered jointly with MSWGCA staff creating opportunities for learning and collaboration amongst the two institutions. The evaluation audited the equipment material provided that had evidently addressed the basic needs for communication and documentation. SLWF had received some specific funds in the past for projects including the holding of a consultative meeting and capacity building programs. Yet the outcomes are not easily discernable as the institutional capacity remains weak with the

short term funding provided rarely supporting the core operational cost of the network. Resource constraint facing the SLWF pose a credibility risk to UN-Women as the primary partner for gender based programming; a risk that needs to be taken seriously to have an effective women’s voice that demands accountability from the duty bearers for women’s rights to be realized.

The following results were realized:

Women’s Organizations planned outcomes Table 3

Project	Examples of results	Source
WFSL	(+) Restructuring of women’s forum through a national consultative conference with 350 participants (+) Office equipment and supplies (+) Three day customised training held with MSWGCA (-) limited focus on advocacy	Interviews, UNIFEM donor report
50/50 Group	(+) annual general meeting held to develop advocacy strategies for 30% women representation in decision making	Interviews, UNIFEM donor report

Multi-stakeholder networking and referral system

I. Relevance of objectives

UN-Women support for the referral network spoke to the need to build effective national machinery that would address the needs of the women who continued to face gender discrimination and VAW a decade after the conflict.

Although the FSU had been established in 2001 with an agreement drawn with the MSWGCA and the police to collaborate in reporting and legal aid to victims, limited knowledge of the Three Gender Law, widespread discriminatory customary laws, high numbers of GBV incidences, necessitated the need for a wider recognition of service providers and establishment of referral system.

II. Relevance of approaches

The program had a two pronged approach (i) targeting education of CBOs on the legal system and the laws that protect women in particular the three Gender Acts and (ii) stakeholder identification at community level followed by establishment of referral systems that linked CBOs with the government institutions and other CSOs. By targeting the CBOs who worked directly with the communities, the project was relevant in addressing the culture of impunity prevalent among traditional leaders. The approach developed strong leaders who were trained through training of trainers to facilitate

training and coordination, leading other CBOs and communities in counteracting the discriminatory practices.

III. Effectiveness

The objective of creating an effective network system amongst the agencies was achieved in the program areas in Bo and Makeni. The evaluation however failed to establish the completion of one key deliverable, the national directory of GBV service providers. With the closure of the PMU, UN-Women staff, former PMU staff and MSWGCA could not confirm the deliverable. Obviously this was a missed opportunity as the national directory was a strategic tool for linking key GBV stakeholders. An opportunity to influence decision making was lost in March 2009 at a time of political violence between the two major political parties where GBV was used in orchestrated violence. Delivery of the national directory would have enabled informed decision making.

There were flaws in the project as it failed to leverage research and mapping exercise conducted other agencies on GBV service providers e.g. the Irish Aid. Building on previous work done is critical to be effectiveness in challenging environment where resources are limited in relation to the high need. The project could have focussed on updating the existing records rather than duplicating the mapping exercise.

The provision of the grants to selected partners six from the North region and four from the South provided an effective way of raising awareness on the newly legislated Gender Acts. Although funding was only for three months, partners focussed on the effective way of reaching their constituencies to increase knowledge on legislation. Anecdotal evidence in the surveyed communities indicated with increased knowledge communities began reporting violations to the police.

The partners replicated the multi-stakeholder approach taking the lead role of coordination and training of other CBOs and government institutions operating in the community. The objective was for the CBOs to then work with their constituents in the legal education campaign.

The evaluation revealed the following findings:

Multi-stakeholder networking example of Port Loko CBOs

Table 4

Organization	Examples of progress on outcomes	Source
Centre for Coordinator of Youth Activities (CCYA)	(+) identified GBV service providers in the community and rolled out training (+) addressed issue of limited access to women by targeting women when they visit health clinics to educate them on gender laws and their rights (+) empowerment of women on their rights has led	

	to more women venturing into politics seeking office (-) limited resources provided, leading to limited ability to produce educational materials like posters (-) some chiefs not reached by the gender advocacy are proving to be the greatest blockage to social change as they blindly follow the traditional practices	FGD meetings with stakeholders in Port Loko, documents, reports
Maya Women's Association	(+) Life changing knowledge on women's rights has led to successful education of their own constituency on the rights (-) immediate backlash by men who prevented their wives from attending training and participation on gender issues was addressed with further education and support	
FSU	(+) Good record keeping with statistics shared with other stakeholders especially SW, increase in reporting (-) controversy with rape of juveniles defined by the law as canal knowledge resulting in compromising justice for juvenile girls. The law requires further reform	
Social Welfare (SW)	(+) good collaboration with CCYA and other stakeholders with reporting and follow up on cases (-) some chiefs not elevating offenses to the police further compromising the rights of women. SW handling increasing cases from community members who are dissatisfied with services from the traditional courts. Chiefs are proving to be the cracks in the systems, need to be engaged in the training and stakeholders meetings	

CBO's in Port Loko showed significant progress towards multistakeholder networking and collective action. However, the key challenge identified by the stakeholders was the lack of engagement of chiefs in the initiative. Recommendations by the stakeholders were engagement of chiefs in the training and stakeholder meetings.

A case study of legal education project was undertaken to provide qualitative information on the processes used and quantitative information tracked by the project. Two key informants' interviews were conducted with staff of the CBO and focus group discussion was conducted with community members. Selected documents were reviewed to provide detailed information on the project. The project provides best practices on legal education from the surveyed UN-Women funded partners.

Case Study

Hand Empowering the Less Privileged in Sierra Leone (HELP-SL) is a registered NGO that has been operating in BO since 1996. HELP-SL works in the area of governance, justice and poverty reduction in postwar communities.

