

2012

Sudan and South Sudan Programme Evaluation Report

UN-Women

Building Capacities for Gender Equality in
Governance and Protection of Women's Rights
in Sudan 2008-2011

6/25/2012



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List of Acronyms

AU	African Union
CEDAW	Elimination of all Forms of Discrimination against Women
CBOs	Community Based Organizations
CPA	Comprehensive Peace Agreement
CSOs	Civil Society Organizations
FGM	Female Genital Mutilation
GBV	Gender Based Violence
GDWFA	General Directorate of Women and Family Affairs
GoNU	Sudan's Government of National Unity
ICECD	International Convention on the Elimination of All Form of Discrimination
INC	Interim National Constitution
LPAC	Local Project Approval Committee
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MPA	Ministry of Parliamentary Affairs
MoGCSW	Ministry Of Gender Children and Social Welfare
MoWSS	Ministry Of Welfare and Social Security
NGO	Non Governmental Organizations
PRSP	Poverty Reduction Strategy Paper
PWC	Parliamentary Women's Caucus
RBM	Results Based Management
SIDA	Swedish International Development Cooperation Agency
SPLM	Sudan People's Liberation Movement
ToC	Theory of Change
TOR	Terms of Reference
UN	United Nations

UNCT	United Nations Contact Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
UNFPA	United Nations Population Fund
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
UNMIS	United Nations Mission
UUSC	Unitarian Universalist Service and Committee
VAW	Violence against Women
WB	World Bank

Evaluation Team

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1. Executive Summary

The evaluation provides an independent assessment of the outcomes and impact of the 4-Year programme **“Building Capacity for Gender Equality in Governance and Protection of Women’s Rights in Sudan 2008-2011”**. The program contributed to advancement of gender equality and women’s empowerment in the post conflict era after 2 decades of civil war between Sudan and South Sudan. It was designed to address eight (8) outcomes that cut across legal and policy frameworks, processes and systems; budget processes; capacities for policy, service delivery and marginalized women. The 8 outcomes were mainstreamed into three (3) core themes i.e. (i) Institutional capacity-building and development, (ii) Advocacy and networking for policy reform, (iii) Documentation, communication and information dissemination

The programme was supported by Swedish Development Agency (SIDA) with a 4-year \$5 million grant and funding from other funders; Governments of Norway, Spain, Italy, UUSC, FEM- US National Committee, Swiss National Committee and CHF contributing to the \$18million budget.

Programme design

Theory of Change was used to analyse the linkages between the programme’s inputs, outputs, outcomes and impact. Finding revealed a process oriented goal that did not address the end result of the result chain, increased gender equality. Challenges with the intervention model pointed to limited knowledge of RBM and the need to raise capacity for effective planning.

Methodology

The Consultants conducted literature review of the documents provided by UN-Women covering the programme plan, project documents, annual reports and financials. The output was the Inception Report which provided the evaluation framework inclusive of the approach to the

evaluation. The objective of the evaluation was to assess progress towards achievement of outcomes. Evaluation questions were designed by the Consultants to cover the scope of programme design, relevance, effectiveness, efficiency, impact, sustainability and partnership principles.

Two inception meetings were held in Juba on April 12 2012 and Khartoum on April 17 which identified stakeholders, discussed the interview schedules and confirmed sampling criteria.

The Consultants conducted a number of interviews: in-person with individuals and small groups of 2-5 representatives from the same agency that provided good response and in-depth discussion. Other discussions conducted via telephone and Skype were efficient and provided highly candid in-depth information, while placing a higher burden on informants. Focus group discussions were conducted with community groups of 4-10 participants. The Consultants used the Most Significant Change story telling method to elicit personal experiences from the participants of initiatives and changes within the community. Participation was equally active for both women and men.

Sampling variables included; stakeholder categories engaged in the programme inclusive of UN-Women, UN Agencies, Donors, Implementing Partners and Beneficiaries; focus of partners, location, partner performance and access due to increasing security concerns

The following were the findings of the evaluation.

Findings

Relevance of objectives

The programme took place against a backdrop of political transition for Sudan and South Sudan. The overall programme intent was to advance gender equality and women’s empowerment. The programme framework encompassed the key national priorities that, although broad, were relevant to the context. The programme was

aligned to the key national legal frameworks in Sudan i.e. GoNU 5 Year Plan 2007-2012, the 2008 Work Plan for Sudan and in South Sudan CPA and the 2008 Child Act; UNIFEM Strategy 2008-2012 and UNDAF 2009-2012.

In the absence of a baseline study, objectives were based on secondary gender analysis, risk assessments, socio-economic and conflict assessments with input from key stakeholders in Khartoum and Juba.

Relevance of approaches

UN-Women adopted an inclusive approach engaging key stakeholders inclusive of the UN-Women traditional development partners, government machineries at national levels, and women's organizations, non-traditional partners, academic and media institutions. The programme offered a broad thematic focus yet fell short in the provision of strategic direction on gender mainstreaming, gender analysis, gender frameworks, use of disaggregated data within the peace building and post-conflict situations.

Good practices were noted in the use of advocacy approaches that promoted SCR 1325, 1820 and CEDAW targeting rights holders and duty bearers.

Relevance of stakeholders

The programme targeted a wide cross section of stakeholders in Darfur, Sudan and South Sudan. Good practices were noted in reaching out to key groups inclusive of CBOs, women's organizations, human rights and gender advocates, as well as academics and media. The stakeholders were relevant and through their operations, enabled the programme wider reach to a larger population.

Relevance to emergent issues

The programme is commended for its responsiveness to emergent issues. Given the fragile political environment, national priorities

inclusive of elections and the South Sudan referendum emerged taking prominence in response for all development partners.

Effectiveness

Legal and Policy Reform

Good practices were noted in collective use of advocacy strategies that fostered intersection of the SCR 1325, 1820 and CEDAW, resulting in powerful tools for advocacy and messaging. The strategies were effective in raising knowledge of duty bearers and rights holders on the provisions of the instruments and the importance of ratification of the international instruments. With the level of knowledge built nationally, the programme will need to support with strategies that ensure accountability of duty bearers through ratification of instruments, legal mechanisms that ensure implementation of the international instruments, member states compliance report and the civil society shadow reporting processes.

Equally effective were strategies used in building momentum and coalescing on legal reform works in Sudan among CSOs, government and academics and to a lesser extent in South Sudan. However advocacy is still required for government commitment to legal reform in Sudan especially the 1991 Criminal Act that remains pending due to lack of commitment by parliament to amend Article 152 that levies 40 lashes for vaguely defined "immoral acts" and Article 149 that has deterred women from seeking justice in rape cases in Darfur. The Constitutions fails to recognise women as equals and awards guardianship to men. The next phase will need to support presentation of amendments to parliament and adoption with clear steps on implementation.

The programme was effective in enhancing access to justice through SPUs in South Sudan and Legal Aid Clinics in Darfur.

The election and referendum provided key interventions for the UN-Women to address electoral rights. Strategies used to enhance women's participation as voters and candidates were effective. Both processes witnessed high women voters compared to previous years with 52% women voters in South Sudan and 50.7% in Sudan. Overall representation of women in state assemblies has increased notably in South Sudan, currently at 29%. More effort will be required to continue to raise the level of women's participation from 2.3% at national assembly and at state legislative assemblies, currently at 3%.

While the programme has contributed to increased capacity on gender budgeting, a holistic approach is required that goes beyond training to support the processes in both countries that address mainstreaming gender in public expenditure and policy, gender audit of public expenditure programmes and adequate resource allocation for gender in key line ministries.

Capacity for Implementation

The effectiveness of the whole gender machinery and that of UN-Women rests on adequate resourcing and strategies to address gender priorities within frameworks that are realistic and reinforce the effort of all stakeholders involved. Ministries of Gender historically face limited budget allocation at national level, affecting their ability to operate effectively. The evaluation noted the strategies employed by the program relied heavily on training without comprehensive analysis of institutional capacity and resource requirements. UN-Women will need to provide strategies that enhance the capacity of the Ministries of Gender to deliver, especially the Gender Directorate. Support must go beyond short term consultants to long term substantive staff that can be a resource within the Ministry of

Gender, across ministries and lead CSO engagement.

The UN-Women was effective in raising knowledge on gender and programming among CSOs through short term partnerships with over 150 CSOs in Sudan and South Sudan. However, achievement of results varied according to partner capacity and funding provided for projects. Capacity gaps of certain partners provide operational risk for the UN-Women and needs to be taken seriously. A wide scope netting partner strategy will need to be replaced by strategies that are focused, selective and create partnerships that have a higher capacity to deliver. Already very good performers are evident within the pool of partners that will require direction with minimum technical investments in the short term as UN-Women addresses resource gaps in the 3 offices.

The programme was effective in collaboration with non traditional partners i.e. universities and media agencies who contributed greatly to evidence based advocacy with effective messaging promoting peace building, end of VAW, electoral rights and broader gender and human rights of women.

Efficiency

Under a new global mandate it was noted that UN-Women in the two countries has already started addressing some of the critical constraints experienced over the past 4 years notably adequate staff, long term technical expertise to lead thematic areas, systematic approach to partnership selection, planning, monitoring and reporting. Delivery of service and accountabilities that go with good programming standards appear to be appreciated now under the UN-Women mandate and was evident in Juba, Khartoum and Darfur.

Client satisfaction was found to be low on average in relation to the service provided by UN-Women over the entire 4 years, although appreciation of the financial support was high. Tracking of client satisfaction is key to the provision of efficient services to partners and UN-Women will need to come up with regular standards to effect this.

At the end of 2011, the programme had raised 83% of the projected \$18million budget. Expenditure remained on average at 80% over the entire 4 year period. Expenditure levels were largely impacted by bureaucracy in funds approval limited for country offices to only \$2,500, Nairobi \$99,000 and \$100,000 and above required New York approval. Such bureaucracy proved to be stifling for the country offices most notably in 2010 during the elections period that led to of 3-9 months delays in funds transfer. The systems still exist to date although the impact has not been as devastating. Devolution of power will need to be addressed within UN-Women with realistic operational standards that facilitate efficiency of country office operations.

Although delays were experienced especially in 2008-2010, expenditure over the past 4 years has remained at 80%, obviously impacted by the delays and partners' capacity to spend. Consequently, addressing the resourcing of the country offices with improved planning and monitoring should further enhance the efficiency levels, and improve donor confidence in UN-Women's capacity to spend.

UN-women played key roles at inter-agency levels coordinating UN-Committees and UN-Government working groups. The role can be further strengthened by increasing number of skilled staff in each office with the capacity to lead high level advocacy initiatives. The evaluation noted collaboration with other UN agencies that led to greater efficiency and effectiveness in interventions. UN-Women only

stand to gain from increased collaboration to leverage skills and resources within the UN family available for gender at national level.

Impact and Sustainability

Availability of human, physical and financial resources beyond the funding period is central to sustainability of results. UN-Women will need to support its partners in designing for sustainability through defined sustainability plans addressed through exit strategies. Although partner projects lacked exit strategies, findings indicated the impact was in line with the catalytic approach where partners with higher capacity were able to attract other donor funds to scale up projects and some received new funding from UN-Women building on their capacity to implement and achieve impact. Unintended outcomes were evident with the weaker partners who lost gains achieved by the projects due to their inability to continue implementation given lack of funding. Unintended outcomes were also noted with the delays in transfer of funds that posed reputation and operational risk for implementing partners.

Sustainability of advocacy work is the collective work of women's networks and organizations. While UN-Women has facilitated establishment and registration of a number of networks, continued support will be required to build leadership capacity of women who can provide direction to a national women's movement that has the credibility to work side by side with government on gender equality and women's empowerment. On the part of its development partner the gender line ministries, greater impact on gender equality and women's empowerment can only be reached with their strengthened capacity through adequate resourcing to build institutional capacity.

Partnership Principles

Good practices in partnership calls for principles of clear direction, risk management and transparency. The onus is on the UN-Women to

raise the bar and develop partnership guidelines, standards, principles and systems with accountability respected by all.

Systems existed to enable partnership selection, the evaluation found them inadequate in informing UN-Women partnership strategy. Critical analysis will be required in the development of strategies that support UN-Women partnership goals and can be supported with the available resources and skills.

UN-Women cannot sustain the high number of partners that were engaged under the 4-Year Country Programme. It will need to be strategic in assessing partners and developing strategies corresponding to different levels of capacities and skills. Focus will need to shift from quantity evidenced by large number of partners to quality of partners as well as the modus-operandi. More resources will be required for institutional building of its core partners, Ministries of Gender and women's organizations

Recommendations

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

Recommendation 1 Strengthen UN-Women Leadership in Sudan and South Sudan by fast tracking the following planned initiatives;

- i. Decentralize decision-making to empower country offices to make timely operational decisions.
- ii. Decentralize financial management; each office to be supported with a Finance Officer with the responsibility to develop systems within UN-Women and support partners in establishing financial systems.
- iii. Organize partners' forum to share UN-Women mandate and discuss partners' concerns and priorities.

- iv. Utilize the evaluation findings to develop partnership strategy for the new programme plan. The strategy should be supported with well researched tools and approaches on partnership selection, disbursement of funds, partner project planning, reporting, budgeting and institutional building to support a focussed programme plan with fewer outcomes.

- v. Recruit adequate staff to support operations at country office.

- vi. Train staff on RBM to enhance programme planning and monitoring and roll out training to partners

- vii. Provide guidelines for review and adaptation of long term plans that are matched with supporting resource and communication strategies in fast changing environment e.g. the post conflict areas to remain relevant to ever changing priorities.

Recommendation 2 Strengthen the Capacity of the Respective Ministries of Gender i.e. MoGCSW and MoWSSMoWSS in the Two Countries for Policy Implementation.

- i. Conduct capacity assessment of the MoGCSW and MoWSS specifically the Gender Directorate to clarify human resources required to lead policy analysis, planning and turning resolution into action.
- ii. Revise partnership model between UN-Women and the two Ministries with long term programmes that support national gender empowerment outcomes and not short term projects.
- iii. Develop coordination mechanisms for collaboration with UN Agencies, line ministries and CSOs.

MoGCSW

- iv. Develop strategy for institutional building of the Gender Directorate through permanent structures that allow accountabilities to be fulfilled by ministry and support with infrastructure, material and equipment that provide autonomy to ministry operations. Strengthen the MoGCSW to strategically position gender equality as South Sudan priority in order to influence policy.
- v. MoGCSW to coordinate celebration of Women's Day on the marked date March 8 in support of international effort for the advancement of women.
- vi. Prioritize mapping of CSOs to establish who is doing what in the 10 provinces.

