

**Evaluation of UN Women
Partnership with the International
Conference on the Great Lakes
Region (ICGLR)**

Final Evaluation Report

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Executive Summary

(To be developed for the final version of the Evaluation Report)

Evaluation of UN Women Partnership with the International Conference on the Great Lakes Region (ICGLR)

Acronyms

ASF	African Standby Force
AU	African Union
CARO	UNIFEM Central Africa Regional Office
COCAFEM-GL	Concertation des Collectifs des Associations Féminines de la Région des Grands Lacs
CSO	Civil Society Organization
DRC	Democratic Republic of Congo
EAC	East Africa Community
ECCAS	Economic Community of Central African States
EMG	Evaluation Management Group
ESARO	UN Women East and Southern Africa Regional Office
ESC	Evaluation Steering Committee
FAS	Femmes Africa Solidarité
GE	Gender Equality
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GPS	Gender, Peace and Security
HOS	Heads of State
HQ	Head Quarters
ICGLR	International Conference on the Great Lakes Region
IGAD	Intergovernmental Authority for Development
KIDC	Kigali International Declaration Conference
LoA	Letter of Agreement
NCM	National Coordination Mechanism
NWM	National Women Machineries
NWF	National Women Forum
OECD-DAC	Organization for Economic Cooperation and Development – Development Assistance Committee
PCA	Project Contribution Agreement
RIMC	Regional Inter-Ministerial Committee
RWF	Regional Women Forum
SADC	Southern African Development Community
SCR	Security Council Resolution
SFRD	Special Fund of Reconstruction and Development

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SGBV	Sexual and Gender Based Violence
SIDA	Swedish International Development Agency
TORs	Terms of Reference
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
UNOHCHR	United Nations Office of the High Commissioner for Human Rights
UNSC	United Nations Security Council
VAWG	Violence against women and girls
WB	World Bank
WE	Women's empowerment
WHR	Women's human rights

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1. Introduction

1.1 Background

The year 2013 marks the ten year anniversary of the partnership between UN Women (then UNIFEM) and ICGLR: an important landmark but also an opportunity to look backwards and take stock of the experience to date, in particular within the context of the new UN Women regional architecture, which has moved the UN Women – ICGLR Partnership from the administration of the former UNIFEM Central Africa Regional Office (CARO) to the new UN Women Eastern and Southern Africa Regional Office (ESARO). In this context, following an open competition process, UN Women ESARO contracted the services of an external evaluation consultant to conduct the evaluation of the 10-year partnership between UN Women and ICGLR.

The partnership between UN Women (then UNIFEM) and ICGLR has already been the object of an external assessment in 2009, as one of the case studies of the Evaluation of UNIFEM’s Partnerships with Regional Organizations to Advance Gender Equality¹, hereinafter referred to as the ‘2009 Evaluation’. For this reason this report will focus primarily on the period 2009-2013.

This evaluation report presents findings, conclusions and recommendations emerging from data collection, analysis and synthesis conducted by the evaluation consultant during the months of October and November 2013, on the basis of the methodology described below (Section 1.3). It also takes into consideration the feedback received from Evaluation Steering Committee members on the draft evaluation report, submitted in December 2013.

1.2 Evaluation purpose, objectives, and users

The evaluation serves a double purpose:

- **Backward looking and summative component:** the evaluation took stock of the partnership achievements, of the strengths and weaknesses of its design and operationalization, and of the key lessons learned, since its inception in 2003, and more particularly since 2009;²
- **Forward looking and formative component:** the evaluation findings, recommendations and reflections on future directions will inform and guide the establishment of a potentially more effective new UN Women – ICGLR collaboration framework and partnership in the forthcoming years, which will take into account the new social and political dynamics in the Region.

Specific objectives of the two components are presented in the table below.

Exhibit 1.1 Evaluation objectives

BACKWARD-LOOKING SUMMATIVE COMPONENT	FORWARD-LOOKING FORMATIVE COMPONENT
Assess the relevance, effectiveness, efficiency and sustainability of UN Women – ICGLR partnership towards gender equality and women’s empowerment in the context of regional efforts for peace and security	Propose either amendments in the result framework or corrective measures in order to improve performance towards originally intended results
Identify results achieved (or not achieved) in relation to proposed outputs and outcomes, and related factors of success or otherwise	Propose strategies, in the context of the new regional architecture and social and political dynamics, for pursuing the UN Women – ICGLR partnership to speed up

¹ Evaluation of UNIFEM’s Partnerships with Regional Organizations to Advance Gender Equality, 2009, UNIFEM Evaluation Unit, New York City.

² For the previous years, the 2009 Evaluation and in particular the case study on the “UNIFEM – ICGLR” partnership were used as reference.

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	institutional change and progress towards results on gender equality and women's empowerment in the Great Lakes Region
Assess the benefits of the partnership for UN Women and for the ICGLR respective mandates	Develop a Theory of Change for the forward-looking UN Women – ICGLR partnership in light of proposed recommendations
Identify the key strengths, areas for improvement and lessons learned by UN Women and ICGLR in their partnership for women, peace and security	

The client for the evaluation and primary user is the UN Women ESARO Office. Other key users of evaluation findings and recommendations are the ICGLR Secretariat, and other relevant UN Women offices (Burundi, Rwanda, DRC country offices; Gender, Peace and Security section at UN Women Headquarters).

The Terms of Reference (TORs) for the evaluation are presented in Appendix I.

1.3 Evaluation methodology

Conceptual framework and evaluation matrix

As suggested by its TORs, this evaluation was conducted in continuity with the Evaluation of UNIFEM's Partnerships with Regional Organizations to Advance Gender Equality (2009). It adopted a similar, albeit tailored, conceptual framework and evaluation matrix.

With input from the Evaluation Management Group and Steering Committee, the evaluation consultant developed a detailed methodology for the evaluation which was outlined in the evaluation inception report.

The evaluation of the partnership was structured according to the following review areas:

- 1) Context
- 2) Relevance
- 3) Design
- 4) Developmental effectiveness (achievement of results)
- 5) Operational effectiveness (partnership management and implementation)
- 6) Efficiency
- 7) Sustainability of Results
- 8) Future directions

The evaluation matrix presented in Appendix II elaborates the key questions addressed under each of these areas, and related indicators and means of verification. The evaluation matrix guided data collection and analysis, and was the basis for structuring the draft evaluation report.

The evaluation overall approach was consultative, participatory, and utilization- focused, and was designed in alignment with United Nations Evaluation Group (UNEG) norms and standards and ethical code of conduct. It reflected and integrated the UN commitment to human rights and gender equality, and ensured that the rights of individuals and groups participating in the evaluation were neither violated nor knowingly endangered.

Evaluation scope

The evaluation focused on both processes and results of the UN Women-ICGLR partnership, at the regional, country and institutional levels (UN Women and ICGLR), for the period 2003-2013, and more in depth for the period 2009-2013. In accordance with the evaluation TORs, in depth data collection and analysis of the

country level contexts, achievements and factors affecting performance was conducted only for three countries, namely the Democratic Republic of Congo (DRC), Rwanda and Burundi.

Evaluation process

The evaluation was managed by UN Women ESARO³, while day-to-day oversight and support were ensured by the external evaluation task manager, Cyuma Mbayiha. Evaluation design, data collection, analysis and report writing were carried out by the external evaluation consultant, Silvia Grandi.

UN Women also established an Evaluation Steering Committee, composed of representatives of UN Women Head Quarters (HQ), ESARO, DRC, Burundi, and Rwanda country offices, ICGLR Executive Secretary and Regional Women Forum, and representatives from civil society and donors. For a list of Steering Committee members, please see Appendix III. The Steering Committee was asked to review and provide feedback on key evaluation deliverables (TORs, Draft Inception Report, and Draft Evaluation Report).

The evaluation included three phases: 1) Inception and design phase; 2) Data collection and analysis; 3) Reporting and dissemination. The evaluation consultant conducted data collection field visits to: Kinshasa (4-6/11/2013); Kigali (7-10/11/2013); and Bujumbura (11-16/11/2013). At the end of the field visits, the evaluation consultant presented preliminary findings to available evaluation stakeholders and discussed with them future directions of the partnership.⁴

Data sources and methods of data collection

There were two major sources of data for this evaluation: stakeholders and documents. Key methods of data collection were document review, semi-structured face-to-face and telephone interviews, group discussion in occasion of the Preliminary Findings and Future Directions Workshop held in Bujumbura at the end of the field visits, and email correspondence. In addition, observations during field visits complemented and enriched the information gathered from the two main data sources.

Stakeholders: 45 people were consulted for this evaluation, through individual face-to-face or telephone interviews and group discussions. Consulted stakeholders included UN Women staff at HQ, regional and country levels; ICGLR staff; and government representatives, civil society organizations (CSOs), and donors in the three visited countries. Appendix III lists all stakeholders from whom data was obtained.

Documents: the evaluation consultant reviewed and analyzed numerous documents, including: UN Women and UNIFEM corporate, sub-regional and country level strategy and planning documents and reports; ICGLR documents; partnership documents including Project Contribution Agreements (PCAs) and Letters of Agreement (LOAs) between UN Women and ICGLR and related progress, narrative and financial reports; relevant evaluation reports and literature. The list of documents reviewed during the evaluation is presented in Appendix IV.

Data analysis

The evaluation consultant used descriptive, content, and comparative analysis to analyze the data for this study. Quantitative analysis was also used to summarize selected information (e.g. partnership results). The evaluation matrix provided the guiding structure for data analysis. Reliability was ensured through data and methods triangulation (using convergence of multiple data sources and methods of data collection), and compliance with OECD-DAC and UNEG standards in evaluation. Based on the analysis, the evaluation consultant developed findings, conclusions and recommendations.

³ Specifically by the Evaluation Management Group.

⁴ During the Preliminary Findings and Future Directions Workshop, held in Bujumbura on 15 November 2013. Participants included representatives of the Evaluation Steering Committee, of UN Women Burundi, of the ICGLR Secretariat and of ICGLR donors.

Limitations

The Evaluation consultant encountered some limitations in conducting this evaluation which are summarized below:

Stakeholders' availability: because of the short duration of the site visits, it was not possible to conduct face-to-face interviews with all the identified stakeholders. The evaluation consultant was able to follow up with some of them on the phone, while other interviews had to be cancelled. It also proved to be very challenging to arrange telephone interviews with a certain number of stakeholders at the regional level, including within UN Women. Despite several rounds of invitations and reminders, the evaluation consultant was not able to talk to all of them.

Data availability: the evaluation consultant faced significant challenges in locating and accessing all relevant documents, including UN Women and ICGLR documents. Some existing documents required considerable time to locate, and some were never found/shared. This difficulty seems to be related to the absence of a central and easily accessible partnership document repository within ICGLR. In the case of UN Women, the main challenge was that relevant documents were located at different levels of UN Women organizational structure (HQ, Regional Office, Country Offices). In addition they encompassed a long period of time, including pre-transition documents (UNIFEM documents). These were particularly hard to find. In addition, only one out of three UN Women country offices shared requested documents.

Country coverage: as per the evaluation design, data collection at the country level focused only on the three visited countries. In hindsight, it would have been beneficial to include Uganda in data collection (both documents and interviews) given the important role that this country has played in relation to ICGLR work on sexual and gender based violence (SGBV).

1.4 Structure of the report

This report is presented in six chapters. Following this introduction, Chapter 2 outlines the partnership profile; Chapter 3 describes the contexts of the partnership; Chapter 4 presents the evaluation findings on the partnership relevance, design, effectiveness, management, efficiency, and sustainability; Chapter 5 presents the conclusions of the evaluation; and Chapter 6 its recommendations on future directions.

2. Partnership profile

This section provides a brief overview of the history of the partnership and describes its key characteristics.

2.1 History of the partnership

UN Women (then UNIFEM) started supporting ICGLR since its preparatory phase, in 2003 (see sidebar).

Between 2003 and 2006 UNIFEM contracted a gender advisor based in Nairobi, responsible for following all the preparatory meetings and making sure that gender was taken into consideration in the development of the ICGLR founding documents (Dar-es-Salaam Declaration; Pact on Security, Stability and Development; the Protocol on the Prevention and Suppression of Sexual Violence against Women and Children). In the meantime, national consultative processes were taking place. UNIFEM supported the participation of women from the Region in these processes.

ICGLR organizational background

The ICGLR was initiated in 2003 and designed as an international process to promote peace, security, democracy and development in the Great Lakes Region. The African Union and the United Nations (with UNSC Resolutions 1291 and 1304) are considered as the founding international bodies of the ICGLR as they made initial steps towards its creation, including setting up its first Secretariat in Nairobi.

The ICGLR came into formal existence in two steps: firstly, during their first Summit in November 2004, Heads of State and Government adopted the Dar-es-Salaam Declaration articulating the ICGLR objectives, vision, principles and main thematic areas of focus; secondly, in December 2006 when a joint comprehensive framework for regional cooperation, the ICGLR Pact on Security, Stability and Development was signed by 11 States⁵. It entered into force in 2008. The Pact is composed of 10 Protocols, establishing legal commitments among Member States, under four thematic pillars: Democracy and Good Governance; Economic Development and Regional Integration; Humanitarian and Social Issues; Peace and Security. It also recognizes Gender, Environment, Human Rights, HIV/AIDS, and Human Settlements as cross-cutting themes. One of the protocols is on the Prevention and Suppression of Sexual Violence against Women and Children in the Great Lakes Region. A Secretariat was established in December 2006 in Bujumbura, Burundi.

Following the ICGLR Secretariat establishment in Bujumbura (December 2006), UNIFEM decided to continue its support to ICGLR Secretariat by placing a gender advisor within the Bujumbura-based new structure and providing continuous support to gender mainstreaming in the implementation of the Pact, Protocols, Programmes and Projects; and to the development and implementation of the ICGLR gender agenda. UN Women also continued to support the mobilization of women from the Region as key actors of the Pact implementation process.

2.2 Partnership agreements

UN Women and ICGLR have not developed an overarching partnership agreement, describing the rationale, overall objectives, intervention logic and the expected mutual benefits of the partnership.⁶ During the

⁵ Namely: Angola, Burundi, Central Africa Republic (CAR), Congo Republic, Democratic Republic of Congo (DRC), Kenya, Rwanda, Sudan, Uganda and Tanzania, and Zambia.

⁶ Two attempts in this direction did not result in any mutually-agreed strategic documents. UNIFEM CARO organized in September 2009 the Great Lakes Strategy Meeting in Bujumbura, to facilitate exchange on programming directions between UNIFEM, ICGLR and other regional stakeholders. The meeting resulted in the UNIFEM CARO Great Lakes Regional Gender Equality Strategy (2009-2011). The strategy contains a list of 46 actions distributed under eight subgoals/outcomes corresponding to four themes: Women in Security and Peace Building; Gender Justice in Democratic Governance; SGBV and HIV/AIDS; Poverty Reduction and Women's Economic Security. However, this document was never finalized, and as a consequence, never widely shared and used as a guiding document for the partnership. The second attempt to develop a longer term strategic framework for the partnership was in June 2013 during the *Réunion des Concertation et d'Echange entre ONU Femmes et CIRGL*. This meeting was motivated by two factors: 1) the handover of UN women responsibilities on ICGLR partnership from CARO to ESARO; and 2) the request by Mary Robinson's office to develop a basis for joint work between the three organizations (ICGLR, UN WOMEN, and Mary Robinson's office). A meeting

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preparatory phase, no formal cooperation agreement was signed between ICGLR and UNIFEM. The first cooperation agreement was signed in June 2007, followed by other five short-term (one year or less) Letters of Agreement (LOA) and Project Contribution Agreements (PCA), as shown in the table below. The Partnership LOAs and PCAs detail the activities to be undertaken by the ICGLR, with UN Women support, to realize agreed-upon expected short-term results. They also contain specific budgetary allocations. PCAs and LOAs were signed by the ICGLR Executive Secretary on behalf of the ICGLR, and by UN Women (UNIFEM) CARO or Africa Section (HQ) depending on the amount and the source of the funding allocation.⁷ The focal point for this partnership within ICGLR has been since 2007 the Cross-Cutting Issues Programme Officer, within the ICGLR Secretariat.

The total financial amount committed by UN Women (UNIFEM) to the ICGLR partnership through these partnership agreements is 1,093,200 USD. The actual amount allocated by UN Women (UNIFEM) to the ICGLR Secretariat as of December 2013 is 1,107,560 USD.⁸

More details on the characteristics and content of the partnership agreements are provided in Appendix V. An analysis of these agreements from a partnership management perspective is provided in Section 4.4.

Exhibit 2.1 Partnership agreements

TYPE OF DOCUMENT	SIGNATURE	TIMEFRAME	BUDGET (USD)	TITLE	Foci
Cooperation agreement	June 2007	1 year	140,000	Not available	Gender mainstreaming
Project Cooperation Agreement	October 2008	December 2008- December 2009	481,700	Not available	Women participation through the Regional Women Forum (RWF) Gender Observatory Implementation of SGBV Protocol Gender Mainstreaming
Amendment to PCA (no-cost extension)	April 2010	December 2008 – June 2010	As above	Not available	As above
Project Cooperation Agreement	July 2010	July 2010 – December 2010	97,948	“Implementing urgent recommendations of the UNIFEM supported meetings/workshop related to promoting women’s rights in the framework of the Pact on Security, Stability & Development in the Great Lakes”	Women participation through RWF Gender Observatory Implementation of SGBV Protocol

document was prepared, but to date there has been no follow up. The document is not widely known among UN Women and ICGLR staff involved in the partnership.

⁷ CARO had a funding limit of 100,000 USD. Resources could come from the Africa Region or CARO core resources.

⁸ This total sum was calculated on the basis of the financial information shared by UN Women Rwanda Office in January 2014. This sum includes 100% of the committed budget as per the Partnership LOAs/PCAs, except the last one (October 2012), for which only the first installment was disbursed at the time of writing (80% of the total). After 2011, contributions to the ICGLR could also be made by UN Women country offices. This may have increased the total amount allocated by UN Women to ICGLR. However, data on country offices contributions to the ICGLR were not available.

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TYPE OF DOCUMENT	SIGNATURE	TIMEFRAME	BUDGET (USD)	TITLE	Foci
					Gender Mainstreaming
Letter of agreement	October 2010	October 2010-June 2011	200,000	“Strengthening the Regional Women Forum for the Implementation of the ICGLR Pact on Peace, Security and Development”	Women participation through RWF Implementation of SGBV Protocol Gender Mainstreaming
Amendment to LOA (no-cost extension and modified activities and outputs)	December 2010	October 2010-September 2011	As above	“Strengthening the Regional Women Forum for the Implementation of the ICGLR Pact on Peace, Security and Development”	Women participation through RWF Communication, information and documentation on Gender Equality and SGBV Implementation of SGBV Protocol Gender Mainstreaming
PCA	September 2011	July 2011 – Dec 2011	44,400	“Special Session on SGBV”	Implementation of SGBV Protocol
Amendment to PCA (increased budget)	October 2011	July 2011 – Dec 2011	59,552.16	“Special Session on SGBV”	Implementation of SGBV Protocol
Funding release (Accrued balances from previous 3 cooperation agreements).	March 2012	Not available	88,622	“Follow up on the implementation of the Kampala Declaration”	Implementation of SGBV commitments
LOA	October 2012	October 2012 – April 2013	114,000	“To implement the Declaration of the Heads of State and Government of the Member States of the ICGLR at their 4th Ordinary Summit and Special Session on SGBV of 15-16 December 2011”	Implementation of SGBV commitments

2.3 Partnership objectives, foci, and strategies

While in terms of broader objectives, it appears that the partnership has undergone two phases (a ‘preparatory phase’ until 2007, during which the main objective was to mainstream gender in the ICGLR Pact, Protocols, structures and mechanisms; and an ‘implementation phase’, from 2007 to present, during which the main objective has been to mainstream gender in the implementation of the Pact), the analysis of the partnership agreements and reports shows that the partnership has actually undergone three main phases, on the basis of the main foci of the joint work, as shown in the Exhibit 2.2.

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Exhibit 2.2 Partnership foci

Period	Foci of joint work
2003-2007	1) Gender mainstreaming in the ICGLR Pact, Protocols, structures and mechanisms 2) Support to the participation of women from the Region in the process establishing ICGLR
2008-2011	1) Support to women participation to ICGLR processes and mechanisms, through the establishment and operationalization of the Regional Women Forum 2) Support the documentation of gender issues, through the establishment of the ICGLR Gender Observatory 3) Institutional support to gender mainstreaming in the ICGLR projects (gender advisors) 4) Support to the implementation and domestication of the SGBV Protocol
2011-2013	1) Support to the implementation of ICGLR SGBV commitments (support to the process leading to the Kampala Special Session on SGBV, and follow up) 2) Continued support to gender advisory services (mainly in relation to SGBV activities)

The key strategies used by UN Women throughout the partnership with ICGLR have been the following:

- Provision of gender advisors to the ICGLR Secretariat, and technical backstopping and advice;
- Technical and financial support to institutional capacity building (e.g. support to the development of a work plan for the RWF and for the Gender Observatory); individual capacity strengthening (e.g. to ICGLR staff on gender equality); and knowledge generation;
- Technical, financial and logistical support to women's participation to ICGLR processes and mechanisms (initially support to women's CSOs and gender advocates then to RWF members); and to organization of meetings and events.

Since 2007, the main recipient of UN Women support to ICGLR has been the Cross-Cutting Issues Programme, which is in charge of gender within the Secretariat, and to a lesser extent the Regional Women Forum.

3. Partnership context

Since the last assessment of the partnership between the then UNIFEM and ICGLR in 2009, some important changes have taken place in the relevant regional contexts and within the two organizations.⁹ These changes have affected or have the potential to affect, positively or negatively, the performance of the partnership.

Regional context

Conflict and instability have continued to characterize the Region. In particular the conflict in Eastern DRC has continued, and its regional ramifications are still affecting the stability of neighbouring countries. SGBV has remained a scourge of dramatic proportions, in conflict, post-conflict and peaceful situations, fuelled by a widespread climate of impunity. Women's participation in peace and stabilization processes, as well as in democratic processes, remains low. ICGLR member countries have shown very different levels of commitment to gender equality (GE), women empowerment (WE), and women human rights (WHR), with Rwanda being the most advanced.

Several new regional initiatives aiming at strengthening peace, security and stability in the Region have emerged since 2009, and efforts are underway to integrate a gender perspective into them. Some of these initiatives have a specific focus on combating SGBV. Overall these initiatives pose significant opportunities for synergies with the UN Women-ICGLR partnership, but also some risks of overlaps and duplications.