Help SL implemented the project “**Support Women’s Rights in Recovery and Peace Situations**” in Sierra Leone in the areas of Peje, Barrie, Galiness Peri and Karbonde Chiefdoms, Pujehun District

The project objective was to address the many forms of violence against women that prevailed within the Pujehun District. The project was implemented over a 3 months period October –December 2009. A KABP survey conducted by HELP-SL at the inception revealed the following statistics; marital rape (forced sex in marriage) 53%, wife beating 21%, early marriage as a result of teenage pregnancies 14%, threats of violence 12%. The survey revealed arbitration was sought as follows; relatives 61%, traditional leaders 75%, local courts 25%, police 14%. From the survey, women were largely ignorant of the legal system turning instead to traditional courts for settlement. Here women were admonished at the traditional courts, forced to apologise to the husbands and levied with heavy fines for reporting domestic violence. The practice contributed to the lack of reporting by women.

The project piloted the **Active Listening Methodology** an innovative adult learning approach that promotes learning among populations with high illiteracy rates. The methodology included selection of an animator based on criteria developed by communities; training on human rights, advocacy and lobbying; provision of graduation package consisting of a cassette and tapes of the simplified version of the Three Gender Acts translated into Mende, the local language. The project worked with a well known radio announcer giving the voice on the tape credibility to the community.

Using the most significant change to collect data, the evaluation found the animator to have successfully played the tape on her return to the village with audience of women, men and the chief. The project supported the creation of **Listening Circle** made up of a group of 10 women. The tape became the reference point referred to in the mediation in the chief’s court and family conflict. Cases that had gone unresolved in the past were reported to the **Listening Circle** who referred to the Chief and the Police. Reported cases included issues of discrimination of women on devolution of property and inheritance; divorce and common law separation and responsibility of the children; men’s contribution in economic provision for the family whose responsibility fell largely on women’s shoulders.

An end of project KABP survey conducted at the end of the project enabled comparison of the start and end indicators. Discussion with communities confirmed the KABP conducted at the end of the project revealed the following:

(i) 70% of the women in Listening Circles were conversant with The Three Gender Acts

(ii) 35% of the project women were at the time of the survey seeking resolution on violations they had experienced, 20% had reported cases to the police

(iii) Children under 18 years were not forced into marriage

(iv) Anecdotal evidence shows considerable reduction in GBV related incidence within the community

The project was effective resulting in the following changes:

The chief paid attention to the interpretation of the law provided by the “tape” refusing to mediate in cases that require legal system e.g. rape.

Women through the Listening Circles successfully made representation to the chief, coming in large numbers to support women with complex property rights issues and even engaging women from neighbouring communities to have critical mass.

The messaging was quickly changed to **rights with responsibilities** to counteract the increasing number of divorces that had resulted with the initial knowledge of the Three Gender Acts.

The Listening Circles took over the role of mediation to address conflict and support women in the recourse to the law when necessary

Men who had gone through the legal system reported by their wives became unintended advocates who preached to other men the humiliating experience of being dragged to the courts. The evaluation found the incentive for men to change was negative fear of embarrassment and paying fines. To have sustainable attitude and behaviour change, the message has to be backed up with positive attributes espoused by CEDAW; attributes of the rights and dignity of women as equal human beings to men.

Sustainability was addressed through provision 200,000 LE to start an income generating project that enables the women to pay project expenses i.e. replacement of batteries and operating costs.

Realisation of Children’s Rights

I. Relevance of objectives

The objective of the Children’s Rights portfolio managed by the UNICEF was centred on strengthening the capacity of the MSWGCA specifically the Child Affairs Unit that had the critical role for leading the protection of children during the peace building situation.

Sierra Leone was signatory to international instruments that mandated the protection of children (i) UNCRC, (ii) the Optional Protocols to the council on the Sale of Children, Child Prostitution and Child Pornography and (iii) the African Charter on the Rights and Welfare of the Child. The institutional mechanisms that existed were grossly inadequate to deal with the situation of 2.7million children. The conflict had resulted in the breakup of families, children and young people who had either been engaged or affected by the conflict. A large number ended on the streets and in most cases in conflict with the law and at risk of exploitation and abuse.

The objective of the project was therefore relevant and introduced at an opportune time.

II. Relevance of approach

The project approach varied slightly facilitating intergovernmental ministry collaboration between the ministries of Education, Health, Labour, Justice, government institutions including the Human Rights Commission working with CSOs, UN agencies and chaired by MSWGCA. The approach was relevant as it addressed gaps identified before of lack of integration amongst government ministries and stakeholders.

The methodology involved education of stakeholders on the Child Rights Act that had been passed in 2007. Stakeholder identification had been conducted with MSWGCA tasked with the responsibility to roll out training to stakeholders providing the impetus for coordination through the District Social Welfare Offices.

III. Effectiveness

The project was successful in development of a facilitator’s guide that was used for decentralising the training with training of trainers (ToT) conducted at district level, leading to the cascading of training to the CBOs. The initial meetings led to the harmonisation of the message, it was important to UNICEF to consolidate the message which had been uncoordinated and rather ineffective as each agency had a different message. The evaluation had the following findings on partner success and challenges:

Realisation of Children’s Rights outcomes

Table 5

Project	Examples of progress on outcomes	Sources
Child Rights awareness	(+) formation of the steering committee chaired by the MSWGCA with participation of multi-stakeholder representatives who had oversight of the implementation of the Act (+) Successful child rights campaign effective with production and use of 5,000 posters, 3,600 t-shirts, 28 banners, 5000 copies of the Act, 35000 copies of child friendly act	Interviews with UNICEF, BO Child Welfare Officer, Progress Report July 2009, Final Report PBF June 2009