MoWSS

- vii. UN Women should build on its success and achievements working with the National Elections Commission in Sudan by ensuring the gender mainstreaming of the plans and operations of the commission are fully integrated into the commission.
- viii. UN-Women should continue its support for the Directorate of Women Affairs in Sudan to strengthen their capacity for engendering line ministries plans and activities.
- ix. Support holistic gender budgeting approach that address mainstreaming gender in public expenditure and policy, gender audit of public expenditure programmes and adequate resource allocation for gender in key line ministries.

Recommendation 3 Build Capacity of Women's Organizations for Implementation

- i. Develop guidelines, tool kits and other material to support gender analysis, gender mapping, disaggregated data and gender framework for implementation by partners.

- ii. Revise disbursement plans to provide longer term funding to support programmes and not short term projects.
- iii. Focus on fewer partners with longer term comprehensive programme support
- iv. Develop guidelines for partner project implementation.
- v. Organize partners' orientation for new partners to clarify approaches, strategies, tools and methodologies.
- vi. Develop institutional capacity building strategy to address partner needs. It is recommended that such a strategy would provide a framework for identifying capacity required by partners to be effective, efficient and accountable.
- vii. Improve monitoring and evaluation through development of a strategy and framework jointly with partners.

Recommendation 4 Raise profile of UN-Women through Inter-Agency Work

- i. Engage strategically in inter-agency work to raise profile and credibility of UN-Women.
- ii. Collaborate with other UN agencies to leverage capacities and resources available for gender to have greater impact.
- iii. Engage UNCT structures e.g. UN Coordination Group on joint gender programmes, UN Agencies and Donor Joint Group in identifying joint funding opportunities on common themes.
- iv. Provide leadership on UN, Government, CSO gender coordination mechanisms to strengthen collaboration and partnership.
- v. Continue to engage donors in UN-Women events and meetings to maintain donor interest.

Recommendation 5 Continue to Support This Core Group of Women Parliamentarians

- i. Develop a broader programme to provide continuous training of women parliamentarians on core themes including CEDAW, SCR 1325, 1820, Protocol to the African Charter on Human and People's Rights of Women in Africa, gender budgeting; representation and engagement with constituency; advocacy, lobbying and representation skills in both countries.
- ii. Engage women parliamentarians in developing strategies for effective legal reform, e.g. Child Act in Sudan.

9. Lessons

Advocacy programmes that promote the intersection of CEDAW, SCR 1325 and 1820 provide powerful tools for advocacy and must be supported with accountability strategies for ratification of international instruments, implementation mechanism and compliance reporting by member states and CSO shadow reporting.

Exclusion of men, community leaders, opinion leaders, and traditional leaders as advocates for gender reduces effectiveness of initiatives in patriarchal societies.

In complex societies, NGOs become social agents that can lead to transformational change as witnessed in some communities in the programme. Partnerships must therefore be

strategic with those agencies that can lead change in Sudan and South Sudan to support gender equality initiatives.

Partnership with agencies that do not share the same principles on gender can be hurtful to gender equality as they only reinforce stereotypes and take away the safe space for women to share and learn.

Collaborations between multiple partners especially in conflict areas are effective for sharing resources, approaches and methodologies.

Media advocacy coupled with focus group discussions on targeted social issues is an effective way of changing attitudes on repressive gender customs and beliefs.

Country programme plans that have broad focus reduce effectiveness. There is need for a focused approach, limited partners and consistent partner support services.

Targeting wide cross section of stakeholders inclusive of CBOs, women's organizations, human rights and gender advocates; academics and media provides vehicles for wider reach of the population in post conflict program implementation.

Long term programme planning in turbulent environment requires frequent adaptation of plans to align with ever-changing environmental priorities. Renewal of long term plans is essential to ensure relevance of plans to the programme context.

2. Evaluation Background and Methodology

2.1. Purpose of the Evaluation

The programme “***Building Capacities for Gender Equality in Governance and Protection of Women’s Rights in Sudan***” was implemented over a 4-Year period from 2008-2011. At the time of evaluation the programme was under a 6 months extension scheduled for completion in June 2012.

The terms of reference of this evaluation included:

- I. Assess progress made towards the achievement of planned results, the relevance of the program, sustainability, and potential for replication of the initiative
- II. Draw lessons learned from the programme
- III. Give recommendations on future programme directions

The findings, conclusions and recommendations generated by this evaluation were expected to inform future programming and direction in promoting women’s human rights and gender equality in Sudan and South Sudan, and inform decision making by the Swedish International Development Cooperation Agency and other donors.

2.2. Data Sources, Collection Methods and Analysis

The Consultants conducted **literature review** of the documents provided by UN-Women covering the programme plan, project documents, annual reports and financials. The main output of the document review was the Inception Report which provided the evaluation framework inclusive of the approach to the evaluation. Evaluation questions were designed by the Consultants to cover the scope of programme design, relevance, effectiveness, efficiency, impact, sustainability and partnership principles.

Two **inception meetings** were held in Juba and Khartoum which identified stakeholders, discussed the interview schedules and confirmed sampling criteria. The South Sudan Inception meeting was conducted on April 12, 2012 with stakeholders from UN-Women, Joint Donor Group, World Bank, SIDA, MoGCSW, and CSOs. In Sudan, the inception meeting took place on April 17, 2012 with participants drawn from UN Women partners that included representatives from CSOs, General Directorate for Women and Family Affairs, the Swedish International Development Agency (SIDA) and academic institutions.

The Consultants conducted a number of **interviews**: in-person with individuals and small groups of 2-5 representatives from the same agency that provided good response and in-depth discussion. Other discussions conducted via telephone and Skype were efficient and provided highly candid in-depth information, while placing a higher burden on informants due to limited internet connectivity. Focus group discussions were conducted with community groups of 4-10 participants. The Consultants used the Most Significant Change story telling method to elicit personal experiences from the participants of initiatives and changes within the community. Participation was equally active for both women and men.

Sampling

The evaluation used **purposive sampling** based on participants’ understanding of the categories in the program. Representatives were selected from various groups in the population pool. Overall the following criterion was used in sampling:

- I. Coverage of various stakeholder categories engaged in the programme inclusive of UN-Women, UN Agencies, Donors, Implementing Partners and Beneficiaries.
- II. Implementing partners were grouped according to focus inclusive of government ministries, women's organizations, media agencies, church-based organizations and academic institutions, including participant and non-participant UN Agencies in the programme.
- III. Project participants were further categorized based on geographic location, taking note of the 2 countries, Sudan and South Sudan, and 3 regions of North, Darfur and South Sudan.
- IV. Other variables included thematic focus, nature of institution, partner performance and reach.
- V. Coverage of the participant government ministries and institutions.
- VI. Outbreak of fighting in the border areas.

Below is a summary of the list of sampled stakeholders:

Table 1 Sampled Stakeholders

Stakeholder	Sudan	South Sudan
UN-Women (current and former staff)	3	7
UN Agencies	3	5
Donors	3	1
Ministries of Gender	1	6
Ministry of Parliamentary Affairs	3	1
Parliamentarians	1	4
International NGOs		2
National NGOs	37	10
Academic Institutions	3	
Media Institutions		1
Community Based Agencies	2	4

2.3. Key Limitations

- Limited access to segments of the population in the states of Unity, Western Equatorial, Western Bahr, Upper Nile, Jonglei and Warrap in South Sudan; and in Sudan, parts of south and north Darfur and sections of the Blue Nile were not accessible due to security reasons.
- Intermittent availability of staff with limited number in the office at the time of evaluation due to the 6 week rest and restoration (RR) policy, a result of psychological impact of the post-conflict environment. Arrangements were made to interview former staff via Skype and telephone.
- Limited availability and access to approved project reports and other documentation from 2008 to 2010 in Juba Office due to central storage of documentation in Khartoum in line with the reporting structure at the time and staff changes with a new team coming on board in 2011. A number of documents made available were drafts with gaps in information.
- Lack of availability of 2008 and 2009 Country Program budget figures from Khartoum Finance Office.
- Transition from UNIFEM to UN-Women took place during the life cycle of the programme resulting in evaluation standards different from the standards when the programme was first designed.
- Large volumes of qualitative data with limited analysis and use of quantitative data in reporting.
- Heightened security concerns with the renewed fighting between Sudan and South Sudan as a result of the conflict over the Heglig oil fields in April 2012 (during the evaluation implementation).

3. Programme Design

Theory of Change/Logic Model Analysis

The Theory of Change (TOC) model was used to analyse the causal links between the measurable outcomes and the process to achieve them. The evaluation noted the difficulty of long term planning using linear logic which did not adequately capture the complexity of the environment, monitor negative change to provide lessons or effectively monitor changes in women's rights and empowerment. The overarching goal of the programme is noted as "Advancement for gender equality and women's empowerment". In line with good practices on gender programming, the goal is process-oriented and does not address the end result of the result-chain, i.e., increased gender equality or reduced inequality. The goal is therefore insufficient to drive transformational change in the complex operating environment. Although the result chain provides a number of assumptions and risks, there are limited linkages to the proposed strategies to address the risks.

Outcomes

The programme plan offered 8 diverse outcomes¹ that are worded as outputs and fail to articulate intended change expected at outcome level. An attempt to map the Theory of Change (Fig. 1) grouped the outcomes as follows:

Outcome 1 TOC: Policy and Legal Framework with outputs inclusive of ratification of international instruments, legal reform of selected legislation, and formal and informal justice. This groups RBM outcomes: 1 - development strategies/policy, 2 - legislative reforms, 3 - justice systems and 4 - budget processes. The evaluation noted little attention is paid in the RBM result chain of linkages between the outcomes.

No attention has been given to how change happens with RBM outcomes 1, 2, 3 and 4, which are basically process-oriented, leading to an overarching outcome that is also process oriented and not result oriented.

¹-Outcome 1. Increased number of Sudanese development strategies (including PRSs, SWAPs, post-conflict reconstruction strategies, and other nationally-owned plans) incorporate gender equality in line with national commitments to women's empowerment (e.g., MDGs, SC1325, etc.) and human rights (e.g., CEDAW and regional human rights commitments).

-Outcome 2. Increased numbers of legal frameworks and processes – particularly those related to economic security and rights, women's care work, property and inheritance rights, trade, migration, ending VAW, and electoral and security sector reform – that promote and protect women's human rights and eliminate gender inequality in Sudan.

-Outcome 3. A greater number of formal and informal justice systems promote women's human rights at national and local levels across Sudan.

-Outcome 4. Increase in the number of budget processes that fully incorporate gender equality.

-Outcome 5. Gender equality experts, advocates and their organizations and networks enhance their capacity and influence to ensure strong gender equality dimensions in national laws, policies and strategies.

-Outcome 6. The most marginalized women (including, among others, HIV-positive women, women informal sector workers, migrant women, indigenous women, women survivors of sexual and gender-based violence in conflict situations and women with disabilities) have increased resources, capacities and a voice to ensure that their priorities are included in relevant policies, programmes and budgets.

-Outcome 7. Key policy, service delivery and media institutions have increased resources and improved structures, procedures, incentives and capacities to implement laws and policies that promote and protect the human rights of women in line with global, regional and national agreements.

-Outcome 8. Increased numbers and relevance of models of community-level for advancing women's human rights and eliminating gender inequality.

The Theory of Change points to a second outcome:

Outcome 2 TOC: Enhanced Capacity for Implementation. Based on the wording of the RBM outcomes, capacity is used in reference to resources, i.e., financial and human, skills and technical guidance. This outcome is supported by the RBM outcome 5, capacity of gender organization and networks, outcome 6, increased resources and capacities of “most” marginalized women, outcome 7, key policy, service delivery and media institutions have increased resources, outcome 8, models of community initiatives. The capacity building initiatives in the programme rest heavily on the training and manual production without a deeper reflection of the direction inferred in the RBM outcomes.

Outputs

There are no clear linkages on how the outputs will lead to the outcomes. Some of the outputs are conflated with outcomes e.g. output 3.2 on “access” to legal assistance for women is the end result of what is outcome 3 and output 3.1 both tangible products and services. Obvious overlaps are notable with duplication in the reporting on outcomes.

Indicators

Indicators are inadequately defined to measure gender equality and empowerment. Measurability of some of the qualitative indicators is questionable. All indicators could have been improved by use of the litmus test SMART. Challenges were noted in reporting with the use of mainly output indicators in both quarterly and annual reports. Limited reporting was noted on the process indicators that measure progress on specified outcomes or situational indicators that provide an indication of how UN-Women development changes were occurring. Related to this, the plan highlights 3 cross-cutting themes; Institutional capacity-building and development, Advocacy and networking for policy reform, Documentation, communication and information dissemination. The cross cutting themes lacked clear pathways to their implementation or the indicators for tracking progress. UN-Women could have benefitted from critical analysis of the change they seek to bring on the 3 cross cutting themes and a clear definition of the role that UN-Women can play in bringing that change.

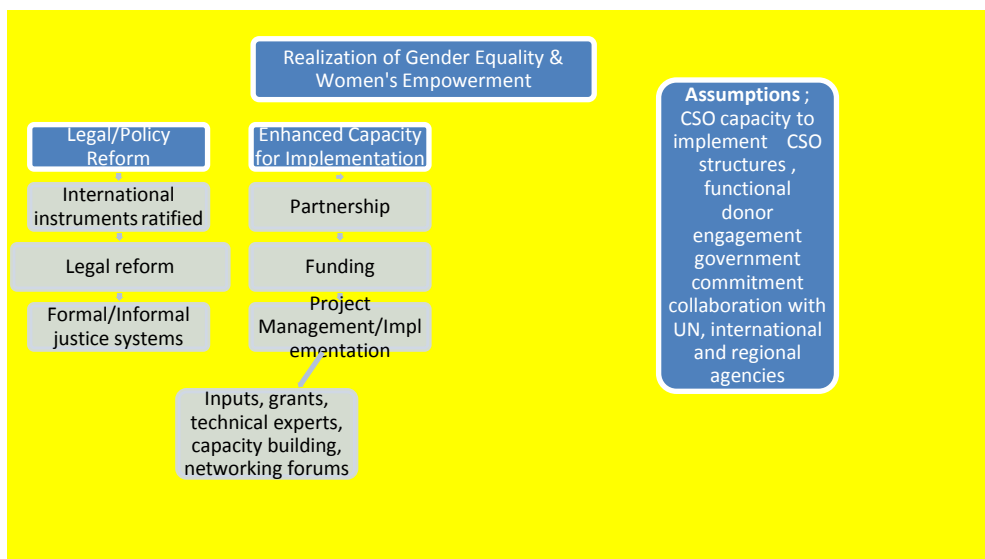


Figure 1 Theory of Change

4. Evaluation Findings

4.1. Relevance

Relevance of objectives

The objectives of the 4-Year Programme 2008-2011 were anchored in the national reconstruction development strategies; first, Sudan's Government of National Unity (GoNU) 5-Year Plan 2007-2011 promoting a culture of peace building, good governance, rule of law and democratic process; second, the 2008 Work Plan for Sudan promoting community and rights based approaches to Humanitarian, Early Recovery and Development Programmes. In South Sudan, it was aligned to the Child Act of 2008 that promoted children from early marriage and other harmful cultural and social practices. The national framework at the time of the project design was a terse and challenging political environment. The programme targeted women seeking to advance gender equality and empowerment in the areas of gender justice, democratic governance, VAW and economic security rights in line with the UNFEM Global Strategy 2008-2011. The programme was aligned to UNDAF 2009-2012 for Sudan with its priority for empowering women and democratic rights.