- **Addis Ababa Framework of Hope:** in February 2013, the Peace, Security and Cooperation Framework, a UN-brokered accord aimed at stabilizing DRC and the Region, was signed by Angola, Burundi, Central African Republic, Congo, the Republic of Congo, Rwanda, South Africa, South Sudan, Uganda and Tanzania. This Framework, commonly known as the Addis Ababa Framework of Hope, encompasses commitments at the national, regional and international levels to bring peace and stability to the eastern DRC and the Region. The implementation of the framework is supported by the Special Envoy for the Great Lakes Region, Mary Robinson, who was appointed in March 2013. In the accomplishment of her tasks, Ms. Robinson, who is supported by a team based in Nairobi, is expected to coordinate with UN agencies (including UN Women) and regional organizations, including the ICGLR. In July 2013, Mary Robinson, together with Femmes Africa Solidarité and ICGLR, organized a three-day Conference on Women Peace, Security and Development in the Region, aimed at stressing the importance of women's leadership in peace processes and at developing a road-map for women's engagement in efforts to bring peace to the Great Lakes Region. According to consulted stakeholders, the implementation of the Framework of Hope presently constitutes the most important dynamic force for peace and security in the Region. It also provides a new framework for UN Women and ICGLR to work together to strengthen women's participation and gender mainstreaming in this process. However it may also pose a challenge to the ICGLR-UN Women partnership continued relevance, if these two organizations do not find appropriate and adaptive ways to link their joint work to this new framework.
- **Gender mainstreaming in the deployment of the African Standby Force (ASF):** as part of its Peace and Security Architecture, the African Union (AU) is in the processes of developing a multi-national, multidimensional (military, police, civilians) standby force, to carry out preventive missions, rapid intervention, peace support/stability operations and peace enforcement” The ASF is expected to be ready for deployment by 2015. The ASF will be composed of 5 sub-regional Brigades,

⁹ This section focuses on changes in the ICGLR-UN WOMEN context since 2009, as it is meant to build on the contextual analysis conducted in the framework of the 2009 Evaluation (ICGLR case study). Please refer to the 2009 evaluation for more details on the regional and organizations contexts.

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under the leadership of Regional Economic Communities or other subregional organizations.¹⁰ UN agencies, including UN Women, and other donors have supported gender mainstreaming in the deployment of these forces (e.g. in trainings and pre-deployment exercises). To the evaluation consultant's knowledge, ICGLR has limitedly been involved in these processes,¹¹ despite the fact that ICGLR member countries will contribute to three of these forces (East, Center and South).

- **Africa UNiTE Campaign:** In 2008, the UN Secretary General launched the 2008-2015 Campaign 'UNiTE to End Violence against Women' that calls on governments, civil society, women's organizations, men, young people, the private sector, the media, and the entire UN system to join forces in addressing the global pandemic of violence against women and girls (VAWG), and to make existing commitments a reality by 2015. In January 2010, Africa UNiTE, the regional component of the global campaign, was launched by the UN Secretary General Ban Ki-Moon and the African Union Commission. There are six outcomes to be achieved by 2015 and these form the basis for the roll out of the Campaign in Africa. The outcomes address national action plans, legislation, statistical data, social mobilization, violence in conflict settings and women's safety. A number of initiatives have been organized at the regional and country levels using Africa UNiTE as a key platform for a united message to end violence against women and girls across Africa. For example, the ICGLR Zero Tolerance campaign on SGBV (see section 4.3.3 for more details) is part of the Africa UNiTE Campaign at sub regional level.
- **SGBV Security Sector initiative (Kigali International Conference Declaration Initiative):** In 2010, under the auspices of the Africa UNiTE campaign, and with UNIFEM support, the Rwanda National Police organized the Kigali International Conference on the Role of Security Organs in Ending Violence against Women and Girl. The meeting was concluded with a proclamation and signing of the Kigali International Conference Declaration (KICD), by the 12 participating countries,¹² stating the commitment of security organs in these countries to actively contribute to the fight against SGBV. A regional capacity building workshop was conducted in Kigali, Rwanda in 2011 under the theme "Africa Region Security Organs Capacity Building Workshop on Violence against Women and Girls (VAWG): Prevention, Response and Peacekeeping." A follow-up international conference on the role of security organs in ending VAWG was held in Bujumbura, Burundi, in November 2012. 31 African Countries, UN agencies, African Union, among others, participated. This conference culminated into the establishment of the KICD Permanent Secretariat in Kigali, for coordination, implementation, monitoring and evaluation of the KICD initiatives. The launch of the KICD Secretariat in Kigali, also to be named "Africa's Security Organs Centre for Coordination of Action to end Violence Against Women and Girls (AFSOCCA-VAWG), was held on May 23, 2013 and was presided over by the UN Secretary General Ban Ki-Moon. This facility will also provide a training and resource center for security organs on SGBV. In July 2013, an all-Africa Security Organs Command Post Exercise, was held in Kigali, aimed at improving and harmonizing the approach to ending VAWG in peaceful, conflict and post-conflict exercises. 37 African countries participated, hosted by the Rwanda National Police, under the banner of the Africa UNiTE campaign.

¹⁰ The Eastern Africa Standby Force, supported by the Eastern Africa Standby Brigade Coordination Mechanism (EASBRICOM); the Northern Standby Brigade under the leadership of the North Africa Regional Capability (NARC); the Western Africa Standby Brigade, under the leadership of the Economic Community of West African States (ECOWAS); the Central African Standby Brigade, under the leadership of the Economic Community of Central African States (ECCAS); the Southern Africa Standby Brigade, under the leadership of the Southern African Development Community (SADC).

¹¹ The ICGLR Gender Expert participated in the training of trainers exercises organised by the AU and UN Women. ICGLR was also invited to the launching of the training manual.

¹² Botswana, Burundi, Central African Republic, Chad, Democratic Republic of Congo, Ethiopia, Gabon, Ghana, Nigeria, Rwanda, Uganda and Zambia.

UN Women CARO has been very involved in the commencement and development of the KIDC initiative. On the other hand, ICGLR has not been an active player in this process, being at best an observer. However there are several potential synergies between IGLR work on SGBV and the KIDC initiative, which have so far not been fully identified and operationalized. One example is the potential collaboration between the AFSOCCA-VAWG Training Facility and the ICGLR SGBV Training Center that will be established in Kampala, Uganda (see Section 4.3.3).

- **Kinshasa Center for Research and Documentation on Women, Gender and Peace-Building in the Great Lakes Region:** This Center was created following the decision of the UNESCO Regional Forum of Gender Ministers, in July 2008. It was established in Kinshasa, DRC, in 2009, and became operational in 2011. Its purpose is to strengthen linkages between research and policy, in particular on the themes of gender and peace-building (women's participation in peace negotiations and post-conflict reconstruction) and prevention of sexual and gender-based violence, especially in conflict and post-conflict settings. The Center is a UNESCO Category 2 Center.¹³ While focusing on the Great Lakes Region, it is not part of the ICGLR, nor associated with it. The Center has so far received support from the DRC Government. Other member countries have not yet supported the Center, as they were supposed to, thus limiting the ability of the Center to start implementing its Action Plan. UNESCO has provided technical support to the Center and UN Women both technical and financial support. UN Women CARO has in particular provided support to the operationalization of the Center, by funding a feasibility study, a procedures manual, and a regional mapping. However an internal UN Women evaluation and audit highlighted several problems with the management of the funding provided to the Centre. This led to the suspension of UN Women financial support to the Centre in 2012, until clarifications are provided and effective mechanisms of internal control and accountability are put in place.¹⁴

ICGLR context

Since 2009, ICGLR has become a more mature organization. At the time of the previous evaluation, the ICGLR had recently finished its preparatory phase and was entering the implementation phase of its Pact and Protocols. The Secretariat had been operational for approximately one year, and the country level structures (National Coordination Mechanisms - NCM) were just starting to be set up. The partnership between UN Women and ICGLR has adapted to ICGLR 'coming of age': while gender mainstreaming at the institutional level was the key aspect of the partnership during its initial phase, the emphasis has increased over time towards supporting the implementation of the ICGLR gender equality agenda and commitments. However, several of the challenges that the ICGLR Secretariat was facing in 2009 (broad objectives and dual role, political and operational; limited resources and managerial capacities for project implementation;¹⁵ weak National Coordination Mechanisms; limited financial contributions to IGCLR from its Member States; overdependence on a limited number of donors; gender treated as a cross-cutting issue and under-resourced)¹⁶ have remained relevant for the period 2009-2013. It should be mentioned, however, that since 2009, the ICGLR Secretariat has managed, albeit in a rather limited way, to broaden its donor support base for its work on gender: since 2010 the Swiss Cooperation has provided technical and financial support to the Cross-Cutting Issues Programme, on the issue of SGBV (seconding one expert to the Gender Unit, in addition to the

¹³ UNESCO has designated 98 International and Regional Institutes and Centers worldwide as Category 2 Centers under the auspices of UNESCO. Though not legally part of the Organization, these Institutes and Centres are associated with UNESCO through formal arrangements approved by the General Conference.

¹⁴ UN Women DRC has expressed his willingness to continue working with the Centre and provide the necessary support once these issues are well addressed and appropriate measures taken.

¹⁵ Including planning, M&E, financial management, contracting.

¹⁶ See 2009 Evaluation, ICGLR Case study, for more details.

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two gender experts and the gender and communication expert deployed by UN Women); the German Cooperation (GIZ) has supported gender mainstreaming in the ICGLR Illegal Exploitation of Natural Resource Initiative; and the World Bank (WB) has supported the development of a SGBV communication strategy and sensitization message.

The ICGLR has also undergone a leadership change: the first Executive Secretary, Ambassador Liberata Mulamula, was replaced in December 2011 by Professor Ntumba Luaba. Following his arrival, the ICGLR underwent some institutional restructuring and staff turnover, aimed at increasing the organization effectiveness. However this also caused some disruptions in the ICGLR work. In addition, according to several consulted stakeholders, the ICGLR has gained a reputation in the Region for its commitment to gender issues, fostered by the personal commitment and credibility of Ambassador Liberata Mulamula, who was seen as a champion for women's participation in peace processes and the fight against SGBV (beyond being a woman herself). Professor Ntumba Luaba, will have to keep this image alive, through its continued commitment to gender issues. There is some initial evidence of a positive trend in this direction (e.g. with the institutionalization of the ICGLR Gender Unit, see section 4.3.3), that will have to be sustained over time.

UN Women context

The years covered by this evaluation have witnessed the transition from UNIFEM to UN Women. In October 2009, following several years of intense debate and advocacy within and outside the UN, the UN General Assembly decided to form a consolidated and high level gender entity (through resolution 63/311). In July 2010, the Secretary General announced the creation of this new entity known as UN Women that merged four existing entities.¹⁷ UN Women has been in operation since January 2011.

The transition took substantial time and energies for restructuring and planning. This negatively affected programme delivery during the transitional years. Despite limited staff turnover, the transition has also affected corporate memory (e.g. the evaluation consultant has experienced significant difficulties in retrieving UNIFEM documents in the new UN Women knowledge management systems).

The transition from UNIFEM to UN Women has raised high expectations among staff and stakeholders in relation to the new entity influence, financial independence and resources. UN Women has indeed increased resources and independence compared to UNIFEM, however it still needs to prove its ability to fully play its role, in particular in relation to coordination of UN gender efforts at the country and regional levels. However this new role opens up significant opportunities, in particular in view of joint support to regional peace, security and gender initiatives.

Another important change for UN Women took place in July 2013, with the roll out of UN Women New Regional Architecture. Until July 2013 UN Women had four sub-regional offices in Africa: West Africa (Dakar), Central Africa (Kigali), East Africa (Nairobi) and Southern Africa (Johannesburg). Coordination and policy guidance were provided by the Africa Section at HQ. Under the New Regional Architecture, UN Women has now two regional offices in Africa, one for the West (based in Dakar) and one for Eastern and Southern Africa (based in Nairobi), with decentralized responsibility for regional programming. Sub-regional offices have ceased to exist.¹⁸

Of particular relevance to this evaluation is the fact that the new UN Women regional architecture has moved the UN Women – ICGLR partnership from the administration of the former Central Africa Sub-regional Office (CARO) to the new Eastern and Southern Africa Regional Office (ESARO). While this change opens up important opportunities to better integrate the partnership in broader regional dynamics and in UN Women

¹⁷ Division for the Advancement of Women (DAW); International Research and Training Institute for the Advancement of Women (INSTRAW); Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI); United Nations Development Fund for Women (UNIFEM)

¹⁸ The offices in Kigali and Johannesburg, have kept country office responsibilities

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regional programming, it also carries some risks: the transition might create some disruption in the partnership management, with related loss of corporate memory and trust capital; there is also a fear among consulted stakeholders that the ESARO office will be too far removed from the Great Lakes Region and too busy with its very broad geographic portfolio, to be able to dedicate sufficient attentions to the partnership with the ICGLR.

4. Analysis and findings

4.1 Relevance and justification

Finding 1: The partnership between UN Women and ICGLR is relevant in view of the continued enormous needs in Great lakes Region in relation to women’s participation in peace and security processes and the fight against SGBV. It is also relevant in view of ICGLR commitments to GE and WHR as per its Pact and Protocols; and UN Women objectives and priorities at the regional and sub-regional levels, in particular in relation to gender, peace and security and SGBV.

The Great Lakes Region has been massively affected by violent conflicts since the mid-1990s. Although conflicts are not new in the Region, a peak in violence has been witnessed since the mid-90s with the Rwandan genocide, the spill-over of this conflict in neighbouring countries, the DRC conflict and its destabilizing effect on the whole region, and the Sudan conflict. The consequences of these conflicts on the Region’s population have been dramatic. Millions of people have died during the conflicts or in their aftermath, and millions have been displaced. Violence has become endemic, and women have been among the main victims of it. Rape and other forms of SGBV have been utilized as weapons in several countries of the Region, and in particular in DRC. The need for regional solutions to these problems became apparent since the late 90s, and the ICGLR was created with this purpose: supporting the establishment of this organization and the integration of gender considerations and of women’s voices in the process was thus very relevant in this context. Since its creation, the ICGLR has brokered increased regional commitment to peace and stability, in favour of women’s human rights and participation in peace processes, in particular through its Pact and Protocols. However the implementation of these commitments has remained problematic, especially in a context that has continued to experience war, conflict and atrocious violations of human rights, in particular of women. The partnership between ICGLR and UN Women has thus remained relevant, with its increased focus on supporting the implementation of the ICGLR GE and WHR commitments.

Since the late 1990s, UNIFEM committed itself to show the consequences of war and conflict on women and to demonstrate the important role that women can play in conflict management, and peace and reconstruction processes. A 2002 UNIFEM study, “Women, War and Peace”,¹⁹ demonstrated not only the heavy burden that women carry in situations of war and conflict; but also the fact that women are excluded from formal conflict resolution and peace mechanisms, but are involved in practical solutions and peace brokering (but without decisional power and resources). It also showed the consequences of the absence of women from peace processes. On this basis, UNIFEM launched the Peace and

Evidence of the relevance of the partnership with ICGLR to UN Women Regional and sub-regional priorities.

“ICGLR is emerging as one UNIFEM most significant partners. The Pact ... is now officially in force (June 2008) thus providing an important legal and political regional framework for gender sensitive interventions in ICGLR four main clusters (...). A protocol on prevention and suppression of sexual violence is a key document for CARO’s work on SGBV.” CARO 2008-2010 Strategy

In CARO 2012-2013 strategy, ICGLR is identified as one of UN Women key partners, together with other regional intergovernmental bodies, such as CEPGL, CEMAM, CEEAC, EAC, AU. “The implementation of the Heads of State Declaration on SGBV (Kampala 2011), the UNSCRs 1325 and 1880 as well as the SG’s 7-point Action Plan for peace and security will frame the work of CARO for the next two years. (...) There is a window of opportunity for funding of various initiatives on peace and security in the Central Africa region through support to implementation of the Heads of State Declaration.

“ICGLR will be a key partner in addressing cross border issues related to peace negotiations, VAW and intra-regional integration.” Africa Region Strategic Note 2012-2013

¹⁹ UNIFEM, Women, War and Peace: The Independent Experts’ Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peace-building, 2002

Security Framework for Africa and the programme African Women in Crises. In this same period, UNIFEM also strengthened its understanding of the linkages between SGBV and conflict, in particular in the Great Lakes Region. The partnership with ICGLR was thus highly relevant to UNIFEM global and regional priorities at the time. There is evidence in the UN Women regional and sub-regional strategies and work-plans shared with the evaluation consultant,²⁰ that the partnership with ICGLR has remained relevant over time to UN Women identified priorities at the regional and sub-regional levels, in particular in relation to UN Women work on SGBV, and gender, peace and security (see sidebar in the previous page).

Finding 2: The partnership finds its justification in ICGLR and UN Women common analysis of the sub-regional situation as regards women, gender and peace, and on shared, although largely implicit assumptions, about their complementary strengths and weaknesses and reciprocal added value to the fulfillment of their respective mandates.

There is substantial continuity in the justification and expected benefits of the partnership between the 2009 evaluation and the present one. This is confirmed by interviews with ICGLR and UN Women staff, as well as other well informed stakeholders. The UN Women - ICGLR partnership is based on a number of largely implicit assumptions (i.e., not formally stated or corporately agreed upon) about its respective relevance and expected added value for the two organizations.

In particular, according to the ICGLR vision, empowering women is a paramount condition to achieve sustainable peace, security and stability in the region. In this respect, UN Women is a strategic partner because it brings needed technical expertise on GE, WE, and WHR, as well as funds, to fulfill this vision. In addition, UN Women has well established relations with women machineries and civil society organizations, that are instrumental to implementing GE commitments at the country level. UN Women is also seen as a neutral actor, not aligned with one country or another, so well positioned to support and broker regional platforms for dialogue. Partnering with UN Women is also expected to increase ICGLR credibility and visibility with other UN entities, donors, and the AU. Finally, UN Women and ICGLR mutual responsibility in the implementation of the UN Security Council Resolution 1325 and its countries Actions Plans.

On the other side of the partnership, what has made ICGLR an important partner for UN Women over time? The 2009 evaluation identified a list of implicit reasons and expected benefits for UNIFEM to partner with regional organizations. This reasons, described below, have been largely confirmed by consulted stakeholders during the present evaluation:

- Working with ICGLR can have a multiplier effect: ICGLR is an inter-governmental regional organization covering the whole (extended) Great Lakes Region, bringing together 12 countries. Partnering with ICGLR, allows UN Women to reach all the Great Lakes Region countries, including those where it does not have a field presence;
- ICGLR is a forum for high level advocacy and policy dialogue to influence, from a gender perspective, peace and security processes and norm setting in the Region. Its focus on peace, security and stability makes it unique in the Region. Partnering with ICGLR is a way for UN Women, and its other partners such as women's organizations and machineries, to have access to the highest level of decision makers (Heads of State), and to influence their agenda from a gender perspective;
- The Protocol on SGBV provides a unique regional legal framework to address SGBV in the context of conflict and post-conflict stabilisation. This can be leveraged by UN Women and its partners at the country level, to advocate for change and to keep duty-bearers accountable;
- ICGLR can be a catalyst both for regional solutions to cross-border issues (e.g. on women's empowerment in cross-border trade) and to accelerate and spread change at the country level. The

²⁰ UNIFEM CARO 2008-2010 Strategy; UN Women CARO 2012-2013 Strategy and AWP; UN Women Africa Region Strategic Note and Annual work plan 2012-2013.

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regional nature of ICGLR can provide a particular theme or issue with increased legitimacy at the national level and can create ‘peer pressure’ among Member States national governments. UN Women can work with ICGLR at two levels: influencing norm and principle setting at the regional level; to influence behaviours and practices at the country level.

- ICGLR can be a venue to share knowledge and good practices on gender, peace and security in the Region.

Because of the expected mutual benefits described above, UN Women and ICGLR consulted stakeholders, largely agree on the following broad justification for the partnership: by working together ICGLR and UNWOMEN can promote gender equality and women’s empowerment in regional efforts for peace, security, and stability, thus enhancing the status of women in the region and creating stronger conditions for peace, security, stability and development. According to consulted stakeholders, this broad partnership justification has not changed over time.

Finding 3: The continued relevance of the partnership has been somewhat limited by ICGLR difficulties in continually confirming its niche and specific added value, building on synergies and avoiding real or potential duplications with other regional organizations and initiatives. It has also been limited by some missed opportunities for building synergies across UN Women support to regional initiatives and organizations.

Several regional integration initiatives dovetail in the Great Lakes Region, and many ICGLR Member States are also part of other regional organizations, such as the Economic Community of Central African States (ECCAS), the East Africa Community (EAC), Intergovernmental Authority for Development (IGAD), and the Southern African Development Community (SADC). In addition, as described in Section 3, recent years have seen the proliferation of numerous new regional and sub-regional initiatives, that geographically or thematically dovetail with ICGLR mandate and *raison-d’être*. According to consulted stakeholders, the ICGLR niche in this crowded regional landscape, and its continued relevance as a strategic partner in the Region, are based on the combination of the following characteristics:

- ICGLR as an intergovernmental organization represents member countries governments;
- ICGLR covers the whole Great Lakes Region (going beyond traditional sub regions);
- ICGLR main objective is to serve as a political forum fostering peace, security and stability in the Region, and to address the causes of instability within this main framework.
- ICGLR gender commitments are spelled out in its founding documents, such as the Pact and its Protocols

However, evaluation data shows data in recent years ICGLR has had some difficulties in continually carving and reaffirming its niche, in particular in relation to gender, peace and security and women empowerment, because of two main reasons:

- 1) The ICGLR, has had a very ambitious agenda since entering its implementation phase, with four programmes of action and 33 priority projects. This has brought ICGLR, and in particular its Secretariat, to dilute the organization’s political focus, and to become an increasingly implementation-oriented organization. However its resources have remained limited, thus affecting its capacity to show results.
- 2) The ICGLR has not been very proactive in identifying potential synergies with other regional organizations/initiatives and reaching out to them. As a consequence, potential synergies have been missed or even turned into risks for duplication of efforts. For example there has been limited, to no dialogue between the ICGLR and the KIDC initiative, in relation to the security sector role in preventing and combating SGBV. While there are important differences between ICGLR work to implement its SGBV commitments and the KIDC initiative, there are also some areas for potential joint or complementary work, which have not yet been fully explored or tapped into. In the meantime, the KIDC initiative is receiving substantial donor and media attention, including by UN Women, which may be to

the detriment of the visibility of ICGLR work on SGBV. Similarly, there has been no dialogue between ICGLR and the East Africa Standby Force on gender mainstreaming in peace operations. Another example is the relationship between ICGLR and Mary Robinson's initiative for the implementation of the Framework of Hope, in particular in relation to women's participation in the process. While a dialogue exists between the two, partially brokered by UN Women, it remains unclear to what extent ICGLR will be a strategic partner of the initiative (for example through its Regional Women Forum)²¹ or rather an observer.

The evaluation shows that also UN Women has missed some opportunities for strengthening synergies among the various regional initiatives that it supports. For example, in its sub regional strategies, UN Women CARO has identified SGBV as one of its key foci. UN Women CARO has had two main strategies to work on this issue: support to the implementation of the ICGLR SGBV Protocol and Kampala Declaration; and support to the KIDC initiative. However, as it is evident in CARO workplans, these two partnerships have been treated as parallel, rather than potentially complementary. Another example concerns UN Women support to the documentation of gender issues in the Region: this was originally one of the axes of UN Women support to the ICGLR Secretariat, through the establishment of the Lusaka Gender Observatory. However over the years, UN Women stopped providing support to the Gender Observatory, while funding the Regional Research and Documentation Center on Women, Gender and Peace-Building in Kinshasa, without fostering any linkages between the two. More recently however, UN Women has set a positive example, by brokering a broader framework of cooperation between UN Women ESARO, Mary Robinson's Office and ICGLR.

4.2 Partnership design

Finding 4: The UN Women-ICGLR partnership does not have an explicit overarching theory of change. Partnership stakeholders however agree on several elements of an implicit theory of change.

UN Women-ICGLR partnership agreements and other joint documents do not explicitly spell out an overarching theory of change and intervention logic for the partnership. However elements of an implicit theory of change and intervention logic emerge from consultations with stakeholders and from reviewed documents. The partnership implicit theory of change is presented in Exhibit 4.1, on page 18.