	(+) CRA sensitization and staff training at regional and district levels. Evidence of greater awareness in BO district with monthly tracking of metrics (-) lack of regulatory powers to enforce compliance of chiefs	
International Technical support	(+) restructuring of three units in Social Welfare division, job descriptions developed for the Children Affairs Directorate (-) inability to locate policy documents within ministry meant no standards are followed as copies could not be located	International Consultant interview
National technical support	(+) Staff training on CRA, ToT workshops at district level facilitated by Consultants	

Managerial Efficiencies

Programmatic Efficiencies

UN-Women works globally to assist nations in upholding gender equality and empowerment standards defined by international instruments and policies. It works with government as the primary partners and forges partnerships with civil society. Its strategic plan 2008-2012 cites **development effectiveness, strengthening partnerships and resources mobilization** as its priorities for the period. UN-Women's approach is to provide innovative and catalytic programming and financial support to partners to achieve gender equality in line with national priorities.

The evaluation sought to establish programmatic efficiencies of the UN-Women team for smooth service delivery of services to partners. Globally implementation of gender equality and empowerment commitments has lagged behind the normative agreements.² In Sierra Leone, the conflict compounded the situation, weakening the systems that address discrimination and protection of women. The role of UN-Women is therefore critical as a development partner in gender equality. The evaluation found adequate technical support provided by the UN-Women Country Program Head and her team in the delivery of programs with support from the Regional Program focal person brought in as required.

Below is a summary of the evaluation findings:

Programmatic Efficiencies

Table 6

Organization	Examples of progress towards outcomes	Sources
UN-Women	(+) program was demand driven and aligned with national priorities (+) adequate leadership and technical expertise	Documents reviewed plans, reports, minutes of

² UN-Women Strategic Plan 2008-2012

	<p>was provided to the program with participation of the UN-Women head of programs in key monthly meetings</p> <p>(+) evidence of strategic direction provided at meetings with clear direction on conflict resolution, monitoring of work plan, and exit strategy</p> <p>(+) technical backstopping by UN Women team in training of staff and facilitation of workshops</p> <p>(-) inadequate resources provided for catalytic effect to be grounded, capacities of the both MSWGCA and Women’s Forum remain a reputation risk to UN-Women</p> <p>(-) limited tracking of best practices and sharing with partners to promote replication and upscaling</p> <p>(-) failure to build ownership, knowledge transfer and develop technical skills of MSWGCA confounded by design of a separate unit that managed program independently and folded at the end of the program</p>	<p>PMU – PBF meetings</p> <p>Interviews with UN-Women current and former staff, PMU, MSWGCA</p>
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Project Management

The evaluation found the planning to be based on long term development objectives without a logical link on how the outcomes would be sustained to achieve the ultimate objective beyond the one year plan. Linkage of the outcomes of the program to other UN-Women funded programs needed to be addressed in the plan.

Quarterly monitoring trips were undertaken by 5 stakeholders per trip with the objective of stakeholder participation which raises questions on cost effectiveness and efficient use of resources. Effective tracking of metrics and detailed report back backed up with substantive qualitative and quantitative data, case studies, videos and pictures could have sufficiently addressed information needs of the various stakeholders.

Plans for a midterm evaluation were not implemented. The PBF had conducted its own mid-term review that made recommendations of a no cost extension for the program due to delays in implementation. The summative program evaluation was conducted a year after project completion, missing the opportunity to make timely decisions on upscaling of best practices.

The evaluation found a central repository of information was lacking with the country office having to track documents from partners. UN Women cannot achieve good program management without good knowledge management systems for multi-stakeholder programs. While knowledge management goes beyond documentation, it cannot be performed meaningfully without the basics in place.

Financial transfers

UN-Women was responsible for management of 76 percent of the budget transferred by PBF through their New York HQ to the Regional Office in Dakar who were responsible for transfer of funds and consequently had a direct impact on the execution of the program. The program faced delays with two no cost extension requested during the one year life cycle. Approval of the project in November 2008 could not be acted upon until March 2009 once the PMU was in place. Delays in the initial start up had unintended effects for the Gender Directorate who faced a budget freeze due to suspicion of lack of transparency by the Ministry of Finance.

Procedures by the Regional Office required three (3) quotations for capital assets and services and purchases that provided challenges for operations in a post conflict country that still lacked basic infrastructure and facilities. UN-Women therefore requested for two extensions, (i) six months no cost extension that ended in December and (ii) a three months extension in 2009.

The ability of UN-Women to build sustainable capacity is greatly hampered if its own machinery provides the blockade in program delivery. The role of the Regional Office needs to be examined to play a facilitator role for their country offices. Institutional strengthening of the Sierra Leone country office in financial management through decentralization of funds transfer and recruitment of necessary skills are critical for it to provide the much needed value addition to the partners. The ability to address these gaps would reduce staff frustrations with the system, help in retention of skilled staff and make for efficient service delivery within UN-Women.

6. Sustainability

Sustainability played out differently across the various projects in light of the fact that the evaluation was conducted 1 –year after the project ended.

Catalytic Interventions

Based on the PBF terms of reference UN-Women developed a one year catalytic projects that injected skills, resources, capital assets and equipment. The inputs were for quick impact, not designed for sustainability but rather to trigger future development. The evaluation assessed the use and condition of the office equipment and machinery a year after the program ended and found equipment in use and in good condition. Of concern, the evaluation established that catalytic interventions cannot be sustainable where staff is made to bear the burden of funding operational costs from their meager salaries in the case of vehicles donated to the Districts Offices. This poses a development risk that needs to be addressed urgently by the partners. It was observed in one office that two UN agencies had donated generators for electricity with one stored for future use. No doubt needs assessment is essential to avoid duplication of services.