There was no evidence of a baseline for the country programme; the design was therefore based on situational assessment that was informed by secondary gender analysis, risk assessment, socio-economic and conflict assessment. Consultations were made with national gender machinery in Khartoum and Juba with the government priorities for institutional capacity incorporated into the country programme. However, without clear baseline and resource capacity assessment within the post conflict situation, the objectives although relevant were diverse and ambitious for a country in political transition.

Relevance of approaches

While some UN Agencies were direct implementers, UN-Women adopted a partnership approach working with its traditional development partners, i.e., government gender machineries at national and state levels, women's organizations at national and community levels, and non-traditional partners, academic institutions and media agencies. The approach was inclusive, engaging key stakeholders within the Sudan development spectrum.

The programme offered a four year overview on thematic focus but fell short in the provision of strategic gender direction in terms of addressing gender mainstreaming, gender analysis, gender frameworks, and use of disaggregated data in the peace-building and post-conflict era. In the absence of gender analysis, the approaches were women-heavy failing to integrate the gender balanced approaches that would have leveraged the support of men in influential positions. An example is the elections projects where cases were noted of men in politics putting forward their own candidates to protect the interests of the party and not the interests of women, therefore reinforcing stereotypes of gender inequality.

Given the political devastation in the country due to the prolonged war, the programme focused on building in-country capacity through training, attending international and national conferences to support the wide cross section of stakeholders. The stakeholders were inclusive of all programme participants' i.e. government, NGOs/CBOs, communities, academics and media personnel, with active engagement of non-traditional partners including academic institutions and media agencies.

Good practices were noted in the use of advocacy approaches that promoted the SCR 1325, 1820 and CEDAW, targeting both rights holders and duty bearers.

Relevance of stakeholders

The programme targeted a wide cross section of stakeholders in 3 regions: North Sudan, including Darfur, and South Sudan. UN-Women's primary development partner, the Gender Ministries, received support in all 3 regions in gender mainstreaming and addressing rule of law in Sudan to reform the legal framework. Participating line ministries included; Ministry of Justice, the Ministry of International Cooperation, the Ministry of Finance, the National Strategic Planning Institute, the National Elections Commission, the Higher Council for Decentralization, the Political Parties Affairs Council, the Popular Consultations Commission; the VAW/GBV Unit at federal level and VAW/GBV committees at state level, the Ministry of Social Affairs at South Kordofan, Blue Nile, Red Sea, and the three states in Darfur. In the South, support was for development of the normative gender policy framework with engagement of the Ministry of Gender, Child and Social Welfare, Women Parliamentary Caucus, Ministry of Finance, Ministry of Justice, Ministry of Foreign Affairs, and Ministry of Education. The line ministries were relevant as the duty bearers of gender equality and empowerment of women at national level.

At CSOs level, the programme targeted the wide cross section of international NGOs, national NGOs and CBOs. The South Sudanese NGOs operated in the Diaspora for many years then moved to South Sudan in 2008 after the conflict. The partnership of UN-Women and South Sudanese NGOs was relevant as it created an opportunity for CSOs to engage in gender programming at national and community levels. In Sudan, UN-Women partners more established NGOs that were already operational.

UN-Women constituents reached out to all groups in society: CBOs, women's groups, human rights groups and advocates, as well as academia and media groups. The outreach of the programme provided good practices in inclusive engagement in peace-building programming and was fundamental to the advocacy programmes.

UN-Women collaborated with UN Agencies, World Bank and UUSC in implementation of the programme with funding from bilateral agencies Sweden, Norway, Spain and Italy; UN Agencies i. e. UN-Women core funds; and international agencies inclusive of UUSC, FEM – US National Committee, Swiss National Committee and CHF. The funders were relevant providing diversified funding for the programme that enabled it to meet its fund raising goals.

Relevance to emergent issues

Prominent in the evaluation is how the programme was responsive to emerging issues. Given the fragile political environment the programme initiatives were specific in response to national priorities as reflected by the election projects and referendum projects that were implemented in 2010 and 2011 respectively. UN-Women is given credit for their responsiveness to emergent issues not previously identified in the Country Programme Plan.

4.2. Results of the Programme

4.2.1. Effectiveness

4.2.1.1. Outcome 1

The outcome sought to increase the number of development strategies incorporating gender equality into national plans and strategies in line with regional and international human rights frameworks.

The evaluation established the human rights framework as follows; although Sudan has ratified the UN Convention on the Rights of the Child (UNCRC), its implementation has remained questionable, exposing children to inequality especially to early marriages in both countries and FGM in Sudan. Recently, UNICEF launched a campaign to end FGM within a generation, a problem that has continued to face young girls due to cultural practices. Other UN conventions codified included the International Convention on the Elimination of All Form of Discrimination (ICECD). However, Sudan has not ratified the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) leaving women vulnerable to inadequate formal legal systems compounded by an equally strong informal legal system practiced by rural tribes. In South Sudan ratification of the key legal instruments remains at the top of the agenda of CSOs, with advocacy campaigns for implementation of UN Resolution 1325 which affirms the importance of women’s equal and full participation as active agents in peace building and security; Resolution 1820 which calls for strengthening protection of women from sexual violence, advocacy and accountability through the justice system. However, non- ratification of the international instruments has hampered integration into the national legal framework for both countries.

Good practices were noted in the use of advocacy approaches that promoted the SCR 1325, 1820 and CEDAW. Outputs included training, conferences for armed forces that guided peace talks; training of government officials and professionals such as teachers and paralegals that guided attempts to implement provision of the instruments; production of papers, guidelines and checklists to guide gender mainstreaming and advocacy priorities and training of women’s organizations and community members to support advocacy for rights. The two countries both benefitted from capacity building on international instruments and dialogue with key national and international stakeholders on the need for ratification and integration of SCR 1325, 1820 and CEDAW.

Used collectively, the intersection of 3 instruments provides powerful tools for i) demanding women’s participation in decision-making at all levels, ii) rejection of violence against women as it impedes the advancement of women and maintains their subordinate status, iii) equality of women and men under the law; protection of women and girls through the rule of law, iv) demand for security forces and systems to protect women and girls from gender-based violence, v) recognition of the fact that distinct experiences and burdens of women and girls come from systemic discrimination, vi) ensure that women’s experiences, needs and perspectives are incorporated into the political, legal and social decisions that determine the achievement of just and lasting peace. Although the programme reflected many of the above in its advocacy approaches, it lacked well-defined strategies to ensure accountability of duty bearers through ratification of instruments, legal mechanisms that ensure implementation of the international instruments, member states compliance reports and the civil society shadow reporting processes.

The evaluation revealed progress of achievement towards outcomes was as follows:

Table 2 Outcome 1 Examples of Progress towards Outcomes

Sudanese development strategies	Examples of progress towards outcomes	Source
South Sudan	(+)SCR 1325 study by Joint Donor Team that supports integration of 1325 provisions nationally provided impetus on the need for ratification and integration into national laws. (-)UNIFEM supported the MoGCSW to facilitate a	Interviews with UN-Women, WB, Min of Gender, UNMIS, SIDA, Women

	<p>policy dialogue for finalization of the Gender Policy Framework in 2008. National Gender Policy presented and approved by parliament in 2008 but has failed to inform gender priorities in the country. The document is regarded by stakeholders as inadequate, with calls from stakeholders to review the policy document.</p> <p>(+) Two consultants provided to the Ministry to support assessment of Interim Constitution and produce a training manual, “Know Your Rights to the Constitution”, and a second to support policy and strategy development. Failure to leverage technical support provided to MoGCSW with key deliverables, e.g. the National Gender Strategy, National Gender Policy review and amendment still pending 10 months after recruitment of a Consultant on short term contract.</p> <p>(-) In South Sudan there was evidence of misunderstanding of provisions of CEDAW by women parliamentarians, a missed opportunity by the programme which has led to the failure to advocate for integration into national gender framework by the policy makers.</p> <p>(-) Concern was raised that celebration of the International Women’s Day was not always consistently coordinated on March 8 in line with international celebrations. This a role played by MoGCSW in South Sudan with support from UN-Women.</p>	Parliamentarians
Sudan	<p>(+) The government budget actors i.e. Ministry of Finance and the Central Bank of Sudan held an initial dialogue on the Poverty Reduction Strategy Paper (PRSP) and the micro-finance policy and how best to incorporate gender concerns into the processes.</p> <p>(+) Directorate of Women Affairs and National Elections Commission were supported with technical advisors, providing critical skills required to support policy work</p> <p>(+) Technical support was provided to the AU-United Joint Mediation Support team (JMST) as part of UNIFEM’s goal of ensuring sustained engagement of women and realisation of gender equality in the Darfur peace agreement.</p> <p>(+) Policy work was supported with continued training at state level to support implementation of the 2007 National Policy on Women’s Empowerment.</p>	UN Women Annual reports for 2010 and 2011 Sudan Country Programme (2008-2011) Third progress report to the Government of Sweden Interviews with UN Sudan staff

4.2.1.2. Outcome 2

The programme sought to increase the numbers of legal frameworks and processes – particularly those related to economic security and rights, women’s care work, property and inheritance rights, trade, migration, ending VAW, and electoral and security sector reform – that promote and protect women’s human rights and eliminate gender inequality in Sudan.

The evaluation noted 3 key initiatives under the outcome: legal reform, 2010 national elections and the South Sudan referendum. **Legal reform** initiatives were conducted in Sudan. The legal framework in Sudan was largely impacted by the prolonged conflict. The Sudanese legal system is based on a combination of Islamic Shari’a law and English common law operating within a military dominated political environment, M Fournier 2008.² Thus, the rule of law effectively repressed women and was often incoherent; the implementation was highly compromised due to limited capacity of government institutions. Outputs of the programme included advocacy meetings and conferences to support amendments to the 1991 Criminal Act and other acts and laws were largely regarded as discriminatory, including the Labour Law, Nationality Law, Criminal Act and Public Order Law. The laws in many ways denied women and children their rights pertaining to the formal and informal legal systems. The process was led by UN Women, the General Directorate for Women and Family Affairs (GDWFA) and the Women’s Centre for Human Rights, in collaboration with NWMs, the Ministry of Justice, UN Women, the Gender Department of UNMIS, UNMIS Rule of Law, and CSOs. Evaluation noted although there was effort to support the legal reform processes, however the goal was yet to be realized. The 1991 Criminal Act remains pending due to lack of political will to amend Article 152 which levies sentences of 40 lashes on vaguely defined “immoral acts”, including “indecent or immoral dress”, and Article 149 which has deterred many women from seeking justice in rape cases, especially in Darfur. Amendments to the 1998 Constitution that awards guardianship of women to males are still to be adopted.

The South Sudan 2005 Interim Constitution provided for women’s ownership and inheritance of property, affirmative action, and stipulated at least 25% women’s “participation in public life and their representation in the legislative and executive organs”. It required the government of South Sudan to enact laws that prohibit harmful traditional practices. The MoGCSW passed the 2008 Child Act that protects the girl child from negative and harmful cultural practices with implementation at varied levels in the 10 states. However the young ministry, established in 2005 faced institutional limitations in human resources with a total of 5 staff in comparison to 50 in the Directorate of Social Welfare. Budget allocation for the entire Ministry was ten million Sudanese Pounds, (approximately US \$ 2,702,700) from the national budget and out of this; the Directorate of Gender received 80,000 SSP (US \$ 21,622). In addition the ministry faced constraints in physical infrastructure and equipment and other resources for its operations. Its ability to lead gender mainstreaming across line ministries at policy level was therefore compromised to institutional capacity.

In Sudan, the Ministry of Gender Child Welfare (MoGCW) now known as the Ministry of Welfare and Social Security (MoWSS) is mandated with the gender legal and policy framework, including women’s empowerment and gender mainstreaming at national, state and local levels. The 2007 National Women Empowerment Policy Framework identified seven critical areas: Poverty, Women and Economic

² A Comprehensive Overview of Sudan’s Legal Framework in Light of the Darfur Crisis 2008, Occasional paper3 Maude Fournier, L.L. B.

Development, Women in Education, Women and Reproductive Health, Women's Political Participation, Women and Peace, and Gender Based Violence. Three government institutions lead implementation of the policy, i.e., Women Centre for Peace and Development, Women Human Rights Centre and the Strategic Centre for Community Rehabilitation which are affiliated within the premises of the Ministry of Social Welfare. Although UN-Women and other UN Agencies, UNDP and UNMIS, have provided technical support, implementation of the policy has been slow with little engagement by the CSOs. The ministry faces limited financial and human resources that have affected implementation of gender equality in Sudan.

Gender inequality in the Sudanese electoral processes were underscored by social, cultural and economic barriers already facing women in the country. The legal and constitutional context of the **April 2010 elections** was determined by the Comprehensive Peace Agreement (CPA) and the Interim National Constitution (INC). Although constitutionally the National Election Act of 2008 provided universal suffrage for Sudanese over 18 years and women had received the vote in 1964, the reality on the ground was fraught with ongoing war in Darfur, government controlled political processes in the north with weak political systems in the South, and a historically restrictive electoral process for women.

The evaluation found good practices by UN-Women in gender analysis of the 2008 National Elections Act that led to the strategies inclusive of advocacy campaigns around the 25% affirmative action for women in National Assemblies, Southern Sudan Legislative Assembly and State Legislative Assemblies. The goal was therefore to enhance women's participation as voters and candidates. Outputs included capacity development of women candidates/leaders, political parties and media personnel; sensitization of youth and first-time voters on the importance of women's participation in elections and in democratic governance; raising public awareness on women's rights and the importance of their participation in democratic governance; and use of electronic media to document electoral processes and best practices, e.g. documentaries, mini photo library.

