

UN Women

Country Portfolio Evaluation

Final Evaluation Report: volume 1

South Sudan Strategic Note 2014 – 2018

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ACRONYMS AND ABBREVIATIONS

A2J	Access to Justice
ARCSS	Agreement on the Resolution of the Conflict in South Sudan
ARUDA	Assistance for Relief and Development Agency [NNGO]
AU	African Union
CAO	Change Agency Organisation [NNGO, Yambio]
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEPO	Community Empowerment and Progress Organisation [NNGO]
COI	[AU] Commission of Inquiry [on South Sudan]
CPE	[UN Women] Country Portfolio Evaluation
CSO	Civil Society Organisation/s
CSW	Commission on the Status of Women
DDR	Disarmament, Demobilisation and Re-integration
DFID	Department for International Development [UK Aid]
DRF	Development Results Framework
DRG	[UN] Development Result Group
EQ	Evaluation Question
ERG	Evaluation Reference Group [this refers to the CPE]
EVAW	Ending Violence Against Women
FGD	Focus Group Discussion/s
GBV	Gender-based Violence
GERAAS	Global Evaluation Report Assessment and Analysis System
GEWE	Gender Equality and Women's Empowerment
GII	Gender Inequality Index
GoSS	Government of South Sudan
GTG	Gender Theme Group
HAP	Humanitarian Assistance Plan
HLRF	High Level Revitalisation Forum [for South Sudan]
ICF	[UN Country Team South Sudan] Interim Co-operation Framework
IDP	Internally Displaced Person/s
IGAD	Inter-governmental Authority on Development
ILPI	International Law and Policy Institute
IP	Implementing Partner (UNW civil society partner)
IPCA	Institute for Peace Communication Association
IPV	Intimate Partner Violence
JMEC	Joint Monitoring & Evaluation Commission
JP	Joint [UN] Programme
KII	Key Informant Interview/s
LEAP	Women's Leadership, Empowerment, Access and Protection [UNW-managed programme]
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal/s
MoGCSV	Ministry of Gender, Child and Social Welfare
MPMI	[GoSS] Ministry of Petroleum, Mining and Industry
MRDA	Mundri Relief and Development Association [NNGO]
MTR	Mid-term Review
N/d	Not dated [refers to document reviewed for the purposes of this CPE]
NGM	National Gender Machinery

NNGO	National Non-governmental Organisation
NTLI	National Transformation and Leadership Institute
[UN] OCHA	[UN] Office for the Co-ordination of Humanitarian Affairs
OECD- DAC	Organisation for Economic Co-operation and Development, Development Assistance Committee
OEEF	Operational Efficiency and Organisational Effectiveness
POC	Protection of Civilians
QCPR	Quadrennial Comprehensive Policy Review
RBM	Results Based Management
RCO	[UN] Resident Co-ordinator's Office
RF	Results Framework
SDG	Sustainable Development Goal/s
SGBV	Sexual and Gender-based Violence
SMAFF	State Ministry of Agriculture, Forestry and Fishery
SMART	Specific, Measurable, Attainable, Relevant and Time-bound [Indicators]
SMFPS	State Ministry of Finance and Public Service
SMGCSW	State Ministry of Gender, Child and Social Welfare
SN	Strategic Note [UN Women]
SPEDP	Support for Skills, Education and Development [NNGO]
SPLM	Southern People's Liberation Movement
SSNPS	South Sudan National Police Service
SSWEA	South Sudan Women's Entrepreneurs' Association [NNGO]
SSWPN	South Sudan Women's Peace Network
ToC	Theory of Change
ToR	Terms of Reference
UNCF	UN Co-operation Framework [successor to the ICF]
UNCG	United Nations Communication Group
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNGA	United Nations General Assembly
UNHCR	United Nations High Commissioner for Refugees
UN IEO	United Nations Independent Evaluation Office
UNMISS	United Nations Mission in South Sudan
UNSCR	United Nations Security Council Resolution
UNW	UN Women
UPR	Universal Periodic Review
VAWG	Violence Against Women and Girls
VSLA	Village Savings and Loans Association
WASH	Water, Sanitation and Hygiene
WEE	Women's Economic Empowerment
WFP	World Food Programme
WPS	Women, Peace and Security

EXECUTIVE SUMMARY

Overview of the evaluation

UN Women's work in South Sudan has been guided by its current Strategic Note (SN) during the period 2014-2018.¹

The SN is aligned to the Government of South Sudan Development Plan (originally 2011 - 2014 and subsequently extended to at least 2018), other national development plans as well as to the 2012 - 2015 UN Development Assistance Plan (UNDAP) and also to its successor, the South Sudan UNCT Interim Co-operation Framework (the ICF 2016 - 2018). The SN is aligned to the UN Women Global Strategic Plans 2014 - 2017 and 2018 - 2021, in that the five 2014 - 2018 SN Development Results are coherent with the Global Strategic Plan Impacts 1 - 5. The extended SN focuses on DRs 1-4. The UNW programme is further aligned to the UN Women Eastern and Southern Africa Region Strategic Note 2014- 2017 and the South Sudan Peace and State Building Goals.

The 2017 extension of the current UN Women South Sudan Strategic Note aligned it with the UN Interim Co-ordination Framework (the ICF). UNW Country Office interventions were streamlined more closely to the implementation of the Agreement for the Resolution of Conflict in South Sudan (ARCSS), while still focusing on the four core UNW priority areas i) Women's leadership and participation in decision making ii) Women's Economic Empowerment, iii) Prevention of violence against women and girls and iv) Peace, Security and Humanitarian Action.

The ICF is in the process of being replaced by the UN Co-operation Framework 2019 - 2021 (the UNCF); UNW South Sudan has been pivotal in ensuring that Gender Equality and Women's Empowerment (GEWE) is fully mainstreamed and that transformational focus is central to the UNCF, inputs and outcomes.

UN Women South Sudan has worked with a wide range of implementing partners from the public sector, civil society, other UN agencies and donor partners to support action on its three core mandates (normative, co-ordination, programmatic) and the interventions under its four Strategic Note Development Results' Framework. It has additionally been required to address its four output clusters under the Organisational Effectiveness and Efficiency Framework.

Evaluation objectives and intended audience

This report presents the findings of the UN Women South Sudan Country Portfolio Evaluation. The evaluation assessed the normative, co-ordination and programmatic work of the UN Women Country Office. While primarily a formative evaluation, looking forward to recommendations for the development of the 2018

¹ For ease of discussion, the SN is described in this evaluation report as covering 2014 - 2018, while in fact there was a major mid-term review in 2016, which resulted in certain shifts of emphasis by UNW and development of a standalone SN to cover 2017 and 2018. However, UNW South Sudan has remained entirely aligned throughout to the core requirements of its triple mandate. Where necessary, this report will differentiate between activities undertaken during 2014 - 2016 and 2017 - to date.

- 2021 Strategic Note, this report is also summative in that it examines lessons learned, challenges and achievements under the current Strategic Note.

The intended audience includes UNW South Sudan, other UN agencies, Government of South Sudan and civil society partners, rights holders and other interested parties.

The evaluation has throughout addressed the OECD-DAC Evaluation Criteria of relevance, effectiveness, efficiency and sustainability, as well as an additional criterion of gender equality and human rights, to reflect UN Women's core mandate.

Evaluation methods

The CPE evaluator applied a mixed method approach to the evaluation, through desk review, qualitative key informant interviews and focus group discussions, participant observation and triangulation of findings. This approach systematically integrates different research methodologies throughout the process and triangulates data and analysis with desk review and, where appropriate, participant observation. One major reason why mixed method evaluations have become more frequent is that it has been recognised that no one single methodology can effectively address the complexities of an evaluation landscape, its stakeholders and different interest groups and its development interventions.

The CPE assessed UN Women contributions to outcome level; it was not an impact evaluation. Contribution analysis was applied; so too was the Longwe women's empowerment framework approach, to ensure that gender sensitive and responsive methods were used throughout the evaluation.

The Evaluation Reference Group (the ERG), composed of members from government of South line ministries and entities, other UN agencies, civil society organisations, donor partners and rights holders, provided important inputs and assessment throughout the CPE. Members participated in two meetings: the first developed a CPE-specific Theory of Change and prioritised Evaluation Questions. That Theory of Change has guided all data collection and analysis undertaken by the CPE evaluators. The second ERG event was a validation meeting where top line findings and recommendations were presented and consideration given by participants to ways forward for UNW and its partners.

See further section 6 for detailed discussion of all evaluation methods and also Annex 6 for ERG development and elaboration of the CPE Theory of Change.

EVALUATION FINDINGS

All UNW South Sudan CPE findings, conclusions and recommendations in this Executive Summary should be read in conjunction with sections 7, 8 and 9 and Annexes 4 (the Evidence Matrix Table) and 5 (the Contribution Analysis). See also Annex 6, which discusses the evaluation-specific Theory of Change, developed by the Evaluation Reference Group. These provide far more evidence, detail and discussion than can be included in this Executive Summary.

All findings, conclusions and recommendations are made in full recognition and understanding of the situation in South Sudan, the heightened and ever changing conflict and displacement situation across the country. It is acknowledged that UNW and all its partners have sought to provide the best support to rights holders, whenever and wherever possible.

Furthermore, findings, conclusions and recommendations are based on the assumption that UNW and its partners will be able to continue to provide assistance to the people of South Sudan during the next SN 2019 - 2021.