There was no evidence that UN-Women had plans to scale up the capacity building program with another grant to address the gaps remaining with the **HQ levels of**

MSWGCA and the Women's Forum, both its key partners due to its mandate. Both agencies continue to face short term grants that do not cover their operational costs and ability to boost operations.

At **district level** there was evidence of catalytic interventions attracting interest and support from other development partners who have either scaled up existing projects or introduced new projects due to enhanced capacity. Training and coordination of meetings have continued with operations integrated into work plans. Challenges of budget allocation for multi-stakeholder meetings will need to be addressed for sustainability.

At **CBO level**, there was evidence of sustainability as partners continue to forge ahead with collaboration through networking within the referral system. Levels of collaboration and effectiveness vary with the capacity of the coordinating agency, willingness to share information and follow up, and the need for continued training with staff changes affecting CBOs. Sharing of best practices is key to promote the good standards and cost effective ways of reaching the communities.

Political will for protection of women and children

The government is committed to policy and legal reform in Sierra Leone evidenced by passing various laws and policies. Restructuring of MSWGCA units into directorate meant recruitment of senior staff who can lead in service delivery. Awareness raised within parliament has seen the President's commitment to celebrating international days for women. Sustainability of the outcome will require MSWGCA sustained leadership in the implementation of the approved laws, with further legal reform and strengthening structures at both national and regional levels. However political will has to be matched with accountability on the part of the relevant government ministry in managing donor funds and taking ownership of projects once funding ends, which after all is the unwritten principle in development.

Political action is also driven by strong advocacy campaigns by the women's movement whose voices should continue to call for government accountability to women's rights.

Ownership

The program was designed with MSWGCA as the implementing partner and the PMU as the management unit. Despite plans for integration and retention of staff recommended in the Exit Strategy, the PMU disbanded with the end of funding and departure of the three staff members. The challenges that had dogged the program led to failure to integrate the unit as planned. This was obviously a missed opportunity to transfer skills and knowledge into the ministry operations. The impact of the program at the HQ level is therefore difficult to determine, with the exception of takeover of the PMU vehicle. Lack of accountability by the ministry for \$20,000 program balance transferred for continuation of activities creates an environment of mistrust for future partnerships. Good political will has to be matched with accountability on the part of the relevant government ministry in managing donor funds and taking ownership of projects once

funding ends. Both assumptions would have been better managed had they been acknowledged in the project design and managed during the project life cycle.

7. Conclusions

The objective was to evaluate the gender and child protection program in Sierra Leone that ended in 2009. The evaluation arrives at the following conclusions vis -a - vis the core areas explored in the evaluation of relevance, effectiveness, efficiency, impact and sustainability

Relevance

The program took place against a backdrop of post conflict period where institutions were looking at rebuilding infrastructure and institutional capacity to provide much required services to the population of Sierra Leone. The overall program intent was relevant in supporting the capacity of the two institutions leading gender reform in the country. The approach used with the MSWGCA targeting the district offices breathed life into the system, facilitated effective operations of the gender machinery at district level. Anecdotal evidence of enhanced knowledge and efficiency in the system exist. Replication of the multi-stakeholder approach at community level with leadership provided by the ministry has provided the impetus for the referral system to be operational with regular meetings and knowledge sharing working towards the ultimate goal of protection of women and children.

There was however little evidence of good gender programming in the design which lacked a detailed gender analysis, deliberate use of gender frameworks or even use of gender disaggregated data in the planning and reporting analysis. The program designed as a quick impact program suffered continually from limited resources starting with the initial allocation of 2% to UN-Women and UNICEF out of the total \$35million PBF budget. Restricted resources were available for institutional development of two gender institutions and further disbursement of 200,000LE (US \$45) to 10 institutions required creativity on the part of partners to have meaningful outcomes. Inability to scale up good practices negates the effort made with the initial investment.

Effectiveness

The program was effective in terms of its planned results. There was significant progress towards the outcomes with positive changes taking place at community level. The evaluation outlined a case study providing best practices in community education using appropriate adult learning methodologies that are cost effective leading to the desired effect. Catalytic programs that promote innovate approaches can produce the trigger that is required for social change. However the greatest challenge at community level proved to be the influence of the chiefs in effecting social change. Their meaningful engagement in the multistakeholder initiatives is critical to promote protection of women and children.

The MSWGCA's effectiveness was hampered by the inability to resolve conflict, placing individual interest above the institution, both a result of the failure to address motivation factors in the program design. Limited capacity was evident within the ministry structures to meaningfully neither integrate the new knowledge gained from training nor integrate the new structure i.e. the PMU created to provide technical expertise in managing donor funded programs outside of the government bureaucratic structures. Lack of ownership on the part of the government was evident with failure to account for the budget made available for continuation of activities and lack of ownership of the donated vehicles that were expected to service the district offices with no supporting budget for operational expenses.

Effectiveness of the women's forum is dependent in their ability to influence policy and to advocate for women's rights. With the new energy injected as a result of restructuring and development of a strategic plan, the women's movement has the stage set for effective government engagement. The provision of capital assets was indeed a necessity for operations to take place leading to improved communication and documentation. However institutional building is not an end in itself but rather should be addressed in a holistic approach where the priority of the women's movement i.e. advocacy is the primary objective and the instructional strengthening is secondary to support effective advocacy. It's important to note that ad hoc support has been provided to the women's movement to fund consultative meetings and training without addressing their needs holistically.

A well orchestrated strategy was implemented by UNICEF that effectively brought experts and skills in-house into the MSWGCA. The project was effective in creating a multi-stakeholder structure, harmonizing the message among the various players and running an effective community and media campaign on the Child Rights well supported with print and electronic messages. Their effectiveness facilitated by the work of three committees who established operational standards through deliverables like the facilitators guide, training manuals for the Child Rights Officers and the Child Welfare committees. The ability to manage and control programming is enabled by defining standards, compliance and guidelines for implementation, this UNICEF did effectively.