Good practices were noted in use of gender sensitive civic education approaches including drama, song, theatre, use of local language to reach women at community level 2009. Good practices were noted in targeting vulnerable groups of women, e.g. women in informal sector, rural based ethnic groups, IDPs and training them as trainers in the 10 states of South Sudan, in Kassala state, Khartoum, East Sudan and South Kordofan states.

The third priority for this outcome was the **2011 Referendum**. The referendum was an outcome of the 2005 Comprehensive Peace Agreement (CPA) between the Government of Sudan and the Sudan People's Liberation Movement (SPLM), which ended more than 20 years of war. The evaluation noted UN-Women went into partnership with multiple partners; in South Sudan UN-Women partners consisted of 24 civil society organisations, the Office of the President and the South Sudan Referendum Bureau.

In North Sudan, UN Women partners consisted of the South Sudan Referendum Commission and 13 civil society organisations working on the referendum as well as 13 other civil society organisations working on the Popular Consultations. The approach was appropriate as it increased reach to most South Sudanese. Strategies included sensitizing men, promoting gender friendly and positive messaging in the media and encouraging North-South civil society dialogue on the referendum, including the protection of Southern Sudanese, especially women, residing in the north. Outputs included human resources support to the SSRC and SSRB, conferences and dialogues to promote women's participation in the referendum, monitoring of polling stations, and feedback procedures with stakeholders in the process. UN-Women

reached 328,455 women and men directly and indirectly through radio programmes, communication and word of mouth.

Progress towards achievement of outcomes was noted as:

Table 3 Outcome 2 Examples of Progress towards Outcomes

Increased numbers of legal frameworks and processes	Examples of progress towards outcomes	Source
South Sudan	<p>(+)The January 2011 referendum resulted in 97.58% voter turnout, 99% of South Sudanese voted for independence from the north. Although data was not disaggregated by sex, reports indicated that 52% of voters were women.</p> <p>(-) Progress towards achievement of the South Sudan 2005 Interim Constitution of 25% affirmative action goal was 29% women representation at National Legislative Assembly and 10% at the Council of State Representation in 2011.</p> <p>(-) Women and Politics in Southern Sudan manuscript, by Mary Anne Fitzgerald, was still pending. Its delayed publication was a missed opportunity to inform the community in South Sudan and provide lessons on the electoral process.</p>	<p>UN-Women Annual reports for 2010 and 2011</p> <p>Sudan Country Programme (2008-2011) Third progress report to the Government of Sweden</p> <p>Interviews with UN Sudan staff, with UN – Women, IRI, Deputy Minister of GCSW</p>
Sudan	<p>(+) Civic education voter education benefitted 600 women candidates, 86 political parties, and 3,000 women.</p> <p>(+) Results of the Sudan election indicated higher women voter turnout than previous years at 50.7%. Representation of women in legislative bodies was indicated as 2.3% women at national assembly, 6.5% women in political parties, 3% women at state legislative assembly. Women’s presence in parliament has increased from 47 to 112 members.</p>	<p>UN-Women Annual reports for 2010 and 2011</p> <p>Sudan Country Programme (2008-2011) Third progress report to the Government of Sweden</p> <p>Interviews with UN Sudan staff</p>

4.2.1.3. Outcome 3

This outcome sought to contribute to a greater number of formal and informal justice systems to promote women’s human rights at national and local levels across Sudan.

The programme supported two initiatives: the **VAW projects** and the effort to **promote access to justice** through strengthening the justice system and raising awareness of rights holders. UN-Women developed an End Violence Against Women Strategy in 2009, which guided its work of increasing effectiveness, strengthening strategic partnerships and mobilizing resources to accelerate the elimination of VAW. In Sudan, 50% of the 85 partners implemented projects aimed at ending VAW. Most of the partners targeted various vulnerable groups targeted e.g. women living in IDP camps in Nyala, South Darfur State. VAW programmes were implemented nationally in South Sudan.

Outputs included manual development and guidelines for integration of national VAW response; training of religious Islamic leaders, mothers' unions, police, customary leaders; radio programmes and advocacy aimed at raising awareness on violence against women issues; provide legal assistance to women; increase women's awareness on their legal rights and advocating for the elimination of violence against women. It is important to note that advocacy on rights must come with responsibility; the goal should not be to encourage annulment of forced marriages but to uphold rights of women within the established marriage institutions. Although the programme has made many inroads to address processes within the legal system, much work is still required to address the informal traditional and religious systems that affect a large percentage of the population.

The evaluation noted progress towards achievement of outcomes as follows:

Table 4 Outcome 3 Examples of Progress towards Outcomes

Formal and informal justice systems	Examples of progress towards outcomes	Source
South Sudan	<p>(+) Baseline/mapping of VAW/GBV undertaken in the 10 states in South Sudan that determined training content, target of the training, advocacy messaging for the radio programmes and discussion forums.</p> <p>(+) 2009 UNIFEM supported the establishment of the Special Protection Units (SPUs) in South Sudan nationally, which were formally known as Gender and Children's Desk in Central Equatoria, Eastern Equatoria, Western Equatoria, Western Bharel Ghazel and Warrap States. SPUs were also funded by other UNFPA This was evidence of scaling up of approach that promoted good practices of prompt medical care, psychosocial support, legal aid by the Ministry of Interior. However implementation of the national SPUs has been affected by limited human, material and financial resources to support successful implementation.</p> <p>(+) UNIFEM commissioned a study on the incidences, magnitude and occurrences of VAW/GBV in the Southern Sudan in 2009 to support the Ministry of Gender in developing a GBV policy at the federal level (GOSS). Once the study was complete policy forums were conducted to discuss the results of the KAP study.</p>	<p>UN-Women Annual reports for 2010 and 2011 Sudan Country Programme (2008-2011) Third progress report to the Government of Sweden Interviews with Radio Juba, Minister of GCSW</p>
Sudan	<p>(+) Legal clinics were established in the White Nile, Red Sea, IDP camp in Khartoum, Alfath and Omdurman. It was noted Humanities Organization (HO) provided legal aid services to women in Nyala and took up several public interest litigation cases challenging the practice of early marriages resulting in annulment of some forced early marriages. Although statistics were not readily available for the evaluation, anecdotal evidence showed increase in access to justice over the evaluation period.</p>	<p>UN Women Annual reports for 2010 and 2011 Sudan Country Programme (2008-2011) Third progress report to the Government of Sweden Interviews with UN-</p>

	<p>(+) Capacity of women's group to advocate for gender justice was strengthened through training, strategic planning and paralegals for the women lawyers groups in Khartoum, Red Sea and White Nile States.</p> <p>(+) Provision of kits for police investigation in VAW supported evidence collection for prosecution of perpetrators.</p> <p>(+) Provision of livelihood to women as a protection measure against GBV in Darfur</p>	Women, Sudan staff in Khartoum and Darfur
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Case Study

Humanity Organization (HO) is a local organisation based in Nyala, South Darfur and was founded in 2008. HO works on two key issues; providing community members' women, men and young women with legal education and information about human rights and women's rights and Sharia law. HO also provides legal aid through its pool of volunteer lawyers. Their legal education programme has been effective in targeting women through community radio and public education. They have also been successful in rolling out an education campaign that reached over 6000 girls in high school. Other education initiatives have focussed on religious leaders, nurses, midwives, and law enforcement officers.

According to information gathered through a focus group discussion with staff and volunteers of HO the following information was gathered about the organisations interventions.

Prior to HO's intervention what was the situation of women and girls with regards to knowledge and information about their rights?

- Women and girls were unaware of their rights and did not have the knowledge and information to stand up and defend their rights.
- Early marriage was a considered normal and commonly practiced in the community. However since HO embarked on public education, there is awareness that early marriages are a violation of women and girls rights. Girls are empowered and ready to take action to defend them from the practise.

As a result of HO intervention the following changes took place;

- Women and Girls were aware of their rights and presented cases to the HO legal aid team.
- Humanity Organization (HO) implemented a legal rights awareness programme targeting 8,000 girls in schools
- In two cases early marriages were annulled and the girls went back to school.
- Religious leaders were receptive to the legal education effort and agreed to facilitate radio programmes that reached an estimated 1,500,000 radio listeners through 48 radio sessions broadcast on Nyala radio on issues of women's rights and Islam.

Impact:

- Increased awareness of women's rights in the community with evidence through cases of women and girls taking legal action to protect their rights
- Male leaders in the community willing and active in supporting women's rights education by participating in public education and radio programmes

Lessons:

HO adopted an effective integrated strategy of reaching a cross section of community members and leaders in an intensive legal education awareness campaign complimented with access to legal aid for women and girls.

4.2.1.4. Outcome 4

The outcome sought increase in the number of budget processes that fully incorporate gender equality.

While Sudan and South Sudan have recognised gender budgeting as a tool for empowering women, there are many lessons to be learned from around the globe in countries that have undertaken gender budgeting. Good practices indicate i) addressing gap between policy commitment and allocation for women through adequate resource allocation and gender sensitive programme formulation and implementation; ii) mainstreaming gender concerns in public expenditure and policy; iii) gender audit of public expenditure, programme implementation and policies – relating to public expenditure, fiscal & monetary matters etc.³

The programme initiatives were conducted in the north where government institutions were more established. The outputs included: capacity building of key ministry staff on gender budgeting, partnership with Khartoum University in the training of 45 members of the Worker Women Association on gender mainstreaming, analysis, planning and budget reviews from a gender perspective. Based on the lessons above, UN-Women will need to continue provision of technical support to the two governments to support achievement of goals.

Progress towards outcomes was noted as follows;

Table 5 Outcome 4 Examples of Progress towards Outcomes

Increase in the number of budget processes that fully incorporate gender equality	Examples of progress towards outcomes	Source
South Sudan	(+) Gender Budgeting training conducted for the Ministry of Finance (+) Minister of Gender and parliamentarians trained on gender budgeting in Washington	Interviews with MoGCSW, UN-Women
Sudan	(+) Facilitated dialogue forum between government budget actors, mainly from the Ministry of Finance and the Central Bank of Sudan, on the Poverty Reduction Strategy Paper (PRSP) and the micro-finance policy and integration of gender budgeting processes. The outcomes of the advocacy forum informed revisions made to the interim PRSP for Sudan (+) Collaboration and active engagement of the Directorate for Women and Family Affairs and the Ministry of Finance on gender responsive budgeting. (+)Parliamentarian Women Caucus (PWC) supported to develop strategies to influence the budget discussions through use of their legislative powers to maximize their roles as leaders in their constituencies and respective political parties. (+) Key studies undertaken, e.g. study of the	UN-Women Annual reports for 2010 and 2011 Sudan Country Programme (2008-2011) Third progress report to the Government of Sweden Interviews with MoGSW

³ Women’s Empowerment through Gender Budgeting- A review in the Indian context

	<p>finance law and budgeting directives undertaken, and a paper written that formed the basis of a guidance manual to assist Parliamentarians, the media, CSOs and other actors to monitor the budgetary process; an economic empowerment study covering the 19 localities in South Kordofan was undertaken, and informed the Ministry of Social Development in identifying priorities for women's economic empowerment.</p>	
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4.2.1.5. Outcome 5

Gender equality experts, advocates and their organizations and networks enhance their capacity and influence to ensure that there are strong gender equality dimensions in national laws, policies and strategies.

While capacity means different things to different agencies, the evaluation found UNIFEM/UN-Women did not have a defined position that was adopted by the programme. Capacity for the evaluation was defined as the process that improves the ability of a person, group, organization or system to meet the objectives or to perform better. Capacity for the evaluation was analyzed at two levels: i) capacity of duty bearers within the government gender machinery and ii) capacity of rights holders within the CSOs levels.

The goal for government identified at the time of project design was to develop capacity to support gender mainstreaming mechanisms across government institutions. Outputs were mainly training of policy makers on gender mainstreaming, analysis and monitoring, manuals produced to support internal capacity building within ministries and international conferencing for regional experience and exposure, e.g. gender budgeting. Feedback from stakeholders highlighted the compromised position faced by the Ministry of Gender with limited financial resources, human resources and capacity to provide the leadership and coordination functions required to effectively lead civil society. Instead, "they are led by the UN Agencies with staff on short term contracts who at their departure disrupt planned activities as the new staff comes with a different set of priorities".

At CSO level, very few partners e.g Development and Rehabilitation (PODR) in South Darfur benefitted from human resources support. Overall the programme did not adequately address the capacity needs of its partners, especially the CBOs and networks given the limited technical support in project cycle management, budgets that were capped, 5% allocation to administrative expenses was barely adequate for travel expenses, let alone institutional support. Moving forward, UN-Women needs a well defined strategy on capacity strengthening for its partners that is reflected by the budget allocation.

UN-Women established strategic partnerships with academic institutions that included Khartoum University, Elfasher University, Nyala University, University of Zalingie and the University of Gezira. Through this partnership, UN-Women supported a series of studies and researches on the status of women and also contributed to the development of a body of knowledge about women's rights issues. In the Darfur region, UN-Women supported initiatives in the peace centres of Nyala; Elfasher and Zalingie universities and undertook groundbreaking work on women in the peace processes. The leadership of these learning institutions acknowledged UN-Women support has contributed significantly to learning on gender issues. With support from UN-Women, University of Elfasher established the Women Studies

Centre. The three universities in the Darfur region provided training to women on peace negotiations and leadership. This approach was effective as women became influential participants in the peace processes for the Darfur region.