FINDINGS LINKED TO RELEVANCE

Finding 1: UNW has achieved and sustained strategic positioning on normative work, especially at national level, throughout the period of this SN. UNW South Sudan has ably supported strategic normative work in alignment with national and international policies and standards. The challenge remains to move such policies and standards to practice, to actual and meaningful implementation. **Thus UNW has aligned its SN 2014 - 2018 portfolio with national and international policies and supported their ratification/implementation in South Sudan.** UNW South Sudan has ably supported normative work in alignment with national and international policies and standards. Such support includes work on the successor to the Transitional Constitution, the ratification of CEDAW and action on actualisation of UNSC Resolution 1325. Ongoing support includes the (somewhat delayed) first national CEDAW report; this document will supply detailed gender analysis, much needed in South Sudan, where there is extreme lack of robust, disaggregated data.

Finding 2: UNW has been absolutely pivotal in supporting women's genuine participation in the peace negotiations and laying the foundations for more gender-equal peace building and eventual reconciliation efforts. UNW has supported women's coalitions, as observers and lobbyists. All UNW Country Office staff members have made contributions to this work in progress. UNW is considered the 'friend of the women of SS'. Some of the recommendations that emerged from the women's dialogues facilitated by UNW are now in the peace agreement, e.g. the provision to support the Women's Enterprise Development Fund. UNW has sought to build neutrality and this is good work in progress. The key document entitled *The Women's Agenda for Peace and Sustainable Development* (informally known as *The South Sudan We Want*) was created with UNW's support.

Finding 3: UNW has sought to support key vulnerable groups in South Sudan, even in the current very volatile and dangerous environment. UNW is acknowledged as a core resource for working with the most vulnerable and for addressing challenging issues such as sexual violence and women's economic empowerment.

One key vulnerable group that is stated by civil society and GoSS informants as not having received much recent support is **disabled people**. Several existing IPs believe that UNW might address this vulnerable and neglected group.

Finding 4: UNW has risen to the challenge of working on humanitarian interventions, not an area of its traditional core competence. The work done by

UNW in this sphere has potential (which it must sincerely be hoped will never be realised) to inform other humanitarian emergencies. UNW was one of the first UN agencies to intervene to address the grave humanitarian crisis. Because UNW places GE and HR front and centre of all its work, and because such emphases have not been integral to all humanitarian interventions, UNW's experiences, lessons learned and any good practices experienced in the South Sudan context might serve as gender-equal models. Its assessments, approaches and cost-benefit analyses might all be useful guidance.

FINDINGS LINKED TO EFFECTIVENESS

See the overview of Outcomes at the start of section 7.2, in addition to the summary discussion here of effectiveness findings.

Finding 5: UNW's work across its three core areas during the implementation of the 2014 - 2018 SN has achieved a number of unexpected outcomes that have at times enhanced the effectiveness of its overall support. The strong sense of ownership of Women's Empowerment Centres by local women's groups (rights holders): this was always the objective, but it appears that the speed and scale of ownership have been rapid and profound. The depth of women's leadership and participation in the peace process has been noteworthy. Linked to this is the scale of women's participation in the peace process; again, this too was always the intention, but the extent to which women have taken ownership has been unexpected.

A less positive/more neutral unexpected outcome has been that in large part due to the humanitarian crisis, UNW has had to take on roles that are often not part of its core mandate, e.g. direct implementation and close engagement in agricultural interventions. However, UN Women's corporate guidelines do not preclude such involvement where circumstances demand, as in South Sudan.

Finding 6: there are effectiveness and efficiency implications linked to the absence of an explicit Theory of Change in the 2014 - 2018 Strategic Note. As has been stated elsewhere in this report, UNW South Sudan did not have occasion (nor was it required so to do by UNW HQ) to develop an explicit Theory of Change to guide the 2014 - 2018 SN. Its over-arching, implicit, Theory of Change was: if women lived in an enabling environment where their rights were protected through progressive laws and policies, and if they could lead and participate in processes affecting their lives, be economically empowered and free from violence, then significant progress on GEWE would be achieved. This is valid; however, it does not allow for contextualisation or attention to risks, assumptions (and thereby accountability mechanisms), to barriers or to causal pathways beyond the superficial.

Finding 7: UNW has been pivotal in seeking to mainstream gender in UNCT action and joint programming. UNW inputs to gender mainstreaming include support to development and operationalisation of the UNCT Interim Co-operation Framework (e.g. through leadership of Output 5) and its successor, the UN Co-operation Framework. UNW has also developed, facilitated and chaired the Gender Theme Group, currently acknowledged as somewhat dormant and in need of swift and effective revitalisation. Further UNW inputs have been the 2016 ICF gender scorecard assessment, which enabled the UNCT to review some of the indicators

for gender responsiveness. In addition, UNW supported gender mainstreaming training for other UN agencies and gender assessment/audit of WFP and UNOPS programmes.

Finding 8: UNW has opportunity to expand and strengthen its Knowledge Management System. The stated intention has been to establish UNW as a 'recognised hub of knowledge on achieving gender equality and women's empowerment' at country level. Overall there is no clearly documented KM strategy at the UNW South Sudan Country Office and only limited evidence of knowledge sharing across the region or globally other than through *ad hoc* staff trainings, mainly based on arising capacity and information needs. UNW South Sudan realises that there is need for a more comprehensive and effective KM strategy, ideally linked to a stronger global UNW system.

Finding 9: UNW should provide support to further expansion and institutionalisation of gender-disaggregated and responsive data collection and analysis. There is an acknowledged need in South Sudan (as expressed in GoSS, UN agency, donor and UNW key informant interviews) to develop and institutionalise knowledge of the value and relevance of including gender-responsive indicators, how to monitor and evaluate these and how to report on outcomes.

FINDINGS LINKED TO EFFICIENCY

Finding 10 (crosscutting between efficiency and effectiveness): the CPE data collection has found that the advent of the SN 2019 - 2021 is an opportunity for UNW to enter into a new relationship with its IPs, one that fosters more independence, i.e. less dependency. The situation is that while a number of IPs, e.g. CEPO, are mature NNGOs with a wide range of funding partners and activities, most others are less well-established and require greater support to develop capacities, especially in knowledge management (gender and other relevant disaggregation of data, prompt and quality reporting, etc.).

A closely related IP issue is that UNW is already encouraging diversification of IPs' funding base. Too many (especially the less mature IPs) are over-reliant on UNW, in some cases as the sole funder. The point was made by three UN agency and donor key informants that if UNW had to withdraw tomorrow from South Sudan, a number of IPs would find themselves without alternative funding streams.

Finding 11: the relative efficiency and fitness for purpose of the Results Based Management System require further attention in the SN 2019 - 2021. An efficient and, thereby, effective, Results Based Management system is largely dependent on the capacity of implementing partners to deliver and manage interventions, provide adequate M&E and deliver quality reports, as well as UNW South Sudan having sufficient staff capacity to manage and quality assure each of the Development Results, their indicators and progress towards outcomes. Both are susceptible to resource constraints and shortfalls, which UNW has experienced considerably under the current SN. Thus for instance UNW key informants mentioned that IPs continue to require knowledge management support/development as well as implementation quality assurance; donor and UN agency informants referred to the need for the RBM system to address exit planning and sustainability more fully.

Finding 12: the UNW Communications Strategy requires further strengthening. Initial steps for creation of a systematic model for communications have been developed within UNW and a consultant has been hired to take that work forward. The next step is to execute systematic mechanisms that ensure that lessons learned and good practices are communicated efficiently and vividly and utilised effectively.

Finding 13: the UNW South Sudan Country Office has motivated and competent staff with capacity to deliver efficiently across its three mandates, including ensuring support to mainstreaming gender across the UNCT systems. However, resource constraints have limited the team's full efficiency and effectiveness. The existing Country Office team exhibits commendable motivation, extensive competence and capacity to deliver against their roles and responsibilities. The current and former Country Office leadership during the entirety of the SN 2014 - 2018 is identified both internally and externally as a key contributor to the effective fulfilment of UNW's mandate in South Sudan.

Finding 14: there are efficiency challenges linked to UNW South Sudan mobilisation, leveraging and management of resources. The relative efficiency of UNW South Sudan's mobilisation, leveraging and management of resources has had impacts on the implementation of the SN 2014 - 2018 as originally envisaged. One over-arching issue for UNW South Sudan to address as it designs its SN 2019 - 2021 is how best to balance uncertain non-core funding ceilings with optimising normative, co-ordination and programmatic inputs where most effective interventions can be achieved and results/outcomes can be tracked and evidenced.

FINDINGS LINKED TO SUSTAINABILITY

Finding 15: UNW has provided valuable inputs to the development of the next generation of potential national leaders. In partnership with the MGCSW and the University of Juba, UN Women has promoted access to Transformational Leadership Skills training for women leaders in government, civil society and the private sector. UNW facilitated the creation of the National Transformational Leadership Institute (based at the University of Juba, it opened in Feb 2016) and supports its continued existence.

Finding 16: the CPE has corroborated existing evidence as to the extent to which transformational social norm change is needed in South Sudan. UNW has the skills and the commitment to deliver transformational gender gains and to sustain those. Transformational gains does not mean business as usual; it requires often deeply uncomfortable and challenging action on the part of men and women, boys and girls, that confront accepted, deeply rooted 'traditional' attitudes and practices. Yet such change is essential if women and girls are to achieve genuine and sustainable gender equality in South Sudan.

One key, universally agreed, CPE finding is that male engagement will be crucial to support sustained social norm change, as while women and girls are often socialised in South Sudan and elsewhere to accept their gender roles and will

require long term engagement to realise potential for change, male acceptance of social norm change is essential.