Finding 5: The different sets of objectives, activities, and inputs identified in the partnership LOAs and PCAs logically fit into the partnership implicit theory of change, however they only focus on small and discrete portions of it. This has led to an increasing disconnect between the overall partnership rationale and theory of change, and its actual design.

The different sets of objectives (mainly short-term, and in few cases medium-term) activities and inputs identified in the partnership LOAs and PCAs logically fit into the partnership implicit theory of change. However they only focus on small and discrete portions of it:

1) Because of their short-term nature, LOAs and PCAs almost exclusively focus on the initial steps of the theory of change (mainly up to institutional level changes, see Exhibit 4.1). While this is to be expected in this type of agreements, only the 2008 PCA (and its follow up, the PCA signed in April 2010) make an effort to identify the medium-term (regional level) changes to which the expected short-term results should contribute to;

²¹ In this respect, the RWF Steering Committee is planning to share its Strategic Plan for the next three years with Mary Robinson's office, to be able to explore synergies and find appropriate ways for collaboration.

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2) In various instances the intervention logic of one LOA/PCA does not fully link with the intervention logic of the following one, creating some discontinuity in the overall partnership logic.²² For example, the partnership objective about documenting gender issues in the framework of the Pact is completely abandoned after 2010. The stated overall objective of the 2010 LOA and its amendment (“Strengthening the Regional Women Forum for the Implementation of the ICGLR Pact on Peace, Security and Development”) does not carry on in the following PCAs and LOAs. Finally, at the activity level, there are many instances of isolated initiatives, not building on preparatory activities from the previous LOA/PCA and not leading to follow up activities in the following PCA/LOA (e.g. RWF activities in Burundi).

3) From a thematic perspective, while SGBV has been one of the foci of the partnership since 2008,²³ after 2011 this became the almost exclusive focus, to the detriment of other thematic foci such as gender, peace and security; and participation of women in peace processes, and democratic governance.²⁴ (see also sidebar)

Partnership Scope

During the preparatory phase of the partnership, its scope was very clearly defined (engendering key documents, including through women participation to the ICGLR founding process). Then when the implementation phase started (2007-2008), the scope broadened substantially, encompassing four areas of work. This was highlighted by the 2009 evaluation, as a potential challenge to the partnership future effectiveness. The scope of the partnership has narrowed down again since 2011, focusing on the implementation of the SGBV Protocol. It appears that the scope is now too narrow, given the partnership overall rationale.

The increasingly short-term nature and thematically narrow focus of the partnership have led to a growing disconnect between the overall partnership rationale (described under finding 2) and its implicit theory of change on one side, and the actual design of the partnership, as it emerges from its PCAs and LOAs on the other.

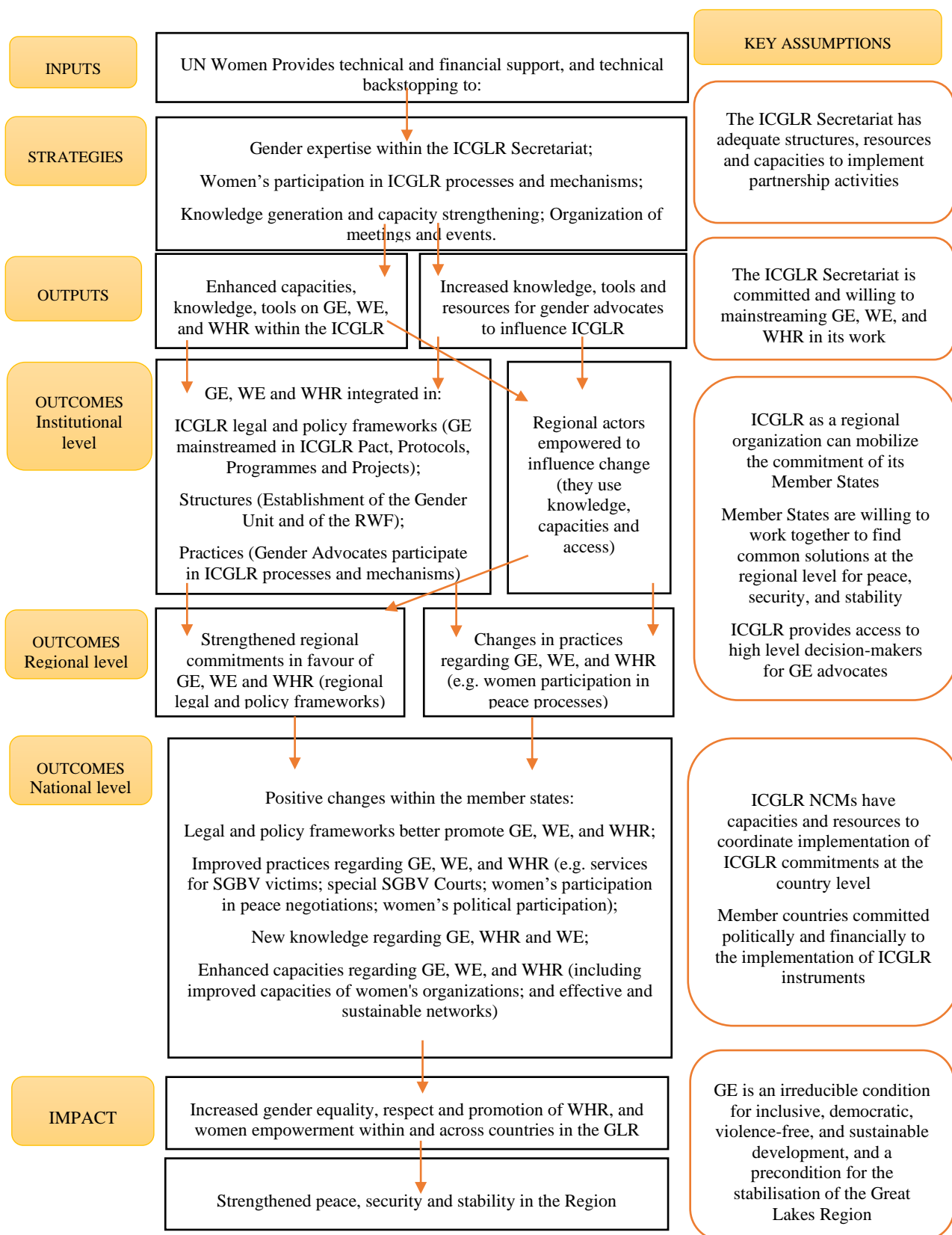
²² Several weaknesses have been identified in the internal logic of the interventions described by the LOA/PCAs, such as several instances of weak logical linkages between activities, outputs and overall objectives of the interventions; too broadly and imprecisely defined output statements.

²³ The partnership started focusing on addressing SGBV in the region in 2008, following a new spike of the phenomenon in the context of a recrudescence of the conflict in Eastern DRC. One of the objectives of 2008 PCA was thus to support the domestication and implementation of the SGBV Protocol.

²⁴ According to consulted stakeholders this increased focus on SGBV after 2011 was due to several reasons: 1) a new outburst of SGBV in Eastern DRC; 2) the willingness to fully leverage the SGBV Protocol as a regional legal instrument to foster engagement and change at the country level; 3) The relatively stronger interest of donors, including UN Women, in funding SGBV initiatives; 4) The limited capacity and resources of the ICGLR Gender Unit to focus on more than one priority at a time (the process leading to the Kampala summit and then its follow up fully occupied the ICGLR Gender Unit and RWF for the most part of 2010, 2011 and 2012).

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Exhibit 4.1 Implicit theory of change



4.3 Developmental effectiveness

4.3.1 Introduction: basis for assessing effectiveness

This section addresses the following evaluation questions: to what extent were the intended results of the partnership achieved? Were other unintended results achieved? If so which ones?

As already mentioned in Section 2, the partnership between UN Women and ICGLR does not have a univocal and overarching result framework spelling out the expected outcomes and outputs of the partnership, for its whole duration, and that could thus provide a basis for assessing its effectiveness. Several sets of outputs and in certain cases outcomes are provided in the various LOAs and PCAs between the two organizations: however, these vary over time, and are in most cases project or activity specific. In addition the LOAs/PCAs do not contain indicators to track progress towards the achievement of results. Because of these limitations, the evaluation consultant, in agreement with the Evaluation Management Group and Steering Committee, decided to assess the partnership effectiveness using two complementary approaches:

- 1) **Analysis of the partnership achieved versus expected short-term results:** this analysis is based on the expected short-term results spelled out in the partnership agreements, and on the information available in the available partnership reports. While this analysis is useful for accountability purposes, it has several limitations: first and foremost, it does not capture to what extent the partnership has contributed to its (implicit) broader objectives. In addition, limitations to the availability and quality of reports have not allowed to conduct a fully comprehensive analysis, covering the whole period under review.
- 2) **Analysis of the contributions of the partnership to its implicit theory of change:** this analysis tracks the contributions made by the partnership to the different components of its implicit theory of change, presented in Exhibit 4.1 above, identifying plausible causal linkages between partnership inputs and activities and observed short-term and medium-term changes at the institutional, regional and country level. While this type of analysis provides a richer assessment of the partnership effectiveness over time, it is also confronted with limitations. As for all contribution analysis, determining the contribution of interventions under review to changes becomes more and more difficult the more the analysis moves from shorter term changes in more controllable environments (e.g. institutional changes with ICGLR) to longer term changes in less controllable environments (e.g. changes in the condition of women in the ICGLR member countries). In addition, given the limitations of the data collected by the partnership key stakeholders (ICGLR and UN Women), and made available for the purpose of this evaluation, the evaluator had to rely significantly on anecdotal evidence. This type of evidence provides useful examples of types of contributions, but not a complete overview of the nature and extent of such contributions.

4.3.2 Achievement of expected short-term results

Finding 6: Available partnership reports show evidence of total or partial achievement of the majority of expected outputs as per the partnership LOAs and PCAs, during the period 2010-2012.

The analysis of available partnership reports against the partnership expected short-term results listed in the corresponding LOAs/PCAs, shows that the majority of the expected short-term results have been achieved, fully or partially. It should be noted that, because of the documents made available to the evaluation

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consultant, this analysis could only be conducted on the period July 2010- July 2012.²⁵ The table below provides a synthesis of the analysis. The following section provides narrative details on the results achieved.

Exhibit 4.2 Level of achievement of the partnership expected short-term results

Short-term expected results ²⁶	Status
A comprehensive work plan for the Regional Women's Forum is developed, adopted by the steering committee and implemented;	Achieved
Experience and Good practises are shared among the steering committee Members and Burundian Women in politics;	Achieved
An operational plan for the Gender Observatory is formulated and adopted by December 2010;	Not achieved
Laws and policies related to SGBV in five the Member States are audited against the provisions of the ICGLR Protocol on the prevention and suppression of sexual violence against women and children and national bills are drafted;	Partially achieved (only 1 audit was conducted)
Skills in monitoring and Evaluation of the National Committees of the Women Forum and National Coordinators are enhanced;	Partially achieved (a one day training on M&E was conducted, but no data available on the effectiveness of the training)
Quarterly bulletin on Gender issues in the Great Lakes Region produced;	Achieved
Documentation on violence against women in the GLR available and shared	Achieved
A documented situation on the extent of SGBV in 11 ICGLR Member countries and its impact in the Region reflected in comprehensive reports from National Consultations on SGBV	Achieved
Priority Actions for preventing, ending Impunity and Support SGBV victims are identified and compiled in a conference paper with key recommendations, discussed by regional experts on SGBV and adopted by Ministries of Gender prior to the Fourth ICGLR Ordinary summit	Achieved
Heads of State and government commit to concrete actions to prevent, end impunity and provide support to SGBV victims during the Fourth ICGLR Ordinary Summit in December 2011	Achieved
A work plan for the implementation of selected priorities from the Kampala Declaration is developed and shared among ICGLR Secretariat, National Coordination mechanisms, RWF, and development partners RWF	Achieved
The preparatory process of the High level Consultations of the Ministers of Justice and Gender on the implementation of selected decisions of the Kampala Declaration is underway	Achieved
Advisory services in the Conference Secretariat are maintained and supported.	Achieved

²⁵ To be able to conduct this type of analysis, two types of documents are needed for each reviewed period: the first describing the expected results, and the second reporting on the expected results. For the periods for which only one of the two types of documents was made available to the evaluation consultant, this analysis could not be carried out.

²⁶ These expected results were derived from the following partnership documents: Project Cooperation Agreement for the period July-December 2012, signed in July 2007; Amended LOA, for the period October 2010 – September 2011, signed in December 2010; Amended PCA, for the period July-December 2011, signed in October 2011; Report on the funding release signed in March 2012, for the use of accrued balances from the previous 3 partnership agreements, covering the period until July 2012.

4.3.3 Contributions to the partnership theory of change

Finding 7: Contribution analysis shows evidence of partnership contributions to the initial steps of its theory of change (outputs, institutional and to some extent regional level changes), but less and less evidence of contributions to the further components of it (in particular country-level changes). This is due to significant bottlenecks in the theory of change.

The contribution analysis conducted on available data shows that:

- There is evidence that the UN Women-ICGLR partnership has directly contributed to positive changes at the institutional level, in the way GE is integrated in ICGLR documents, structures and practices;
- There are some significant examples of contributions at the regional level, but mainly limited to SGBV.
- There is inadequate data to assess contributions at the country level, but anecdotal evidence hints at limited contributions.

Most consulted stakeholders share the view that ICGLR has been effective at mobilizing regional high level decision-makers on gender issues (in particular SGBV) and in strengthening their commitment to GE and WHR, through regional declarations (e.g. Kampala Declaration). However there is a widespread disappointment in the effectiveness of the partnership in influencing regional conflict resolution and peace processes from a gender perspective; in making progress in the implementation of its regional commitments at the country level; and in creating an evidence base on GE, WE, and WHR in the Region.

The extent of the contributions of the partnership to envisaged medium and long-term changes, has been hampered by a series of bottlenecks in its theory of change,²⁷ in particular:

- Inadequacy of ICGLR own resources and capacities to stimulate, coordinate and monitor the implementation of its gender agenda;
- Limited Member States financial and in a number of cases political commitment (at the country level);
- Limited effectiveness of national antennas (NCM, and National Women Forum - NWF) ;
- Lack of donors' long-term commitment to support ICGLR (including UN Women).

Overall this analysis shows that it is unrealistic to affect broad regional changes with short-term, relatively small, punctual contributions to activities and that there is a need to better align the partnerships objectives and ambitions with the available resources and commitments of the parties involved.

²⁷ In other words, assumptions underlying the theory of change that have not or have only limitedly been met.

Contribution to changes at the institutional level

Finding 8: The partnership with UN Women has resulted in increased capacities for gender mainstreaming and women participation within the ICGLR, which in turn positively affected ICGLR legal and policy framework, structures and practices. Limited contributions were made in relation to strengthening ICGLR evidence and knowledge base on GE and WHR.

Since its beginnings, the partnership with UN Women has supported the presence of initially one, then two gender advisors within the ICGLR Secretariat, to whom it has also provided technical backstopping. It has thus significantly and directly increased **capacity for gender mainstreaming within the ICGLR Secretariat** (see sidebar). For the

period July 2011-December 2012, the partnership has also supported the work of a gender and communication expert, to strengthen information inside and outside the Secretariat on the ICGLR gender agenda and legal instruments, in particular in preparation of the Kampala Special Session on SGBV. However, beyond the Gender Unit, there are still limited gender sensitivity, knowledge and capacities among programme officers in other units. This is partially due to the fact that there was limited follow up to ensure uptake and use of the knowledge and skills initially built among ICGLR staff.

Thanks to the work of the gender advisors and UN Women technical backstopping and financial support, **gender was mainstreamed in the ICGLR founding documents** (Declaration, Pact, Protocols, see 2009 Evaluation) and a specific Protocol on SGBV was included in the Pact. Through sensitization and awareness raising activities, as well as participation to planning processes within the Secretariat, the gender advisors have also, to some extent, contributed to mainstreaming gender issues in the ICGLR programmes and projects.²⁸ According to one consulted stakeholder: “The partnership was instrumental in keeping the candle lit on gender”.

Several limits persist to **gender mainstreaming in the ICGLR structures**. The ICGLR as a whole remains a very male-dominated organization,²⁹ and hardly no funds from the Special Fund for Reconstruction and

Strengthening the ICGLR Secretariat gender mainstreaming capacities

Thanks to the gender advisor’s technical assistance, and to UN Women financial support, guidelines for gender mainstreaming in programs and projects were developed, a Regional Workshop on Gender Mainstreaming in the Implementation of the Pact on Security, Stability and Development in the Great Lakes Region was organized, (March 2008) and support was provided to program officers for gender mainstreaming during planning processes.

Indirect results of the partnership at the institutional level

The Gender Unit has developed or has contributed to the development of a certain number of tools and products, and has supported the establishment of other ICGLR structures for the advancement of GE and WHR in the Region, without direct support of UN Women. However one can argue that, this were indirect results of the UN Women-ICGLR partnership, as UN Women has paid the salaries of the Gender advisors throughout this period. These include:

- Development of an SGBV communication strategy, following up on Decision 15 of the Kampala Declaration (Strategy developed with WB support, but not yet operationalized);
- Development of guidelines for mainstreaming gender in the minerals sector (joint initiative of the Secretariat, the RWF and GIZ, in application of Decision 16 of the Kampala Declaration.);
- Launch of the SGBV Training Center Kampala (in 2013, not yet operational);

²⁸ The integration of gender considerations has been more difficult in certain sectors, for example Peace and Security. According to one internal ICGLR source, the Gender Unit has been able to influence the content of 60% of the projects.

²⁹ The ICGLR Executive Secretary, Deputy, and Programme Officers are all men, and 11 out of 12 National Coordinators are men. In addition, all the 12 Heads of States are Men, and 9 out of 12 RIMC Members are men.

Development (SFRD), used to support the implementation of the Protocols, have been used so far to implement the ICGLR gender agenda.³⁰ However, a very important change within the ICGLR structure, to which the partnership with UN Women has at least indirectly contributed, was the **institutionalization of the Gender Unit** (2013) within the Secretariat. Until 2013, the ICGLR did not formally have a Gender Unit as part of its organogram. What is commonly referred to as the ‘Gender Unit’ was the team of gender advisors seconded by UN Women and the Swiss Cooperation, providing support to the Cross-Cutting Issues Programme. As of May 2013, the ICGLR has decided to allocate core resources from the ICGLR budget to the Gender Unit, which will have a place in the official organogram of the ICGLR Secretariat. This decision has been the result of years of advocacy from the gender advisors, UN Women, and more recently the Regional Women Forum. The future effectiveness and sustainability of the newly established Gender Unit are however still unknown, as many uncertainties still remain around its future budget, staff and institutional positioning.³¹

The partnership with UN Women has also contributed to the **institutionalization of women’s participation in ICGLR processes**. During the early phases of the partnership, UNIFEM contributed to the mobilization and organization of women CSOs at the regional level and provided financial, logistic and technical support for their effective participation to regional high level meetings, both in the process leading to the creation of ICGLR (e.g. the Kigali meeting, see sidebar) and after its establishment (e.g. Goma High Level Consultations on SGBV, see below). The principle of the importance of women’s participation in ICGLR processes, was integrated in the ICGLR Pact, which preconizes the creation of a Regional Women Forum (RWF), as a framework of consultation and dialogue, that would encourage the participation of women, the harmonization of strategies for sensitization and advocacy, and the exchange of information, experiences and best practices. The RWF was officially established in December 2010, becoming one of the ICGLR mechanisms.³² UN Women has provided technical support (through the gender advisors) and financial support (e.g. for the organization of planning meetings) to the establishment and operationalization of the RWF. The RWF has since then been able to obtain a space for advocacy and to voice women’s issues in all ICGLR key events, including Heads of State (HOS) Summits, Regional Inter-ministerial Committee Meetings (RIMC), National Coordinators Meetings. According to consulted stakeholders this has led to increased attention to gender in these high level events. The RWF has effectively plaid its high level advocacy role, for example in relation to renewing and strengthening ICGLR Member States commitments against SGBV; for women participation in the natural resource sector; for gender mainstreaming within ICGLR; and, according to ICGLR reports, for peaceful elections and women democratic participation in Burundi. According to consulted stakeholders, the RWF has been able to provide ICGLR meetings with well-developed and relevant recommendations that have been

The Kigali Women’s Regional Meeting

Attended by over 100 women, the Women’s Regional Meeting held in October 2004 in Kigali, addressed for the first time in the Region the specific needs of women in matters pertaining to peace and security, democracy and governance, economic and regional integration as well as humanitarian and social affairs. The meeting resulted in the Kigali Declaration which was later incorporated into the Dar-es-Salaam Declaration of the First Summit of Heads of State and Government in November 2004. UNIFEM provided financial and technical support to women’s organizations, national coordination committees and national women’s machineries (NWM) to strengthen their capacities to participate and make substantial inputs in the process.

³⁰ The RWF has tabled a request in order to have a percentage of this fund earmarked for the Gender Unit.

³¹ Still under the Cross-Cutting Issues Programme or autonomous, at the same level of other units.

³² The Accord for setting up the Regional Women’s Forum was adopted by the General Assembly (composed by 55 women with 5 by Member State) in 2010 and a Steering Committee (composed of one representative per member state) and an Executive Bureau were elected. The Accord was signed by Ministers in charge of Gender/Women’s Affairs during the third Forum of Ministers for Gender of ICGLR Members States, in Arusha, Tanzania on 18th December 2010. The Steering Committee developed an Action Plan and its Terms of Reference in September 2010. National Women Fora were established in most countries.

heard and taken seriously. In particular the RWF has successfully advocated for: women representation in the ICGLR regional committee on fighting illegal exploitation of natural resources; the organization of a special session on SGBV at the 4th Ordinary Summit of the Heads of State; the launch of the Zero Tolerance Campaign (see below); the institutionalization of the Gender Unit. Interviewed stakeholders also agreed that the RWF has allowed women in the Region to develop a common vision and agenda, and to keep an open door for dialogue, despite the conflicts in the Region. On the other hand there is no evidence that shows that the RWF has so far played a monitoring role of the extent of implementation of the ICGLR gender commitments³³ and a knowledge generation and circulation role. There is also limited evidence that the RWF has been able to influence the implementation of ICGLR commitments at the country level (see below) and to play an active role in peace and security processes in the Region (e.g. playing a role as mediator, or taking part in peace talks and processes).

It is widely agreed that the RWF main strength, as a high level advocacy forum, has been in the membership of its Steering Committee, composed of powerful, well-respected and influential women, with a long history as gender advocates in their countries, both within civil society and national women machineries. However several weaknesses have hampered the overall effectiveness of the RWF, including:

- The very broad objectives and lack of focus, as evident in its work plan;
- Complete dependency on the ICGLR Secretariat for its functioning (agenda setting, meetings organization, funding, resource mobilization);
- Insufficient resources and independent resource mobilization capacity;
- Varying degrees of representativity of the national women movements, because of the very different constituencies of the NWF (there were no clear guidelines on how to set up NWF, and so each country used different mechanisms and criteria). In addition the NWF are not yet operational in most countries.