The evaluation noted the following progress towards achievement of progress:

Table 6 Outcome 5 Examples of Progress towards Outcomes

Enhanced capacity of gender equality experts, organizations and networks	Examples of progress towards outcomes	Source
South Sudan	<p>(+) In the South, UNIFEM signed a Cooperation agreement with the MoGCSW to support efforts of mainstreaming gender across sectors, however, the evaluation noted the critical capacity challenges faced by the ministry will require significant support to strengthen the capacity of the line ministry</p> <p>(+) A Gender Advisor was attached to the Ministry of Gender in South Sudan to support development of the Gender Policy and Ministry Strategic Plan for the Directorate of Gender. The Consultant provided support to the Director General of Gender and Under Secretary in their daily work. The Ministry has not leveraged the technical support to ensure deliverables of key policy and strategy documents are met.</p>	Interviews with UN-Women staff and MoGCSW
Sudan	<p>(+) Building on UN-Women support to women's movement, 10 CSOs were supported by various donors on the Referendum.</p> <p>(+) Badya Center was one of the 65 agencies that were awarded the UN Democracy fund for 2011, after rigorous selection criteria that focused on impact, the capacity to promote inclusiveness and gender equality, prospects for successful implementation, track record, technical soundness, value for money and prospects of sustainability beyond the project duration. The partner was supported by its track record with UN-Women partnership, a reflection of the catalytic program approach.</p> <p>(+) The programme facilitated the establishment of the Darfur Network for Peace that brought together a diverse group of women inclusive of Parliamentarians, Academia, women from political parties, the human rights commission, government institutions, women's unions, IDP women and youth groups.</p> <p>(+) UN Women funded technical adviser who supported GDWAF for nine months leading to positioning the ministry as the gender lead and</p>	Interview with partners in Darfur and Khartoum

	supported the affiliates to conduct gender analysis of their programs and make necessary review and changes. The Adviser assisted in the design of the gender responsive budget project. With improved capacity GDWAF called upon the other ministries to engender their portfolios. In addition they have used their influence in the ongoing preparations of the countries UNDAF processes.	
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4.2.1.6. Outcome 6

The outcome sought to contribute that marginalized women (including, among others, HIV-positive women, women informal sector workers, migrant women, indigenous women, women survivors of sexual and gender-based violence in conflict situations and women with disabilities) have increased resources, capacities and a voice to ensure that their priorities are included in relevant policies, programmes and budgets.

The programme focused on 3 themes: HIV/AIDS, livelihood and internally displaced populations (IDPs) living in the camps in two locations in Darfur and Khartoum. Outputs included training on gender, peace building and VAW. Targets included CSOs, community leaders and media agencies.

The evaluation revealed progress of achievement towards outcomes as follows:

Table 7 Outcome 6 Examples of Progress towards Outcomes

Increased resources, capacities and voice of marginalized women	Examples of progress towards outcomes	Source
Sudan	<p>(+) Consultative processes with women and policy makers produced women's priorities that informed advocacy at state and federal levels to support integration of women's priorities in Eastern Sudan, Reconstruction and Recovery in the states of Kassala, Gadaref and Red Sea States.</p> <p>(+) Conceptual paper on gender and citizenship rights supported the over 1.5 million population that was in Khartoum IDPs alone.</p> <p>(-) Stereotypes continued to drawback progress noted by example in August 2010, of the call by Sudanese parliament for the enforcement of Zina punishment, gay punishment and the promotion of early marriages and polygamy as preventive measures to halt the spread of HIV/AIDS. The parliament also appealed for the removal of HIV/AIDS education from Sudan educational school curriculums. Continued advocacy is required to counteract stereotypes that reinforce inequality.</p>	<p>UN-Women Annual reports for 2010 and 2011</p> <p>Sudan Country Programme (2008-2011) Third progress report to the Government of Sweden</p> <p>Interviews with partners in Sudan and Darfur</p>

	<p>(+) Within the UN system, UN-Women partnership with UNAIDS was effective in supporting gender mainstreaming into the Sudan National Aids Strategic Plan 2010-2015. The plan recognized the link between GBV and exposure to HIV infection enabling programs and projects to effectively address the horizontal linkages in their projects. Other partnerships with UNAMID in Darfur contributed to the effective programming of sexual violence affecting women living in IDP camps.</p> <p>(+) Women's groups of the PODR project in Kass Camp reached borrowing status with agricultural banks through increased capacity and resources that facilitated sustainability of their income generating programs. Although limited livelihood projects were implemented in IDP camps through access to skilled knowledge, enterprise trade and income resulted in increased income and reduced distance in search of firewood.</p> <p>(-) Evaluation noted concern raised by stakeholders that commitment to peace building focused on existing conflict zones rather than building early warning systems in potential areas such as West and South Kordofan requires holistic approaches that address potential risk.</p>	
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4.2.1.7. Outcome 7

The outcome sought to contribute to key policy, service delivery and media institutions have increased resources and improved structures, procedures, incentives and capacities to implement laws and policies that promote and protect the human rights of women in line with global, regional and national agreements.

The media institutions provided strategic partnership to the UN-Women in its effort to promote gender sensitive reporting. Given the patriarchal society that was also reflected in the media, the programme used a number of strategies inclusive of production of training materials, training of news editors on gender based reporting, collaboration between media institutions and CSOs. The programme successfully used the media to promote peace building in Darfur, access to legal aid in White Nile and targeted messaging specific to the elections in both countries and referendum in South Sudan.

ALAG Press Centre – Sustainable Advocacy programs

Good practices were noted from ALAG Press Centre that used training and community awareness to deliver its programmes. Working with its collaborating partners Salma Center and Gender Center, they developed training modules targeting journalists from different newspapers. These journalists formed a pool of reporters for referrals of gender cases.

ALAG also developed capacity within communities and recruited community correspondents who collect information about women's issues and social concerns and shared reports with various newspapers. The network of community correspondent was approximately 80 women and men inclusive of local teachers, midwives, nurses and small traders who live within the community and have access to information about women's rights. Through their efforts they established a network of 20 women journalist who regularly profile woman's issues and social concerns in the media. In addition through their trained alumnae of 50 journalists they have managed to influence the perspectives of many journalists on women's issues. The project has contributed to engendering the media through active women journalists and empowerment of communities through providing space for their stories in the media.

Figure 3 ALAG Press Centre Sustainable Advocacy Programmes

The evaluation found the following progress towards outcomes;

Table 8 Outcome 7 Examples of Progress towards Outcomes

Increased institutional capacity to implement human rights laws	Examples of progress towards outcomes	Source
South Sudan	(+) Media coverage of key UN Women events in Juba, e.g. the "Support her, Elect her, Vote for her" rally and the briefing to the national and international observers and monitors on gender and elections and two sensitization workshops with Universities and students' debate on gender and elections at the University of Juba.	Sudan Country Programme (2008-2011) Third progress report to the SIDA Interviews with UN Sudan staff
Sudan	(+) Coverage of women's issues in the print media, e.g. a monthly newsletter, "Sawa Sawa" ("together" or "side by side" in Juba Arabic) covered the UN-Women elections program-related events and was widely distributed.	Interviews with UN-Women Sudan staff

4.2.1.8. Outcome 8

The outcome sought to increase numbers and relevance of models of community-level initiatives for advancing women's human rights and eliminating gender inequality.

The evaluation found limited documentation on the community-led initiatives to support this outcome. However, the assessment of the report indicated the following initiatives as best practices, the Sudanese Plastic Artists Union in Table 11 and the SKILL Case Study, Figure 4 below.

The evaluation also noted bad practices by partners that failed to implement programmes beyond the project funding. A field visit to a partner that had received funding for sewing machines revealed the 20 machines had been locked up for over a year in a community where the need for women empowerment programmes was high. Limited capacity by the partner, lack of synergy with UN-Women values for gender equality and poor leadership resulted in erosion of the limited gains that had been gained by the agency from the \$8000, funded by UN-Women. Whereas the sewing machines had provided space for women to meet regularly, receive training and learn new skills, this had been taken away with no immediate solutions on how to make the sewing machines available to women and girls in a community with high school drop out for the girl child due early marriage. UN-Women will need to tighten its selection criteria limiting to partners that share its values and have the prerequisite capacity to meet its goal for gender equity and women's empowerment.

Table 9 Outcome 8 Example of Progress towards Outcomes

Community led gender equality initiatives	Examples of progress towards outcomes	Source
Sudan	(+) In 2010 as part of events to commemorate the IWD, Sudanese Plastic Artists Union produced and exhibited 25 portraits reflecting the challenges and impact of VAW on women. A forum was held on the role of art in ending VAW attended by 70 artists. The art was used by the African Union Department of Peace and Security for an exhibition. (+) Peace committees in Darfur.	UN-Women Annual reports for 2010 and 2011 Sudan Country Programme (2008-2011) Third progress report to the Government of Sweden

Case Study

Skills for South Sudan (SKILL) were registered in 1995 by South Sudanese refugees and British friends in the UK. SKILL offers training to government institutions, CSOs and communities at state and local levels. SKILLS implemented the gender justice programme in December 2008 – May 2009 with a total budget of \$95,000. The project was implemented in Lakes State which at the time had one of the highest incidences of early pregnancies in the country. Using the Most Significant Change, discussion was held with 8 community members inclusive of Chief, Teacher, former Commissioner, former State Minister of Information, 2 women MPs, a Project Trainer and a Skills Coordinator. To the question ‘what was the situation of women before the project?’ the responses were:

How women regarded themselves:

- Their role was to prepare girls for marriage and girls were to bring in as much money as possible through “bride price”.
- Girls were not protected from early pregnancy; once they reached puberty, society saw them as ready for sex.

How women were perceived by men:

- Not allowed to stand and speak to men.
- Women were good for working in the kitchen and looking after children as determined by culture.
- Did not know their rights.

After intervention, the following changes took place:

- Girls demanded the right to attend school; with support from mothers, defied early marriage.
- Public outcry over deaths of 2 girls, one murdered by her brother, the other committed suicide as result of police lashing for refusal to marry an older man, resulted in a call to action.
- Men accepted women as equals and could sit together, even in public places.
- More women empowered to stand as candidates in the electoral process and be voted in to parliament.
- The Chief was actively engaged in the project and became an advocate of women’s rights at his customary court.

Strategies used:

- Training of community members who led community training and became advocates, a total of 385 (328 women & 57 men) trained.
- Engagement of different ethnic groups in workshops, i.e. Dinka and Jur, begun to address gender stereotypes at ethnic level.
- Women and women MPs signed petition for legal amendment to the Child Act to protect children at State level, presented and approved by the State Legislative Assembly.
- Parliament request for evidence of statistics of early pregnancies from the police resulted in tracking of cases within schools.
- Law enforcement resulted in prosecution of offenders, resulted in accountability in schools.

Impact:

- Reduction of early pregnancies, early marriage as girls demanded their rights and women protected their daughters from abuse.
- Women empowered to demand gender justice and protection of the girl child resulted in accountabilities enforced in the formal and informal justice systems.

Lessons:

- Women are not a source of wealth but can contribute to development.
- Early marriage affects a child’s physical and psychological well being.
- Accountability for crimes of rape has brought discipline in schools

4.2.2. Efficiency

4.2.2.1. Managerial Efficiency

UNIFEM worked globally to assist nations in upholding gender equality and empowerment standards defined by international instruments and policies. It works with government as the primary partners and forges partnerships with civil society. Its strategic plan 2008-2012 cited 5 overarching principles: sustainability, diversity in programmes, building in-country capacity, integration of human rights and shared UN responsibilities. It is important to point out that at the time of programme design; UNIFEM's approach was to provide innovative and catalytic programming and financial support to partners to achieve gender equality in line with national priorities.

The evaluation sought to establish programmatic efficiencies of the UN-Women team for smooth service delivery of services to partners. Globally, implementation of gender equality and empowerment commitments had lagged behind the normative agreements.⁴ In Sudan, the conflict compounded the situation, weakening the systems that address discrimination and protection of women. The role of UN-Women was therefore critical as a development partner in gender equality.

The evaluation found the transition from UNIFEM to UN-Women and the different mandates under each was not well understood by partners. In some cases it was noted there was uncertainty by partners with limited understanding of the new mandate and implications for future partner support. UN-Women will need to communicate their new mandate with branding and messaging to support their partners and other stakeholders moving forward.

Another major challenge facing the UN-Women was human resources. The programme had been designed with the following Programme Management Structure; Regional Programme Director for East and Horn of Africa had the overall accountability. UNIFEM Africa section in UNIFEM headquarters in New York and the Governance Peace and Security Advisor offered technical policy advice. The UNIFEM Khartoum office was responsible for the overall implementation of the Country Programme. The UNIFEM Manager for Sudan had direct accountability for the programme with implementation led by three programme specialists. In Juba, the Programme Manager of the Juba Office had overall responsibility for the programmes in the South, working with three programme specialists, while Darfur was manned by two programme staff who were based in Nyala in South Darfur but later moved to Elfasher in North Darfur. The programme specialist in charge of Darfur is also based in Elfasher to lead the work in the 3 states of Darfur.

At the time of evaluation a number of key staff had to take vacation given the psychological impact of the post-conflict environment. Various vacant positions have not been filled, e.g. the Darfur PM was undertaking dual roles as OIC Country Director for Sudan as well as Darfur, while the PO had resigned and replacement was pending. The positions of Program Specialists for Gender Justice and Peace Building respectively for Khartoum were under recruitment, and this was still pending after 6 months due to delays in the recruitment process contracted to UNDP. In Juba, two vacant positions of Information Officer and M&E have not been replaced. Consultants have been recruited for short term assignments providing short term relief but have not contributed to long term institutional building and memory. Changes had also taken place at the Regional Office with a new Regional Programme Director and her deputy coming in.

Despite the challenges above, below are a summary of the evaluation findings:

⁴ UN-Women Strategic Plan 2008-2012

Table 10 Managerial Efficiency

UN-Women Managerial Efficiency	Progress towards achievement of outcomes	Sources
Khartoum, Darfur, Juba and Nairobi Offices	<p>(-) UN-Women has limited resources financial and infrastructure, vehicles and for the scope of work they undertake in all offices.</p> <p>(-) Poor communication protocols between UN-Women and partners resulted in failure to resolve conflict, provide timely feedback on operational and budget issues that ultimately had an impact on partner performance.</p> <p>(+) Leadership and technical expertise provided to the program varied with adequate expertise provided in advocacy conferences on SCR 1320, 1820 and CEDAW.</p> <p>(-) Limited consistent expert guidance on specialized thematic areas, i.e. VAW, peace and security gender budgeting throughout the 4-Year Programme period due to staff changes.</p> <p>(-) The high number of partners compromised quality standards and controls for the limited staff in terms of strategic direction, monitoring of implementation and response to challenges faced by partners.</p> <p>(-) Centralized decision making at the Regional Office in Nairobi affected action and turn- around time on the many emergent issues faced in the turbulent environment leading to delays in workplan management.</p> <p>(-) Limited access to certain geographic zones due to security concerns and UN regulations prevented monitoring field visits.</p>	Interviews with current and former staff in Juba, Khartoum and Darfur and partners.

Collaboration with Other UN Agencies

Given its mandate UN-Women played key roles at inter-agency levels. In South Sudan, UN-Women played a key role in the Gender Coordination Forum, GBV Working Group and Gender Donor Group Collaboration with other UN Agencies; UNMIS on gender training allowed UN-Women to leverage the available human resources and resources available to UNMIS. Such collaboration was strategic for UN-Women in meeting its goals with limited levels of resources that were available.