Finding 17: civil society represents a constituency for future deepened engagement in the next SN period; NNGOs represent a potential future resource for sustainability of interventions. Civil society represents a constituency for future deepened engagement in the next SN period, especially when addressing social norm change specific to EVAW and GEWE. NNGOs represent a potential future resource for sustainability of interventions, as has been evidenced by the civil society work undertaken with UNW support on WEE and peace processes.

FINDINGS LINKED TO HUMAN RIGHTS AND GENDER EQUALITY

See also findings under 7.1 - 7.4, as these are usually crosscutting with human rights and gender equality.

Finding 18: Violence against women and girls represents the grossest violation of human rights currently being addressed by UNW South Sudan. Violence encompasses intimate partner violence of all kinds, sexual violence. Nobody knows how many women and girls have been raped in the past 4-5 years in South Sudan, but some estimates are that 1 in 3 has suffered such violations (see e.g. Oxfam and EU 2017). The work done by UNW and partners in the POC sites in Juba and other IDP settlements in Awerial and Pageri counties (linked to DRF 3.1.2) is one facet of UNW's focus on EVAW. Women's Empowerment Centres have been set up and women and girls have received vocational training, as well receiving a degree of protection against VAWG.

Finding 19: UNW has made significant contributions to UN and other co-ordination on GEWE. UNW has provided such contributions, notably in the development and implementation of the ICF and the development of the UNCF, its successor. UNW has led on Outcome 5 of the ICF and has made significant GEWE contributions to other ICF Outcomes. The UN Communication Group, convened by OCHA, represents another avenue for UNW inputs on GEWE across mandates. UNW has also facilitated the establishment of the Humanitarian Cluster Gender Focal Persons' Network and supported gender technical capacity strengthening of members while leading on co-ordination of the network.

Finding 20: UNW's programmatic work has been relevant and supportive of interventions supporting the poor and vulnerable in South Sudanese society - a number of people's lives have been demonstrably improved, potentially transformed in the longer term. and UNW has contributed to that achievement, in partnership with duty bearer implementing partners. Such transformative changes can be seen e.g. in the lives of a number of the women now using the Women's Empowerment Centres (anecdotal evidence of reduced intimate partner violence), in the VSLA members' economic situation, in VAWG survivors having received psychosocial support and in those girls and women who are benefiting from the Second Chance Education initiative.

CONCLUSIONS

Conclusion 1: UNW's strategic positioning across its entire portfolio is relevant and relatively effective. This conclusion is based especially on findings 1-4, 5-7 and 19-20, and primarily addresses the **relevance, effectiveness** and **human rights and gender equality** criteria. UN Women's normative, co-ordination and programmatic work and its closely developed partnerships with a wide range of duty bearers have to an extent led to positive outcomes and enhanced its strategic positioning as the UN agency with expertise and authority to speak and support on women's empowerment.

Conclusion 2: UNW's support to normative work has reaped dividends in the course of the current SN and has spoken to its comparative advantage. This conclusion is based especially on findings 1, 5, 13 and 20 and cuts across aspects of the **relevance, effectiveness, efficiency** and **HR & GE** criteria. During the period of the next SN UNW must work to support and bring about operationalisation of essential instruments, such as the 1325 Action Plan and the new UN Co-operation Framework.

A major challenge moving forward will be that patriarchy and gender inequality are entrenched at all levels of South Sudanese society and such social norms are adhered to by both men and women. Thus whatever laws and policies are developed for operationalisation, there need to be contingency plans to support actual application, monitoring and reporting, as well as mechanisms and approaches to deal with any backlash against GEWE-focused activities.

Conclusion 3: UNW has been efficient in delivery of its outputs, especially against the DRF, and continues to be seen as the point of reference for most gender mainstreaming related issues within the UNCT and between that and GoSS. This conclusion is based mainly on findings 3, 5, 7, 9, 13, 15 and 19. As with conclusion 2, number 3 is cross cutting, in this instance across all five criteria: **relevance, effectiveness, efficiency, sustainability** and **HR & GE**. The overall observation under the OEEF is that other than notable resource constraints and the challenges of the conflict, both of which hindered full realisation of quite a few of the targeted outputs of the OEEF, the UNW CO has been efficient in delivery of its commitments during the SN.

Conclusion 4: UNW's activities under the 2014 - 2018 SN have supported local ownership and enhanced local capacity to address gender equality and human rights. This conclusion is based on findings 2, 9, 10, 15 and 20 and addresses aspects of all five of the criteria. Close to 90% of planned interventions have been largely completed with the remaining categorised as ongoing mainly due to their continuous nature. This is noteworthy, given the current context, and is an overarching conclusion, which while primarily addressing the UNW criterion of gender equality and human rights, could not have been achieved without UNW efficacy of partnership building and sustaining in a transparent and accountable manner.

Conclusion 5: As part of the development of the next SN, UNW should strategise how best to strengthen its GEWE co-ordination profile and activities. This conclusion is based chiefly on findings 4, 7, 13 and (especially) 19, thereby addressing aspects of the **relevance, effectiveness, efficiency** and **HR & GE** evaluation criteria.

Currently other UN agencies, most notably UNFPA and UNDP, are working in areas that are traditionally viewed as requiring UNW's core expertise and comparative advantage, e.g. on overall GBV prevention not linked directly to reproductive health. Yet e.g. UNFPA does not have UNW's core comparative advantage (and indeed vice versa) and South Sudan deserves optimal expertise applied most effectively and efficiently, by all members of the UNCT. Thus UN Women needs to ensure that its strategic positioning in South Sudan as the lead UN agency on women's empowerment acquires greater clarity and coherence throughout the period of the next SN.

Conclusion 6: UNW has engaged in more direct implementation during the current SN than is usually the case, largely because of the dire situation in country. This conclusion is primarily based on findings 4, 5 and 18, which cover elements of the **relevance, efficiency** and **HR & GE** criteria

The humanitarian crisis has resulted in UNW taking on far more direct implementation of projects than is usually the case in less fragile settings. In the context of optimising programmatic relevance and effectiveness, engagement with relevantly capacitated NNGOs should be further expanded and strengthened. In terms of WEE, opportunity should be taken to revive discussions with the private sector specific to women entrepreneurs, mentoring schemes, possibly linked to the soon to be launched Women's Enterprise Fund (a joint venture between the MGCSW and UNW).

Conclusion 7: the next step - towards transformational GEWE activities and social norm change. This conclusion is based on finding 16, as well as being influenced by findings 2, and 20; thus first and foremost it addresses the **sustainability** criterion.

Attention to interventions (co-ordination and programmatic) that actively **promote and support social norm change for GEWE and ERAW** will need to be central to the SN 2019 - 2021 - and to its explicit ToC. The next step is the hard work of engendering policies and ensuring implementation of these brings about positive alternation in social norms at county and community levels, as well as within individual households. Interventions that address social norms can support transformative change for greater gender equality and human rights.

Conclusion 8: UNW should explore future small-scale, pilot interventions that focus on transformative gender action in conjunction with social norm change, in partnership with implementers that can report effectively against results and provide evidence of work towards achievement of outcomes. This conclusion is based mainly on findings 16 and to an extent also on 8, 9, 10 and 14, addressing chiefly the **sustainability** criterion

Such demonstration projects can serve as evidence-based pilots for scaling up by other UN agencies and GoSS and through IPs, with UNW provided technical GEWE backstopping and quality assurance.

RECOMMENDATIONS

See section 9 for the full rationale and evidence base for each of the nine recommendations.

Recommendation 1: in the next SN period, UNW should prioritise achieving the best fit between its scarce resources and the most relevant and effective interventions where its comparative advantage is best utilised and its relevance enhanced	Urgency: High Impact: High Difficulty: Medium	Responsibility UNW South Sudan Country Office and its partners - GoSS, civil society, UNCT and donor partners
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Recommendation 2: for greater effectiveness and efficiency, UNW South Sudan should closely review how best it might tailor the RBM system, within the parameters of the UNDG criteria, to the South Sudan context for the SN 2018 - 2021	Urgency: High Impact: High Difficulty: Low	Responsibility UNW South Sudan Country Office - plus UNW HQ?
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Recommendation 3: the next SN should prioritise work across its triple mandate and its Development Results on transformative social norm change to support gender equality and human rights	Urgency: High Impact: High Difficulty: Medium	Responsibility UNW and its partners - GoSS, civil society, UNCT and donor partners
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Recommendation 3: UNW and its key implementing partners should address further development of capacity on gender, transformational social norm change and knowledge management, so as to optimise SN 2019-21 delivery of outputs and outcomes	Urgency: High Impact: High Difficulty: Medium	Responsibility UNW South Sudan Country Office - plus UNW Regional Office Nairobi and HQ?
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Recommendation 45: UNW should develop an explicit Theory of Change for the SN 2019 - 2021, for effective RBM and knowledge management and to assist work towards achieving social norm change to address GE & HR challenges	Urgency: High Impact: High Difficulty: Low	Responsibility UNW South Sudan Country Office
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Recommendation 5: In order partly to address the growing resource constraints in international development, UNW should consider venturing into non-traditional forms of resource mobilisation, e.g. with the private sector	Urgency: High Impact: High Difficulty: High	Responsibility UNW
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Recommendation 6: UNW should lead the development of a systematic mechanism of screening all future	Urgency: Medium Impact: High	Responsibility UNW, UNCT and (existing and
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stand-alone and joint programmes for alignment to GEWE programming principles	Difficulty: Medium	potential) IPs
Recommendation 7: UNW should use the lessons learned from implementing GEWE focused humanitarian projects and facilitating women's participation in peace processes to develop models that has potential for scale up in other fragile situations	Urgency: Medium Impact: High Difficulty: Medium	Responsibility UNW, MHADM, other UNCT, donor partners, relevant IPs
Recommendation 8: UNW needs to work with IPs to reduce partner dependency	Urgency: High Impact: High Difficulty: Medium/High	Responsibility UNW IPs
Recommendation 9: UNW needs to consider how it can support interventions that last longer than 6 or 12 months	Urgency: High Impact: High Difficulty: Low	Responsibility UNW and all its partners, especially NNGOs

1. INTRODUCTION AND BACKGROUND²

It is important at the start of this evaluation report to note the context in which UN Women South Sudan has implemented its Strategic Note 2014 - 2018. The eruption of conflict in December 2013, followed by an extreme descent into insecurity in 2016, has inevitably shaped the response, the opportunities for support and the activities of UN Women (UNW) and all its partners, whether those be other GoSS ministries, UN agencies, national non-governmental organisations (NNGOs), donors, and other international entities such as the Joint Monitoring and Evaluation Commission (JMEC).