Efficiency

The evaluation found the program was demand driven and aligned with national priorities. Commitment by UN-Women Program team was evident with provision of technical backstopping. The ability to coordinate multiple stakeholders and manage conflict was commendable. Efficiency could have been enhanced with detailed analysis in the project design based on gender analysis and risk assessment to inform the program. Cost effectiveness is required in management of donor funds and this could have been improved through the use of creative report back to stakeholders addressing their information needs vs. monitoring trips with 5 stakeholders per trip.

To ensure continuation of catalytic programs, UN-Women had the option to promote partner projects drawing attention to best practices through documentation to create opportunities for upscaling of projects. The opportunity was missed due to lack of

repository of information with UN-Women, lack of performance measurement framework and data collection to enable baseline and endline comparison.

The program logic model was realistic and established links between inputs and outcomes. Outcome 2 could have been improved by analysis of the assumptions behind the outcome, done with the use of the theory of change in the evaluation. However a limitation with most short term projects was evident with no logical pathway to how the long term development objective of contributing to the protection of women and children was to be sustained. With the end of funding, some outcomes were compromised e.g. mapping of GBV service providers was not completed evidently pointing to lack of continuation

Efficiency in service delivery by UN-Women was hampered by the nature of its structure where the Regional Office was responsible for management of funds. Flexibility is required when operating in conflict or post conflict zones where basic infrastructure is limited. The ability to contribute effectively was therefore compromised due to delays in transfer of funds posing reputation risk to UN-Women among its donor, peers and partners.

Impact

The program had anecdotal evidence that change was taking place at both national and community level in terms of increased knowledge on the gender acts and recourse to justice for violations. The partners will need to continue monitoring the key indicators of reported cases and incidences of abuse at community and national level to be able to track impact of the intervention. However it's important to note that this intervention should not be taken in isolation but should be integral to the broader effort on protection of women and children.

Sustainability

The program was not designed for sustainability but rather as a trigger resulting in snow ball effect with other interventions. The evaluation found a year after the program ended evidence of the ripple effect taking place with evidence of other UN agencies partnering with the Gender District Offices due to their enhanced capacity. Evidence of CBOs scaling up and replicating the pilot projects supported by the UN-Women was noted. However caution must be expressed here that CBOs with the capacity to attract external resources were able to scale up whereas those with limited capacity run the risk of failing to sustain the outcome and in some cases even reversing the gains from the program. Change in societal attitudes needs concerted effort, continued follow up and support to the women in the villages who ultimately are the change agents. The evaluation witnessed communities that had to change the message to rights with responsibility, to counteract the unintended effect of high number of divorce due to misinterpretation of women's rights. Flexibility was essential in order to be effective. Lack of resources to follow up on communities had detrimental effects as women were not provided continued support to become effective agents of change.

5. Recommendations

The following recommendations are made to the UN-Women in light of the findings of the evaluation.

Recommendation 1: Continue targeted support to the gender machinery in Sierra Leone

UN –Women should continue to strengthen the capacity of the two institutions that hold the mandate to implement women’s equality and empowerment policies and the other that has the mandate to demand the change. The capacity of the one institution has a contagion effect on the other creating for either a positive or negative environment for women’s rights. However one size does not fit all, needs assessment of each of the institutions would point to different priorities that require urgent funding.

A second phase of institutional; strengthening should target leveraging the achievements, experiences and coalition building that has been achieved. The program should address the following:

- i. Meaningful partnership comes with accountability, the MSWGCA should be given responsibility to plan, implement and monitor programs with provision of technical support that is fully integrated into the ministry structures.
- ii. Provision of significant resources over a multi-year program would greatly enhance the capacity of the two institutions
- iii. Development of advocacy material, training manual and standards in the implementation of the Three Gender Acts.
- iv. Supporting MSWGCA with development of performance measurement systems that enable tracking of key national indicators to measure impact of the legal education
- v. Follow up on the \$20,000 funds transferred to MSWGCA for carry over activities.
- vi. Demand ministry ownership of vehicles and takeover of the operational cost from the individuals currently burdened with the responsibility.
- vii. Continue supporting the multi-stakeholder approach with documentation of methodologies used, progress and achievements
- viii. Support the gender budgeting desk with an international consultant who can provide technical support, develop systems and provide training to ministry staff. Gender budgeting is critical in addressing the current low status awarded to gender and children’s rights ministries in budget allocations.

Recommendation 2: Holistic programming for the women’s movement

Support holistic programs that address the primary role of the women’s movement which is advocacy. Engage in a parallel structure on gender budgeting with support provided to the women’s movement to lead the process and push for government accountability.

Engage in a coordinated strategy to support the women's movement through linked advocacy programs on the priority issues for women in Sierra Leone e.g. electoral rights, gender budgeting and human rights of women etc. A strategic women's movement intervention can still include institutional strengthening as a secondary goal not primary. Through engagement with women's movement, members should be encouraged to come up with ways of addressing capacity of the umbrella body through methods such as (i) member contributions (ii) private sector fundraising (iii) inclusion of components of institutional needs in proposal for funding.

Recommendation 3: Collaboration with other UN agencies

Complementary skills and expertise were provided by the two UN agencies collaborating on the gender and child protection program. UN-Women should build upon the relationship to forge future partnerships with UNICEF on the goal to strengthen the capacity of MSWGCA. Collaboration with other UN agencies that were brought about by the program should also be leveraged e.g. IRC, UNFPA, UNPSIL etc.