In Sudan, UN-Women partnership with UNAIDS was effective in supporting gender mainstreaming into the Sudan National AIDS Strategic Plan 2010-2015. UN-Women was also instrumental in developing guidelines to strengthen gender mainstreaming in early recovery and humanitarian action by key UN and humanitarian partners. As the chair of the Gender Task Force, a forum bringing together gender focal points in UN agencies based in Khartoum, UNIFEM in 2007 led a process of developing a Gender Strategic Plan for the task force. However, this initiative was not successful as members of various UN agencies did not prioritise the initiative.

In Darfur, UN Women played a vital role in the key coordinating UN Committees. The head of UN Women in South Darfur chaired the Food Security, Livelihood, Gender and Environment Task Force. There was partnership in Darfur between UN Women, UNDP, UNFPA, UNHCR, UNICEF, UNAMID and several other development partners such as World Vision, International Rescue Committee (IRC) to provide training on gender based violence prevention, clinical management, and legal aid, psychosocial care and support to survivors of sexual and gender based violence. UN Women partnership with UNAMID in Darfur contributed to the effective programming on sexual violence affecting women living in IDP camps.

UN-Women's role in all three regions was affected by availability of staff to take part in the inter-agency forums consistently given the staff changes and limited number of staff on the ground. UN-Women's leading role on gender needs to be reinforced with adequate human resources with the capacity to operate at higher advocacy forums.

4.2.2.2. Programme Efficiency

Project Management

In terms of project management, the evaluation found the program was needs based, aligned with national priorities and was flexible to adapt to emergent issues. Lack of baseline study resulted in a programme lacking in focus with diverse outcomes that could not be supported by human, financial, infrastructure and operational resources available to the UNIFEM and subsequently UN-Women. Effort is currently underway in collecting baseline indicators with the recruitment of M&E Officer for Khartoum and plans for recruitment for the Juba Office.

There was little evidence of strategies on gender programming, resource mobilization or advocacy to support the country programme. There was limited evidence of strategic direction provided to partner planning, monitoring of projects and exit strategies that in itself a reflection of how UNIFEM operated as a fund. Effort is now underway to redefine operations and provide strategic project management guidance to partners as defined under the UN-Women mandate that focuses on quality control. There was evidence that over the past year in the last phase of programme implementation, UN-Women was making concerted effort to support partners with planning tools, budgeting and reporting systems and responsiveness to partner needs. This is critical in addressing the overall low client satisfaction with UN-Women service over the first three years of implementation. UN-Women will need to continue to raise the bar in terms of partnership and operating standards to impact the capacity strengthening of its partners

The evaluation found the long term outcomes were not supported by the short term projects that provided little linkages on achievement of outcomes. Given the changing political environment, a midterm review of the 4-Year Country Programme was essential to align outcomes with the reality on the ground; this was not done.

Given the status of South Sudan was only upgraded to country in January 2012, the evaluation found the Juba office faced disparities in record keeping, filing systems and financial system support due to its status as a "satellite office" as resources and support systems had been concentrated on Khartoum Office. A lot of effort is underway by the current team to close the gaps, however adequate human, financial and systems support is required to strengthen operations and improve knowledge management.

Budget Analysis

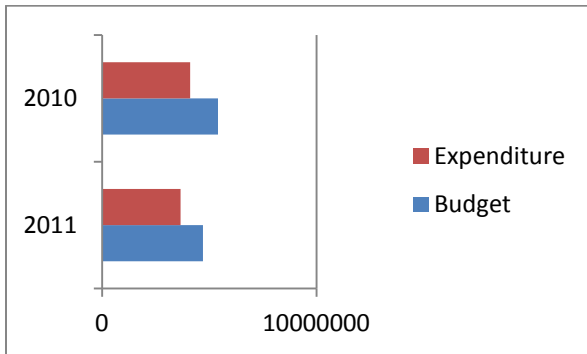


Figure 5 2010-2011 Overall Budget Expenditure Analysis

The total budget for the programme was \$18 million. At the end of 2011, the programme had raised \$15 million, 83% of the projected budget. Over the 4 years of implementation the programme maintained an expenditure level of 80%; refer to Figures 5 and Figure 6. No doubt utilization of funds was impacted by delays in funds transfers, the frequent staff changes and partner capacity to spend.

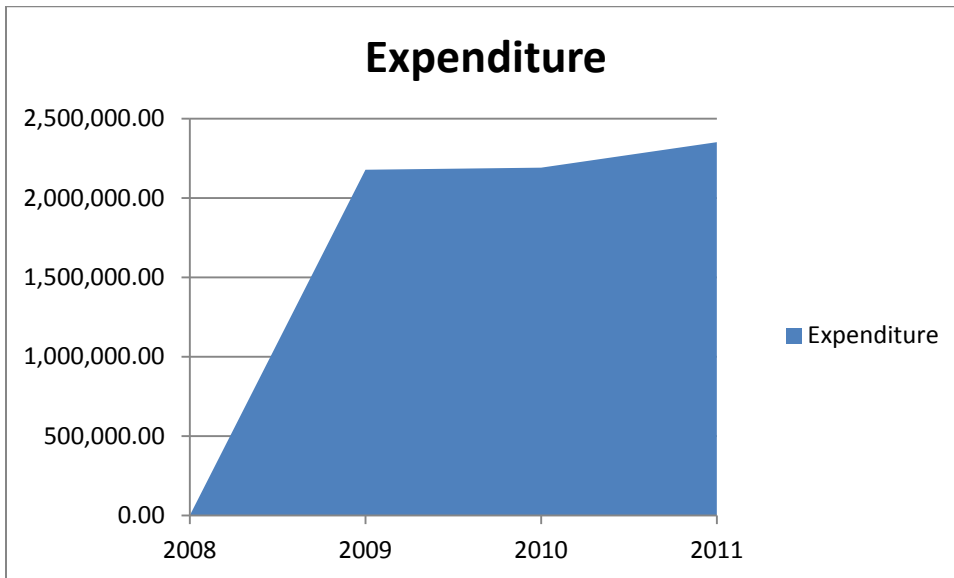


Figure 6 2008-2011 Project Expenditure

It was noted that donors in South Sudan raised concerns about credibility of local partners who sometimes received funding from 2 donors on the same activities. UN-Women will need to work collaboratively with other UN agencies in addressing this duplication as well as tighten its partner assessment mechanisms with disclosure of other funding provided.

SIDA provided funding for the entire 4-year programme period supporting the work in both countries Sudan and South Sudan with a total budget of \$5million. Other funders provided funds for specific projects with an additional \$10million funding specific projects in the regions of Sudan, Darfur and South Sudan. Specific funding pockets included the UNDP basket funds for elections and referendum; Norwegian funds for programme activities, Italian funds for gender programs for teachers and for peace building in Darfur, UUSC funding for human rights for girls and women in Darfur, CHF funding for Eastern Sudan, and Spanish/ MDG UN joint funding for Eastern Sudan UN-Women did not contribute its own core funds until 2011, due to limited financial resources. This impacted its ability to provide substantive staff in the 3 offices. The capacity of UN-Women will need to be enhanced to improve its efficiency levels in budget expenditure.

Financial Transfers

The evaluation found internal bureaucracy in funds approval resulted in delays in transfer of funds especially with the elections and referendum projects during the period 2008-2010. Approval of funds above \$100,000 was done in New York, budgets of less than \$100,000 to above \$2,500 in Nairobi with the Country Office left to approve funds of \$2,500 or less. The system was highly bureaucratic affecting the transfers to partners of 80:20 or 60:40 for the election projects with agreements that ranged from 3-6 months while the rest of the projects agreements went up to 12 months.

As the funding was project specific, e.g. the election projects that were short term and time bound, the delays of 3-9 months resulted in partners using their own funds to implement activities, placing a great burden on partners in the South especially the CBOs that were new or had just moved from the Diaspora. Partner management had to use their own resources to initiate activities before the elections. Improvements were noted in the delivery of service especially in 2011 with improved transfer systems and responsive decision making mechanisms. However the lessons provided by the management of the elections funds calls for greater accountability on the part of the UN-Women in fulfilment of its contractual obligations for financial resourcing of its partners within the agreed timeline.

5. Impact and Sustainability

UN-Women developed a 4 Year long term country programme plan. The inputs provided were short term skills, financial resources and, in a few cases, human resources. Very few projects received capital assets, equipment or support to the infrastructure. The financial inputs ranged from \$8,000 to \$99,000 over a period of 3-12 months based on partner capacity. Although UN-Women provided repeat funding to some partners, the projects were not related and had no direct linkages to the previously funded projects but instead built upon the strengthened capacity of the partner. Evident with all funded projects was the lack of exit strategies; the processes of exit were noted by some stakeholders as disruptive resulting in reduced impact, the projects themselves were not designed for sustainability.

Intended outcome were in line with UN-Women's catalytic approach, organizations with higher capacity were able to address sustainability through attraction of other funders resulting in greater impact of their projects. Unintended outcomes were weaker partners faced reduced gains due to their inability to continue with projects beyond the funding period. The evaluation noted unintended outcomes of delays in

funds transfer were reputational and operational risk faced by the partners that lacked internal resources to advance the UN-Women funded projects for on-time implementation.

At policy level, much effort was made to support policy and legal reform with significant contribution made to the dialogue between duty bearers and rights holders on rule of law, legal and policy frameworks that are aligned to international human rights instruments. However the programme missed the mark focusing on processes with no clear goals to support ratification of international instruments or approval of policy amendments by parliaments and their subsequent implementation. It was noted the outcomes did not clearly define how change was to happen at policy and legal reform level limiting tracking of progress to processes oriented indicators of dialogue and campaigns without the critical analysis achievement or the lack achievement and understanding of barriers. While sustainable structures and systems have been facilitated by the programme to drive policy and legal reform advocacy, impact has yet to be realized with continued effort required. The evaluation noted while effort was focused on formal legal systems, the programme will require further strategies to have greater impact, the informal systems must engage more in gender equality initiatives to change practices at community level.

The programme has contributed to knowledge building at institutional and network level raising the level of programming for national organizations that have the capacity for implementation. The programme provided technical capacity to its primary development partners, Ministries of Gender. Although the support was short term, significant contribution was noted in the GDWFA in Sudan that boasted its ability to meet its goals for gender mainstreaming while contributing in the GD in South Sudan has also benefited from day to day technical support but experienced delays in achievement of the policy targets defined for technical support. To have greater impact, the institutional capacity of gender ministries will need to be supported with substantive staff that can plan long term and provide consistent support internally to the line ministries.

At CBO level there was evidence of collaboration between UN-Women partners with varied levels of capacity of implementing partners. However, that willingness should be supported through sharing best practices, good operating standards and effective ways of reaching the community to have greater impact.

Coalition building within the women's organizations needs to be supported with models that promote sustainable working relationships and structures. The evaluation found conflict existed between some women's organizations as a result of accountability models initiated by the UN-Women. Engagement of stakeholders is essential in design of collaborative models across partners. The programme has contributed significantly to coordination of women's organizations and partnerships between universities, media agencies and CSOs have created forums for continued cooperation. Research support to universities produced research papers that became critical reference points for advocacy campaigns. The impact has been far reaching and can be sustained with continued partnership.

Support to the electoral processes has led to increase in participation and candidacy of women parliamentarians are core group that can greatly influence political decision making. To have greater impact, the group can be supported further with greater advocacy tool to make them a sustainable force. The impact has been the women leaders provide role models to other women in the community that should see continued representation of women in parliament.

At community level, the degree of empowerment of rights holders has been significant. The case studies by SKILLS and HO provide anecdotal evidence that attitude and behaviour on gender equality is changing

at community levels with greater acceptance of women and girls as equal participants. The evaluation noted however impact was depended the role of NGOs who acted as agents of transformative change. Un-Women will need to be selective in partnering agencies with the prerequisite capacity to lead transformative change at community level increasing reach to geographic zones that are poorly services by weak partners.

6. Partnership Principles

Procedures for partnership selection included calls for proposals, establishment of a Local Project Approval Committee (LPAC) that undertook the assessment based on an agreed criteria and approval was done at the Regional Office in Nairobi. Although systems existed differences in implementation were noted among the 3 offices. In Khartoum, assessment was conducted by Consultants contracted to lead the selection process based on agreed criteria while the majority of reviews were conducted by a LPAC. In Darfur, partners were identified and supported to prepare project proposals in response to calls for proposals. In Juba, the office used selection criteria in response to calls for proposals in 2008 and has over the past two years identified new partners and responded to partner requests for funding. Although some systems exist, the evaluation found the systems to be inadequate in terms of informing UN-Women on the capacity gaps and design of effective strategies that support partner institutional building.

With a relatively large number of partners, quality control was compromised due to limited number of staff, geographic spread of partners and lack of access to certain locations due to security concerns. Challenges were noted with the election and referendum projects resulting in limited monitoring. While the high capacity partners welcome the “hands off” approach, the weak partners were compromised as they lost the opportunity for technical support to strengthen the project design, budgeting and reporting. Failure to include travel expenses in the budget was a common challenge faced by some partners resulting in reallocation of activity budget to cover essential travel. There is no definition of capacity building or certification of good practices for replication. The programme was highly reliant on training and conferencing to build capacity. The development of institutional organisational capacity would require a plan and framework that is well articulated with clear targets and activities. As UN-Women have selected to work with non-governmental and community based organisations, there is need for a capacity development plan that compliments UN-Women’s own institutional capacity.

UN-Women cannot sustain the high number of partners that were engaged under the 4-Year Country Programme. It will need to be strategic in assessing partners and developing strategies corresponding to different levels of capacities and skills. Focus will need to shift from quantity evidenced by large number of partners to quality of partners as well as the modus-operandi. More resources will be required for institutional building of its core partners, Ministries of Gender and women’s organizations.

Although it was clear that under the new UN-Women strategy the teams in Khartoum and Juba are now addressing partnership principles systematically, much still needs to be done to reduce the operational risk that UN-Women still faces during this transition period.

7. Conclusions

The objective of the evaluation was to assess progress towards achievement of outcomes. The evaluation found the following conclusions in relation to the core areas of programme design, relevance, effectiveness, efficiency impact, sustainability and partnership principles.

Findings

Relevance

Relevance of objectives

The programme took place against a backdrop of political transition for Sudan and South Sudan. The overall programme intent was to advance gender equality and women's empowerment. The programme framework encompassed the key national priorities that, although broad, were relevant to the context. The programme was aligned to the key national legal frameworks in Sudan i.e. GoNU 5 Year Plan 2007-2012, the 2008 Work Plan for Sudan and in South Sudan CPA and the 2008 Child Act; UNIFEM Strategy 2008-2012 and UNDAF 2009-2012.