The partnership with UN Women has had **limited success in institutionalizing gender monitoring and documentation within the ICGLR and in strengthening the ICGLR knowledge and evidence base** on GE, WHR, and WE, with the partial exception of SGBV (see next Section). Evaluation data show that the gender unit has been limitedly involved in knowledge generation (with the exception of SGBV) and in monitoring the implementation of GE commitments. An ICGLR Gender Observatory within the Mwanawasa Centre for Democracy, and Good Governance (in Lusaka, Zambia) has been established. However, it is not yet fully operational, because of lack of funding.³⁴

³³ According to the partnership reports, thanks to UN Women direct support, RWF and NWF capacities were strengthened on M&E of the implementation of the SGBV Protocol. However the evaluation consultant was not able to triangulate this information.

³⁴ UN Women provided some initial support for a feasibility study, but this stopped in 2010, as UN Women funds were increasingly directed to the SGBV component of the partnership and to funding the Kinshasa Research and Documentation Center (see Section 3).

Contributions to changes at the regional level

Finding 9: The UN Women-ICGLR partnership has contributed to reinforcing regional commitments to the fight against SGBV, and to some extent, to strengthening knowledge and awareness on SGBV in the Region. The partnership has been less successful at following up on the implementation of SGBV regional commitments; strengthening regional actors' knowledge, awareness and capacities on other GE and WHR themes; and fostering women's participation and gender mainstreaming in recent peace processes.

Through a combination of strategies (gender advisory services; high level advocacy and policy dialogue; mobilization of gender advocates and support to the RWF), the UN Women-ICGLR partnership has significantly contributed to **strengthening regional commitments to fight against SGBV in the Region**, as demonstrated by the growing number of regional instruments and declarations on this theme:

- With UNIFEM support, ICGLR developed, as part of its Pact on Security, Stability and Development in the Great Lakes Region, a **Protocol on the Prevention and Suppression of Sexual Violence against Women and Children**, providing a common legal framework to Member States on how to define, address, punish and prevent sexual violence;
- In June 2008, the ICGLR Secretariat, with UNIFEM support, organized the Goma High Level Consultation on Eradicating Sexual Violence, which resulted in the **Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great Lakes Region**. This Declaration represented a renewed commitment of regional decision-makers and duty –bearers on addressing the issue of SGBV in conflict;
- In December 2011, the Special Session on SGBV during the Fourth ICGLR Heads of State Summit in Kampala, resulted in the **Heads of State Kampala Declaration on SGBV**. The Kampala Declaration commits Member States, at the highest level, to implement a number of measures with a timeframe of implementation to confront the scourge of SGBV. It contains 19 decisions, compiled on the basis of the recommendations of the regional experts on SGBV and of the Ministers of Gender of the ICGLR Member States developed during the Summit preparatory meetings. It also directs the ICGLR Secretariat to follow up on their implementation. Beyond supporting the work of the

Milestones in the Process towards the Kampala Summit

December 2010: The RWF addresses the ICGLR summit of Heads of State requesting to convene a Special Summit on SGBV. The request was granted.

May 2011: The RWF addressed the RIMC in Brazzaville. Decision to have a Special Session on SGBV during the December 2011 Ordinary Summit. At a side event, the RWF, ICGLR Secretariat, and UN women developed a Roadmap for the preparation of the Special Session.

July/August: 2011: National consultations on SGBV and country reports; compilation of Regional Report on SGBV

November 2011: meeting of experts on SGBV. Resulted in Conference Paper including key recommendations.

November 2011: High level consultation with the Ministers of Gender. Resulted in the Arusha Declaration building on the Experts Recommendations, submitted to the HOS in preparation of the Summit.

December 2011: First Ladies Summit. It resulted in the First Ladies Declaration to support advocacy efforts of the RWF. The Declaration was submitted to the HOS.

December 2011: Kampala Special Session on the SGBV "Unite to Prevent, End Impunity and Provide Support to the Victims of SGBV"

gender advisors in the process leading to the Summit (see sidebar), and participating to the Steering Committee for the organization of the Special Session, UN Women also provided financial support for the participation of the RWF and women experts to the summit. Following the Kampala Summit, UN Women supported the organization of a Planning Meeting for the Implementation of the

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Kampala Declaration (Kampala, March 2012) that brought together ICGLR Secretariat, RWF, NCMs, and donors, and resulted in a work plan for the implementation of selected priorities of the Kampala Declaration.

- A high level consultation of Ministers responsible for Justice and Gender, representatives of General Prosecutors and of Supreme Courts from the 11 ICGLR member States took place in Kinshasa in July 2012, organized by the ICGLR Secretariat as follow-up to the Kampala Declaration, with support from UN Women. It resulted in the **Kinshasa Communiqué of Ministers of Gender and Justice on the implementation of the Kampala Declaration decisions number 2, 7 and 8.**³⁵ It also witnessed the Launch of the Zero Tolerance Sensitization Campaign at the regional level, which was followed by national launches in ICGLR member countries.

While keeping SGBV on the agenda of the ICGLR and strengthening related regional commitments are seen by consulted stakeholders as major achievements of the partnership, there is also a widespread view that not enough has been done to ensure follow up, and that implementation has lagged behind. After the Protocol on SGBV was approved in 2006, and the Goma Conference of 2008 stated the commitment of HOS to implement it, no significant advancements were registered until the Kampala Declaration of 2011, when a new momentum for the fight against SGBV was found. The year 2012 was still largely dedicated to building more consensus and support around the Kampala Declaration. Some of its recommendations have started to be implemented in 2013 (e.g. launch of the Kampala Regional Training Center on SGBV, and pilot project on special courts/sessions on SGBV in Burundi and Tanzania), but it is too early to see any effects.

The partnership has to some extent contributed to increased **knowledge and awareness in the Region on SGBV, and on the ICGLR SGBV Protocol and its domestication.**

- Following the Goma High Level Consultation Recommendations, UN Women and ICGLR worked together to organize a mass campaign against SGBV in the Great Lakes Region. In this context, women's organizations and parliamentarians were sensitized on the ICGLR SGBV Protocol; a joint advocacy strategy was developed to be used in their respective countries; and a template to monitor the implementation of the Protocol in the countries was developed and adopted by women's organizations. The capacities of traditional leaders and representatives of the judiciary were also strengthened on how to influence attitudes and behaviours regarding SGBV in their respective countries, and best practices on how to respond to crime of sexual violence were shared at a regional meeting of Security Forces. However the partnership did not follow up on these initial results, thus reducing their impact and sustainability;
- Templates to guide national reporting on compliance with International and Regional Human Rights instruments, including the ICGLR SGBV Protocol, were developed (2009), but there is no information on the extent to which these templates have been used and have produced useful data;
- In 2011, the Burundi legislation was audited against the ICGLR SGBV Protocol (by the ICGLR Secretariat, with financial support from UN Women) and national consultations and reports on existing measure to prevent SGBV, punish the perpetrators and assist SGBV survivors were conducted in the 11 countries (by the National Women Fora, with the Secretariat and UN Women support). These studies were consolidated and further research was conducted on SGBV in the Region, resulting in a comprehensive report on the subject.³⁶
- Information, communication and sensitization materials on SGBV and related regional commitments were created and disseminated to relevant stakeholders in the Region. In 2009 the ICGLR Secretariat,

³⁵ Decision 2 on the domestication of ICGLR SGBV instruments; Decision 7 on Launching the SGBV Zero Tolerance Campaign; and Decision 8 on putting in place Special courts, Procedures and sessions on SGBV cases.

³⁶ These reports were used to inform the Arusha Meeting of experts on SGBV, in November 2011. The Evaluation Consultant has not seen any of these documents, and is in no measure to comment on their quality and usefulness.

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with support from UN Women, translated the SGBV Protocol and the Goma Declaration in local languages (Kirundi and Kiswahili) and produced and circulated sensitization materials to help the dissemination of the Protocol. As of July 2011 an ICGLR communication strategy on GE was developed to raise awareness and mobilization in the period leading up to the Kampala meeting. Information and communication materials were produced and distributed, including trimestral information bulletins, brochures and a documentary. However, because of lack of data on the use of these materials, it is impossible to assess the actual effects of these products on knowledge and awareness.

The partnership has not contributed to strengthening knowledge and awareness on other GE and WHR themes. There is limited evidence that the partnership has strengthened the capacities of the women movement at the regional level, beyond the members of the RWF, during the period 2009-2013, or has created significant linkages between the RWF and other regional women's platforms.³⁷

Finally the partnership has not substantially contributed to **women's participation and gender mainstreaming in peace processes, after 2009**. According to the 2009 evaluation, the UNIFEM-ICGLR partnership had contributed to women being recognized as one of the interlocutors in peace processes at the regional level. More specifically, UNIFEM lobbying for and support to

Indirect results of the partnership at the regional level (gender, peace and security)

In collaboration with UNDP, the RWF developed a regional Action Plan on Women, Peace and Security; this was in Lusaka, Zambia in 2010. National Action Plans on the implementation of the Resolution 1325 were then developed in 4 Member States.

UN Women was not involved in this work. However, it can be argued that, as the partnership has supported the operationalization and capacity strengthening of the RWF (directly and through the ICGLR Gender unit), it has indirectly contributed to these products.

women's participation in the early stages of the ICGLR process contributed to the affirmation of the principle that women need to have a voice in peace processes. According to the 2009 Evaluation, there was evidence that ICGLR was implementing this principle when dealing with new conflict situations: for example gender considerations were included in ICGLR action on the DRC conflict in 2008. This has not been the case in more recent peace negotiations: for example there was no women's representation in the Kampala Peace Talks between DRC and the M23 in November 2013, despite the fact that ICGLR plaid an important role in them. Also the ICGLR Secretariat (Gender Unit) had planned to develop a pool of trained women negotiators to be deployed as needed, but this has not happened yet.³⁸

³⁷ Thanks to the work of the Gender Unit, the ICGLR has signed MOUs with certain women's groups, including the *Concertation des Collectifs des Associations Féminines de la Région des Grands Lacs* (COCAFEM-GL). These MOUs were not shared with the evaluation consultant. However consulted stakeholders, mentioned their limited scope, including some joint work and exchange of information.

³⁸ The ICGLR trained a first group of 50 women leaders from 6 Member Countries on mediation and negotiation (Dar es Salaam, Tanzania, 2010). However, there is no clear evidence on the extent to which new knowledge and skills were used by the trainees. UN Women did not provide support and was not involved in this training.

Contributions to changes at the country level

Finding 10: Available data does not provide objective evidence of the assumed linkages between changes achieved through the UN Women-ICGLR partnership at the institutional and regional level and related changes at the country level. However, anecdotal evidence provides examples of ICGLR SGBV commitments strengthening already existing national dynamics to fight against SGBV (in Rwanda and Burundi). There is very limited anecdotal evidence that the partnership has contributed to strengthening women’s movements at the country level, with the possible exception of Burundi.

There is little if any actual data available that provides objective evidence of the assumed linkages between changes achieved through the UN Women-ICGLR partnership at the institutional and regional level and related changes at the country level. This does not mean that such linkages do not exist, and it seems plausible that ICGLR work can have an influence at the country level, but there is little documented information on what this influence consists of, and what changes it has contributed to. This challenge had already been pointed out by the 2009

Evaluation, and has persisted until today (see also textbox). The partnership LOAs and PCAs, being focused on short-term activities and results, do not provide a framework to track change at this level. As a consequence, ICGLR reports to UN Women do not provide any structured

A particular challenge for UN Women in tracking the longer-term effects of its partnerships is that the roles and potential of ICGLR and UN Women are very similar when it comes to bringing about change at the national level: both are catalysts and facilitators of change. They can encourage, trigger, speed up, strengthen, and support national level change, but they cannot create or control it.

Adapted from the 2009 evaluation

information on this types of influence. As mentioned above, the evaluation consultant was only able to consult a limited number of relevant UN Women reports at the regional, sub-regional and country level. Among the consulted ones, no one makes reference to achievements at the country level that are attributed (explicitly or implicitly) to UN Women work with ICGLR. Finally, the ICGLR does not have a system in place to collect reliable and systematic data on the impact of its policies, agreements and decisions at the national level.

The evaluation consultant was able to collect anecdotal evidence from interviewed stakeholders, in the three visited countries, about influences of the UN-Women ICGLR partnership on changes at the country level. This evidence is presented below, in relation to two main themes: the implementation of ICGLR SGBV commitments; and the ICGLR and RWF influence on strengthening the women’s movement at the country level.

Translating regional commitments on SGBV into positive changes at the country level

As mentioned above, there is widespread agreement among consulted stakeholders that implementation at the country level of ICGLR commitments on SGBV, such as the SGBV Protocol, the Goma Declaration and the Kampala Declaration, remains problematic, for two main reasons: the ICGLR Secretariat has not had sufficient resources and capacities to systematically follow-up and monitor implementation at the country level; country-level mechanisms (NCM, NWF) are not sufficiently strong, visible, well-resourced, representative of the key stakeholders working on issues of GE at the country level and capable of playing a coordination role. In addition, UN Women has not created systematic linkages between its work at the regional level, and its work at the country level, to support the domestication and implementation of ICGLR SGBV commitments.

However, consulted stakeholders, including government representatives and civil society organizations, believe that the ICGLR has provided a framework for increased commitment of its Member States on GE and WHR, and in particular on SGBV, for several reasons:

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- Member countries (specifically the NCM) have to report regularly to the RIMC the extent of the implementation of the Pact and Protocols;
- Member countries are aware that their peers and strategic partners (donors) ‘are watching’ on how they implement the Pact and Protocols;
- The fact that a HOS has made a commitment at the regional level (e.g. Kampala Declaration) strengthens the momentum for action at the country level and provides an additional instrument to CSOs to conduct advocacy and to keep their government accountable.

According to ICGLR, there is some evidence that the SGBV Protocol has influenced the development or revision of national legal instruments on SGBV. The ICGLR Secretariat has developed a model law on SGBV, that can be used by member countries to domesticate the SGBV Protocol. According to ICGLR reports, in the aftermaths of the Goma High Level Meeting, and in the framework of the advocacy and mobilization efforts for the implementation and domestication of the SGBV Protocol conducted jointly by ICGLR and UNIFEM in 2009, Rwanda enacted its sexual violence bill in line with the ICGLR SGBV Protocol and the Goma Declaration, while Burundi used the Goma Declaration as a reference tool in developing its national strategy against sexual violence. In addition, according to national stakeholders, in Burundi the ICGLR SGBV instruments and the recommendations from the audit of the Burundi legislation provided a framework to advance the preparation of the draft bill on the prevention, repression and reparation of SGBV.³⁹

According to ICGLR almost all countries have a national action plan to implement the Kampala Declaration. However the extent to which these plans are actually implemented, with dedicated resources, remains limited. For example, in DRC, the Minister of Gender has created a Trust Fund for the implementation of the Kampala decisions. A steering committee was created but no funds have been allocated yet. In Rwanda the Plan exists, but roles and responsibilities for its implementation are unclear.

The Zero Tolerance Campaign was launched in the visited countries, and some sensitization activities took place, but they were considered very weak by all consulted stakeholders. It is not felt that the Campaign has contributed, or has a strong potential to contribute to, changing attitudes towards SGBV in member countries. Also, it is difficult to identify its added value in countries where SGBV sensitization and awareness raising activities have been conducted for many years in the frameworks of the 16 Days of Activism Campaign and the Africa UNiTE Campaign (see also sidebar, in the next page).

³⁹ According to ICGLR reports, the ICGLR gender expert worked with UN Action against Sexual Violence to ensure that recommendations from the auditing report were included in the draft SGBV bill. In November 2010 a follow up committee was set up for lobbying and advocating for the adoption of the bill. Since then the bill has progressed in the Burundi legislative processes, but it has not yet become law.

Burundi and Rwanda in recent years have made significant progress in implementing measures to prevent and fight SGBV, as well as to address the needs of victims. These measures are mostly in alignment with the ICGLR SGBV commitments. But it is very difficult, if not impossible, to trace the contributions of the partnership to these changes at the country level, as many other factors have contributed to them. In the case of Rwanda for example, many interviewees agreed on the fact that the ICGLR (with the SGBV Protocol and then the Kampala Declaration) has been ‘blessing’ a process that was already in place.

The “Projet de Lutte contre les violences faites aux filles et aux femmes”

The “Projet de Lutte contre les violences faites aux filles et aux femmes” is a regional initiative funded by the Canadian NGO CECI and implemented by the regional CSO platform COCAFEM, and women’s CSOs in Rwanda, Burundi and DRC. Since the end of 2012, as part of the 16 Days of Activism Campaign, project partners have divulged the Kampala Declaration among CSOs and Government representatives and have started to evaluate its implementation at the country level. This is an independent initiative from ICGLR and UN Women, but it is an interesting spin-off. It shows how the Kampala Declaration can give an additional instrument for CSOs to keep their Governments accountable in relation to their GE commitments. However it also demonstrates how opportunities for synergies between work at the country and at the regional level have been missed.⁴⁰

Rwanda had made important progress in providing services to SGBV victims (e.g. through One-Stop Centers) and in addressing the issue of justice for victims (with mobile courts and special gender desks). These achievements are in line with several Kampala decisions, but, they were already underway before it. According to consulted stakeholders in Rwanda, the Kampala Declaration has simply given a regional ‘stamp of approval’ to processes that were already undergoing. In Burundi as well, the Government has shown commitment to the fight against SGBV: a multi-functional center for the treatment of SGBV victims has been operational since 2012 and there is a dedicated budget line in the Ministry of Gender for the fight against SGBV.⁴¹ According to consulted stakeholders, the Kampala Declaration and the Kinshasa Communiqué allowed to take stock of what had already been done in Burundi on SGBV, identify on what aspects Burundi was already relatively advanced (e.g. legal and policy framework) and what aspects needed more work (e.g. Special Sessions on SGBV). In this respect, the ICGLR SGBV instruments have provided a regional benchmark for Burundi’s national efforts on the fight against SGBV. A direct consequence has been that the Ministry of Justice is now working on the operationalization of special sessions on SGBV, with the ICGLR Secretariat and UN Women support.

The evaluation does not have information on how the ICGLR SGBV instruments have been received and what type of influence they have had in ICGLR member countries where national dynamics were not already favourable to addressing SGBV.

Strengthening the national women’s movements

There is very limited evidence that the partnership has contributed to strengthen women’s movements and gender advocates at the country level, with the possible exception of Burundi.

In both Rwanda and DRC, ICGLR was perceived as a relatively far-removed organization by national gender advocates, with limited ties to the national dynamics and actors. This also applied to the RWF, that was seen as a high level forum to influence decisions at the regional level, but not as an instrument that could strengthen local dynamics in favour of GE, WE and WHR. For example, consulted gender advocates in DRC

⁴⁰ UN Women Burundi has not supported these activities on the Kampala Declaration at the country level, despite the fact that the organization that was implementing them is a long-time UN Women partner on other issues such as women political participation, 1325, and CEDAW alternative reports. This organization was not aware that there is a partnership between UN Women and ICGLR at the regional level.

⁴¹ The evaluation consultant does not have information on the amount of this budget line.

felt that the RWF had not supported women's organizations capacity strengthening and circulation of information on ICGLR GE commitments and instruments among country-level CSOs.

In DRC and Burundi, the National Women Fora, although in existence, were not felt as representative of the women's movement, because of their constituency and selection/election processes. They had also not been active in engaging with civil society, building capacity and sharing information.

In Burundi, however, consulted stakeholders felt that the ICGLR has had a more active role in influencing national dynamics in favour of women's participation in peace and democracy. In particular, over the years, ICGLR, through the Gender Unit, and with UN Women support, has played an important role in mobilizing and organizing Burundian women, especially on the issues of peace, democratic participation and fight against SGBV (e.g. in 2004, in preparation for the Kigali meeting, and in 2008, for the High Level Consultations in Goma). In 2010, the ICGLR RWF, with support from UN Women and the ICGLR Secretariat, backed local women CSOs in launching a message of peace in the framework of the elections (Campagne "Oui à la paix, non à la violence") and played a convening and advocacy role with women ministers, parliamentarians, and COSs in the aftermaths of the elections. What has worked well in Burundi, compared to the other two countries? According to consulted stakeholders, decisive factors were: the physical presence of the ICGLR Secretariat in Bujumbura; the direct involvement of UN Women Burundi in the ICGLR-UN Women partnership until 2009; and the well-established working and personal relationships among women in leadership positions within UN Women, ICGLR, and CSOs.

Benefits for UN Women

As all partnerships, the one between ICGLR and UN Women is expected to have benefits for both parties involved. To what extent has the partnership with ICGLR had an effect on UN Women policies and practices, knowledge, capacities, and performance in the Region? UN Women reports and other documents shared with the evaluation consultant do not contain any information that could be used to answer this question. Non-triangulated, anecdotal information on this issue, collected through interviews with UN Women representatives, is presented below:

- The ICGLR Secretariat has always made the effort to ensure that UN Women was visible and had voice at all important meetings and events.
- The Kampala Special Session was a major success for UN Women at the sub-regional level. UN Women was invited to make a presentation to the HOS. This increased the visibility and credibility of UN Women at the highest government level as an actor than can help Member States work on gender.
- The partnership with ICGLR has opened up a wide array of partnerships and collaborations, including with actors who are usually not engaged with UN Women (e.g. Ministers of Justice, Security, and Defence). These can be leveraged in UN Women work at the country level.
- However, in terms of contributions to UN Women Gender, Peace and Security strategy, the partnership with ICGLR has not been as strategic and successful as hoped for.

4.3.4 Partnership strategies and approaches

Contextual factors affecting or likely to affect the performance of the partnership were described in Section 3. Other factors relating to the partnership design and management are addressed respectively in Section 4.2 and 4.4. This section focuses on the strategies and approaches used by the partnership and their respective effectiveness.

UN Women has been a partner of ICGLR since its beginning. UNIFEM was very involved in the preparatory process of the ICGLR, thus building a strong basis to develop a long-lasting partnership and mutual trust. When the Secretariat was established, and most other donors who had supported the ICGLR set-up process left, UNIFEM continued its support. Since then UN Women (UNIFEM) has consistently renewed its

partnership with ICGLR, until 2013. For this reason UN Women is today seen as a reliable partner, despite the fact that partnership agreements have been short-term and with limited financial resources attached.

The main strategy of this partnership has been to ensure the presence of gender advisors within the ICGLR Secretariat, specifically in the Cross-Cutting Issues Programme, where gender was institutionally located. This is a common approach to many UN Women (UNIFEM) partnerships with regional organizations (see 2009 Evaluation). The strength of this strategy is that it directly ensures the presence of dedicated gender capacities within the institution, which would not be there without external support.⁴² According to one consulted stakeholders: “Without dedicated people, gender disappears”. This strategy has two main weaknesses: it is hardly sustainable over a long period of time as it does not necessarily build internal ownership for GE; and it relegates the responsibility of dealing with GE to the team of gender advisors (and the Cross-Cutting Issues Programme), without creating responsibility for it within other, possibly more powerful, parts of the organization.

The other key strategy used by the partnership has been to support gender advocates to participate and effectively contribute to ICGLR processes, structures and mechanisms. This is also a strategy commonly used by UN Women (UNIFEM) in its partnerships with regional organizations, according to the 2009 Evaluation. Its main strength is that it leverages UN Women (UNIFEM) traditional strong connections with gender advocates, women CSOs and women machineries at the country level, allowing them to have access to high level advocacy and policy dialogue venues. This strategy has worked very well during the preparatory phase of the partnership. It has continued to be used also in the following phases, focusing on establishing and strengthening the RWF, and institutionalizing women participation within the ICGLR structure. While this has been successful, the strategy has not been fully used in recent years to continue mobilizing a broader base of gender advocates around the work of the ICGLR.