Recommendation 4: the need to strengthen its managerial efficiencies

UN-Women need to address the internal issues of authority of country offices in their role as program implementers. Devolution of power to country offices with authority to manage program funds is crucial for efficient transfer and response to partner requests. Principle of good programming requires empowerment of the team closest to the intervention to be able to respond to partner needs. Reputational risk is very high where decision making and control of the budget is removed from the implementation office due to inability to respond to partner needs. The regional office should be freed to focus on strategy, policy and compliance issues to best support country office implementation. Devolution also comes with the need for detailed country office human resources, financial, IT and physical resources assessment to position UN-Women as a credible partner of choice on gender.

Recommendation 5: Information management

Management of multi-stakeholder programs comes with the requirement for knowledge management through a good information repository system. The organization needs to come up with strategies for collection, storage of partner documentation. The ability to analyze the information, document best practices and share could enhance the role of UN-Women in Sierra Leone.

Recommendation 6: Good gender programming standards

Targeting women only in interventions does not make for gender based programming. UN-Women needs to reflect good gender programming standards in their programs promoting gender analysis, use of disaggregated data, tracking the gender index, use of gender framework in the design of programs. UN-Women should conduct research and studies on the situation of women to inform gender programs country wide.

Recommendation 7: Project cycle management

Provide training to UN-Women and partner staff on project design, monitoring and evaluation to improve the use of baseline and development of performance measurement frameworks in project management.

6. Lessons

The program was successful in coordination and harmonization of initiatives among different stakeholders resulting in synergy. The same coordination was also required in identification of previous work done and deliverables to leverage resources and prevent duplication of work done by other agencies e.g. the mapping of service providers.

Creation of separate entities outside of implementing organization structures did not build trust, respect and ownership in the case of the PMU. Meaningful engagement of the ministry was required in project design to determine the management structure and ensure ownership and sustainability beyond project funding.

Provision of short term technical experts seconded to government ministries best facilitates knowledge transfer and capacity development. There is need by the ministry to have designated local staff shadow the expert for smooth knowledge transfer.

Risk assessment i.e. analysis of potential problems that could derail the project if done at project design stage enables proactive strategy formulation to minimize the risks. The UN-Women needs to make use of risk assessment tools that allow identification and analysis of operational, financial, development and reputational risk in the design of programs in order to develop effective strategies and not be reactive.³

Formulation of exit strategies with clear human, financial, physical resources after the end of the project need to be addressed in the project design stage to provide adequate time for planning, execution and integration. Although the program developed an exit strategy for the PMU, the planning was left too late for effective execution by the MSWGCA given its limited resources and bureaucratic machinery. There is a direct link between an exit strategy and the sustainability of a project.

Multistakeholder approach to addressing complex social change requires participation of all stakeholders. Engagement of chiefs was not consistent in all districts, proving to be a barrier where they were left out. Engagement of chiefs in the multi-stakeholder training and networking systems is necessary to break down the culture of impunity. Strong leadership by chiefs can have significant influence on men providing long term sustainable change in communities.

Gender violence in communities is not limited to women alone. The engagement of both men and women to address violations faced by different gender groups opens communities to accepting change in an environment of trust. The evaluation identified men who were engaged in gender education using the negative reinforcement to

³ CIDA Risk assessment guidelines – Risk Register

change behavior by pointing to the embarrassment of being dragged by wives through the legal system. The same men can be engaged more positively with messaging coached to promote values of respect and dignity for women and not fear and humiliation of men.

Gender training should also target young people in school. Development of gender equality curriculum for use in schools will provide a multi-level strategy for prevention of gender discrimination among youth and development of the human rights values during their formative years.

The evaluation identified good practices where arbitration of conflict within the community was assigned by the chief to groups of women who were trained in human rights, gender and counseling to backstop the gender campaigns. Such practices can be enhanced with inclusion of men in the training to provide structures that can work with CBOs in addressing gender violence at community level

CBOs are a critical resource in gender education already known and trusted in communities who require partnership and resourcing to be able to reach more communities. Resources are however required to support their work to have greater impact at community level.

Accurate information on the situation of GBV is required to be able to track the impact of the coordinated effort working at multiple levels. Data collection at district level should feed into a national database to enable monitoring and analysis of key gender indicators.

7. Annexes

Annex 1: Terms of Reference

Consultant for the UN Women Country Office in Sierra Leone

1. Background and Purpose

The UN Women (United Nations Entity for Gender Equality and Women's Empowerment, formerly UN-WOMEN) Regional Office for West Africa (WARO) is based in Dakar, Senegal, and works in more than ten countries in West Africa in the following priority areas:

- Women, Governance, Security and Peace
- Economic Security and Rights of Women
- Gender and HIV/AIDS
- Violence against Women.

The purpose of this Terms of Reference is to recruit an independent consultant to conduct an evaluation of a UN Women project funded by the UN Peace building Fund in Sierra Leone, a country covered by UN WOMEN/WARO.

The expected duration of this **SSA contract** is **1 month, from 25 April 2011 to 20 May 2011**, and the consultant will be **based in Freetown, Sierra Leone**, with the possibility of being sent to other locations in the country.

2. Evaluation approach

The evaluation will follow the United Nations Evaluation Group (UNEG) Norms and Standards (see <http://www.unevaluation.org/normsandstandards/>), and the principles outlined in the UN WOMEN Evaluation Policy. This implies inter alia that the evaluation must be guided by the principles and goals of women's empowerment and gender equality and the goal of realizing progress on women's human rights as enshrined in the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

The evaluation will be intentional and utilization focused. It should follow a participatory and inclusive approach to ensure consensus building, ownership and use of evaluation findings and recommendations by stakeholders. It will be conducted in a transparent, independent, impartial and ethical manner. The design, preparation and conduct of the evaluation should ensure the highest possible quality of the evaluation and strive to make use of new and cutting edge mixed methods for evaluating women's empowerment, gender equality and women's human rights issues.