In the absence of a baseline study, objectives were based on secondary gender analysis, risk assessments, socio-economic and conflict assessments with input from key stakeholders in Khartoum and Juba.

Relevance of approaches

UN-Women adopted an inclusive approach engaging key stakeholders inclusive of the UN-Women traditional development partners, government machineries at national levels, and women's organizations, non-traditional partners, academic and media institutions. The programme offered a broad thematic focus yet fell short in the provision of strategic direction on gender mainstreaming, gender analysis, gender frameworks, use of disaggregated data within the peace building and post-conflict situations.

Good practices were noted in the use of advocacy approaches that promoted SCR 1325, 1820 and CEDAW targeting rights holders and duty bearers.

Relevance of stakeholders

The programme targeted a wide cross section of stakeholders in Darfur, Sudan and South Sudan. Good practices were noted in reaching out to key groups inclusive of CBOs, women's organizations, human rights and gender advocates, as well as academics and media. The stakeholders were relevant and through their operations, enabled the programme wider reach to a larger population.

Relevance to emergent issues

The programme is commended for its responsiveness to emergent issues. Given the fragile political environment, national priorities inclusive of elections and the South Sudan referendum emerged taking prominence in response for all development partners.

Effectiveness

Legal and Policy Reform

Good practices were noted in collective use of advocacy strategies that fostered intersection of the SCR 1325, 1820 and CEDAW, resulting in powerful tools for advocacy and messaging. The strategies were effective in raising knowledge of duty bearers and rights holders on the provisions of the instruments and the importance of ratification of the international instruments. With the level of knowledge built nationally, the programme will need to support with strategies that ensure accountability of duty bearers through ratification of instruments, legal mechanisms that ensure implementation of the international instruments, member states compliance report and the civil society shadow reporting processes.

Equally effective were strategies used in building momentum and coalescing on legal reform works in Sudan among CSOs, government and academics and to a lesser extent in South Sudan. However advocacy is still required for government commitment to legal reform in Sudan especially the 1991 Criminal Act that remains pending due to lack of commitment by parliament to amend Article 152 that levies 40 lashes for vaguely defined “immoral acts” and Article 149 that has deterred women from seeking justice in rape cases in Darfur. The Constitutions fails to recognise women as equals and awards guardianship to men. The next phase will need to support presentation of amendments to parliament and adoption with clear steps on implementation.

The programme was effective in enhancing access to justice through SPUs in South Sudan and Legal Aid Clinics in Darfur.

The election and referendum provided key interventions for the UN-Women to address electoral rights. Strategies used to enhance women’s participation as voters and candidates were effective. Both processes witnessed high women voters compared to previous years with 52% women voters in South Sudan and 50.7% in Sudan. Overall representation of women in state assemblies has increased notably in South Sudan, currently at 29%. More effort will be required to continue to raise the level of women’s participation from 2.3% at national assembly and at state legislative assemblies, currently at 3%.

While the programme has contributed to increased capacity on gender budgeting, a holistic approach is required that goes beyond training to support the processes in both countries that address mainstreaming gender in public expenditure and policy, gender audit of public expenditure programmes and adequate resource allocation for gender in key line ministries.

Capacity for Implementation

The effectiveness of the whole gender machinery and that of UN-Women rests on adequate resourcing and strategies to address gender priorities within frameworks that are realistic and reinforce the effort of all stakeholders involved. Ministries of Gender historically face limited budget allocation at national level, affecting their ability to operate effectively. The evaluation noted the strategies employed by the program relied heavily on training without comprehensive analysis of institutional capacity and resource requirements. UN-Women will need to provide strategies that enhance the capacity of the Ministries of Gender to deliver, especially the Gender Directorate. Support must go beyond short term consultants to long term substantive staff that can be a resource within the Ministry of Gender, across ministries and lead CSO engagement.

The UN-Women was effective in raising knowledge on gender and programming among CSOs through short term partnerships with over 150 CSOs in Sudan and South Sudan. However, achievement of results

varied according to partner capacity and funding provided for projects. Capacity gaps of certain partners provide operational risk for the UN-Women and needs to be taken seriously. A wide scope netting partner strategy will need to be replaced by strategies that are focused, selective and create partnerships that have a higher capacity to deliver. Already very good performers are evident within the pool of partners that will require direction with minimum technical investments in the short term as UN-Women addresses resource gaps in the 3 offices.

The programme was effective in collaboration with non traditional partners i.e. universities and media agencies who contributed greatly to evidence based advocacy with effective messaging promoting peace building, end of VAW, electoral rights and broader gender and human rights of women.

Efficiency

Under a new global mandate it was noted that UN-Women in the two countries has already started addressing some of the critical constraints experienced over the past 4 years notably adequate staff, long term technical expertise to lead thematic areas, systematic approach to partnership selection, planning, monitoring and reporting. Delivery of service and accountabilities that go with good programming standards appear to be appreciated now under the UN-Women mandate and was evident in Juba, Khartoum and Darfur.

Client satisfaction was found to be low on average in relation to the service provided by UN-Women over the entire 4 years, although appreciation of the financial support was high. Tracking of client satisfaction is key to the provision of efficient services to partners and UN-Women will need to come up with regular standards to effect this.

At the end of 2011, the programme had raised 83% of the projected \$18million budget. Expenditure remained on average at 80% over the entire 4 year period. Expenditure levels were largely impacted by bureaucracy in funds approval limited for country offices to only \$2,500, Nairobi \$99,000 and \$100,000 and above required New York approval. Such bureaucracy proved to be stifling for the country offices most notably in 2010 during the elections period that led to of 3-9 months delays in funds transfer. The systems still exist to date although the impact has not been as devastating. Devolution of power will need to be addressed within UN-Women with realistic operational standards that facilitate efficiency of country office operations.

Although delays were experienced especially in 2008-2010, expenditure over the past 4 years has remained at 80%, obviously impacted by the delays and partners' capacity to spend. Consequently, addressing the resourcing of the country offices with improved planning and monitoring should further enhance the efficiency levels, and improve donor confidence in UN-Women's capacity to spend.

UN-women played key roles at inter-agency levels coordinating UN-Committees and UN-Government working groups. The role can be further strengthened by increasing number of skilled staff in each office with the capacity to lead high level advocacy initiatives. The evaluation noted collaboration with other UN agencies that led to greater efficiency and effectiveness in interventions. UN-Women only stand to gain from increased collaboration to leverage skills and resources within the UN family available for gender at national level.

Impact and Sustainability

Availability of human, physical and financial resources beyond the funding period is central to sustainability of results. UN-Women will need to support its partners in designing for sustainability through defined sustainability plans addressed through exit strategies. Although partner projects lacked exit strategies, findings indicated the impact was in line with the catalytic approach where partners with higher capacity were able to attract other donor funds to scale up projects and some received new funding from UN-Women building on their capacity to implement and achieve impact. Unintended outcomes were evident with the weaker partners who lost gains achieved by the projects due to their inability to continue implementation given lack of funding. Unintended outcomes were also noted with the delays in transfer of funds that posed reputation and operational risk for implementing partners.

Sustainability of advocacy work is the collective work of women's networks and organizations. While UN-Women has facilitated establishment and registration of a number of networks, continued support will be required to build leadership capacity of women who can provide direction to a national women's movement that has the credibility to work side by side with government on gender equality and women's empowerment. On the part of its development partner the gender line ministries, greater impact on gender equality and women's empowerment can only be reached with their strengthened capacity through adequate resourcing to build institutional capacity.

Partnership Principles

Good practices in partnership calls for principles of clear direction, risk management and transparency. The onus is on the UN-Women to raise the bar and develop partnership guidelines, standards, principles and systems with accountability respected by all.

Systems existed to enable partnership selection, the evaluation found them inadequate in informing UN-Women partnership strategy. Critical analysis will be required in the development of strategies that sustain UN-Women partnership goals and can be supported with the available resources and skills. UN-Women cannot sustain the high number of partners that were engaged under the 4-Year Country Programme. It will need to be strategic in assessing partners and developing strategies corresponding to different levels of capacities and skills. Focus will need to shift from quantity evidenced by large number of partners to quality of partners as well as the modus-operandi. More resources will be required for institutional building of its core partners, Ministries of Gender and women's organizations

8. Recommendations

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

Recommendation 1 Strengthen UN-Women Leadership in Sudan and South Sudan by fast tracking the following planned initiatives;

- i. Decentralize decision-making to empower country offices to make timely operational decisions.

- ii. Decentralize financial management; each office to be supported with a Finance Officer with the responsibility to develop systems within UN-Women and support partners in establishing financial systems.
- iii. Organize partners' forum to share UN-Women mandate and discuss partners' concerns and priorities.
- iv. Utilize the evaluation findings to develop partnership strategy for the new programme plan. The strategy should be supported with well researched tools and approaches on partnership selection, disbursement of funds, partner project planning, reporting, budgeting and institutional building to support a focussed programme plan with fewer outcomes.
- v. Recruit adequate staff to support operations at country office.
- vi. Train staff on RBM to enhance programme planning and monitoring and roll out training to partners.
- vii. Provide guidelines for review and adaptation of long term plans that are matched with supporting resource and communication strategies in fast changing environment e.g. the post conflict areas to remain relevant to ever changing priorities.

Recommendation 2 Strengthen the Capacity of the Respective Ministries of Gender i.e. MoGCSW and MoWSS in the Two Countries for Policy Implementation.

- i. Conduct capacity assessment of the MoGCSW and MoWSS specifically the Gender Directorate to clarify human resources required to lead policy analysis, planning and turning resolution into action.
- ii. Revise partnership model between UN-Women and the two Ministries with long term programmes that support national gender empowerment outcomes and not short term projects.
- iii. Develop coordination mechanisms for collaboration with UN Agencies, line ministries and CSOs.

MoGCSW

- iv. Develop strategy for institutional building of the Gender Directorate through permanent structures that allow accountabilities to be fulfilled by ministry and support with infrastructure, material and equipment that provide autonomy to ministry operations. Strengthen the MoGCSW to strategically position gender equality as South Sudan priority in order to influence policy.
- v. MoGCSW to coordinate celebration of Women's Day on the marked date March 8 in support of international effort for the advancement of women.
- vi. Prioritize mapping of CSOs to establish who is doing what in the 10 provinces.

MoWSS

- vii. UN Women should build on its success and achievements working with the National Elections Commission in Sudan by ensuring the gender mainstreaming of the plans and operations of the commission are fully integrated into the commission.
- viii. UN-Women should continue its support for the Directorate of Women Affairs in Sudan to strengthen their capacity for engendering line ministries plans and activities.

- ix. Support holistic gender budgeting approach that address mainstreaming gender in public expenditure and policy, gender audit of public expenditure programmes and adequate resource allocation for gender in key line ministries.

Recommendation 3 Build Capacity of Women's Organizations for Implementation

- i. Develop guidelines, tool kits and other material to support gender analysis, gender mapping, disaggregated data and gender framework for implementation by partners.
- ii. Revise disbursement plans to provide longer term funding to support programmes and not short term projects.
- iii. Focus on fewer partners with longer term comprehensive programme support
- iv. Develop guidelines for partner project implementation.
- v. Organize partners' orientation for new partners to clarify approaches, strategies, tools and methodologies.
- vi. Develop institutional capacity building strategy to address partner needs. It is recommended that such a strategy would provide a framework for identifying capacity required by partners to be effective, efficient and accountable.
- vii. Improve monitoring and evaluation through development of a strategy and framework jointly with partners.

Recommendation 4 Raise profile of UN-Women through Inter-Agency Work

- i. Engage strategically in inter-agency work to raise profile and credibility of UN-Women.
- ii. Collaborate with other UN agencies to leverage capacities and resources available for gender to have greater impact.
- iii. Engage UNCT structures e.g. UN Coordination Group on joint gender programmes, UN Agencies and Donor Joint Group in identifying joint funding opportunities on common themes.
- iv. Provide leadership on UN, Government, CSO gender coordination mechanisms to strengthen collaboration and partnership.
- v. Continue to engage donors in UN-Women events and meetings to maintain donor interest.

Recommendation 5 Continue to Support This Core Group of Women Parliamentarians

- i. Develop a broader programme to provide continuous training of women parliamentarians on core themes including CEDAW, SCR 1325, 1820, Protocol to the African Charter on Human and People's Rights of Women in Africa, gender budgeting; representation and engagement with constituency; advocacy, lobbying and representation skills in both countries.
- ii. Engage women parliamentarians in developing strategies for effective legal reform, e.g. Child Act in Sudan.

9. Lessons

Advocacy programmes that promote the intersection of CEDAW, SCR 1325 and 1820 provide powerful tools for advocacy and must be supported with accountability strategies for ratification of international instruments, implementation mechanism and compliance reporting by member states and CSO shadow reporting.

Exclusion of men, community leaders, opinion leaders, and traditional leaders as advocates for gender reduces effectiveness of initiatives in patriarchal societies.

In complex societies, NGOs become social agents that can lead to transformational change as witnessed in some communities in the programme. Partnerships must therefore be strategic with those agencies that can lead change in Sudan and South Sudan to support gender equality initiatives.

Partnership with agencies that do not share the same principles on gender can be hurtful to gender equality as they only reinforce stereotypes and take away the safe space for women to share and learn.

Collaborations between multiple partners especially in conflict areas are effective for sharing resources, approaches and methodologies.

Media advocacy coupled with focus group discussions on targeted social issues is an effective way of changing attitudes on repressive gender customs and beliefs.

Country programme plans that have broad focus reduce effectiveness. There is need for a focused approach, limited partners and consistent partner support services.

Targeting wide cross section of stakeholders inclusive of CBOs, women's organizations, human rights and gender advocates; academics and media provides vehicles for wider reach of the population in post conflict program implementation.

Long term programme planning in turbulent environment requires frequent adaptation of plans to align with ever-changing environmental priorities. Renewal of long term plans is essential to ensure relevance of plans to the programme context.