Mobilizing a variety of actors (gender advocates and experts; women machineries; first ladies; parliamentarians; media; justice system, security forces) around ICGLR high level meetings and events was a successful strategy used by the partnership, because it created a large basis to support regional-level commitments (and to keep Governments accountable) and also because it allowed commitments to be the result of a richness of inputs. This strategy was used effectively in the lead-up to the Kampala Summit.

From an operational perspective, the process leading to the Kampala Declaration benefitted from the existence of a clear road-map, having a clear final objective, identifying important steps in the process and key responsibility for them, and appointing a dedicated mechanism for its implementation.⁴³ This set-up allowed for: keeping track of progress; mobilizing country level stakeholders over a relatively long period of time, thus increasing their level of involvement and preparation; mobilizing donors around what was considered as a well-established set of priorities. This approach could have been used more broadly by ICGLR and by the ICGLR-UN Women partnership, for example to develop a clear, long-term ICGLR gender strategy/road map on which to anchor the partnership with UN Women.

Beyond the specific case of the Kampala process (see Section 4.5), UN Women and ICGLR have not been successful at developing a resource mobilization strategy to support the ICGLR gender agenda, and have not jointly worked on resource mobilization.

Finally ICGLR and UN Women have not developed in their partnership successful strategies and approaches to strengthen the role of the NCMs in relation to implementing the ICGLR gender agenda at the country level and to support/strengthen the National Women Fora.

⁴² As mentioned before, the ICGLR Secretariat did not have dedicated gender expertise until 2013.

⁴³ A Technical Committee composed of ICGLR Secretariat, RWF, UN Women, and representatives of host countries

4.4 Operational effectiveness (management and implementation)

Finding 11: The partnership was overall managed by activities and outputs rather for longer term results. This is evident in the short-term, activity-based PCAs and LOAs and it is reflected in the partnership planning mechanisms, as well as in its monitoring and reporting. This approach to partnership management has affected the effectiveness of the partnership, and its ability to influence changes and to track if/when change happens.

Partnership agreements

The partnership between UN Women and ICGLR has been formalized through a series of short-term (six months to one year) LOAs and PCAs, focusing on short-term results (outputs), specific activities, and related budgetary contributions. As already noted in the 2009 Evaluation, these documents reflect UN Women/UNIFEM funding mechanisms requirements, instead of providing a broader framework for collaboration, with clearly established long-term goals, mutual responsibilities and general guidelines for joint action.

The main consequence of this way of formalizing the partnership between UN Women and ICGLR, is that the partnership has resulted in a rather piecemeal succession of activities, although focused on three main areas of joint work.⁴⁴ Certain activities have been renewed agreement after agreement (such as the support to the gender advisory services). However, the fact of being based on short-term contracts, has not only affected the continuity of the gender advisors' work, but also their ability to plan and work with a long-term perspective.⁴⁵ In other cases, promising activities were implemented without needed follow up, thus limiting their potential impact (e.g. capacity strengthening initiatives for gender mainstreaming within the ICGLR Secretariat; work with traditional leaders and security forces on SGBV; M&E capacity building initiative for the RWF; production and circulation of information and communication materials on the SGBV Protocol; audit of national legislations on SGBV).

Another important consequence of the short-term, activity-focused nature of the UN Women-ICGLR cooperation agreements is that it is very difficult to keep track of whether the partnership is achieving its expected longer term goals, if these are not explicitly embedded in its founding documents (see below, Monitoring and reporting).

Planning mechanisms

According to consulted stakeholders, planning mechanisms for the partnership were activity-based and more akin to those of a donor-recipient relationship than those of a partnership. At the beginning of each funding period, the ICGLR Secretariat would prepare an action plan/list of initiatives that was then submitted to UN Women (and subsequently other donors) for funding.⁴⁶ UN Women would then decide which activities to fund, on the basis of its priorities and available funds, and this would constitute the basis of the LOA/PCA. Planning was adapted to the length of the partnership agreements, which led to a preference for short-term, somewhat ad-hoc activities, and to a certain risk-aversion (i.e. activities that were more likely to be funded would be put forward, rather than more innovative ones). Consulted stakeholders mentioned that it would have been beneficial to have more joint discussions on what activities to support, as opposed to what were

⁴⁴ Support to gender expertise within the ICGLR Secretariat; Support to the Regional Women Forum; Support to the implementation of the SGBV Protocol. Originally, a fourth area of joint work was identified in relation to supporting the establishment of the ICGLR Gender Observatory, but this was dropped as of 2010.

⁴⁵ According to some consulted stakeholders, this also affected the morale and motivation of the gender staff over time, as there were no incentives for long-term commitment.

⁴⁶ It should be noted that ICGLR does not have long-term gender strategy. According to consulted stakeholders ICGLR, especially on gender issues, has a tendency to work activity by activity.

perceived as rather unilateral funding allocation decisions. There have been some occasions for joint planning, but this have not been regular, and they have not always been effective. In two occasions (2009 and 2013) CARO and ICGLR tried to develop a longer term strategic framework for the partnership, but without succeeding. Another joint planning effort was more successful, but very limited in focus: in May 2012, ICGLR organized a joint planning workshop for the implementation of the Kampala Declaration, which resulted in a 2-year implementation action plan, that was then used for resource mobilization. The most recent PCA between UN Women and ICGLR is based on this document.

It appears that the partnership has been planned (and managed) somewhat in isolation. There have been in particular limited linkages between UN Women regional work with ICGLR, and country level work, despite many common entry points and opportunities for mutual strengthening. Similarly, there have limited linkages between the ICGLR partnership and UN Women other regional initiatives (e.g. support to KICD initiative). This clearly emerges from the analysis of the available UN Women regional, sub regional and country level planning documents, as well from interview data. In addition, there has be no or very limited dialogue among the different partners supporting the ICGLR in relation to gender, resulting in missed opportunities for mutual learning and joint planning.

Monitoring and reporting

There has been no systematic monitoring of longer term results of the partnership, by ICGLR or UN Women. This is not surprising given the absence of a long-term results framework for the partnership, beyond each specific LOA or PCA.

ICGLR reported to UN Women according to the requirements of the signed LOAs and PCAs, submitting narrative and financial reports at the end of each agreement, albeit with some delays. Because of the nature of the LOAs and PCAs, these reports are activity and output focused. Also, an analysis of their contents shows that their purpose is mainly accountability to the donor UN Women (submitting report was a condition for the disbursement of additional funding), rather than joint learning. Confirming this analysis, ICGLR sources indicated that UN Women did not provide any feedback on the reports, and that there were no common discussions on results achieved, challenges and lessons learned based on the submitted reports.

The lack of regular reality checks on how well the partnership was doing, beyond the achievement of its planned outputs, can explain the increasing disconnect between the overall partnership rationale and implicit long-term objectives on the one side, and its actual focus, described in Section 4.2.

Very limited information was made available to the evaluation consultant to comment on whether and to what extent UN Women had reported on this partnership, in relation to its objectives at the country, and regional levels.⁴⁷ Some evidence of the partnership's contributions to CARO objectives in relation to women's increased leadership and participation in decisions that affect their lives (Objective 1) and prevention of violence against women and girls (objective 3) is provided in the CARO 2012 report.⁴⁸ There are no references to direct or indirect partnership contributions to results achieved at the country level in UN Women Burundi country reports, despite several areas of possible influence (i.e. mobilization of Burundi women in the peace process and in democratic and peaceful elections; support to the development of the SCR 1325 action plan; support to the development of the SGBV bill and to the work of the justice and security sectors to end impunity). Although one country is not a sufficient sample to make any generalization, the

⁴⁷ The only reports that were shared with the evaluation consultants were: CARO 2012 Online report (Results Tracking System); Burundi Country offices progress and annual reports for the period 2011-2013.

⁴⁸ CARO, in relation to its first objective, reported its support to the role played by the RWF in influencing the ICGLR Heads of State agenda to take into consideration increased commitments to the fight against SGBV, which resulted in the Kampala Declaration. It also mentioned the partnership with ICGLR, together with its work with the Rwanda and Burundi security forces, in the implementation of the Africa Unite Campaign to end SGBV. However it does not specify what was the added value of the partnership in this context. Finally, the report does not mention any contributions of the partnership to the achievement of its 4th objective: Women's leadership in peace, security and humanitarian response.

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Burundi reports provide a telling example of the disconnect between UN Women work at the regional and at the country level, at least at the formal level.⁴⁹

Finding 12: Roles and responsibilities for partnership direction and management at the regional level have been overall clear and appropriate. However, the role of UN Women country offices in the partnership has been less consistent and well-defined.

Roles and responsibilities for partnership direction and management have been overall clear and appropriate, in particular since 2009 (see sidebar).

Within ICGLR, the Cross-Cutting Issues Programme Officer has had responsibility for partnership implementation, with support from two gender experts and, for the period 2011-2012, a gender and communication expert. Specific tasks and duties were spelled out in the LOAs and PCAs, and were considered as appropriate by concerned stakeholders.

Within UN Women, between 2009 and 2013, the main responsibility for the partnership management was with CARO, while leadership and strategic direction were shared between CARO and the Africa Section at HQ. The roles and responsibilities of HQ and CARO in relation to the partnership have been described as clear and appropriate by consulted stakeholders inside and outside UN Women. The partnership benefited by strong leadership in the CARO office (see sidebar). One noted weakness, has been in the ability of CARO to fulfill its role in relation to knowledge management, documentation, and circulation of best practices related to the partnership. Another weakness concerns CARO geographic coverage: of the 12 ICGLR member countries, only five were under the responsibility of CARO. UN Women had a country presence in only three of them (Rwanda, Burundi, DRC). This led to a stronger focus of the partnership on these three countries, as UN Women SROs could not decide on any expenditures in countries that fell outside their geographic control.

While it was positive for the partnership, and its stakeholders, as voiced by several interviewees, to have clear responsibilities and working relationship between CARO and the ICGLR Secretariat, some difficulties emerged in working from a distance (UN Women in Kigali, ICGLR in Bujumbura). These sometimes slowed

Partnership management before 2009

Roles and responsibilities within UNIFEM for the partnership leadership and management before 2009 had been less clear and this had caused some ownership issues over the partnership as well as some coordination and communication difficulties, as pointed out by the 2009 Evaluation.

Since 2007 CARO has become responsible for the partnership with ICGLR because ICGLR Headquarters moved to Burundi. Previously the UNIFEM office responsible for the partnership was Nairobi because the ICGLR Secretariat was located there during its preparatory phase. However in 2009, UNIFEM East Africa Sub-Regional Office based in Nairobi was still responsible for attending all UN and donor coordination mechanisms on ICGLR, because they still took place in Nairobi. In addition, until the end of 2009, the Burundi country office also played an important role in performing day-to-day contacts and ground work with the ICGLR Secretariat, as a sort of unofficial focal point for the partnership.

Following the 2009 evaluation, UN Women (then UNIFEM) made an effort to strengthen the role of CARO in managing the partnership, thus simplifying and clarifying its management structure.

Partnership leadership

Consulted stakeholders agreed on the fact that the partnership has benefitted from strong individual leadership, within UN Women CARO, the ICGLR Secretariat/Gender Unit, and the RWF. This was positive, because it infused strength to the partnership and was instrumental in keeping its momentum over a long period of time. However it poses problems from a sustainability perspective, as staff turnover and institutional restructuring risk to leave a leadership void. It also left the partnership exposed to some allegations of personal preferences playing a role in partnership planning and resource allocation.

⁴⁹ Influences between the two levels were informally reported by consulted stakeholders, as described in Section 4.3.2, but these are not reflected in any formal document, and thus do not constitute corporate memory.

down communications and made follow-up more burdensome (in particular since UNIFEM Burundi country office ceased to play its informal liaison role). The recent transfer of responsibilities for the partnership from CARO to ESARO has spurred anxiety among stakeholders that this problem will become more pervasive.

Oversight, policy guidance and technical support from HQ were considered valuable and timely, by both UN Women and ICGLR interviewees. Punctual support by the UN Women AU Liaison Office in Addis Ababa, was also regarded as helpful in promoting linkages between the ICGLR and the AU, and in strengthening the profile and visibility of the ICGLR at the regional level (e.g. in occasion of the Kampala summit).

The role of UN Women country offices in the partnership has been less clear.

Country offices should have responsibility for monitoring of initiatives that are taking place in the respective country, even when initiated and funded in the framework of a regional initiative as the ICGLR partnership. The extent to which country offices have been able to do so appears to be limited by a series of factors. Visited country offices did not feel sufficiently informed and involved in the partnership with ICGLR, and thus lacked ownership on it. The UN Women – ICGLR partnership was perceived as a CARO initiative, that was ‘parachuted’ on them as/when needed (e.g. when a certain ICGLR initiative was taking place in the respective country). In addition, country offices had no capacity and resources dedicated to following up on ICGLR initiatives. When this happened (as in Burundi until 2009), it was on a voluntary basis.

With the transition from UNIFEM to UN Women in 2011, the new entity adopted a country programme model comparable to other United Nations agencies⁵⁰. Within this new model, country offices can decide which

initiatives to support at the country level, and allocate their budget accordingly. In this new organizational set-up, some country offices decided to support ICGLR activities that were taking place in their country, independently from CARO. For example the DRC country office, has initiated a new partnership with the ICGLR Forum of Parliamentarians, which is based in Kinshasa, and provided technical and financial support to the Meeting of ICGLR Parliaments that took place in Kinshasa in 2012. It also supported the Ministry of Gender and CSOs on the follow up to the Kampala Declaration and Kinshasa Communiqué at the country level. While these initiatives are laudable, in the sense that they show proactiveness on the part of country offices in identifying entry points and strategic partners to fulfill their mandate at the country level, their potential effectiveness and sustainability are weakened by the lack of structured coordination with other country offices and with the overarching regional initiative. An important limitation in how the UN Women-ICGLR partnership has been managed, especially since country offices have assumed a strengthened role, has been the lack of a clear division of labour between CARO and the country offices, identifying the respective added value, roles and responsibilities, and needed capacities and resources, within the broader partnership framework. Consulted stakeholders agreed on the fact that this will be an important component of an improved UN Women-ICGLR partnership moving forward.

Lessons learned on regional programmes

“Regional Programmes bring coherence and focused results for the region. However they can only work if the country offices own the process of conception and implement activities.”

Source: Africa Region Strategic Note and Annual Workplan 2012-2013

⁵⁰ Under this new model, country offices are responsible for planning, implementing and monitoring the country programme in partnership with national partners, and to manage the needed resources.

4.5 Efficiency

Finding 13: Anecdotal evidence shows that partnership resources were adequate as “seed money” and to implement punctual activities, but were inadequate to sustain almost exclusively the ICGLR gender agenda. While resources were mainly used according to plans, timeliness in the use and allocation of resources was an issue. Also, while the regional, intergovernmental and political nature of ICGLR implies high costs to influence regional dynamics, it appears that the partnership has not been very proactive at finding ways to contain costs where possible.

The evaluation consultant faced some limitations in writing this section because of the nature and quantity of the available information concerning the financial aspects of the UN Women-ICGLR partnership. UN Women shared with the evaluation consultant a summary of UN Women payments to the ICGLR Secretariat for the period under review. Detailed financial reports (showing planned versus actual costs, and a breakdown of expenditures) were made available for a small portion of the overall UN Women contribution to ICGLR.⁵¹ Narrative reports contain very limited information on use of resources and efficiency. To address these limitations, in developing the following observations the evaluation consultant relied significantly on consulted stakeholders’ views, especially in relation to the appropriateness of the allocation and use of resources and on cost-effectiveness.

Available partnership expenditure reports indicate that expenditures were largely made according to plans. UN Women data show a 100 per cent implementation rate for all the partnership PCAs and LOAs,⁵² which means that all the committed budget was allocated and used in compliance with the terms of the partnership. However, this data also shows significant delays in the disbursements of the second and final installments,⁵³ mainly due to the limited contractual and financial management capacities within ICGLR, coupled with complex administrative processes caused by the regional nature of the Secretariat. Because of these challenges some activities had to be postponed, or could not be carried out as planned (e.g. audit of SGBV legislation in five member countries).

Was the level of resources put into the partnership adequate and justified? UN Women put substantial resources in the initial phase of the partnership (more than 50% of the partnership total budget was allocated through the first two cooperation agreements, signed in 2007 and 2008). In the following years financial support lessened. According to UN Women sources, the initial substantial financial contribution was justified in the perspective of helping the ICGLR set up its gender capacity. Financial contributions were expected to diminish over time as the Gender Unit would develop its fund-raising capacities. In this respect UN Women funds, were considered as ‘seed money’, to be used to leverage additional resources for the advancement of the ICGLR gender agenda. This has only limitedly happened. The Secretariat has had some success in mobilizing resources for the process leading to the Kampala Summit: in 2011, in addition to UN Women support, the ICGLR Secretariat was able to mobilize a total of 667,000 USD including both internal resources

⁵¹ Expenditure report for ICGLR/UNWOMEN agreement USD 97,948 (signed July 2010); Expenditure report for ICGLR/UNWOMEN agreement USD 59,552.16 (signed October 2011); Expenditure report for ICGLR/UNWOMEN agreement USD 88, 622 (accrued balances from previous cooperation agreements); signed July 2010).

⁵² With the exception of the most recent one, for which only the first installment had been disbursed at the time of writing.

⁵³ According to all partnership PCAs and LOAs, 80% of the funds were disbursed upon signature of the agreement, while the remaining 20% would be realised on the basis of satisfactory implementation of activities, as per submitted progress reports.

and funds from a variety of donors⁵⁴. However other aspects of the originally planned joint work between ICGLR and UN Women (internal capacity building on GE beyond gender advisory services; operationalization of the RWF; Gender Observatory: women's participation in peace and security processes) have remained largely underfunded and over-dependent on UN Women funds. According to one ICGLR source, 80 percent of the ICGLR gender work over time has been funded by UN Women, with the remaining funds coming mainly from the Swiss and German Cooperations, the World Bank and UNDP). In conclusion, the existing partnership resources were adequate for the implementation of punctual activities, but were inadequate to sustain almost exclusively the ICGLR gender agenda, in the presence of limited other funds.

In relation to the extent to which the level of investment in the partnership was justified, stakeholders agree on the fact that the regional, intergovernmental, and political nature of the ICGLR implies high costs, with only indirect effects on the situation of women in their member countries. According to the majority of consulted stakeholders, this high costs (e.g. for the organization of high level meetings) are justified as long as they allow the ICGLR to play its key role of facilitating dialogue among high level decision-makers at the regional level, and influencing their agenda. However, a certain number of stakeholders voiced some uneasiness with the use of resources in this partnership, in particular the fact that significant resources were allocated to travels and per diems of ICGLR staff, gender advisors and RWF steering committee, with limited requirements for reporting and follow up (e.g. on M&E Capacity Building meeting for the RWF Steering Committee); and, to a lesser extent, to knowledge products that were not largely validated, used, and circulated (e.g. national studies on SGBV, and studies on national legislations).

The evaluation consultant does not have sufficient comparative financial information to assess whether outputs could have been delivered at lower cost and in a more timely manner by adopting different strategies and delivery mechanisms. However, both interviews and the analysis of the partnership agreements and of available expenditure reports, show limited innovative thinking on how to use less resource-intensive strategies. There are also very limited documented examples of measures that have been taken during planning and implementation (on both UN Women and ICGLR sides) to ensure that resources were efficiently used and converted to concrete deliverables. The only example mentioned in the available reports is the fact of taking advantage of already planned ICGLR events to organize RWF and/or Gender Unit side events, thus reducing travel and logistics costs.

4.6 Sustainability of results

Finding 14: There is some evidence that the UN Women-ICGLR partnership has contributed to creating conducive conditions for long-lasting changes, at the institutional and regional level, in particular in relation to the fight against SGBV. However, significant challenges limit the overall sustainability of the partnership achievements.

UN Women (and UNIFEM) support to ICGLR has extended over many years since the beginning of the ICGLR process. As pointed out in the 2009 Evaluation, this allowed UN Women to contribute to embedding gender considerations in ICGLR founding documents, thus creating a solid basis for gender mainstreaming within the organization and its work.

The regional policy and legal framework for the fight against SGBV, that the UN-Women ICGLR partnership has contributed to strengthen, is conducive to long-lasting transformations at the country level. However, it should be noted that in itself legal and policy frameworks are not sufficient to create sustainable change, unless there are country level motivation, ownership, capacity, and resources to implement them.

⁵⁴ ICGLR SFRD: 80,000\$; Norway: 311,850\$; USAID: 50,000\$; SIDA: 65,180\$; GIZ: 26,500\$; Swiss cooperation: 20,000\$; UNFPA: 20,000; UN-OHCR 45,400; Accord 30,000\$; FAS 5,000\$. Source: ICGLR Final Report on the Implementation of the Cooperation Agreement between UNIFEM and the ICGLR, July 2010 – December 2011.

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The institutionalization of the Gender Unit constitutes a very important step towards establishing a more sustainable gender capacity within the ICGLR, and it shows increased internal commitment to integrating gender into the ICGLR work, after many years of external support. However the many unknowns that remain around the Gender Unit (its institutional position, its budget, its technical and managerial capacity and its ability to mobilize resources), make it impossible to comment on how sustainable it will actually be. In addition, until recently, the ICGLR has not shown strong commitment to sustaining work on GE and WHR as part of its core business (e.g. there was no budget for gender activities so far), and this raises some concerns on the extent to which it will be able to do so in the future. In addition, given the noted ICGLR capacity and budgetary constraints, the sustainability of additional entities, such as the Gender Observatory and the newly launched Kampala SGBV Training Center, also seems at risk.

The Regional Women Forum has shown its potential for triggering long-lasting changes at the regional level, in particular by effectively playing a high level advocacy role in favour of women rights and women participation in decision-making processes. There are however serious concerns about the sustainability of the RWF. The RWF has not been capable of mobilizing its own resources and does not have internal organizational and operational capacity, despite some support in this direction provided by the partnership (e.g. to develop the Regional Women Forum Action Plan). It is completely dependent on the ICGLR Secretariat, and on the external support of UN Women, both from a financial and organizational perspective. The RWF has mainly operated as a loose network of influential women, mobilized and coordinated by the ICGLR Secretariat, with financial support from UN Women. At this stage the RWF would not be able to continue functioning should the ICGLR and UN Women support cease or decrease. There are also some concerns about the sustainability of the RWF leadership model. As mentioned above, the effectiveness of the RWF seems to rely heavily on the personal leadership of its Steering Committee members, rather than on its institutional strengths and capacity. The strength of the RWF risks to be negatively affected by the retirement of these champions. The RWF also has weak foundations: as mentioned above, the National Women Fora, where they exist, are not yet fully operational, because of lack of resources and capacities. In addition, in all the visited countries, there are issues with their level of representativity of the women's movement. These factors, pose serious challenges to the sustainability of the NWF, and by extension, of the RWF.