3. Activities and deliverables for the Consultant

The Consultant, under the overall supervision of the Evaluation Team of UN Women/WARO, will assume the day-to-day responsibility for conducting the evaluation of

activities implemented by the UN Women Country Office under the UN Peace building Fund and coordination with all stakeholders involved in the evaluation process. The tasks will include:

- Desk review of documentation at the UN Women Country Office in Freetown;
- Preparation of an inception report;
- Organize meetings and interviews with internal and external parties;
- Preparation of a draft report with conclusions and recommendations, consultation with stakeholders;
- Preparation of final report for submission to Evaluation Team of UN Women WARO Office.

The evaluation should be conducted in the course of one month (22 working days), including any required travels. The target date for commencement of the assignment is 25 April 2011 and is broken down as follows:

- Day 1-5: Briefing, desk review and submission of inception report
- Day 6-18: Interviews, consultations and inception meeting
- Day 19-21: Drafting report of key conclusions and recommendations
- Day 22: Presentation of draft conclusions and recommendations to stakeholders
- Day 23-24: Finalization and submission of report

4. Evaluation Ethics and Code of Conduct

To ensure the credibility and integrity of the evaluation process and following United Nations Evaluation Group (UNEG) **Ethical Guidelines**, the Consultant will be required to commit to the **Code of Conduct** for Evaluation (see <http://www.unevaluation.org/papersandpubs/>), specifically to the following obligations:

- **Independence:** Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.
- **Impartiality:** Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project or organizational unit being evaluated.
- **Conflict of Interest:** Evaluators are required to disclose in writing any past experience, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise.
- **Honesty and Integrity:** Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting their procedures, data and

findings and highlighting any limitations or uncertainties of interpretation within the evaluation.

- **Competence:** Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.
- **Accountability:** Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.
- **Obligations to Participants:** Evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.
- **Confidentiality:** Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.
- **Avoidance of Harm:** Evaluators shall act to minimize risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings. **Accuracy, Completeness and Reliability:** Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.
- **Transparency:** Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.
- **Omissions and wrongdoing:** Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.

5. Required competencies and skills for the Consultant

- Master's degree related to a social science, preferably including gender studies, development studies, public policy, public administration, evaluation or social research;
- At least 3 years of working experience in evaluation and/or social research, with at least 2 years working with developing countries and a demonstrated understanding of the challenges and opportunities faced by post conflict countries;
- Strong analytical and research skills with sufficient understanding of survey design, quantitative/qualitative methods and data analysis;
- Experience reviewing projects/programmes of UN agencies (preferably UNDP).
- Familiarity with UN (preferably UNDP) evaluation guidelines and processes is a plus.
- Experience in gender equality and women's empowerment;

- Experience working with the UN and with multi-stakeholders: governments, NGOs, the UN/ multilateral/bilateral institutions and donor entities;
- Outstanding interpersonal skills, teamwork, and competency to operate in a multi-cultural and diverse environment;
- Public sector management experience in a post-conflict setting is preferred;
- Familiarity with the region and the country is strongly preferred;
- Excellent written and spoken English and working knowledge of Krio preferable;
- Must be available to work immediately.

Annex 2: Methodology

Evaluation Matrix

Table 5

Evaluation Criteria: 1. Relevance		
Evaluation Questions: To what extent was the project appropriate to the need of the country given the political, economic social and security priorities?		
Specific criteria	Indicator	Means of verification
1.1 Relevance of objectives	Baseline on the situation of women and girls Degree of understanding of the contextual issues by UN-WOMEN staff and partners	Project documents Interviews
1.2 Relevance of approaches, models used to achieve results	Good practices, gender based programming, gender analysis Replication of models, approaches	Focus group discussions Interviews

Evaluation Criteria: 2. Effectiveness		
Evaluation Questions: To what extent did the project accomplish the intended objectives and planned outcomes		
Specific criteria	Indicator	Means of verification
2.1 Capacity of MSWGCA and women's organization	Degree of capacity retained after project end Level of leadership, ownership and technical knowledge by MSWGCA and women's forums # vehicles and equipment in use	Interviews Document review Observations
2.2 Prevention and protection through multi-	Degree of coordination by referral networks	FDGs Interviews

stakeholder networking	Level of client satisfaction	
2.3 Realisation of children's rights	Level of knowledge and efficiency of district child welfare committees Degree of client satisfaction Level of enforcement of Child Rights Act Degree of change in children's lives due to the act	Interviews FDGs

Evaluation Criteria: 3. Efficiency

Evaluation Questions: How well were project resources human, physical and financial used to advance intended outcomes?

Specific criteria	Indicator	Means of verification
3.1 Managerial efficiency	Implementation within planned timelines Expenditure within budget Prompt resolution of implementation problems Degree of monitoring and evaluation	Document review of minutes, reports of PMU-PBF Interviews Review of financial reports
3.2 Programmatic efficiency	Cost reduction while meeting planned outcomes Resources focussed to achieve outcomes	Project documents, reports, evaluations Interviews with UN-Women staff, UNICEF and MSWGCA

Evaluation Criteria: 4. Impact

Evaluation Questions: To what extent were changes attributed to the project? What were the intended and unintended effects of the project both positive and negative?

Specific criteria	Indicator	Means of verification
4.1 Changes at national level (macro)	Enhanced capacity of duty bearers to provide national leadership addressing GBV	Project documents interviews
4.2 Changes at institutional and networks level (meso)	Effective networking and service delivery Level of "signature" on advocacy issues by policy makers	Observation Focus group discussion

4.3 Changes at community level (macro)	Degree of empowerment of rights holders Level of attitude and behaviour change on gender violence Reduction in gender based violence	Focus group discussion Most significant stories
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Evaluation Criteria: 5. Sustainability

Evaluation Questions: How have the project outputs been maintained since the end of the project? Are the projects owned by national stakeholders and how sustainable are they after project funding ended?