Grounded in the vision of equality enshrined in the Charter of the UN, UNW works for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women's rights at the centre of all its efforts, UNW's mandate is to lead and coordinate United Nations System efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. UNW seeks to provide strong and coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors.

The entirety of this report is written in acknowledgement of the difficult, often dangerous and extraordinarily challenging environment in which UNW and all its partners have sought to operate to the best of its abilities in fulfilment of its mandate and in optimal support of its beneficiaries.

The Strategic Note (SN) 2014 - 2018 has guided the UN Women (UNW) work in South Sudan during the five-year period.

The UN Country Team (the UNCT) is comprised of the 21 following agencies, funds and programmes: FAO, the International Labour Organisation (ILO), the International Office for Migration (IOM), OHCHR, UNAIDS, UNDP, UNEP, UNESCO, UNFPA, UN Habitat, UNHCR, UNICEF, UNIDO, UNMACC, UNMAS, UNOCHA, UNOPS, UNV, UN Women, WFP and WHO. South Sudan is not a One UN country.

UN Women has the mandate to shape UN system work in South Sudan on gender equality and women's empowerment (GEWE); the CPE has assessed the extent to which this is being implemented and achieved.

UN Women has been able to an extent to influence the entire UN system in South Sudan in work towards mainstreaming of GEWE in all results areas of the South Sudan Interim Co-operation Framework (the ICF), which currently fulfils the role of the UN Development Assistance Framework.

The SN was developed in 2013 and reviewed in 2016 taking into account lessons from different policies, frameworks and evaluation studies. These include the 'light touch' UNDAF 2011- 2013 and its review report, reports on the work towards the peace negotiations in Addis Ababa, including women's participation, the

² Please review the UNW South Sudan CPE Inception Report for further background information and more detail on the evaluation process.

Agreement on the Resolution of the Conflict in South Sudan (ARCSS) and High-level Revitalisation Forum (HLRF) deliberations and process, the ICF and GoSS policies and plans such as the National Development Plan.

The original SN 2014 - 2016 and its 2017 - 2018 extension were also informed by consultations within the United Nations Country Team (UNCT), with the GoSS, development partners and with national and international NGOs, as well as with UNW beneficiaries and donors.

UNW finalised the SN and its Development Results Framework (the DRF), setting out actions to achieve a set of outputs and outcomes; in order to achieve milestones and targets, UNW and its partners have implemented various activities, programmes and projects within the period under review in line with its triple mandate of normative, co-ordination and programme work/operations. Work in support of the triple mandate includes:

- Normative work: support to South Sudan's reporting to global bodies and on global standards such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) Committee on policies, standards and norms on gender equality and the empowerment of women (GEWE) and adherence to UN and global normative frameworks such as the Commission on the Status of Women (CSW);
- Co-ordination work: this covers both work to promote the accountability of the UN system on GEWE, and more broadly mobilising and convening key stakeholders to ensure greater coherence and gender mainstreaming across the UN. One key example during the current SN is co-ordination of UN agencies on GEWE in creation and roll-out of the ICF and work on its successor, soon to begin implementation;
- Programme work: here UNW supports South Sudanese implementing partners in government and civil society through programme and technical assistance to implement activities that strengthen and ensure adherence to international standards on GEWE and ideally also work towards sustainable, **transformative** action and service delivery on social norm change. One very important instance of UNW's programmatic and crosscutting support is that UNW, in partnership with the University of Juba and the Ministry of Gender, Child and Social Welfare, established the National Transformational Leadership Institute (NTLI). Located within the University of Juba, the NTLI was officially launched in February 2016 though it was already operational since early 2015. Its chief raison d'être is to institutionalise leadership training for women in South Sudan and to look forward to peace and the rebuilding of society and the economy, with young leaders who have GEWE at the centre of all their work.

UN Women South Sudan delivers, monitors and evaluates its SN through the Development Results Framework (the DRF) and the Organisational Effectiveness and Efficiency Framework (OEEF); each contains performance indicators, to support implementation. The overall budget for both frameworks has obviously been central to the ability of UNW to deliver its SN 2014 - 2018.

Details are given in Tables 1 and 2, immediately below.

Table 1: Budget for the UNW South Sudan Country Office SN 2014 – 2018

	Planned SN Budget (USD)	Actual Budget Received (USD)	Expenditure	%
Development Results	24,880,453	17,143,212	14,188,948	82%
OEEF Results	13,343,754	7,578,318	6,604,078	87%
Total	38,224,207	24,721,530	20,793,026	84%

UNW has received roughly 65% of its proposed SN 2014 - 2018 budget; while all SNs are ambitious by nature, a shortfall of close on one third has inevitably had impact on the UN entity's capacity to deliver and also to engage sufficient members of experienced staff. Despite such restrictions, UNW has managed to expend 84% of its total budget, even in challenging conditions; this of course reflects well on its partners' commitment and work too.

Table 2: UNW South Sudan Budget vs. Expenditure against SN 2014 - 2018 Development Results

DRF Development Results (DR)	SN Budget (USD)	Actual Budget (USD)	Expenditure	%
DR 1: Leadership and political participation	5,455,000.00	4,830,230	4,257,579.00	88%
DR 2: Economic Empowerment	8,732,000.00	5,523,826	3,220,138.00	58%
DR 3: EAW	2,710,000.00	4,172,456	3,851,455.00	92%
DR 4: Peace and Security	7,933,453.00	3,337,240	2,859,776.00	85%
Total	24,530,453.00	17,143,212	10,722,063	62%

Table 2 shows that the DR area where expenditure has been most difficult to achieve between 2014 and 2018 has been DR2, Women's Economic Empowerment (WEE). UNW and various of its partners have described how work in e.g. Nimule and Mundri had to be halted due to sudden and then prolonged insecurity, which led to internal displacement and destruction of towns and farms. Such delays inevitably had a knock-on effect on capacity to deliver the entirety of projects, capacity building and co-ordination, as well to expend full budget lines.

DR 3, Ending Violence Against Women (EVAW), received more than the pledged funding, some 36% extra. This donor generosity has been in response to the palpable and ever-increasing need in this area. UNW's work includes funding from the Government of Japan for implementation of the programme entitled *Responding to emergency needs of displaced women and host communities impacted by conflict in four IDP Camps in South Sudan*.

This programme, implemented between 2015 and 2017, focused on actions to prevent and mitigate gender-based violence and VAWG and build resilience of vulnerable women and girls among IDPs and host communities through access to livelihood opportunities. Thus it can be seen that the situation in country has resulted in projects and programmes that cut across several, if not all 4, DRs.

The SN was structured chiefly into the first four Development Results outlined in the UNW 2014-17 Global Strategic Plan: (I) *Women lead and participate in decision making at all levels*; (II) *Women, especially the poorest and most excluded, are economically empowered and benefit from development*; (III) *Women and girls live a life free from violence*; (IV) *Peace and security and humanitarian action are shaped by women's leadership and participation*.

DR (V), *Governance and national planning fully reflect accountability for gender equality commitments and priorities*, was deemed by the September 2016 UNW mid-term review to be best served by closer integration into DRs 1-4. This closer integration is reflected in the 2017 - 2018 addendum to the UNW Strategic Note.

Close to 90% of planned interventions have been largely completed with the remaining categorised as ongoing mainly due to their continuous nature. The only variation observed through interviews with stakeholders is that various interventions, for example in rural WEE, were scaled down, due to budget constraints and insecurity. The disproportion in quantity of interventions observed under Development Results (DR) 1 and 4 is chiefly attributable to the similarity of interventions under the two DRs; hence most of the activities conducted were categorised under DR1.

During the SN 2014 – 2018 interventions were implemented through various implementation arrangements as either explicit projects or as joint programmes.

One example of UNW-specific programme is that funded by the government of Japan: a two-year (April 2015 to March 2017) humanitarian assistance intervention, entitled *Responding to emergency needs of displaced women and host communities impacted by conflict in four IDP Camps in South Sudan*. This humanitarian assistance programme contributed to achievements of outcomes under the UNW South Sudan SN 2014 – 2018, UNW's Global Humanitarian Strategy and to UNW's Strategic Plan (2014 – 2017), in each instance specifically addressing DR 4 - *Peace and Security and Humanitarian Action*.

The programme was a continuation and expansion of UN Women's eight-month pilot humanitarian response programme, which began in 2014; it contributed to the realisation of the South Sudan Strategic Humanitarian Response Plan, focusing specifically on filling critical gender gaps in ongoing humanitarian response activities in South Sudan. The Japanese-funded interventions have contributed to improvements in the lives of about 15,000 IDPs and host community beneficiaries (80% women and girls), and supported indirectly ca. 100,000 further beneficiaries (JICA 2017 & UNW not dated (2017/18 - LEAP project document).