Overall, sustainability of results remains a key concern for the partnership, because of several factors:

- Until recently, with the institutionalization of the Gender Unit, the ICGLR had not shown strong motivation and capacity to maintain positive institutional changes on GE and WHR as part of its core business.
- The ICGLR has not had a solid resource base for its work on GE and WHR: Member States, beyond their political commitment, have shown limited buy-in and ownership of the ICGLR gender agenda, demonstrated by the lack of financial contributions to it. In addition, the ICGLR Secretariat and the RWF have had mixed success with resource mobilisation. As a consequence, the advancement of the ICGLR gender agenda has become over-dependant on a very limited number of donors, first of all UN Women, and their relatively short-term priorities. The institutionalization of the Gender Unit, may improve this situation, but, as mentioned above, it is too early to know whether this will be the case.
- The ICGLR limited capacity to explore strategic partnerships with other regional organizations and initiatives, and to carve its own niche in a changing regional context, in particular in the area of gender mainstreaming in peace and security processes, may limit its relevance over time, and thus its ability to leverage its existing partners' support, and to mobilize additional partners.
- To date, ICGLR and UN Women have not taken proactive measures to sustain their partnership results: despite its long duration, the partnership has been based on a series of short-term agreements, which have not allowed for joint long-term planning and monitoring of results achieved. Also ICGLR and UN Women have not developed follow up plans and strategies of their joint initiatives.

5. Conclusions

The UN Women-ICGLR partnership is overall a relevant, long-lasting, and well-established partnership, that has made some important contributions to advancing gender equality, women empowerment, and women human rights in the Great Lakes Region, but that has lost some of its momentum and strategic added value over time, and whose performance has been hampered by the lack of a long-term vision and related operational set-up for it.

Partnership relevance, justification and design

The partnership between UN Women and ICGLR has been relevant in view of the continued enormous needs in the Great Lakes Region in relation to women's participation in peace and security processes and the fight against SGBV. It has also been aligned with ICGLR commitments to GE and WHR as per its Pact and Protocols, and to UN Women objectives and priorities at the regional and sub-regional levels, in particular in relation to gender, peace and security and SGBV. However, the continued relevance of the partnership has been somewhat limited by ICGLR difficulties in continually confirming its niche and specific added value in a context characterized by an increasing number of regional initiatives focusing on gender, peace and security. It has also been mitigated by ICGLR and UN Women modest success in identifying and leveraging potential synergies across these different regional initiatives.

The partnership finds its justification in ICGLR and UN Women common analysis of the sub-regional situation as regards women, gender and peace. The partnership is based on a set of shared, although largely implicit assumptions, about the rationale and justification of the partnership and about UN Women and ICGLR complementary strengths and weaknesses and reciprocal added value to the fulfillment of their respective mandates. In the absence of an explicit partnership theory of change, these set of assumptions has come to constitute an implicit partnership theory of change, that has guided the partnership over time.

The partnership has been formalized through a series of short-term (one year or less), Letters of Agreements and Project Contribution Agreements. The different sets of objectives, activities, and inputs identified in these documents logically fit into the partnership implicit theory of change, however they only focus on small and discrete portions of it. In particular, while the implementation of the ICGLR SGBV Protocol has been one of the foci of the partnership since its early years, it has become the almost exclusive focus of it in the most recent period. This has led to an increasing disconnect between the theory of the partnership and its reality.

Partnership performance

The partnership has achieved the majority of its planned short-term expected results, as described by its LOAs and PCAs.

The partnership has contributed to significant changes within ICGLR in relation to the integration of gender equality, women's empowerment and women's human rights in its work. The partnership with UN Women has resulted in increased capacities for gender mainstreaming and women participation within ICGLR, which in turn positively affected ICGLR legal and policy framework, structures and practices. Limited contributions were made however in relation to strengthening ICGLR evidence and knowledge base.

The partnership has also made important contributions to reinforcing regional commitments to the fight against SGBV, and to some extent, to strengthening knowledge and awareness on SGBV in the Region. The partnership has been less successful at strengthening regional actors' knowledge, awareness and capacities on other GE and WHR themes; and fostering women's participation and gender mainstreaming in recent peace processes.

The partnership contributions to the implementation of regional commitments, including on SGBV, at the country level is less clear. Available data does not provide objective evidence of the assumed linkages between changes achieved through the UN Women-ICGLR partnership at the institutional and regional level and related changes at the country level. Anecdotal evidence provides some examples of ICGLR SGBV regional commitments strengthening already existing national dynamics to fight against SGBV (e.g. in

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Rwanda and Burundi). There is very limited evidence that the partnership has contributed to strengthen women's movements and gender advocates at the country level, with the possible exception of Burundi.

Overall the evaluation shows evidence of partnership contributions to the initial steps of its theory of change (outputs, institutional and to some extent regional level changes), but less and less evidence of contributions to the further components of it (in particular country-level changes). This is due to the persistence of important bottlenecks including: the inadequacy of ICGLR own resources and capacities to stimulate, coordinate and monitor the implementation of its gender agenda (in particular the fact that until 2013 gender expertise has been exclusively provided to ICGLR by externally-funded experts under the supervision of the cross-cutting issues programme officer; and the lack of gender capacity in the Secretariat beyond the Gender Unit); the limited commitment of ICGLR Member States to support its gender agenda; the limited effectiveness of ICGLR national antennas (NCM and NWF); and the lack of donors' long-term commitment to support ICGLR (including UN Women).

These same factors have also negatively affected the sustainability of the results achieved by the UN Women-ICGLR partnership.

Partnership management

The partnership has benefited from clear leadership and managerial direction and appropriate roles and responsibilities, at the regional level, both within UN Women CARO and the ICGLR Secretariat. However, the role of UN Women country offices in the partnership, in particular in supporting and monitoring implementation of regional commitments at the country level, has been less clear, mainly because of a the lack of a clear division of labour between CARO and the country offices.

The partnership was overall managed by activities and outputs rather than for longer term results. This is evident in the short-term, activity-based contribution agreements; it is reflected in the partnership planning, management and coordination mechanisms, as well as in its monitoring and reporting. This approach to partnership management has affected the effectiveness of the partnership, and its ability to influence changes and to track if/when change happens.

Resources were mainly used according to plans. However, timeliness in the use and allocation of resources was an issue. The regional, intergovernmental and political nature of ICGLR seems to justify high costs to influence regional dynamics. However the partnership has not been very proactive and innovative in exploring ways to contain costs. It appears that partnership resources were adequate as 'seed money' and to implement punctual activities, but were inadequate to sustain almost exclusively the ICGLR gender agenda.

6. Recommendations and future directions

This section presents the evaluation recommendations, developed on the basis of the evaluation findings and conclusion and integrating consulted stakeholders' views on the partnership future directions.⁵⁵ They are meant to inform and guide the establishment of a potentially more effective UN Women-ICGLR collaboration framework and partnership in the forthcoming years, which will take into account the new social and political dynamics in the Region. Recommendations are directed to UN Women ESARO, as the client for this evaluation, but they contain elements that could orient both UN Women and ICGLR reflection on how to shape their partnership in the future. Recommendations encompasses three themes: 1) Identification of the UN Women-ICGLR collaborative advantage; 2) Partnership design; and 3) Partnership operationalization.

Recommendation 1: UN Women should continue partnering with ICGLR, within the framework of a broader regional partnerships strategy, which: 1) would build on the new UN Women Regional Architecture; 2) would be based on an assessment of the specific niche, strengths and weaknesses of different regional organization and initiatives, and on UN Women past support to them; and 3) would identify potential synergies and overlaps.

According to the majority of stakeholders consulted and to evaluation findings, it remains very relevant for UN Women to partner with ICGLR, as the issues that led to the establishment of the partnership are still pertinent and there is still a strong need to reinforce gender equality, respect and promotion of WHR, and women empowerment in peace, security, stabilisation and development processes in the Region. Also the legal and policy framework provided by ICGLR, which has been enriched over the years in particular on the issue of SGBV (SGBV Protocol and Kampala Declaration) remains relevant, strategic, and needs to be further leveraged. For this reasons the partnership should continue.

The current partnership justification and rationale continue to apply to the coming years. Specifically:

- ICGLR and UN Women have a common mandate in relation to addressing the persistence of conflicts in the Region from a gender perspective, for example by ensuring women's participation in early alert, reconciliation and dialogue mechanisms;
- UN Women can bring technical expertise and mobilize international support needed to fulfill this common mandate;
- ICGLR represents Heads of State in the Region. It can muster political pressure in favour of peace. It can be a forum for peer pressure and mutual knowledge among HOSs, which can increase stability in the Region. ICGLR can give UN Women an important avenue to access Heads of State for advocacy and policy dialogue purposes. In addition, ICGLR can leverage results at the regional level by increasing the visibility of certain issues and actors (i.e. at ICGLR events) and by mobilizing Heads of State around these issues.

There is however a need to better situate this partnership in the evolving regional context, in particular in relation to other existing regional initiatives in the gender, peace, security domain (including on SGBV; implementation of SCR 1325 and 1820; gender mainstreaming in peace support operations).

In particular UN Women ESARO, should engage in a broader strategic reflection on regional partnerships, trying to answer the following questions:

- What can be done at the regional level to improve the situation of women in the Great Lakes Region?
- Who are the most strategic partners to do so?

⁵⁵ Collected during individual interviews and a group discussion on future directions, held in Bujumbura on November 15th with selected stakeholders.

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- How can UN Women add value?
- What has already been done and by who?
- What gaps remain?

UN Women ESARO may consider undertaking a regional assessment covering these questions, to be able to base its regional partnership on up-to-date evidence.

The partnership with ICGLR should be developed within this broader framework, to ensure its continued relevance and added value, its coordination with other regional initiatives, and to avoid duplications and missed opportunities for synergies. More specifically the partnership between ICGLR and UN Women should be developed in the future years creating stronger linkages with:

- Mary Robinson's work for the integration of gender considerations in the implementation of the Framework of Hope;
- Gender mainstreaming efforts in the AU Peace and Security Architecture, in particular in the deployment of the African Standby Force in relevant sub-regions to the ICGLR (East Africa, South Africa, and Central Africa);
- The Regional Security Organs work to better address SGBV, through the KICD initiative.

In doing so UN Women and ICGLR should make it a priority to maintain open doors for structured dialogue with the regional organizations and entities involved in the above mentioned initiatives.

It should be noted that ESARO is currently working with Mary Robinson's office to develop a strategic view on a tripartite partnership between the Mary Robinson's initiative, ICGLR and UN Women, which is an important step in the direction outlined by this recommendation.

Recommendation 2: UN Women and ICGLR should develop a long-term partnership framework, describing the partnership rationale; scope; long, medium and short-term objectives; theory of change; and partnership strategies and modalities. This document should also include a clear monitoring framework.

The evaluation strongly points to the need of an overarching, **multi-year partnership framework** between UN Women (ESARO) and the ICGLR Secretariat. Consulted stakeholders also widely support this point. This partnership framework should spell out the partnership rationale and expected mutual benefits, in terms of how the partnership would contribute to the achievement of each organization's mandate. It would spell out partnership objectives, broad areas of collaboration, theory of change and intervention logic, as well as partnership modalities, and respective roles and responsibilities. This partnership framework would provide the basis for the identification of initiatives to be supported by the partnership and related funding allocations. It should also be used as the basis for joint resource mobilization.

UN Women and ICGLR should put more emphasis on systematically documenting what has been achieved and monitoring and tracking results. The partnership framework should include a results framework, with measureable indicators, that would help track progress over time. UN Women and ICGLR should also work together at strengthening the partnership monitoring and reporting system. This should be clearly linked to UN Women own regional results framework and monitoring system, so that UN Women could keep track of how the partnership is contributing to fulfilling its regional mandate.

Below are discussed the key design elements that should be reflected in the partnership framework.

Theory of change

The reconstructed theory of change presented in Section 4.2 provides an appropriate basis to further reflect on the logic of the partnership for the coming years. The continued relevance of its key elements has been validated with selected stakeholders during evaluation interviews. UN Women and ICGLR may want to take

this reflection further, as part of joint planning efforts for the next phase of the partnership, to develop an agreed-upon explicit theory of change to be included in their partnership framework.

Scope and focus

The UN Women-ICGLR partnership should make sure to find an appropriate balance in the definition of its scope and focus. These should not be too broad (e.g. gender mainstreaming in the implementation of ICGLR Programmes and Projects under its four pillars), as this would make the partnership interventions very dispersed and would limit their effectiveness. Also it would limit the partnership relevance in a regional context where many other organizations are already working on diverse aspects of GE, WE and WHR. But UN Women and ICGLR should also fight the temptation to excessively narrow down the scope of the partnership, with the intent of making more effective use of limited resources, as this risks to create a disconnect between the partnership overall justification and what it actually does (as it has happened in recent years with the increasing focus on the implementation of the SGBV Protocol).

One possible solution, that has been suggested by several consulted stakeholders and that is aligned with evaluation findings, would be to shape the partnership around a primary thematic entry point, in particular women's empowerment, peace and security, as this constitutes the specific niche of the UN Women and ICGLR joint work in the Great Lakes Region context. All partnership interventions should be organized around and tested against this thematic entry point. SGBV should remain a priority, but through this interpretative lens.

Potential areas of cooperation

Keeping this in mind, several potential areas of cooperation emerge from the evaluation findings and consultations with stakeholders. They are listed in order of perceived priority by consulted stakeholders. This is a broad list, that will need to be narrowed down through further discussions between UN Women, ICGLR, other relevant regional organizations and entities, and other donors.

- Women, peace and security:
 - Strengthen women's participation and leadership in peace processes and negotiations, by building capacities of women on mediation and develop a pool of well-trained, senior women negotiators, ready for prompt deployment;
 - Strengthen the role of women in conflict prevention, for example through early alert mechanisms (possibly in collaboration with the Lusaka Center);
 - Provide regional guidance and support to Member States in developing national action plans for the implementation of the SCR 1325.
- SGBV:
 - Follow up on the Kampala Declaration, in particular in relation to the issues of justice for victims, ending impunity and strengthening regional capacities to do so (support to the operationalization of the Kampala Training Facility and follow up of trainees after trainings);
 - Evidence and knowledge building on still relatively unexplored connections between vulnerability, peace and security in the Region (e.g. in relation to cross-border informal trade, exploitation of illegal resources, access to land).
- Women's political participation in democratic governance:
 - Facilitate exchange of good practices and examples and peer-pressure among Member States, not only on the quantitative aspects of participation (e.g. quotas) but also on the qualitative aspects (e.g. strengthened women's capacities for effective participation).
- Gender and illegal exploitation of natural resources:

- Link the UN Women-ICGLR partnership with work that is already underway on this issue within ICGLR, to further strengthen innovative thinking and women's participation.
- Women in cross-border trade:
 - Further explore linkages between UN Women Regional Initiative on Women in Informal Cross-Border Trade and the work of the ICGLR.

Partnership strategies and modalities

UN Women should continue to provide technical and financial support to the ICGLR Secretariat, but further targeting its technical support (e.g. providing specific technical expertise on identified priority issues), especially in view of the fact that the newly institutionalized Gender Unit will have its own staff. UN Women could also provide “political” support, in the sense of linking ICGLR with other international and regional organizations and donors.

The partnership should focus on the following strategies, in continuity with its original design: evidence-based advocacy/lobby/policy dialogue at the highest level (HOS); institutional capacity strengthening of the new Gender Unit and of the RWF, to ensure greater sustainability; mobilization of gender advocates and women CSOS, beyond the RWF. In addition, more emphasis should be put on: knowledge generation and circulation; and on supporting monitoring and follow-up on national initiatives to implement ICGLR regional commitments.

There is wide agreement that UN Women key partner within the ICGLR should continue to be the Gender Unit, as a core repository of gender expertise in the organization. However, in order to avoid addressing gender in an isolated, low-profile manner, UN Women should also explore strengthening its direct linkages with the ICGLR Secretariat highest political level, i.e. through the Executive Secretary, and with other relevant thematic units, such as the Peace and Security Unit.⁵⁶ UN Women should also continue its support to the RWF, but mainly to support its organizational and financial autonomization, and explore potential linkages with other ICGLR Fora, such as the Parliamentary Forum, and other relevant gender advocates' regional platforms (e.g. FEMNET, COCAFEM). Finally, given its mandate, UN Women could play a role in creating a coordination framework for all the partners working with ICGLR on gender issues.

What type of capacities and resources are needed for operationalizing the partnership? There is a need to precisely pinpoint what the partnership is about, before deciding the type and amount of resources needed. Resources should not be the starting point. However, the partnership, to increase its likelihood to be effective, should be realistic. UN Women should ask itself whether it has sufficient resources/capacities to sustain the partnership ambitions (at regional and country levels), and realign the partnership objectives and interventions strategies accordingly.

Recommendation 3: UN Women should ensure a clear division of labour and increased coordination between its regional work with the ICGLR Secretariat, which should focus on high level advocacy and policy dialogue; coordination and monitoring of implementation efforts; and knowledge production and circulation; and its country-level work, to support implementation of ICGLR commitments.

The evaluation shows that one of the partnership weaknesses has been in supporting adequate connections between regional commitments and their implementation at the country level. There is a need to strengthen the influence that the Secretariat can have in advancing implementation of regional commitments. The partnership with UN Women has the potential to help in this respect, because UN Women works both at the regional and at the country levels.

⁵⁶ This approach is already used by GIZ with its partnership with the Natural Resource team, to engender their work. According to the 2009 Evaluation, this approach has also been successfully used by UN Women (UNIFEM) with other regional organizations, such as ECOWAS.

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Clearly defining roles and responsibilities (who does what) within UN Women New Regional Architecture will be crucial in this respect, to make sure that the partnership can, not only support regional level processes, but also their implementation at the country level. UN Women ESARO may consider taking the lead in developing an internal ‘division of labour’ document, identifying roles and responsibilities on the basis of the specific added value of each office on the different aspects of the partnership. This could be done specifically for the ICGLR partnership, or more broadly for UN Women regional partnerships.

At the regional level, the new UN Women ESARO will have overall responsibility for providing strategic guidance, managing the partnership with ICGLR, and coordinating and guiding country level work (while HQ should continue to provide policy direction and technical guidance). This is appropriate, given the need for strong regional leadership to ensure linkages between UN women various regional partnerships and initiatives, and to position the ICGLR partnership at the political/strategic level. However some issues may limit ESARO ability to fulfill this role: ICGLR and UN Women regional HQs are not in the same place, which can make communication and day-to-day follow up difficult. Also language can be a barrier (as there is currently limited French capacity in the ESARO office). To address these difficulties, the Burundi country office could be tasked to play a liaison and communication role with the ICGLR Secretariat, in behalf of ESARO. However, this would require the identification and allocation of adequate resources. Another complementary or alternative solution, would be to have a dedicated person for the Great Lakes Region within ESARO, with an adequate set of knowledge and skills, who would be focal point for the partnership.

The partnership should be more broadly integrated in UN Women work at the country level, so that regional level and country-level work can reinforce each-other. UN Women country offices should play a strengthened role in ensuring the connection between regional level commitments and country level implementation, in the countries where UN Women has a physical presence. Depending on the country context, this could include multiple axes of work:

- Within the framework of their current work, country offices could mobilize their traditional partners, National Women Machineries and women’s organizations, around the ICGLR gender commitments, so that they could advocate for their implementation at the country level, and keep the government accountable about them;
- UN Women country offices could partner with ICGLR National Coordination Mechanisms, to make sure that ICGLR gender commitments are on their radar, and to strengthen their capacity to reach out, inform, mobilize and coordinate national stakeholders on them;
- UN Women country offices could also partner with the National Women Fora, to support their establishment (where they do not exist), and operationalization, and to ensure linkages between the NWF and other gender advocates at the country level;
- Country offices could also play a role in documenting and monitoring the level of implementation of ICGLR commitments.

In order for country offices to be able to effectively play a more prominent role in the partnership with ICGLR, several measures should be taken:

- ESARO should provide clear and complete information to country offices on the ICGLR partnership and its ramifications at the country level (i.e. what needs to be done at the country level to implement ICGLR gender commitments);
- ESARO may also consider providing guidance to country offices on harmonized choices on what support to give for the implementation of the ICGLR Pact, Protocols, and decisions in member countries;
- The support to the implementation of ICGLR commitments at the country level should be explicitly included in UN Women country level planning (strategies and annual workplans);
- Country offices may need to identify focal points to follow up on the ICGLR partnership at the country level and to liaise with other focal points in other countries.

Appendix I Evaluation TORs

TERMS OF REFERENCE

EVALUATION OF UN WOMEN PARTNERSHIP WITH THE INTERNATIONAL CONFERENCE ON THE GREAT LAKES REGION (ICGLR)

1. EVALUATION BACKGROUND

The International Conference on the Great Lakes Region (ICGLR) was initiated in 2003 and designed as an international process to promote Peace, Security, Democracy and Development in the Great Lakes Region. The African Union and the United Nations (with UNSC Resolutions 1291 and 1304) are considered as the founding international bodies of the ICGLR as they made initial steps towards its creation, including setting up its first Secretariat in Nairobi. The ICGLR came into formal existence in two steps:

- Firstly, during their first Summit in November 2004, Heads of State and Government adopted the Dar-es-Salaam Declaration articulating the ICGLR objectives, vision, principles and main thematic areas of focus;
- Secondly, in December 2006 when a joint comprehensive framework for regional cooperation, the ICGLR Pact on Security, stability and development was signed by 11 States⁵⁷. It entered into force in 2008.

UN Women (then UNIFEM) provided initial technical and financial support to ICGLR since 2003. With UNIFEM support, the ICGLR Secretariat was able to carry out a number of initiatives related to women's empowerment, women's participation in democratic governance, peace and security processes and other areas of intervention within the Pact on Security, Stability and Development:

- the Protocol on the Prevention and Suppression of Sexual Violence against Women and Children which provided a common legal framework to Member States on how to address sexual violence;
- Women's Regional Meeting (Kigali, October 2004) which resulted in the Kigali Declaration, later incorporated into the Dar-es-Salaam Declaration (November 2004);
- the Goma High level Consultation on Eradicating Sexual Violence;
- the operationalisation of the Regional Women Forum (RWF);
- capacity building for Civil Society Organizations (CSOs) in monitoring the domestication process of the protocol on sexual violence;
- sensitization of parliamentarians on combating SGBV as a crime against humanity;
- training of traditional leaders and judges from Member States to respond and influence attitudes and behaviour with regards to SGBV;

⁵⁷ namely: Angola, Burundi, Central Africa Republic (CAR), Congo Republic, Democratic Republic of Congo (DRC), Kenya, Rwanda, Sudan, Uganda and Tanzania, and Zambia.

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- supporting consultations among security forces in the region to share best practices in responding to the crime of sexual violence;
and many more other activities.

2. EVALUATION JUSTIFICATION

The new UN Women regional architecture has moved the UN Women – ICGLR partnership from the administration of the former UNIFEM Central Africa Office to the new UN Women Eastern and Southern Africa Regional Office. It is in this context that a summative evaluation of the ten-year-old partnership between UN Women and ICGLR will be conducted in the third quarter of 2013. Apart from this organizational change, UN Women intends to measure the impact and challenges incurred for the last ten years. This should help reframe the possible new partnership and increase its effectiveness in the Region taking into account the new social and political dynamics.

3. EVALUATION PURPOSE AND USE

The objective of the evaluation is to assess the relevance, effectiveness, efficiency and sustainability of UN Women – ICGLR partnership towards gender equality and women’s empowerment in the context of regional efforts for peace and security. The evaluation will identify the key strengths, areas for improvement and lessons learned by UN Women – ICGLR in their partnership for women, peace and security. Particular attention will be paid to:

- Achieved (versus intended) results;
- Benefits of the partnership for UN Women and for the ICGLR respective mandates;
- Sustainability of the partnership and its results;

In specific terms, the main objectives of the evaluation are to:

1. identify results achieved (or not achieved) in relation to proposed outputs and outcomes, and related factors of success or otherwise;
2. propose either amendments in the result framework or corrective measures in order to improve performance towards originally intended results;
3. propose strategies, in the context of the new regional architecture and social and political dynamics for pursuing the UN Women – ICGLR partnership to speed up institutional change and progress towards results on gender equality and women’s empowerment in the Great Lakes Region;
4. develop a Theory of Change for the forward-looking UN Women – ICGLR partnership in light of proposed recommendations.