10. Annex

Sampled Projects

Country/ Region	Project Title	Impleme ntation Period	Grant size			Executing Agency			Methodology	
			<20,000	20,000 - 50,000	>50,000	Gov	NGO	CBO	Field mission	Desk Revie w
Khartoum	Women Leaders Capacity Building Initiative (Peace Building Intervention	2008			51,345		x			x
White Nile	Protecting the HRs of women and children through legal aid to IDPs GBV survivors	2009			73,000		x		X	x
Khartoum/ Gezira	Capacity building for CSOs and women group on election, voter education, etc in Medani – Gezira State	2010/11			72,000		x		x	x
Khartoum/O mdurman	Early marriage	2009			63,425		x		x	x
Khartoum/S. Kordofan	Women Political Participation	2009			63,660		x		x	x
Rural Khartoum		2009		47.907			x		x	x
All Sudan	Women participation in Election	2009/10			246,000		x		x	x
Khartoum state	Protecting the HRs of women and children through legal aid to IDPs GBV	2010/11			60,332		x		x	x

	survivors 2008/09								
Khartoum state	Elimination of VAW" 2011	2008			52,000		x		x
Khartoum state	Empowerin Women political Participation	2011			62,500		x		x
Khartoum state	Promoting Women Political Participation	2008			63,000		x		x
Sudan/S. Sudan	Taking our Place: A documentation Project on Women Political Actors in 2010 Election in Sudan	2010/11			147,575		x		x
Nuba Mountain	Women of Nuba Mountains region expressing their views on peace in a peace exhibition	2009			54,915		x		x
S.Kordofan state	To support ending VAW and gender justice intervention (FGM, GBV, early marriage and other forms of VAW	2010	NA			x			x
Whit Nile/Blue Nile/ Khartoum states	Civil Society Organizations forum	2008	NA				x		x
Khartoum									
White Nile state	Empowering of Pastoral women in White Nile State	2009			56,506		x		x
Gedarif state	Engendering democracy provision / women political participation	2010 (12 months)	SDA/ WDA		130,000		x		x
Gedarif state	Engendering the domestic observation	2009/10			73,300		x		x

	process									
Kassala state	Promoting good governance	2008			73,238		x		x	x
South Sudan										
South Sudan	Strengthening Promotion of and Respect For Women's Rights in South Sudan (ARC)	2008-2009			88,000		x			x
South Sudan Yei	Advancing the Rights of Women GBV, Civil Rights, Socio-economic and cultural status (Mugwo)	2008-2009	9,850					x	x	
South Sudan Torit	Ending Violence Against Women (LOWYDA)	2008-2009			60,000			x	x	
Juba	Profiling and Capacity Building for current and potential Women Leaders in South Sudan (MPA)	2008		21,000			x		x	
Juba	Strengthening Processes to emancipate women (SSLS)	2008-2009	11,310					x		x
Great Lakes	Support for dissemination and monitoring of CPA and ICSS in Lakes State (SKILLS)	2008-2009			95,000			x	x	
National	Women Empowerment through Political Participation and Leadership (NSWF)	2008-2009	20,000				x			x
National	Public Education on respect for the	2008-2009		37,120			x		x	

3 states South Sudan	rights of women (South Sudan Radio Juba) Support to women's Participation in Democratic Governance and Decision Making Structures (VFC)	2008- 2009		50,182		x		x	
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Evaluation Matrix

Evaluation Criteria: 1. Program Design & Relevance		
<p>Design Evaluation Questions: Is the intervention logic (objectives, outcomes, outputs and indicators) coherent and adhered to as stated in the program document? Are the indicators used specific, measurable, attainable and relevant? (This should be done against validity, reliability, sensitivity, simplicity, utility and affordability)? How appropriate and useful are the indicators described in the programme document in assessing the programme's progress?</p>		
Specific criteria	Indicator	Means of verification
1.1 Validity of intervention logic	Variance between target and actual outputs and results	Program logic frame , plans and monitoring reports
	Collection and use of disaggregated data	UN –Women staff interviews
	Relevance of outcomes to programme design	Program quarterly and annual reports Interviews with UN-Women staff
	Level of coherence between outputs, indicators and results Quality of indicators	Program quarterly and annual reports, internal assessment UN-Women staff interviews
<p>Relevance Evaluation Questions: Was the programme aligned with the relevant needs in the country; national, international and UN-Women priorities. To what extent has the programme addressed the problems identified in the country assessment? Have the stakeholders taken ownership of the programme? To what extent is there congruency of the programme to the partner mandates and strategic direction? Has the program been complementary to other initiatives supported by donor? How did the programme identify beneficiaries?</p>		
Specific criteria	Indicator	Means of verification
1.2 Relevance of objectives	Baseline on the situation of women and girls	Country situational assessment, program plans and reports
	Level of correlation of strategic priorities with baseline	Interviews UN-Women, Government ministries and Partners
	Degree of understanding of the contextual issues by UN staff and partners	
1.3 Relevance of approaches	Good practices	Gender analysis, risk assessment, partner plans and reports
	Gender based programming	
	Gender analysis	
	Replication of models, approaches	Interviews Implementing partners, UN-Women
1.4 Relevance of programme to partner priorities	Stakeholder ownership	Partner plans and reports, newsletters, coalition reports
	Degree of correlation between	

	<p>programme and partner priorities</p> <p>Degree of complementarity to other programmes</p> <p>Replication</p>	Interviews Implementing partners,
1.5 Relevance to stakeholders	<p>Composition of stakeholders</p> <p>Stakeholder ownership</p> <p>Beneficiary selection criteria</p> <p>Sex disaggregation of stakeholders and their institutions</p>	<p>Partner plans and reports ,reports of selection committee meetings</p> <p>Focused group discussions</p>

Evaluation Criteria: 2. Results of the Programme (Effectiveness and Efficiency)

Effectiveness Evaluation Questions: To what extent has the program accomplished the intended objectives and planned outcomes? Have the quantity and quality of the outputs produced so far been satisfactory?

Specific criteria	Indicator	Means of verification
2.1 Institutional capacity building and development	<p>Quality and quantity of outcomes</p> <p>Degree of performance improvement</p> <p>Degree of competence retained by the institution</p>	<p>Partner report and evaluations, UN-Women partnership performance reviews</p> <p>Key informant interviews with individuals and groups of partners</p>
2.2 Advocacy and networking for policy reform	<p>Degree of coordination of advocacy partners</p> <p>Quality and quantity of policy and legal documents</p> <p>Level of enforcement of reform</p>	<p>Minutes of coalition, networking minutes, newsletters, and government policy briefs.</p> <p>Key informant interviews with individuals and groups of partners</p>
2.3 Documentation, communication and information dissemination	<p>Quality and quantity of communication material</p> <p>Distribution reach</p>	<p>UN-Women and partner newsletters, websites, publications, media reviews</p> <p>Interviews media houses, UN-Women Communications Officer</p>

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

Specific criteria	Indicator	Means of verification
2.4 Managerial efficiencies	<p>Implementation within planned timelines</p> <p>Expenditure within budget</p> <p>Cost reduction while meeting planned outcomes</p> <p>Prompt resolution of implementation problems</p>	<p>Program plans and reports, work plans, minutes of meetings, internal reports, grant records, reports to donors, field trip monitoring reports, financial reports</p>

	Partnership agreement compliance	Interviews with UN-Women staff
2.5 Programme efficiencies	Level of technical assistance Degree of systematic monitoring and evaluation Resources focused to achieve outcomes	UN-Women program documents, reports, field trip monitoring reports. Interviews with UN-Women staff

Evaluation Criteria: 3. Impact and Sustainability

Impact Evaluation Questions: To what extent did the program realize intended outcomes and what are the long terms effects? To what extent did the programme realize intended outcomes at national policy level, institutional and networking levels and at community levels?

Specific Criteria	Indicator	Means of verification
3.1 Changes at national level (macro)	Enhanced capacity of duty bearers to provide leadership on gender policy reform Level of “signature” on program advocacy issues by policy makers	Interviews policy makers, women’s organizations Media records (Analysis of speeches, comments made in the media)
3.2 Changes at institutional and network level (meso)	Degree of partner capacity strengthening (institutional, systems, HR and program) Degree of coordination of networks Client satisfaction	Partners reports, assessments newsletters, grants records, and networks minutes. Interviews with implementing agencies
3.3 Changes at community level (micro)	Degree of empowerment of rights holders Level of attitude and behaviour change on gender violence Reduction in gender based violence	Existing databases, police reports, country trend data. Key informant interviews with communities

Sustainability Evaluation Questions: To what extent is the program sustainable beyond funding period? Did the intervention design include an appropriate sustainability and exit strategy to support positive changes in women’s human rights after the end of the intervention? To what extent were stakeholders involved in the preparation of the sustainability strategy?

Specific criteria	Indicator	Means of verification
3.3. Design for sustainability	Existence of exit strategies or extension plans Level of sustainability of the quality of project input	Minutes of planning and review committees. Interviews with UN-staff and partners

3.4 Involvement of stakeholders	Level of engagement of local partners in planning and addressing risks Influence of programme on partner policies and practices	Minutes of stakeholder meetings, program reports, partner reports. Key informant interviews with partners
3.5 Project continuity	Replication of strategies, approaches Level of financial and program capacity of partners to sustain program results	Partner plans and next phase strategies, financial reports, program plans. Key informant interviews with partners

Evaluation Criteria: 4. Partnership Principles

Evaluation Questions: To what extent do the partners perceive the partnership as effective? To what extent has the programme contributed to capacity development and strengthening of partners? To what degree did partners change their policies or practices to improve human rights and gender equality fulfillment (e.g. new services, greater responsiveness, resource re-allocation, improved quality etc.)?

Specific criteria	Indicator	Means of verification
4.1 Partner performance	Partner performance assessments partner policies and practices	Partners plans and reports, UN-Women partnership performance reviews. Key informant interviews with partners and UN-Women staff
4.2 Quality control	Partnership selection criteria Degree of guidance in partner planning, budgeting and reporting Level of partner compliance	Key informant interviews with partners and UN-Women staff

Evaluation Questions

Capacity building is defined as a process that improves the ability of a person, group, organization or system to meet the objectives or to perform better. It is noted that stakeholders and evaluations vary in their definition of capacity building. The programme focused on building capacities at various levels i.e. national, institutional and individual. The evaluation questions were clustered into 4 priorities in the matrix of evaluation questions to elicit response on the following:

- Design of the program (inclusive of design and relevance)
- Results covering effectiveness and efficiency
- Impact and sustainability
- Partnership principles

Matrix of Evaluation Questions

Criteria 1: Design of the Programme (Design and Relevance)		
Was the program activities aligned with national, international and UN-Women priorities?		
	Questions	Criteria
1	Was the program design based on gender analysis, situational analysis, risk assessment, socio-economic analysis and conflict assessment?	Relevance
2	To what extent was the program conceptualised and designed collaboratively with the UN Agencies, Government and CSOs? How does the program align with partner priorities?	Relevance, project design
3	To what extent are the goals of the program realistic in line with resources, capacities and the post conflict situation?	Project design
4	To what extent is there technical adequacy to address issues raised in the situational analysis?	Relevance
5	To what extent does the program complement other national and regional initiatives?	Relevance
6	Have the partners replicated the models and approaches in the program as best practices?	Impact
7	How was the identification of beneficiaries determined?	Relevance
Criteria 2: Results of the programme Efficiency and Effectiveness		
Effectiveness, To what extent has the program accomplished the intended and planned outcomes?		
	Questions	Criteria
1	To what extent has the program led to institutional capacity building and development; advocacy and networking; and documentation and communication dissemination?	Effectiveness
2	What type of tangible results (qualitative and quantitative) has the program been able to achieve?	Effectiveness
3	To what extent was there deviation between planned and actual outcomes? Explain why?	Effectiveness
4	To what extent were the duty bearers and rights holders' capacities strengthened?	Effectiveness
5	What were the changes produced on legal and policy frameworks at national and regional levels? What is the level of enforcement?	Effectiveness
6	To what extent has the program been successful on documentation and information dissemination? What best practices were replicated?	Effectiveness
Efficiency -How well were the program resources (human, physical and financial used to advance intended outcomes?		
7	How have the UN-Women addressed operational efficiencies in management of	Efficiency

	the programme?	
8	To what extent has the realisation of funds been according to plan?	Efficiency
9	What mechanism exists for financial monitoring? Were there time extensions? If yes what circumstances gave rise to the need for extensions?	Efficiency
10	Is there accountability among UN-Women and partners in meeting donor reporting and implementation requirements? How do you ensure compliance among partners?	Efficiency
11	What value addition is provided by UN-Women in program implementation? Were the management and implementation capacities adequate?	Efficiency
12	How has UN-Women addressed implementation problems faced by partners? Provide examples?	Efficiency
Criteria 3: Sustainability and Impact To what extent is the program sustainable beyond funding period? Did the intervention design include an appropriate sustainability and exit strategy to support positive changes in women's human rights after the end of the intervention?		
	Questions	Criteria
1	To what extent has the program provided exit strategies or extension plans to support interventions after end of funding?	Sustainability
2	To what extent have the capacities (human, financial & physical) of the implementing agencies (government, institutions and CSOs) been considered in the design and what steps were taken to strengthen their continued programs?	Sustainability
3	To what extent has the program involved program beneficiaries especially women's organizations in planning, design and implementation?	Sustainability
4	To what extent is the program supported by local institutions integrating local social and cultural context?	Sustainability
5	What medium/long term effects have resulted from the program i.e. positive and negative, intended and unintended?	Impact
6	To what extent has the program enabled rights holders to claim their rights more successfully and duty bearers to perform their duties more efficiently?	Impact
7	To what extent has the programme contributed to prevention and response to harmful and discriminatory practices?	Impact
8	To what extent has the program contributed to collaboration, coordination and information exchange among gender institutions?	Impact
9	To what extent has the program increased capacity to lead policy reform by the government and women's organizations?	Impact
Criteria 4: Partnership Principles To what extent do the partners perceive the partnership as effective? To what extent has the program contributed to capacity development and strengthening of partner institutions?		
	Questions	Criteria
1	To what extent have the partners accepted the partnership as effective for achieving the outcomes?	Effectiveness, partnership
2	To what extent has the program partnership strengthened the capacity of partner institutions and programs?	Partnership, impact
3	Assess the partnership selection process and justification for their involvement?	Partnership, relevance
4	How successful were the partners in performance and outreach?	Partnership, impact
5	To what degree did partners change their policies or practices to improve human rights and gender equality fulfillment (e.g. new services, greater responsiveness, resource re-allocation, improved quality etc.)?	Partnership Impact

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Women's Human Rights in Sudan: A Gender-Based Review and Analysis of The Sudanese

Legal Framework In Comparison To The International And Regional Normative Framework On Women's Human Rights Based On The Nation

Persons interviewed

Khartoum 18th -24th April

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South and North Darfur 25th-30th April 2012

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