Another example of a UNW managed programme is *Women's Engagement in the Peace Process in South Sudan*, funded by the Government of Canada.

The one-year project (2018) is aligned to UNW's current SN and will seek to address the following core UNW tenet: *Women and girls contribute to and have greater influence in building sustainable peace and resilience, and benefit equally from the prevention of natural disasters and conflicts and from humanitarian action.* The project will aim also to contribute to the goal of supporting women's organisations to engage more meaningfully with actors on *gender transformative approaches* to resolution of conflict, contributing to social norm change, reduction of sexual violence in conflict and ultimately to systematic and substantive integration of women's voices, experiences and participation in peace building.

The two **Joint Programmes** in which the UNW Country Office has been actively engaged during the period of the SN 2014 -2018 are:

1. The UN Joint Programme on *Gender-based Violence Prevention and Response in South Sudan 2017 - 2020*. This uses four inter-linked modes of engagement and interventions for sustainable GBV prevention and response.

- Capacity development of targeted institutions and duty bearers in the area of GBV prevention and response;
- Direct survivor-centred GBV service provision including clinical management, psycho-social counselling, legal advice and referrals, using health facilities as integrated 'service hubs' with a connected referral system;
- Community mobilisation and awareness creation through inter-personal approaches and community radios; and
- Knowledge management through baseline surveys, capacity assessment of facilities for provision of GBV services, GBV data collection using monitoring, documentation of good practices, and end of project evaluation.

No reports on the GBV programme have been seen by the CPE evaluator; therefore, progress or otherwise on outcomes cannot be discussed here.

2. The UN JP *Strengthening dialogue for peace and reconciliation in South Sudan* programme.

UN Women, UNDP, UNESCO and IOM are the participating agencies, with UNDP as the lead; UNMISS is also involved, as are GoSS institutions and civil society organisations. This is an 18-month programmes, slated to end in September 2018. Its objectives include focus on gender aspects of peace building and reconciliation, e.g. through support to peace activities at community levels.

A core component of the JP is to understand the landscape, i.e. to map existing peace building efforts and their outcomes, and to undertake a nationwide gap analysis. The programme addresses local triggers for conflict, e.g. access to water and patriarchal structures that normalise gender-based violence. At national level there is ongoing work developing a UN Peace Building Plan and a national strategy, both incorporating gender analysis and gender-specific objectives.

2. BACKGROUND OF THE EVALUATION

The South Sudan CPE was commissioned by the UN Women South Sudan Country Office as a primarily formative (forward-looking) evaluation to support the country office and national stakeholders' strategic learning and decision-making. The evaluation is expected to have a secondary summative (backwards looking) perspective, to support enhanced accountability for development effectiveness and learning from experience. It is a priority for UN Women that the CPE be gender-responsive.

The CPE uses the UN Women South Sudan Strategic Note 2014 – 2018 as its point of departure for identifying expected outcomes and measuring progress towards achievement of results. The UN Women Evaluation Policy and the UN Women Evaluation Strategic Plan 2014-2017 are the main guiding documents that set forth the principles and organisational framework for evaluation planning, conduct and follow-up in UN Women. These principles are aligned with the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the UN System and the United Nations Evaluation Group (UNEG) Ethical Guidelines.

The CPE Objectives

There are seven core UN Women South Sudan CPE objectives; in addition the CPE applies the four Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) evaluation criteria (relevance, effectiveness (including the normative and co-ordination mandates of UN Women), efficiency, and sustainability) and addresses Human Rights and Gender Equality as an additional criterion.

The seven core CPE objectives

1. To assess the relevance of UN Women's contribution to the intervention at national levels and alignment with international agreements and conventions on gender equality and women's empowerment.
2. To assess effectiveness and organisational efficiency in progressing towards the achievement of gender equality and women's empowerment results as defined in the Strategic Note.
3. To support the UN Women South Sudan Country Office to improve its strategic positioning to better support the achievement of sustained gender equality and women's empowerment.
4. To analyse how a human rights approach and gender equality principles are integrated in the design and implementation of the Strategic Note.
5. To identify and validate lessons learned, good practices and examples of innovation that supports gender equality and human rights.
6. To provide insights into the extent to which the UN Women South Sudan Country Office has realised synergies between its three mandates (normative, co-ordination and programme).
7. To provide actionable recommendations with respect to the development of new programmes/the next UN Women South Sudan Country Office Strategic Note (2019 - 2021).

The Evaluation Matrix

Table 3 below sets out the evaluation matrix: the list of priority evaluation questions structured according to six UNW criteria, as well as to the OECD-DAC evaluation

criteria and gender equality and women's human rights perspectives. All evaluation questions and the evaluation matrix were discussed and finalised at the inception workshop, held in Juba on 30th April 2018. The data collected have been analysed using a thematic cluster approach and by the application of contribution analysis methodology.

Table 3: The UNW SS CPE Evaluation Matrix

Evaluation Questions	Stakeholders interviewed	Data Collection Tools	Indicators
Cluster 1: Strategic Alignment of the UNW South Sudan Portfolio			
<p>1. Is the portfolio aligned with national and international policies? RELEVANCE</p> <p>2. Is the choice of partners most relevant to the situation of women and marginalised groups? RELEVANCE</p> <p>3. What contribution is UN Women making to implementing global norms and standards for gender equality and the empowerment of women? GENDER EQUALITY AND HUMAN RIGHTS</p> <p>4. Has the portfolio been implemented according to human rights and development effectiveness principles: participation/empowerment; inclusion/non-discrimination; national accountability/transparency? GENDER EQUALITY AND HUMAN RIGHTS</p>	<p>UNW UNCT GoSS UNW Implementing Partner (IP) Donors JMEC</p> <p>And for (2) and (3): beneficiaries</p>	<p>Desk Review KII</p> <p>Desk Review KII FGD</p>	<p>Evidence of alignment</p> <p>Documented evidence of any alignment gaps</p> <p>Evidence of intervention design, implementation & M&E being based on gender responsive situation analyses/baselines & reporting</p> <p>Evidence of links between expressed beneficiary needs & reported outcomes</p>
Cluster 2: Management of the Strategic Note			
<p>5. Do the interventions target the underlying causes of gender inequality? RELEVANCE</p> <p>6. Does the organisation have access to the necessary skills, knowledge and capacities needed to deliver the portfolio? EFFECTIVENESS</p> <p>7. Has a Results Based Management system been established and implemented? EFFICIENCY</p>	<p>UNW & UNCT GoSS UNW IP Donors JMEC</p> <p>And for (5): beneficiaries</p>	<p>Desk Review KII FGD</p>	<p>Evidence of intervention design, implementation & M&E being based on gender responsive situation analyses/baselines & reporting</p> <p>Evidence of links between expressed beneficiary needs & reported outcomes</p> <p>Documented evidence</p>

			<p>in UNW & IP reports</p> <p>Skills/capacity analysis</p> <p>Gap assessment</p> <p>Evidence of RBM use & reporting; OEEF analysis; evidence of contribution to outcome level & RBM requirements as set out in the SN</p>
Cluster 3: Achievements of the Strategic Note			
<p>8. What unexpected outcomes (positive and negative) been achieved? If so, for whom? EFFECTIVENESS</p> <p>9. What are the main enabling and hindering factors to achieving planned outcomes? EFFECTIVENESS</p> <p>10. To what extent have planned outputs been achieved on time? EFFECTIVENESS</p>	<p>UNW & UNCT</p> <p>GoSS</p> <p>UNW IP</p> <p>Donors</p> <p>JMEC</p> <p>And for (8): beneficiaries</p>	<p>Desk Review</p> <p>KII</p> <p>FGD</p> <p>Case Studies</p>	<p>For the whole of Cluster 3: tracking through use of CPE ToC - risks, assumptions, barriers and causal pathways</p> <p>Evidence of contribution to outcome level & RBM requirements as set out in the SN; JP/IP reports</p> <p># of programmes that report on time against indicators as per agreements with UNW</p> <p>End of project reports; UNW ARs; normative policies, etc.</p> <p>Evidence of outputs and outcomes, in reports, through Case Studies</p>
Cluster 4: Co-ordination and Comparative Advantage			
<p>11. What contribution is UN Women making to UN co-ordination on GEWE in South Sudan? Which roles is UN Women playing in this field in South Sudan? RELEVANCE</p> <p>12. To what extent have gender equality and women's empowerment been mainstreamed in UN joint programming such as UNDAP? EFFECTIVENESS</p> <p>13. To what extent does the UN Women management structure support efficiency for implementation? EFFICIENCY</p> <p>14. What is UN Women's</p>	<p>UNW</p> <p>UNCT</p> <p>Donors</p>	<p>Desk Review</p> <p>KII</p>	<p>Funding streams</p> <p>Evidence of UNW-specific inputs, e.g. meeting minutes, reports</p> <p>Reported impacts of UNW-specific skills, approaches, knowledge</p> <p>Evidence of UNW inputs to UNDAF GEWE & HR mainstreaming 2014 - to date</p> <p>JP reports</p> <p>IP reports</p> <p>Case Studies</p>

comparative advantage compared with other UN entities and key partners? EFFICIENCY 15. Are the balance and coherence between programming/operational, co-ordination and normative/policy work optimal? EFFICIENCY			
Cluster 5: Sustainability			
16. Is there national ownership and are there national champions for different parts of the portfolio? 17. To what extent has capacity of partners been developed in order to ensure sustainability of efforts and benefits? 18. What local accountability and oversight systems have been established to support the continuation of activities? ALL 3 SUSTAINABILITY	UNW & UNCT GoSS IP Donors JMEC And for all 3 EQs, also beneficiaries	Desk Review KII FGD	Training reports UNW, etc, reports # of people trained Evidence of improved service delivery? Evidence of such systems being set up & sustained Documented evidence of champions in action
Cluster 6: Design of the Portfolio			
19. Is the thematic focus across the UN Women South Sudan portfolio appropriate? RELEVANCE 20. To what extent is the portfolio changing the dynamics of power in relationships between different groups? GENDER EQUALITY AND HUMAN RIGHTS	UNW & UNCT Donors JMEC	Desk Review KII	Desk review Skills/capacity analysis Gap assessment

The scope of the CPE

The CPE process included a detailed desk review and two levels of analysis: organisational aspects and development results (actual results and also the extent to which UNW is delivering through e.g. staff capacity, internal results based management, communications). The CPE was guided at all times by the 2014 - 2018 SN and its DRF and OEEF, the two frameworks setting out intended process, indicators and results to outcome level, as well as the UNW annual work plans and reports.