The Final Evaluation Report is expected to provide the basis for the development of a new UN Women – ICGLR collaboration framework and partnership in the forthcoming years.

4. EVALUATION SCOPE

Although the UN Women – ICGLR partnership is ten years old, the present evaluation will cover the period from 2010 as it will build on findings from the *Evaluation of UNIFEM’s Partnerships with Regional Organizations to Advance Gender Equality*, 2009, UNIFEM Evaluation Unit. The “UNIFEM – ICGLR” partnership is featured in this evaluation as one of the case studies, alongside partnerships with AU, ECOWAS, SADC.

Geographically, it is worth noting that the geographical coverage of the UN Women Regional Office does not coincide with the geographic coverage of the ICGLR. For the purpose of this evaluation, in-country data collection will be limited to Bujumbura (Burundi), (ICGLR Headquarters), Kigali (Rwanda) and Kinshasa (Democratic Republic of Congo).

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The evaluation is to take place over a two month period from 14 October 2013 to 13 December 2013. **The total number of working days for this evaluation is 40 (forty).**

5. EVALUATION QUESTIONS

It is important to underline that this evaluation is a follow-up to the previous one conducted by then-UNIFEM⁵⁸ using a similar conceptual framework. The evaluation will be forward-looking with evaluation recommendations that are expected to guide the establishment of a forthcoming partnership. It will also explore issues around mainstreaming Gender in the Mining sector. For instance, the questions to be explored include the following:

Relevance and Design

- What is the rationale and expected benefits of UN Women's partnership with the ICGLR and other similar regional bodies?
- How relevant is UN Women's partnership to the regional political and socio-economic contexts?
- Do the activities address the problems identified by stakeholders in the Region?
- Is the intervention logic / theory of change for the partnership (s) coherent, appropriate and realistic? What needs to be adjusted? Do the expected results causally link to the intended outputs, outcomes and of broader impact?
- What are the main strategic components of the programme? How do they contribute and logically link to the planned outcomes? How well do they relate to each other?
- How strategic are the selected partners in terms of mandate, influence, capacities, reputation and commitment?
- What limitations in terms of scope of engagement should the UN Women Regional Office and country offices take into account in the overall process?

Effectiveness

- How effective are responsibilities delineated and implemented in a complementary fashion?
- How well have the coordination functions been fulfilled?
- Were management and implementation capacities adequate?
- Does the programme have effective Monitoring and Evaluation mechanisms in place to measure progress towards results?
- To what extent were actual results achieved? What are the reasons for the achievement or non-achievement of these results? In particular,
 - o What changes on legal and policy frameworks at the national and regional level have been made possible as a result of UN Women – ICGLR partnership?
 - o Did the partnership result in improved capacities of women's organizations in the relevant member countries?
 - o Did the partnership create effective and sustainable networks and alliances both at the national and regional levels?
 - o Did the partnership increase women's participation in peace building initiatives?
- Was the involvement of UN Women country offices effective and to what extent has this involvement contributed to the achieved results?

Efficiency

⁵⁸ UNIFEM's Partnerships with Regional Organizations to Advance Gender Equality, 2009, UNIFEM Evaluation Unit

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- How does the UN Women – ICGLR partnership framework⁵⁹ support the efficiency of the implemented initiatives?
- What measures have been taken during planning and implementation to ensure that resources (funds, expertise, time, etc.) are efficiently used and converted to concrete deliverables? ?
- Could outputs be delivered on time at lower cost through adopting a different approach and/or using alternative delivery mechanisms?

Sustainability

- To what extent are the implemented programmes supported by any of the member states?
- Has the UN Women – ICGLR partnership led to sustainable changes on legal and policy frameworks at the national and regional levels?
- Is there evidence that the UN Women – ICGLR partnership has the potential to trigger lasting transformations at national and regional levels?
- Who are other relevant actors in this field that UN Women should engage with strategically?
- To what extent have members states taken effective measures ensuring ownership of the different initiatives and put in place relevant measures and policies for ownership?

The selected evaluator is expected to further refine the above questions in close consultation with the Evaluation Reference Group (RG) and ensure that key information needs are addressed. Based on these consultations the evaluator will develop an evaluation matrix which will include the key questions, the evaluation criteria, indicators as well as information sources and approaches to cross-reference and triangulate the data collected.

6. EVALUATION APPROACH AND METHOD

The evaluation will be undertaken according to UN Women Evaluation Policy and UNEG Norms and Standards, accessible at <http://www.unwomen.org/about-us/accountability/evaluation/>. It will follow a gender and human rights responsive evaluation approach and the management arrangements will ensure the effective participation and engagement of programme stakeholders from the planning to the final reporting stage. The evaluation report including the management response to evaluation recommendations will be disclosed publicly through the UN Women Global Accountability and Tracking of Evaluation Use (GATE) System at <http://gate.unwomen.org/index.html>. The evaluation approach and methodology will be presented for final approval to the Evaluation Steering Committee.

The evaluation method will be delineated as follows:

- An evaluation design that builds on the above detailed objectives, scope and evaluation questions, including an evaluation matrix
- The instruments and tools (interviews, observations, focus groups, literature review, survey, rating, site visits, etc) to be used for gathering relevant information and data, including identification of a variety of key informants to be interviewed;
- The approaches for the analysis and the interpretation of data (e.g. types of data analysis used, data collection instruments, the level of precision, sampling approaches);
- The list of information sources gathered, and making them available to UN Women (sources: documents, filed information, institutional information systems, financial records, beneficiaries, staff, funders, experts, government officials and community groups, media)
- A detailed work plan and mission plan; clearly indicating timing of activities, deliverable deadlines and use of resources;
- Anticipated risks and risk mitigation strategy.

⁵⁹ Or their respective organizational structure, managerial support and coordination mechanisms

To further promote learning and the exchange of experiences, a communication and dissemination strategy will be developed for sharing the findings, lessons learnt and recommendations from this evaluation with UN partners, ICGLR, Government, Civil Society and other relevant stakeholders.

7. EVALUATION PROCESS, DELIVERABLES AND TIMELINE

1. **Inception report-** The evaluator will develop an evaluation inception report containing the following:

- Interpretation of Terms of Reference
- Design of evaluation including outline of methodology
- Evaluation matrix
- Work plan, including a timeframe of the overall process and a table with key milestones and dates for deliverables
- Evaluation tools

Expected on 21 October 2013

2. Workshop on Preliminary findings

The evaluator will make a PowerPoint presentation to key stakeholders on preliminary findings, lessons learned, theory of change and recommendations. The workshop will seek to complete the information collected until then and receive inputs from various stakeholders on findings. Most importantly, it will be the first forward-looking discussion opportunity to interact with them on the theory of change and on broad elements of the strategy ahead, including areas of action that may contribute to the improvement of programme performance and results.

Expected on 15 November 2013

3. **Draft Evaluation report-** The evaluator will write a draft evaluation report and submit it to the Task Manager / Reference Group for review. Comments from the latter are expected within five working days after submission of the draft report.

Expected on 29 November 2013

4. **Final Evaluation Report.** The final evaluation report will be informed by all comments received from reviewers and include proposed actions for the future of the UN Women – ICGLR partnership. The final version will be submitted in the English language to the Task Manager / Reference Group.

The final report should be structured as follows:

- Title page, table of contents, acronyms
- Executive summary
- Purpose of the evaluation
- Evaluation objectives and scope
- Evaluation Methodology
- Context of subject
- Description of the subject
- Findings
- Analysis
- Conclusions

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- Recommendations
- Lessons learnt
- Annexes

The report should not exceed 30 pages excluding annexes

Expected on 13 December 2013

8. MANAGEMENT OF THE EVALUATION

The UN Women – ICGLR partnership evaluation process will be led by the Evaluation Steering Committee which shall provide overall guidance and direction for the conduct of the evaluation. The Evaluation Task Manager will be responsible for day-to-day evaluation oversight to ensure timely delivery of a high quality evaluation and to minimise risks that may occur during the evaluation process. The Evaluation consultant will report directly to the Evaluation Task Manager. Evaluation logistics (office space, administrative and secretarial support, telecommunications, printing documentation, travel, etc). The development and dissemination of data collection tools will be under the responsibility of the Evaluator.

Organizational Arrangement	Function	Members
Evaluation Steering Committee	<p>Responsible for management of the evaluation</p> <p>Manages consultant selection, contractual arrangements and payments</p> <p>Safeguards evaluation independence</p> <p>Ensures dissemination of findings and recommendations</p>	<ul style="list-style-type: none"> • UN Women Regional Evaluation Specialist • UN Women Regional Monitoring and Evaluation officer • Evaluation Task Manager
<p>Evaluation Reference Group</p> <p>Consultative body</p>	<p>Gives technical input over the course of the evaluation.</p> <p>Reviews evaluation TORs and provides feedback on key deliverables (Inception Report and Draft / Final Evaluation Report).</p> <p>Will be requested to support dissemination of the findings and recommendations.</p>	<p>UN Women HQ and Regional Office; UN Women Country Offices (Burundi, DRC, Rwanda, Uganda); ICGLR Executive Secretariat; Gender Monitoring Office; Rwanda Ministry of Gender; Regional Women Forum; Center for Conflict Management</p>

9. REQUIRED COMPETENCES AND QUALIFICATIONS

The evaluation will be conducted by an independent evaluator with the requisite skill set to conduct a summative evaluation. Specifically, the Evaluator is expected to have the following expertise:

- Master's degree in Development Studies or any social science, preferably including gender, evaluation or social research;
- A minimum of 8 years of working experience applying qualitative and quantitative evaluation methods;
- A strong record in designing and leading evaluations; experience in evaluating large scale programmes involving multi-countries
- High level data analysis skills;
- Strong ability to translate complex data into effective, strategic well written reports;
- Experience in gender analysis and human rights;
- In-country experience in the region;
- Knowledge of UN Women and its programming is desirable;
- English proficiency, both in writing and speaking, essential;
- Working knowledge of French is an essential asset.

The Evaluator is required to submit two examples of evaluation reports recently completed where she/he contributed significantly as the lead writer. Consultants that have conducted a similar evaluation will have an added advantage.

Applications should include:

1. Cover letter stating own motivation for doing this work, capacity and experience with respect to above requirements, available start date
2. Detailed CV
3. Indication of expected daily consultancy fees, contact details for 3 references
4. Work sample of recent evaluation report

Please email applications to consultancies.eharo@unwomen.org with the subject line clearly marked "ICGLR EVALUATION".

The deadline for submission of applications is **COB Thursday 19 September 2013**.

ANNEX 1 Ethical Code of Conduct for the Evaluation

It is expected that the evaluators will comply fully with the ethical code of conduct of the United Nations Evaluation Group (UNEG).

- **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, of themselves or their immediate family, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise. Before undertaking evaluation work within the UN system, each evaluator will complete a declaration of interest form (see Annex 3).
- **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. Evaluators shall make themselves aware of and comply with legal codes (whether international or national) governing, for example, interviewing children and young people.
- **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 minimise 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 judgements, 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.

Appendix II Evaluation matrix

CRITERIA / FOCI	QUESTIONS	INDICATORS	MEANS OF VERIFICATION
Context	Region: What have been the key changes and/or developments in the regional context (political, socio-economic, cultural) since 2009 in regards to gender equality and women's human rights? How have they affected the partnership?	Types of changes. Evidence and stakeholders' views of the partnership.	Document review Consultations with key stakeholders at the regional level
	ICGLR: What have been the key changes in the ICGLR internal context since 2009 (operational and political commitment to GE and WHR; influence and clout at the regional level and with member states; resources, capacities for GE and WHR)? How have they affected the partnership?	Types of changes. Evidence and stakeholders' views of the partnership.	Document review Consultations with key stakeholders: ICGLR Secretariat, UN Women
	UN WOMEN: What have been the key changes and/or developments in UN Women internal context at the regional and global level? How have they affected the partnership?	Types of changes. Evidence and stakeholders' views of the partnership.	Document review Consultations with key stakeholders: UN Women, ICGLR Secretariat.
Relevance	How relevant is the partnership to UN Women objectives and priorities (globally and in the Region)? How does it relate to other UN Women supported initiatives in the Region?	Evidence of consistency and alignment of the partnership objectives with UN Women priorities	Document review
	How relevant is the partnership to the evolving regional political and socio-economic contexts? How does it relate to other regional initiatives regarding GE, WHR, SGBV, GPS? Are there synergies and or duplications with other initiatives in the Region, in particular by other regional organizations (e.g. EAC, SADC)?	Evidence of responsiveness of the partnership to the changing regional political and socio-economic contexts Evidence of synergies and or duplications with other initiatives in the Region.	Document review Consultations with key stakeholders at the regional level
	How relevant is the partnership (and its activities) to the problems and needs identified by stakeholders in the Region?	Evidence of alignment and responsiveness of the partnerships objectives with problems and needs identified by stakeholders in the Region.	Document review Consultations with key stakeholders at the regional level
Design	What are the rationale and expected benefits of UN Women's partnership with the ICGLR? Have they changed over time? How?	Key stakeholders' views on the rationale and expected benefits of the partnerships and their changes over time. Types of reasons and expected benefits of the partnerships.	Document review Consultations with key stakeholders at the regional and national level
	Is the intervention logic / theory of change for the partnership coherent, appropriate, realistic, explicit and known by both partners? Do the intended outputs, causally link to outcomes and broader impact?	Evidence of the validity of the theory of change, intervention logic, and strategies. Key stakeholders' views on strengths and	Document review Consultations with key stakeholders at the

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CRITERIA / FOCI	QUESTIONS	INDICATORS	MEANS OF VERIFICATION
	<p>Is the scope of the partnership appropriate given its intended results and the available resources (too broad, or too narrow? Appropriateness of thematic foci)?</p> <p>What are the main strategic components of the partnership (inputs, activities, approaches)? How do they contribute and logically link to the intended outputs and outcomes? How well do they relate to each other?</p> <p>How strategic are the key actors involved in the partnership (within and outside ICGLR and UN Women) in terms of mandate, influence, capacities, reputation and commitment?</p>	<p>weaknesses of the partnership design (including the theory of change, intervention logic and strategies, scope)</p> <p>Alignment of key stakeholders' mandate, influence, capacities, reputations and commitment to the partnership objectives.</p>	<p>regional and national level</p> <p>Document review Consultations with key stakeholders at the regional and national level</p>
<p>Developmental effectiveness (contributions to results)</p>	<p>To what extent were the intended results of the partnership achieved? Were other unintended results achieved? If so which ones? What factors have supported or hindered the achievement of (or contributions to) results?</p> <p>Results within ICGLR and its immediate stakeholders (output and outcomes):</p> <p>To what extent has the UN Women- ICGLR partnership resulted in:</p> <ul style="list-style-type: none"> - Positive changes in ICGLR policies, practices and structures? - New knowledge and tools on GE and WHR within ICGLR and its immediate stakeholders - Enhanced capacities on GE within ICGLR and its immediate stakeholders <p>Results for ICGLR Member States and in the Region (outcomes)</p> <p>To what extent has the UN Women- ICGLR partnership contributed to:</p> <ul style="list-style-type: none"> - Changes in the legal and policy frameworks at the national and regional level; - Changes in practices regarding Gender Equality and Women's Human Rights within ICGLR member states and in the Region (e.g. women's participation in peace building initiatives); - New knowledge regarding Gender Equality and Women's Human Rights within the RO's member states and in the Region - Enhanced capacities regarding Gender Equality and Women's Human Rights within ICGLR member states and in the Region (including improved capacities of women's organizations; and effective and sustainable networks and alliances both at the national and regional levels) 	<p>Evidence of progress towards results as outlined in the reconstructed partnership results framework, and in specific partnership documents (Letters of Agreements; Project Cooperation Agreements)</p> <p>Evidence of partnership contributions to other unintended results</p> <p>Types of factors affecting the achievement of results and their effects on the effectiveness of the partnership</p> <p>Stakeholders' views on the partnership achievements and factors affecting performance.</p>	<p>Document review Consultations with key stakeholders at the regional and national level Focus Groups (possibly)</p>

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CRITERIA / FOCI	QUESTIONS	INDICATORS	MEANS OF VERIFICATION
	Results for UN Women (Outputs and Outcomes): To what extent has the partnership with ICGLR had an effect on UN Women policies and practices, knowledge, capacities, and performance in the Region?		
	To what extent has the partnership between UN Women and ICGLR contributed to the fulfillment of their respective mandates in the Region (Long-term effects)?	Evidence of contributions towards UN Women mandate in the great lakes Region Evidence of contributions towards ICGLR mandate in relation to GE and WHR	Document review Consultations with key stakeholders at the regional level
	How effective have the strategies used in this partnership been to achieve envisaged benefits?	Type and extent of results achieved through the use of different strategies.	Document review Consultations with key stakeholders at the regional and national level
Partnership effectiveness (management and implementation)	To what extent were roles and responsibilities for providing strategic direction and implementing the partnership (within UN Women and ICGLR) clearly defined and appropriate? Was the involvement of UN Women country offices effective and to what extent has this involvement contributed to the achievement of results?	Level of clarity and appropriateness of roles and responsibilities. Stakeholders' views on the clarity and appropriateness of roles and responsibilities.	Document review Consultations with UN Women and ICGLR Secretariat
	To what extent and how was the partnership formalized? To what extent and how have the characteristics of the partnership agreements affected the partnership performance?	Level of formalization of the partnership. Key characteristics of partnerships agreements Evidence of effects of partnership agreements on the partnership performance Stakeholders' views.	Document review Consultations with UN Women and ICGLR Secretariat
	To what extent were the partnership management and coordination mechanisms appropriate and effective?	Evidence of appropriateness and effectiveness of management and coordination mechanisms. Stakeholders' views.	Document review Consultations with UN Women and ICGLR Secretariat
	Were management and implementation capacities adequate (within UN Women and ICGLR), in view of partnership objectives?	Adequacy of management and implementation capacities.	Document review Consultations with UN Women and ICGLR Secretariat
	To what extent does the partnership have effective monitoring, evaluation and reporting mechanisms in place to measure and document progress towards results?	Degree of appropriateness and utilization of monitoring, evaluation and reporting mechanisms.	Document review Consultations with UN Women and ICGLR Secretariat
Efficiency	How does the UN Women – ICGLR partnership organizational structure, management and coordination mechanisms, and institutional arrangements support the efficiency of the partnership (in terms of	Extent to which the partnerships organization structure management and coordination mechanisms, and institutional	Document review Consultations with UN Women and ICGLR

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CRITERIA / FOCI	QUESTIONS	INDICATORS	MEANS OF VERIFICATION
	resource utilization and timeliness)?	arrangements support or hinder efficient and timely use of resources.	Secretariat
	What measures have been taken during planning and implementation to ensure that resources (funds, expertise, time, etc.) are efficiently used and converted to concrete deliverables?	Documented examples of measures supporting efficient use of resources	Document review Consultations with UN Women and ICGLR Secretariat
	Was the level of resources put into the partnership adequate\justified (Financial and human)?	Variations between proposed budget, actual allocations and expenditures. Extent to which outputs were achieved within planned budgets. Stakeholders perceptions	Document review and financial information analysis Consultations with UN Women and ICGLR Secretariat
	Could outputs be delivered on time at lower cost through adopting a different approach and/or using alternative delivery mechanisms?	Selected stakeholders' views on the comparative efficiency of the mix of approaches and delivery mechanisms. Comparative efficiency strategies and activities implemented in diverse countries	Consultations with UN Women, ICGLR Secretariat and other donors/UN Agencies
Sustainability of results	To what extent the UN Women – ICGLR partnership has triggered/has the potential to trigger lasting transformations at the institutional, national and regional levels (see effectiveness for types of transformations)? What factors are likely to affect the sustainability of the partnerships results? What measures have been taken to sustain partnership results?	Evidence of long lasting transformations. Types of factors supporting or hindering the sustainability of results Evidence of measures in place to sustain results Stakeholders' views on the sustainability of results and on factors affecting it.	Document review Consultations with key stakeholders at the regional and national level
	To what extent are the motivation, ownership and capacities within ICGLR likely to maintain institutional changes?	Likelihood of institutional motivation, ownership, capacities to maintain changes.	Document review Consultations with key stakeholders at the regional and national level
	To what extent have member states taken effective measures ensuring ownership of the different initiatives? To what extent are member states supporting partnership initiatives?	Existence of member states measures to ensure ownership. Level of member states support to partnership initiatives.	Document review Consultations with key stakeholders at the regional and national level
Future directions	What are the key lessons learned emerging from the UN Women-ICGLR partnership?	N/A	Analysis of the above

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CRITERIA / FOCI	QUESTIONS	INDICATORS	MEANS OF VERIFICATION
	What are the justification and rational for pursuing the partnership? What is the envisaged added value of the partnership in the coming years?	N/A	Consultations during preliminary findings and future orientations workshop Additional key stakeholders interviews
	In the context of the new UN Women regional architecture and the social and political dynamics in the Region, what changes are needed in the partnership design (Theory of change, intervention logic, thematic foci) and operationalization (strategies, capacities, resources, management) in order to improve its performance and the achievement of intended results (i.e. speed up institutional change and progress towards results on gender equality and women's empowerment in the Great Lakes Region)?	N/A	Consultations during preliminary findings and future orientations workshop Additional key stakeholders interviews
	What would be the key elements of the Theory of Change for a potential future partnership between UN Women and ICGLR?	N/A	Consultations during preliminary findings and future orientations workshop Additional key stakeholders interviews
	Who are other relevant actors in this field that UN Women should engage with strategically?	N/A	Consultations during preliminary findings and future orientations workshop Additional key stakeholders interviews
	What limitations in terms of scope of engagement should the UN Women Regional Office and country offices take into account in designing a potential new phase of the partnership with ICGLR?	N/A	Consultations during preliminary findings and future orientations workshop Additional key stakeholders interviews

Appendix III List of stakeholders interviewed

TYPE OF RESPONDENTS	ORGANIZATION/COUNTRY	NUMBER OF PEOPLE CONSULTED	METHOD OF CONSULTATION	
UN Women	Burundi Country Office	3	Individual face-to-face interviews Preliminary findings and future directions workshop	
	DRC Country Office	4	Individual face-to-face interviews	
	Rwanda Country Office (former CARO)	4	Individual face-to-face interviews Individual Skype/Telephone Interview	
	ESARO	2	Individual Skype/Telephone Interview Preliminary findings and future directions workshop	
	WARO	1	Individual Skype/Telephone Interview	
	HQ –Peace and Security	2	Individual Skype/Telephone Interview Individual face-to-face interview	
ICGLR	Secretariat	4	Individual face-to-face interviews Preliminary findings and future directions workshop	
	Levy Mwanawasa Regional Centre for Democracy and Good Governance	1	Individual Skype/Telephone Interview	
	Regional Women Forum	Burundi	2	Individual face-to-face interviews
	Regional Women Forum	Rwanda	1	Individual Skype/Telephone Interview
	Regional Women Forum	DRC	1	Individual face-to-face interviews
	Regional Parliamentary Forum	DRC	5	Face-to-face group interview
	National coordinator Office (Ministry of Foreign Affairs)	Rwanda	1	Individual face-to-face interview