Specific criteria	Indicator	Means of verification
5.1 Design for sustainability	Existence of exit strategies and level of execution Level of sustainability of the quality of project input	Interviews with project staff Women's forum
5.2 Risk management	Level of threats to sustainability during implementation Degree of corrective measures adopted	Project documents Interviews
5.3 Project continuity	Level of continuity of project outcomes	Interviews

Data Collection Instruments

Overview of the data and information collection techniques

Table 6

Data Level	Method of data collection	Sources
Strategic	Semi structure interviews FGDs	UN-Women, UNICEF, MSWGCA, PBF with the history of the project and country context. The objective is to elicit perspective on strategic nature of the project in relation to national priorities and input on stakeholders commitment to the activities since the end of the project
	Questionnaire	Strategic partners who were not available for interviews provided perception on relevance, levels of satisfaction and performance

Programmatic level (project activities)	Desk review	Project information available such as baseline, strategy plan, evaluation reports, surveys and related documentation. Sample minutes of PBF Steering Committee and PMU monthly meetings were selected for in-depth desk study reviews
	Semi-structured interviews	Interviews will be conducted with UN-Women, UNICEF, MSWGCA, PMU, partners and CSOs involved with operations of the project. The objective is to follow up on the desk review and collect further information and elicit perspectives on performance and impact from stakeholders that have been involved at different stages and with different roles
	Field visits	A smaller sub sample of the project was selected in two regions. Field visits will represent a further step to validate preliminary analysis and add information and content to the triangulation process. Field visits will be at district level, CSOs, beneficiaries and final project users
	Case study	A comprehensive examination of exogenous factors at community level that interacted with the project to contribute to the outcomes

Questionnaire - Sierra Leone Evaluation Protocol

Table 7

This form will be used to document key observations and conclusions from each semi-structured interview with project stakeholders
Name of Person interviewed:
Job Title:
Institution:
Location:
Name of Interviewer:
Date and Time of Interview:
Criteria 1. Relevance
1.1 Relevance of objectives
<i>Key observations and conclusions</i>
1.2 Relevance of approaches
<i>Key observations and conclusions</i>

Criteria 2. Effectiveness
2.1 Capacity of MSWGCA and Women's organizations
<i>Key observations and conclusions</i>
2.2 Prevention and protection through multi-stakeholder networking
<i>Key observations and conclusions</i>
2.3 Realisation of children's rights
<i>Key observations and conclusions</i>
Criteria 3. Efficiency
3.1 Managerial efficiency
<i>Key observations and conclusions</i>
3.2 Programmatic efficiency
<i>Key observations and conclusions</i>
Criteria 4. Impact
4.1 Changes at national level (macro)
<i>Key observations and conclusions</i>
4.2 Changes at institutional level (meso)
<i>Key observations and conclusions</i>
4.3 Changes at community level (micro)
<i>Key observations and conclusions</i>
Criteria 5. Sustainability
5.1 Design for sustainability
<i>Key observations and conclusions</i>
5.2 Risk management
<i>Key observations and conclusions</i>
5.3 Project continuity
<i>Key observations and conclusions</i>

Annex 3 List of People Interviewed

Organization	Number of people interviewed
UNIFEM – included country, current & former, regional staff	4
PBF Steering Committee	1
MSWGCA staff HQ	7
MSWGCA staff regional offices	3
PMU former staff	2
UNICEF	2
Women’s Forum	2
Port Loko stakeholders CCYA, FSU, Social Welfare, Maya Women’s Association	7
HELP -SL	2
Bo HELP-SL Listening Circle and Community members	20

Annex 4 Evaluation Team

The evaluation team consisted of the External Consultant, who was responsible for the data collection analysis and reporting.

Annex 5 Evaluation Schedule

The evaluation was conducted according to the work plan below. Processing and analysis of the information collected via desk review, interviews and focus group discussion started towards the end of the mission with tabulation of initial findings based on a criterion to enhance reliability of sources and consistency between sources and methods validated by the Consultant. Where possible, all efforts were made to triangulate information from independent sources.⁴

⁴ Triangulation is defined as information from a diverse range of individuals and settings or using a variety of methods to reduce the risk of systematic biases because of a specific source or method.

Activity	Days
1. Briefing, document review and submission of inception report	5
2. Data collection	5
3. Report Preparation and submission	5
Total Days	15

Note: Level of effort identified above is based on the contract

Annex 5 List of supporting documents reviewed

Annual Project Narrative Progress Report PBF Jan-Dec 2009

Annual Project Narrative Progress Report Jan- Dec 2008

Sierra Leone PBF Quarterly Status Report 2008

A post –PBF Exit Strategy of the Project Management Unit of the MSWGCA

Peacebuilding Fund Project Gender Project – UNIFEM Donor Report

Ministry of Social Welfare, Gender and Children’s Affairs/UNIFEM Peacebuilding Fund Gender Project

Samples of the PBF-PMU monthly meetings

Samples of Minutes of the PBF Steering Committee meetings

UNICEF Progress Report Supporting Children’s empowerment, rights and participation in the Peace Building Process (PBA: SC/2008/1671)

Sierra Leone Peace Building Fund Final Report June 2009

UNIFEM Peace Building Fund Operational Budget 2009

MSWGCA BO District Annual Report 2010

MSWGCA BO District Quarterly Report 2011

HELP-SL Project Plan

HELP SL Final Narrative Report

PBF/SLEA-3 PBF Project Summary