Thus the CPE focuses on understanding changes at country level in the areas of GEWE during the lifetime to date of the current Strategic Note. As already described, UN Women globally has a triple mandate (its three work pillars: normative, programmatic and co-ordination), while each Country Office has the

remit to tailor its relative focus on each of the three pillars according to the context and requirements in each country. In the context of UN Women South Sudan, the three pillars have often been intertwined and mutually reinforcing; therefore, the three pillars are evaluated and the contributions of UN Women South Sudan assessed as separate entities where relevant, while crosscutting contributions are also addressed.

The CPE uses cluster analysis to group similar interventions, choosing a small sub-set of each to evaluate in more detail. A Case Study approach is also used to review two programme interventions as part of the cluster analysis, thereby enabling beneficiaries' voices to be heard and to examine in greater depth the contributions made by UNW South Sudan and its implementing partners to directly improving the lives of South Sudanese women.

As is discussed in detail in section 4 (Technical Design of the Strategic Note) the UN Women South Sudan 2014 - 2018 SN does not include an explicit Theory of Change (ToC). The ERG developed an evaluation-specific rapid ToC, presented and discussed in this evaluation report (see Annex 6).

3. THE CONTEXT OF GENDER EQUALITY AND WOMEN'S HUMAN RIGHTS IN SOUTH SUDAN

This section of the evaluation report provides a brief overview of the situation pertaining to gender equality and women's human rights, tailored to the UN Women South Sudan portfolio. Therefore, it does not address all the many vulnerable groups and aspects of gender inequality in South Sudan.

Situation analysis of the South Sudan socio-economic context specific to the progress of women

South Sudan is one of the world's most fragile countries and has been beset by conflict both since it was created in 2011 and from the 1950s onwards while it formed part of The Sudan. It is facing a severe and protracted humanitarian crisis, exacerbated by economic collapse. South Sudan has one of the highest inflation rates in the world, and a huge fiscal deficit. At least half the population requires emergency food assistance.

The 2015 UN Human Development Index places South Sudan as 169th out of 188 countries; it holds the same position on the UN Gender Development Index. The extreme poverty rate has increased to 65.9 percent. As of 2013, the country's maternal mortality ratio of 2,054 deaths per 100,000 births was perhaps the highest in the world.

South Sudan is a party to the African Charter on Human and Peoples' Rights; the Convention against Torture and Other Cruel Inhuman or Degrading Treatment or Punishment (CAT) and its Optional Protocol; the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and its Optional Protocol; and the Convention on the Rights of the Child (CRC). Relevant rules of customary international human rights law are also applicable. In 2013, CEDAW adopted General Recommendation No. 30, which obliges states to prevent, investigate, punish and ensure redress for crimes against women by non-state actors.

Since the outbreak of the internal war in December 2013, gender-based violence and extra-judicial killing have become widespread and committed with impunity. These acts constitute crimes under South Sudan's Penal Code 2008, including murder (Article 206), rape (Article 247), theft (Article 293) and mischief with intent to destroy property (Article 324).

Vulnerable and marginalised groups in South Sudan

This part of the report represents a brief and incomplete overview of vulnerability and marginalisation in the South Sudan context; the discussion here does not consider all the groups that UN Women targets. Support to reduction of vulnerabilities and marginalisation represents key aspects of work to prevent gender inequality and human rights violations. The CPE fieldwork has addressed in depth this extremely important area in relation to UN Women South Sudan's work in delivering the 2014 - 2018 Strategic Notes, as well as the inputs made by the Country Office to the outputs and outcomes of the Interim Co-operation Framework and other key instruments.

Women and girls

The definitions used during this CPE are: Gender-based violence (GBV) is violence

targeted at individuals or groups on the basis of their gender. Violence against Women and Girls (VAWG) is directed specifically at females.

It is of course important to point out that not all women and girls in South Sudan can be deemed to be permanently vulnerable; many will experience significant gender equality and opportunity, in a life free from VAWG, GBV or other practice or discrimination based on gender. Nonetheless, even the most privileged and equal of women and girls may become vulnerable to actions based on attitudes and behaviours deriving from gender unequal social norms.

In this context, it is relevant to note that despite laudable initiatives and policy and legal instruments addressing gender equality, many instituted during wartime, South Sudan continues to be among the African countries reporting the highest incidence of VAWG and GBV.

Social norms persist that maintain Intimate Partner Violence (IPV) as acceptable within households and communities. Cultural practices create a climate of patriarchy that embeds female inferiority as the norm. SMLS (2008) states that men dominate households and it is expected that a husband will 'discipline his wife and children' (2008: 12). Ward (2005) found that a county judge explained if a husband beats his wife he is trying to 'refine her, because women don't experience it as violence' (2005: 47). The links between IPV and women's economic dependence represent an area of negative socially normative behaviour that is receiving increasing attention.

Findings published in Care International's 2014 report highlight the scale of GBV prior to the current civil war; the situation can only have become far more grave since 2013:

- Only 7% of survey respondents who experienced GBV said they immediately reported it to the police
- Only 37% of respondents who said they reported GBV to hospitals or police received any psychological support
- 43% of GBV survivors said they decided to keep quiet out of fear
- 57% did nothing because they felt there was no point in reporting cases of GBV (2014: p3).

UNICEF data indicate that 52% of South Sudanese women are married by the age of 18 and 9% by the time they are 15; some are as young as 12. The adolescent (15-19 years) birth rate is 300 per 1,000. Early marriage and parity increase the risk of complications in pregnancy and childbirth (including post-partum haemorrhage and fistula); they can also increase girls' vulnerability to physical and sexual violence and limit their opportunities for education and knowledge of their health rights. Polygamy is estimated to account for over 40% of all unions.

The number of female and child-headed households in South Sudan is not known; such households are very often among the poorest and most vulnerable, e.g. to sexual violence, exploitation, trafficking and early marriage, and will often have minimal access to health and education services and information. Nearly 53% of internally displaced households in the two Protection of Civilian (POC) sites within

Juba are headed by women It is estimated that 57% of the population that lives in female-headed households is poor compared to 48% in male-headed households

Research by Saferworld and others in South Sudan reveals that participation in violent cattle raids, which perpetuate conflict between communities, is seen as a prerequisite to manhood and a rite of passage for young men. The bride price system, in which cattle are exchanged for girls and women and which is embedded in the socio-cultural environment of the Dinka and the Nuer, the two largest ethnic groups in South Sudan, exacerbates violent cycles of abduction and revenge. As a result, the Organisation for Economic Co-operation and Development (OECD) argues that addressing negative social and gender norms in South Sudan is crucial to addressing the underlying causes of conflict.

Other factors specific to women's economic vulnerability are that despite statutory reforms that have strengthened women's rights to land and property through marriage, inheritance, or on death of a spouse, their actual ownership and rights to land in particular are more symbolic in nature and less strictly enforced under customary law and practice. Women make up 60% plus of agricultural labour; their rights to land are severely restricted under customary law and such rights are not upheld in the justice system. Most female farmers do not know their rights to land and wages from farm produce.

Many women also rely on informal sources of borrowing, due to collateral requirements, and few will have bank accounts.

Male and female children

Beyond the issues mentioned immediately above that are relevant to girl children, violations and crimes against children represent an especially grave aspect of the South Sudanese conflict. The UN has documented all six grave violations against children referred to in the Secretary General's reports on children and armed conflict: killing and maiming; recruitment or use of child soldiers; attacks against schools or hospitals; abduction; rape and other forms of sexual violence; and denial of access to humanitarian assistance.

The conflict in South Sudan has destroyed the education system. UNICEF estimates that 72 % of South Sudanese children are out of school, with most schools unable to function because teachers have been displaced and/or the destruction of facilities and materials. Lack of food is also among the leading causes for children to drop out of school. The denial of humanitarian access, including interference in the delivery of critical aid, attacks on personnel and damage to facilities, has further undermined the right to education.

It is not known how many households are headed by children; these households will always be among the poorest of the poor and the most extremely vulnerable.

Internally Displaced Persons

This has perforce increasingly become a core focus of UNW South Sudan's support, due to the ongoing civil war. UNW's engagement in the provision of support to internally displaced persons (IDPs), to female participation in the security sector and to those in potential need of humanitarian assistance is addressed under *Development Result 4: Peace, Security and Humanitarian Response, Impact 4 and*

Impact 4 (Peace and security and humanitarian action are shaped by women leadership and participation).