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TYPE OF RESPONDENTS	ORGANIZATION/COUNTRY		NUMBER OF PEOPLE CONSULTED	METHOD OF CONSULTATION
ICGLR donors	GIZ	Burundi	1	Individual face-to-face interview Preliminary findings and future directions workshop
	Swiss Cooperation	Burundi	1	Individual face-to-face interviews Preliminary findings and future directions workshop
Other donors/UN Agencies	UNDP/UNCT	Burundi	1	Individual face-to-face interview
	UNESCO	DRC	1	Individual face-to-face interview
CSOs	Center for Conflict Management	Rwanda	1	Individual face-to-face interview
	RWAMREC	Rwanda	1	Individual face-to-face interview
	WILPF/Genre en Action	DRC	1	Individual face-to-face interview
	Dushirehamwe	Burundi	1	Individual face-to-face interview
	CAFOB	Burundi	1	Individual face-to-face interview
	Partnership Africa Canada	Regional	1	Individual telephone/Skype interview
	FEMNET	Regional	1	Individual telephone/Skype interview
Government representatives	Ministry of Gender	Rwanda	1	Individual face-to-face interview
	Ministry of Justice	Burundi	1	Individual face-to-face interview
Other sources of information	Independent Consultant	Rwanda	1	Individual face-to-face interview
	Centre Régional de Recherche et de Documentation sur les Femmes, le Genre et la Construction de la Paix	DRC	1	Individual face-to-face interview

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Reference Group Members

INSTITUTION	NUMBER OF MEMBERS
Center for Conflict Management (Rwanda)	1
Gender Monitoring Office (Rwanda)	1
ICGLR Executive Secretariat	1
Ministry of Gender (Rwanda)	1
Regional Women's Forum	1
Partnership Africa Canada	1
GIZ / ICGLR	1
UN Women CO - Burundi	1
UN Women CO - DRC	1
UN Women CO - Rwanda	1
UN Women CO - Uganda	1
UN Women Regional Office	1
UN Women HQ – Peace and Security	2

Appendix IV List of documents reviewed

UN Women – ICGLR Partnership Documents

PCAs and LOAs

Project Cooperation Agreement between UNIFEM and the ICGLR – Amendment (20/4/2010)

- Agreement timeframe: 10/12/2008 – 30/6/2010
- Amount: \$ 481,700
- Date of PCA 14/10/2008

Project Cooperation Agreement between UNIFEM and ICGLR: “*Implementing urgent recommendations of the UNIFEM supported meetings/workshops related to promoting women’s rights in the framework of the Pact on Security, Stability and Development in the Great Lakes*”, including Attachments (Six-month Activities, and Action Plan)

- Agreement timeframe: 31/07/2010 – 31/12/2010
- Amount: \$ 97,948
- Date of LOA: 29/07/2010

Proposal for Mobilizing Funds towards the ICGLR Summit Special Session on SGBV (Draft)

Letter of Agreement between UN Women – Africa Section and ICGLR: “*Strengthening the Regional Women Forum for the Implementation of the ICGLR Pact on Peace, Security and Development*”, including attachments (Description of Services; Schedule of Services, Facilities and Payments); Concept Note and Amendments (16/12/2010, Extension and updated outputs and activities)

- Agreement timeframe: Oct 2010 – June 2011
- Amount: \$ 200,000
- Date of LOA: 15/10/2010

Project Cooperation Agreement between UN Women and ICGLR: “*Special Session on SGBV*”, and related correspondence and amendment (17/19/2011, budget increase).

- Agreement timeframe: July 2011 – Dec 2011
- Amount: \$ 44.001
- Date of PCA: 27/09/2011

Letter of Agreement between UN Women and ICGLR on the Implementation of the Kampala Declaration, including Attachments (Description of activities; Schedule of Services, Facilities and Payments); Project Proposal (“*To implement the Declaration of the Heads of State and Government of the Member States of the ICGLR at their 4th Ordinary Summit and Special Session on SGBV of 15-16 December 2011*”), and correspondence

- Agreement timeframe: 08/10/2012 – 07/04/2013
- Amount: \$ 114.000
- Date of LOA: 04/10/2012

Request for Funding for Regional Communication Workshop on Regional Communication Strategy and Media Messaging Manual on SGBV, and related correspondence (April 2013)

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Reports

Draft Final Report of UNIFEM Project- Sexual Violence Component-2009 (By Therese Niyondiko, Expert on gender and vulnerable groups)

Draft Report on the Implementation of the Cooperation Agreement between UNIFEM and the ICGLR, July 2010-June 2011, Bujumbura July 2011

Final Report on the Implementation of the Cooperation Agreement between UNIFEM and the ICGLR, July 2010-December 2011, Bujumbura January 2012

Financial and Narrative Reports for ICGLR\UN Women agreement \$ 97,948 (Report on the Implementation of the Cooperation Agreement between UNIFEM and ICGLR, July-December 2011), November 2012.

Financial and Narrative Reports for ICGLR\UN Women agreement \$ 59,552.16 (UN Women Support to ICGLR Summit's Special Session on SGBV), November 2012

Financial and Narrative Reports for ICGLR\UN Women agreement USD 88,622 (UN Women Contribution to the Planning Meeting for the Implementation of the Kampala Declaration), November 2012

Narrative Final Report- Sexual Violence Component- Year 2011

Quarter Report, Activities implemented from May – June 2013, Report prepared and submitted by Therese Niyondiko, Expert in Gender.

ICGLR Documents

Dar-Es-Salaam Declaration on Peace, Security, Democracy, and Development in the Great Lakes Region. November 2004

Pact on Security, Stability and Development in the Great Lakes Region. December 2006.

Protocol on the Prevention and Suppression of Sexual Violence against Women and Children. 30th November 2006.

The Goma Declaration on Eradicating Sexual Violence and Ending Impunity in the Great lakes Region, Gome, 18th June 2008

ICGLR Instruments on Sexual Violence (Booklet published with UNIFEM Support)

ICGLR Secretariat, Mission, Vision, Core Tasks and Strategic Plan 2008 to 2010, April 2008

Gender Mainstreaming in the ICGLR Projects. Implementation Plan 2008

ICGLR Guidelines for Mainstreaming Gender in the Minerals Sector, Prepared by Dr. Jennifer Hinton, July 2012.

ICGLR Secretariat, Cross Cutting Programme Quarterly Report (April- June 2013)

Web sites: www.icglr.com

Meetings Documents

Capacity Building Workshop of the Steering Committee, National Coordinators and Women Leaders on Monitoring and Evaluation with regard to the ICGLR Pact and its Components, Nairobi, Kenya, 13-14 April 2011:

- Correspondence
- Draft Programme

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- Draft Report

RIMC (Regional Inter-Ministerial Committee), Brazzaville (03-06 May 2011):

- Draft agenda
- Information Note
- ICGLR Secretariat, Cross-Cutting issues Officer, PPP on Preparation of ICGLR Special Summit on SGBV
- Rapport de la Réunion du Forum Régional des Femmes sur la préparation de la Session Spéciale du Sommet des Chefs d'État sur la lutte contre les Violences Sexuelles Basées sur le Genre, Brazzaville, République du Congo, 06 Mai 2011

ICGLR 4th Ordinary Summit and Special Session on SGBV, and pre-summit events, 11-16 Dec 2011, Kampala, Uganda, preparatory meetings:

- Information Note
- Mission report: UN Women/Africa UNiTE Participation at the ICGLR Pre-summit events and HoS Summit on SGBV, 11-16 December 2011.
- Report of the Meeting of the RIMC, Kampala, 13-14 Dec 2011.
- Communiqué of the ICGLR 4th Ordinary Summit of the Heads of State and Government and Special Session on SGBV, Kampala, Uganda, 16/12/2011
- Declaration of the Heads of State and Government of the Member States of the ICGLR at the 4th Ordinary Summit and Special Session on SGBV, Kampala, Uganda, 15/12/2011
- Recommendations of the Meeting of Experts and National Coordinators to the Ministers of Gender for the Special Session on SGBV
- Recommendations of the Ministers of Gender from the Great Lakes Region to Heads of State for the Special Session on SGBV

Planning Meeting for the Implementation of the Kampala Declaration on the Fight Against SGBV in the Great Lakes Region, Kampala, Uganda, 19-21 March, 2012

- Concept Note
- Information Note
- General Report

High Level Meeting of Ministers of Gender and Justice, Kinshasa, DRC, 25-28 July 2012:

- Invitation, Draft Programme and Concept Note
- Final Communiqué of the Regional High Level Meeting of Ministers of Gender and Justice, Kinshasa, 28 July 2012.

Regional Women Forum

Draft Action Plan for the Steering Committee of the ICGLR Regional Women Forum, Bujumbura 21/9/2010

Draft Terms of Reference of the Steering Committee of the Regional Women Forum

Recommendations and Commitments made by the Participants during the Dinner-Debate in Honour of Women Organizations Representatives and Burundi Women Ministers and Parliamentarian, Bujumbura, 21/9/2010

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Declaration from the High level Workshop on Women, Peace & Security in the Great Lakes Region under the auspices of the ICGLR RWF, , Lusaka, Zambia. 12-14 December 2010.

Statement of behalf of the ICGLR Regional Women's Forum at the Special Summit of Heads of State and Government on the Fight Against Illegal Exploitation of Natural Resources, Lusaka, Zambia, 15th December 2010

Plan d'Action du Sous-Comité National du Forum des Femmes de la Région des Grands Lacs - République Centrafricaine

Levy Mwanawasa Regional Centre for Democracy and Good Governance

ICGLR, Levy Mwanawasa Regional Centre for Democracy and Good Governance, Information Brochure

ICGLR, Levy Mwanawasa Regional Centre for Democracy and Good Governance, Strategic Plan 2012-2016

ICGLR, Levy Mwanawasa Regional Centre for Democracy and Good Governance, Annual Activity Report of the ICGLR Regional Centre For Democracy and Good Governance, January - December 2012

ICGLR, Levy Mwanawasa Regional Centre for Democracy and Good Governance, 2013 Operational Plan

UN Women (UNIFEM) documents

Relevant global, regional, sub-regional and country strategies and workplans

UNIFEM strategic plan, 2008-2011

UN Women Strategic Plan 2011-2013

UN Women Africa Region Strategic Note and Annual Workplan 2012-2013

UNIFEM CARO 2008-2010 Strategy

UN Women CARO, Strategic Note 2012-2013

UN Women CARO, AWP 2012

UNIFEM Burundi Programme Pays 2010-2012

UN Women Burundi AWP 2012-2013

Relevant regional, sub-regional and country annual and progress reports

UN Women Online Results Tracking System, CARO Results 2012

UN Women Burundi, Annual Report (narrative section), 2011

UN Women Burundi, Main Activities/Achievements Report, January -June 2012

UN Women Burundi First Interim Progress Report to the Government of Belgium (April 2011- December 2012)

UN Women Burundi, Revue à Mi-Parcours du Plan de Travail Annuel 2012-2013 & Plan de Travail Annuel 2013, December 2012

UN Women Burundi, 1st Quarterly Report, January-March 2013

UN Women Burundi, 2nd Quarterly Report, April-June 2013

Other relevant documents

UNIFEM CARO, Great Lakes Regional Gender Equality Strategy (2009-2011)

UNIFEM Evaluation Office, Evaluation of UNIFEM Partnerships with Regional Organizations, 2009.

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Jean Munyampenda, “CIRGL-ONU Femmes la collaboration pour la paix, la sécurité et le développement dans la région des Grands-lacs: contexte, progrès et perspectives”, July 2013, UN Women Rwanda

UNIFEM, Project Report to DFID: Engendering the International Conference on the Great Lakes Region, 2004

UNIFEM, UNIFEM support to the ICGLR: Summary of key achievements, 2009

UN Women, Central Africa Sub-Regional Debrief, October 2012

Other stakeholders’ documents

UN Women, PBSO, UNEP. Concept Note for a Policy Report on Women, Natural Resources & Peacebuilding, December 2011

Centre Régional de Recherche et de Documentation sur les Femmes, le Genre, et la Construction de la Paix dans la Région des Grands Lacs, Rapport Annuel 2011

Centre Régional de Recherche et de Documentation sur les Femmes, le Genre, et la Construction de la Paix dans la Région des Grands Lacs, Rapport Annuel 2012

Centre Régional de Recherche et de Documentation sur les Femmes, le Genre, et la Construction de la Paix dans la Région des Grands Lacs, Note d’Information, par Monique Kande, Directeur Général AI, Kinshasa, Avril 2012.

Centre Régional de Recherche et de Documentation sur les Femmes, le Genre, et la Construction de la Paix dans la Région des Grands Lacs, Renforcer l’Action Efficace en faveur des Femmes et des Enfants vivant dans les Zones des Conflits, Kinshasa 2013

Relevant literature

UNIFEM, “Women, War and Peace: The Independent Experts’ Assessment on the Impact of Armed Conflict on Women and Women’s Role in Peace-building”, 2002

Regional dimensions of conflict in the Great Lakes, ISS Workshop Report, compiled by Nyambura Githaiga, La Mada Hotel, Nairobi, 12–13 September 2011

Appendix V Partnership agreements

Type of document	Signature	Timeframe	Budget	Title	Focus	Objectives	Expected results	Planned Activities	Comments
Cooperation agreement	June 2007	1 year	140,000	Not available	Gender mainstreaming	Not available	Not available	Recruitment of a gender advisor to be placed in the ICGLR Secretariat structure	This document provides for the recruitment of a gender advisor to be placed in the ICGLR Secretariat structure and describes the activities to be undertaken under this agreement. No report available.
Project Cooperation Agreement	October 2008	10/12/2008 12/2009	481,700 USD	Not available	Women participation through a strengthened RWF Gender Observatory Implementation of SGBV protocol Gender Mainstreaming	Not available	Not available	- Strengthen women's networks in the Region (follow up on the establishment of the ICGLR Regional Women's Forum) - Support the establishment of the Gender Observatory within the Lusaka based Governance Centre	No overall report available on this. Only a 2009 SGBV component report.

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Type of document	Signature	Timeframe	Budget	Title	Focus	Objectives	Expected results	Planned Activities	Comments
								<ul style="list-style-type: none"> - Support the implementation of the Protocol on Sexual Violence in member states - Gender mainstreaming, capacity building and advisory services (through the continuation of the contract of the Gender advisor for the year). 	
Amendment to PCA	April 2010	10/12/2008 – 30/6/2010	As above	Not available	As above	Not available	Not available	As above	No cost extension. No report available.
Project Cooperation Agreement	29.07.2010 (Diana Ofowna, CARO)	31.07.2010 – 31.12.2010	97, 948 USD	“Implementing urgent recommendations of the UNW supported meetings/workshop related to promoting women’s rights in the framework of the Pact on Security, Stability & Development in	Women participation through a strengthened RWF Gender Observatory Implementation of SGBV protocol Gender Mainstreaming + women’s	Overall: to promote gender equality and women’s rights in the framework of the Pact. Specific objectives: - To revitalize the women’s movement through the	Outcome1 : The women’s movement in the GLR is reinvigorated and contribute effectively in Conflict Resolution, Security and Peace Building; Output 1.1 A comprehensive	3-day meeting in Bujumbura for the steering committee of the RWF (interaction with ICGLR secretariat, planning session, and work meeting with	Objectives and expected results are slightly different in the various documents attached to the PCA. Continuity with the previous PCA, in terms of 4 areas of

Evaluation of UN Women Partnership with the International Conference on the Great Lakes Region (ICGLR)

Type of document	Signature	Timeframe	Budget	Title	Focus	Objectives	Expected results	Planned Activities	Comments
				the Great Lakes”	political participation in democratic governance	operationalization of the Regional Women Forum; - To promote the domestication and implementation of the regional protocol on SGBV - To maintain and support the ICGLR Gender advisory services	workplan for the RWF is developed, adopted by a steering committee and implemented Output 1.x - Experience and good practices are shared among the RWF steering committee and Burundian Women in politics; Outcome 2: The Protocol on the Suppression and the elimination of SGBV is domesticated and implemented Output 2.1 Laws and policies related to SGBV in 5 member states are audited against the provisions of the IGLR protocol on SGBV and national bills are drafted; Outcome 3: Gender Issues	Burundian women) Audit of national legislations 5 member states Support to Gender experts	interventions. However the attention on the Gender Observatory starts to diminish. This PCA is supposed to be a bridge between the previous one and an expected new longer term agreement to be developed at the end of 2011. Narrative and Financial report available on this PCA. Also included in the comprehensive narrative report covering the period July 2010- December 2011.

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							<p>in the framework of the pact are well documented</p> <p>Output 3.1 The gender observatory is launched with a clear operational plan formulated and adopted;</p> <p>Outcome 4: Gender issues are mainstreamed in ICGLR projects</p> <p>Output 4.1 - Advisory services in the Secretariat are maintained and supported.</p>		
Letter of agreement	15.10.2010 (Rose Rwabuhihi, Africa Division, HQ)	October 2010-June 2011	200,000USD	“Strengthening the Regional Women Forum for the Implementation of the ICGLR Pact on Peace, Security and Development”	- Women participation through a strengthened RWF - SGBV - Gender Mainstreaming	Purpose: build a strong women movement in the Region by supporting the Regional Women Forum so as it can effectively play its role in the implementation of the ICGLR Pact and the Protocol on Sexual Violence.	Expected results: 1) Partnerships with Women Organizations are strengthened and specialized networks are created in accordance with ICGLR Programmes of Action	ICGLR will carry out following activities: To Convene a regional Forum of Women civil society organizations to review the implementation of the Pact and identify focal women organizations	Justification: RWF exists, but because of lack of funds it has not been able to start implementation of activities. There is a subtle shift in the logic of the partnership, as now their main focus is on

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							<p>2) Population of the GL particularly women at community level use the pact and relevant protocols to claim their rights.</p> <p>3) The regional Protocol on the Prevention and Suppression of Sexual Violence against Women and Children in the ICGLR Member States is domesticated and implemented in ICGLR Member States</p> <p>4) The pact on Security, Stability and Development is reviewed from gender lens and recommendations are used for advocacy to seek more accountability from MS</p>	<p>to spearhead advocacy campaign around the protocol on the prevention and suppression of sexual violence against women and children</p> <p>To support 2 pilot women organisations to organise a multi stakeholder meeting for sharing experiences and to harmonize strategies for addressing SGBV at national level.</p> <p>To facilitate the translation of ICGLR Pact and protocol relevant to women issues into local language for more ownership by populations of Member States.</p> <p>To develop</p>	<p>strengthening the RWF (other issues, such as SGBV are supposed to be seen through this lens).</p> <p>The original project document prepared by the ICGLR Secretariat, on which the LOA is based has significant weaknesses in terms of logical linkages between Objectives, expected results and proposed activities.</p> <p>This LOA was amended 2 months after the original signature, with substantial changes to the planned activities and expected results.</p> <p>The support to the Gender observatory was dropped.</p>

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								capacity of Gender and Sexual Violence Experts through experience sharing and learning that will enable their continuous professional skills development Gender Expertise services	Comprehensive narrative report covering the period July 2010-December 2011.
Amendment to LOA	16/12/2010 (Letty Chiwara, Africa section, HQ)	October 2010-September 2011	No cost extension	“Strengthening the Regional Women Forum for the Implementation of the ICGLR Pact on Peace, Security and Development”	- Women participation through a strengthened RWF - Communication, information and documentation on GE and SGBV - Gender Mainstreaming	As above	Output 1. Capacity of National Committees of the Women Forum and National Coordinators and security organizations are enhanced to monitor implementation of gender commitments of the Pact. Output 2: Quarterly bulletins on gender issues in the GLR produced and disseminated	- Capacity building workshop for the Steering Committee of RWF, national coordinators and women leaders on M&E with regards to the pact and its implementation -recruit communication expert - Produce and disseminate quarterly bulletins and other related literature	Extension of timeframe from June to September. Updated activities and outputs. Significant changes from the original LOA: strengthened clarity of output and activities. However increased disconnect between the purpose and the outputs and activities.

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							widely Output 3: Documentation on violence against women in the GLR available and shared Output 4: Available expertise on gender in the ICGLR Secretariat	giving information on the implementation of the Pact - Review existing reports on vaw and advocate for increased protection and prevention - Maintain and support gender expertise in the ICGLR Secretariat.	Comprehensive narrative report covering the period July 2010-December 2011.
PCA	27.09.2011 (Diana Ofowna, Kigali)	July 2011 – Dec 2011	44,400	“Special Session on SGBV”	SGBV	Not available	Not available	Coordination of activities leading to the Kampala summit (including salary for the senior and junior gender advisors)	No project document available related to this PCA.
Amendment to PCA	October 2011	July 2011 – Dec 2011	59,552.16	“Special Session on SGBV”	SGBV	Not available	Not available	Mobilizing stakeholders Research on SGBV National consultations on SGBV Regional Experts meeting High level	Increased budget. Specific Narrative and Financial report on this PCA. Also covered by comprehensive narrative report

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								<p>consultations with ministries of gender</p> <p>First ladies meetings</p> <p>Organization of the heads of states summit (Specifically support to consultants working with ICGLR for preparation of the Special Session on SGBV, including Gender Experts within ICGLR Secretariat).</p>	covering the period July 2010-December 2011.
Funding release	March 2012	Not available	88,622	Not available	<p>Follow up on the implementation of the Kampala Declaration.</p> <p>Theme: SGBV</p>	Not available	Not available	<p>Organizing a planning meeting for the implementation of the Kampala Declaration</p> <p>Support communication on gender issues</p> <p>Preparatory process of the High level consultations of the Ministers of</p>	<p>No new LOA or PCA for these activities. They were carried out with the accrued balances from previous 3 cooperation agreements. Used for follow up on Kampala Declaration (including planning</p>

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								Justice and Gender.	meeting) Specific Narrative and Financial Report.
LOA	04.10.2012 (Letty Chiwara, Africa Section, HQ)	08.10.2012 – 07.04.2013	114.000	“To implement the Declaration of the Heads of State and Government of the Member States of the ICGLR at their 4th Ordinary Summit and Special Session on SGBV of 15-16 December 2011”	SGBV	Not available	Output 1.2 Special sessions or special courts to fast track SGBV are organized in the judiciary Output 1.3 Gender desks are strengthened or established Output 2.1 ICGLR member states have recovery centres ... 3.1 Gender equality advocates and women networks are empowered and able to influence national and regional policies 4. technical Assistance to coordinate, facilitate, monitor and evaluate the implementation of the project	Support the process of holding 1 special session in one country. A consultant could be hired and develop a strategy, engage with the judiciary and help get the session effectively operationalized. Disseminate lessons learned from the experience in Liberia and Rwanda and advocate for replication . Facilitate the contribution and participation of the RWF to the annual heads of state forum Maintain and	Working visit of Ex. Secretary to UN Women HQ in March 2012, to mobilize support. ICGLR presented a much broader and ambitious project. UN Women chose only some activities to fund. It also suggested changes to proposed activities to make them more relevant and effective. Among the activities not funded, the ones relating to the zero tolerance campaign and to the peace and security component. In April 2013,

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								strengthen advisory services on gender and communication at the Secretariat	ICGLR asked for additional funding to implement decision 15 (communication strategy). Additional funding was not granted. No overall report available. Activities reports for the period April-June 2013.