At least 4 million South Sudanese (out of a population of 11 - 12 million) are displaced, including at least 2.2 million refugees who have fled to neighbouring countries and 1.8 million IDPs, while more than 200,000 people live in UN POC sites. The humanitarian assistance effort is 97% underfunded (data from UN OCHA January 2018).

The disabled

Very few reliable data are available on the national number of physically and mentally disabled people in South Sudan; there is a similar dearth of information on types of disability. For instance, it must be the case that there is a sizeable number of primarily middle-aged and older people who have suffered the effects of polio, including acute flaccid paralysis, but the desk review has found no reliable data. Anecdotal but frequent evidence indicates that people with disabilities are often hidden away, especially in the rural areas (and 80% plus of South Sudanese are rural). Very few are said ever to receive any education or medical care and are extremely unlikely to be married.

While little is known about the extent of disability and the suffering of those with such conditions, almost all UNW partners and UNW staff members emphasised in CPE interviews how support to the disabled is known to be a major gap in support and care, with worrying gender equality and human rights connotations. A number of NNGO IPs described meeting disabled women and girls who had suffered extreme sexual violence, with even less opportunity for redress than might be the case for an able-bodied woman or girl. Female disabled people are apparently often kept as house servants, even sex and/or work slaves, with no access to any kind of support.

This gap is fully acknowledged by UNW South Sudan and there is a strong desire to provide support to disabled people, especially but not exclusively women and girls, during the period of the next SN.

People Living with HIV and AIDS and people at risk of HIV infection

In South Sudan as in all other sub-Saharan African countries, women and girls are disproportionately infected with HIV and run the risk of even greater and harsher stigma and discrimination. Data since the outbreak of the current conflict are sparse. UNAIDS' information from 2014 states:

- Number of people living with HIV: 190,000 [130,000 - 270,000]
- Adults aged 15 to 49 prevalence rate: 2.7% [1.9% - 3.8%]
- Adults aged 15 and up living with HIV: 170,000 [120,000 - 240,000]
- Women aged 15 and up living with HIV: 100,000 [70,000 - 140,000]
- Children aged 0 to 14 living with HIV: 19,000 [13,000 - 26,000]
- Deaths due to AIDS: 13,000 [8,500 - 19,000]
- Orphans due to AIDS aged 0 to 17: 91,000 [38,000 - 290,000]

According to UNAIDS, 22 health centres provided antiretroviral treatment (ARVT) before the new outbreak of violence. In December 2013 the ARVT centres in Bor,

Malakal and Bentiu, capitals of the states worst hit by fighting, had to close. The whereabouts of 1,140 patients served by those facilities and who have interrupted ARVT are unknown, endangering their lives. The highest HIV prevalence is found in the three former southern Greater Equatoria states bordering Uganda and the Democratic Republic of Congo. In Western Equatoria HIV prevalence is 7%, more than double the national rate.

The part of the UNW SN that specifically addresses HIV is under DRF output 5.1.3: *Gender-responsive national HIV & AIDS strategy, plan and budget adopted and implemented by the government of South Sudan*. Due to the conflict, UNW and other organisations have not been able to provide adequate support to people living with HIV & AIDS; such people, therefore, constitute another key vulnerable group that requires urgent attention. This will especially be the situation for young women and female and child-headed households, where vulnerability and lack of access to correct information are likely to be acute.

Actions undertaken by GoSS prior to and during the current Strategic Note

In addition to full ratification of CEDAW, South Sudan has adopted policies and initiated actions critical for the promotion of gender equality and women's empowerment. These include the South Sudan Child Act (2009); the South Sudan Health Insurance Policy; the National Gender Policy (2013); the National five-year Gender Strategic Plan (2013); and policies that were in draft at the beginning of the SN period in 2014, such as the South Sudan Policy for persons with disabilities; the Policy for children without parental care; the Social Protection Policy; the Communications Strategy on Early Child Marriage; and the Justice for Children Strategic Plan.

In 2014 GoSS developed a National Action Plan to support implementation of UN SCR 1325, assisted by UNW; to date little action has been possible due to the insecurity and a lack of GoSS human and financial resources and capacity.

South Sudan has committed to prosecuting violations of international criminal law through a Hybrid Court for South Sudan, which the African Union (AU) is mandated to establish under the Agreement on the Resolution of the Conflict in the Republic of South Sudan (ARCSS).

The UN General Assembly has discussed human rights' violations in South Sudan on a number of occasions. South Sudan is a party to the African Charter on Human and Peoples' Rights; the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment and its Optional Protocol; and the Convention on the Rights of the Child (CRC). Relevant rules of customary international human rights law are also applicable.

4. TECHNICAL DESIGN OF THE UNW STRATEGIC NOTE 2014 - 2018

The UN Women South Sudan Strategic Note 2014 - 2018 is the main planning tool for UN Women's support to normative, co-ordination and operational work.

The SN is aligned to the Government of South Sudan national development plans as well as to the UN Interim Co-operation Framework, the ICF, which will be replaced by the UN Co-operation Framework in 2019. The SN is aligned to the UN Women Global Strategic Plan 2014 - 2017, in that its 5 Development Results are coherent with the global Strategic Plan Impacts 1-5. Global Impact 6 (*a comprehensive set of global norms, policies and standards on gender equality and women's empowerment is in place that is dynamic, responds to new and emerging issues, challenges and opportunities and is applied through action by Governments and other stakeholders at all levels*) is implicit in the entirety of the UN Women South Sudan Development Results 1-5, as work towards achievement of those will contribute to the global Impact 6.

As a result of the Mid Term Review (MTR) of the UN Women South Sudan SN, the decision was taken to focus UNW's work for the remainder of the SN primarily on Development Results 1-4, i.e. to reduce focus somewhat on 5. This CPE covers all five Development Results, as UNW South Sudan has worked to ensure action on each of the five during the current SN.

The UN Women South Sudan Development Results Framework and its outcomes

The evaluation used both the DRF and OEEF to assess overall portfolio performance. The inception phase was used to review UN Women and other documentation, while the fieldwork phase of the CPE gathered data to triangulate findings through qualitative, quantitative and participatory methods, applied with a GEWE lens.

The DRF addresses the three core pillars of UN Women support: normative, co-ordination and programme work. Priority areas for each of the three pillars and outcomes are set out in Table 4 below. **The Table provides a snapshot - it is not an exhaustive overview.** UNW South Sudan staff members have greatly contributed to the development of Table 4, for which work the CPE evaluator is most grateful, while remaining responsible for any errors.

Because UNW South Sudan provides support through its implementing partners to an extensive range of programmes and projects, the columns in Table 3 that address this pillar will only indicate a few of the large number of interventions, some through joint programme activities. Note also that the August-September 2016 SN Mid-term Review recommended scaling back DRs 4 and 5, so this has had an impact on overall activity levels in the past year plus.

Table 4: DRF Pillar Priorities and Outcomes to date					
Normative work	Outcomes	Co-ordination work	Outcomes	Programme work	Outcomes
<p>CEDAW support</p> <p>SDG localisation & monitoring support.</p> <p>Implementation of UNSCR 1325 in humanitarian contexts</p>	<p>First CEDAW report being prepared</p>	<p>1. Co-ordinate design, implementation and reporting of Outcome 5 (Status of women and Youth) of the UNCT Interim Cooperation Framework (ICF) for South Sudan</p> <p>2. Support gender scorecard assessment of the UNDAF/Interim Co-operation Framework (ICF) for South Sudan</p> <p>3. Co-ordinate and strengthen the UNCT Gender Theme Working Group</p> <p>4. Support & co-ordinate civil society engagement in GEWE.</p>	<p>Affirmative actions promoted by UNCT to empower women and youth</p> <p>Gender equality is mainstreamed in the design of UNDAF/ICF results/indicators, implementation, M&E, reporting</p> <p>Enhanced collaboration including joint initiatives among the UNCT to promote GEWE; increased number of NNGOs' capacity improved to promote GEWE through advocacy, monitoring and programme implementation.</p>	<p>Support to Women's Political Empowerment</p>	<p>Enhanced capacity of female lawmakers in transformational leadership and effective legislation</p> <p>Institutionalisation of leadership and decision-making capacity building for women through the establishment of the National Transformational Leadership Institute at the University of Juba.</p>
				<p>Support to Women's Economic Empowerment</p>	<p>GoSS has developed/ reformed key productive sector policies (agric., mining & petroleum etc.) to promote gender equality and women's empowerment</p>

					Productivity of 10,000+ women smallholder farmers improved; access to services and market enhanced Capacity of 2000+ women entrepreneurs strengthened; access to business development services enhanced.
				Elimination of Violence Against Women	Improved capacity of the Special Protection Unit (SPU) of the South Sudan National Police Services to respond to Gender-based violence against women and girls through training and logistical support. Increased access to multi-sectoral to services prevent and respond to gender-based violence through establishment of 10 women empowerment centres and engagement with men including traditional leaders and boys, training of women and men, boys and girls in the rights of women and girls.
				Women, Peace, Security and Humanitarian Action	Enabling environment to advance gender equality improved through the ratification of CEDAW and Adoption of UNSCR 1325 NAP by the Government of South Sudan Women's NNGOs have continued effectively to participate and influence the peace processes (Addis Ababa Peace Talks, High Level Revitalization, National Dialogue Process etc.).

The UNW South Sudan Strategic Note 2014 - 2018 results and its result chain

The UN Women South Sudan SN is based on a results-based programming approach, in that the DRF uses a clear approach whereby the allocation of resources and description of planned activities link into measurable intended results, certainly at output level. Outcome and output statements demonstrate short and medium term results anticipated by UNW to contribute to each of the 5 DR. Performance indicators have been provided for each of the output and outcome statements.

The UN Women South Sudan Results Based Management approach addresses the expected cause-effect relationships among inputs, outputs and outcomes. Thus the 2014 - 2018 SN discusses RBM in its OEEF *Output Cluster 2: To institutionalize a strong culture of results-based management, reporting, knowledge management and evaluation.*

One area to be addressed further in the next SN is that the current DRF does not cover all areas where UNW has provided inputs. This has resulted in activities and outcomes not always receiving proper attention or adequate reporting. One example of this gap is that there has been an intention to establish UNW as a 'recognised hub of knowledge on achieving gender equality and women's empowerment' at country level (while the perilous insecurity has prevented much action). While there are general indicators specific to knowledge management in the 2014 - 2018 SN, ideally such focus should be strengthened in the SN 2019 - 2021, to ensure that all UNW's efforts and potential achievements are fully reported against.

The next SN RBM needs to ensure that all indicators are **SMART**: Specific, Measurable, Attainable, Relevant and Time-bound. Ideally these should also reflect the indicators in the NST and the SDGs.

A number of indicators in the SN 2014 - 2018 SN are neither SMART nor have baseline data: these include 1.2.2.a and b, 2.2.1b and c, 2.2.2.2a, b and c, the indicator for 3.1.1a, 3.1.2a, the indicator for Output 4.3.1 (no number given). Indicator 5.1.1a does not provide baseline data.

In addition, while most indicators where applicable are gender responsive (sex-disaggregated), a couple of key donor informants mentioned that a few of them are not optimally formulated, leaving potential room for ambiguity or gaps in their ability to measure progress towards intended results. These are said to include indicators 1.2.1, 2.2.1a and b and 3.1.1.a.

The next SN will need to try its best in extremely difficult circumstances to ensure that all baseline data are available; if not available, then proxy data could be used from e.g. national surveys and the CEDAW national report and its gender analysis.

In addition, a case can be made for the SN indicators to include attention to empowerment, always and everywhere to be attentive to disaggregation and relevant diversity and to be communicable. Thus there is a need to consider the inclusion of qualitative methods of data collection and analysis in the next SN.

UN Women South Sudan and Gender-responsive Results-based Management

As described by the UN Development Group (UNDG) in its Results Based Management (RBM) Handbook, evaluation is an essential step in the RBM cycle, to be used as a management tool to assist organisations to achieve better results through strategic planning. Because the UNW South Sudan Country Office is bound by the RBM parameters set by the UN DG, there is apparently limited room for manoeuvre by UNW South Sudan when developing its RBM for the next SN. All comments made below and elsewhere in this report are guided by those parameters set by the UNDG.

The Annual Work Plans do not explicitly describe gender-responsive results-based management and indicators; again, if deemed acceptable within the UNDG parameters, this should be developed as an integral part of the SN 2019 - 2021. If not within the UNDG parameters, then the inclusion of such indicators represents yet another pertinent argument for the development of a robust, explicit ToC to guide the next SN.

See e.g. the 2014 *Guidance on the development of gender equality and the empowerment of women policies*, published by the UN Women Co-ordination Division, which sets out principles and procedures for developing results-based GEWE policies and strategies: 'The linkages between gender mainstreaming and improved GEWE results [have] not been adequately tested, but to make convincing arguments for increased investment in mainstreaming policies could in future focus more on causal linkages' [e.g. through ToC and/or results chain approaches]. The literature on gender-transformative social norm change (e.g. Hillenbrand *et al* for Care USA 2015) discusses the need to balance indicators tracking such external changes as experienced by rights holders with those that address the institution's (here obviously UNW) specific internal and partnership actions to achieve such change. Moreover, the 2014 UNW *Guidance Note on Gender Mainstreaming in Development Programming* provides relevant pointers on how to monitor and evaluate such activities.

UN Women's Partnerships

See section 5, which addresses stakeholder mapping, as these provide information on UNW's activities, partnerships and overall effectiveness in achieving SN outputs and outcomes.

The CPE Theory of Change and UN Women South Sudan

Please see Annex 6 for discussion of the Theory of Change developed specifically for this CPE; the annex provides details of how it was used by the CPE evaluator and also by the ERG to review progress or otherwise towards achievement of SN 2014 - 2018 outcomes.

The rationale for the development and use of a UNW SN Theory of Change

There is increasing consensus that Theories of Change represent useful, flexible approaches to develop and guide complex programmes and portfolios.

The rationale behind the use of Theory of Change to guide programmes and portfolios

(adapted from Vogel 2012)

A Theory of Change can support

1. An understanding of the context when designing, implementing and evaluating a programme or portfolio of interventions and support
2. Bringing critical thinking to unpacking assumptions underpinning a programme
3. Making the inner workings of a programme more transparent to all stakeholders, e.g. by inclusive development of the Theory of Change, articulation of different perspectives and identification of opportunities for ongoing dialogue and review
4. The Theory of Change provides a coherent framework from which to design interventions, implement and evaluate progress towards outcomes [and eventually also impacts]
5. The Theory of Change also provides a unifying framework for strategic planning, decision-making, communication, reporting and lesson learning
6. Promotion of greater partnership and also accountability can be assisted by joint development and shared use of a Theory of Change.

A widely accepted way of looking at the relationship between the RBM/logical framework and ToC approaches to defining, presenting and tracking progress towards results is that a ToC is in fact a results chain, but presented in a less linear way and with the addition of context, hypotheses, causal pathways, as well as incorporating discussion of assumptions and risks.

In addition, because the development of a Theory of Change is a participatory exercise, and one ideally re-visited annually for review and any necessary adaptation as circumstances, actors and contexts may change, its existence represents further opportunity for enhanced ownership than is the case when only one approach for M&E is in use, i.e. the RBM.

The existence of an implicit ToC for the SN 2014 - 2018

UN Women South Sudan has not applied an explicit Theory of Change (ToC) to support and guide its SN 2014-2018 programme of support. The implicit ToC governing the development of UN Women South Sudan's SN 2014 - 2-18 was that *if women lived in an enabling environment where their rights were protected through progressive laws and policies, and if they could lead and participate in processes affecting their lives, be economically empowered and free from violence, then significant progress on GEWE would be achieved.* This is a valid, if general and not South Sudan specific ToC; however, it does not allow detailed attention to the following key issues:

1. Progress towards outcomes;
2. Contextualisation or attention to risks, assumptions (and thereby accountability mechanisms);
3. Attention to barriers and also causal pathways beyond the superficial.

Further information received during the CPE fieldwork is that the development of the 2014 - 2018 SN followed then current global UNW guidelines and ensured contextualisation to South Sudan of the UNW Global Strategy Development Results - all such activities would have been informed by the implicit ToC.

A number of joint programmes led or contributed to by UNW include both ToC and logframes which describe how the SN and UNW programmes will lead to

results. There is additionally inclusion of a number of assumptions and risks in those ToC. Such work will no doubt stand UNW in good stead as it develops its 2019 - 2021 SN.

Possible implications of the lack of an explicit ToC for use during implementation of the SN 2014 - 2018

While no clear Theory of Change has been articulated to underpin the country programme, the programme nonetheless aims to consolidate and advance Gender Equality and Women's Empowerment priorities in South Sudan. The lack of an explicit Theory of Change for the UN Women SN 2014 - 2018 may have added complexity in terms of clearly defining and measuring the results chain (it is of course impossible to state where any such gaps might have emerged, given the existence solely of an implicit ToC, vis-à-vis what might had been the case had both the RBM/logframe and explicit ToC instruments for tracking progress towards outcomes been in use, given that no counterfactual situation exists).

The OEEF Goals and Focus

The Evaluation Matrix Table (see Annex 4) has been fully informed by review of the OEEF Clusters and outputs; careful consideration has been given to how to link these output level activities to the overall outcome level review and analysis.

The UNW 2014 - 2018 SN does not discuss OEEF goals or the Output and indicator implementation process in any detail. Detailed planning and summative review are found in the UNW SS 2014 - 2017 annual Work Plans.

The SN 2014 - 2018 sets out the following four OEE Output Clusters:

1. *To drive more effective and efficient UN system co-ordination and strategic partnerships on gender equality and women's empowerment.* Output Cluster 1 covers two Outputs, encompassing five indicators.
2. *To institutionalise a strong culture of results-based management, reporting, knowledge management and evaluation,* three Outputs and seven indicators spanning those Outputs.
3. *To enhance organizational effectiveness, with a focus on robust capacity and efficiency at country and regional levels.* This Output Cluster covers three Outputs, with a total of nine indicators.
4. *To leverage and manage resources.* Output Cluster 4 addresses 3 Outputs and five indicators.

5. STAKEHOLDER MAPPING

The involvement of stakeholders has been facilitated and supported under the three mandates of the UNW (normative, co-ordination and programme).

The normative work has involved mainly central government institutions engaged mainly in policy formulation and regulation. These have included institutions such as the Women's Parliamentary Caucus, the Ministry of Gender, Child and Social Welfare. In addition to these central government agencies, national NGOs (NNGOs) and women's organisations continue to play a key role in the normative work at both national and local levels.

The UNW Country Office in close collaboration with the UN Resident Co-ordinator's Office (RCO) and the UN Country Team (UNCT) has overseen most of the co-ordination work. This has resulted in the co-ordination work being undertaken by steering and technical committees comprised of agencies such as UNDP, FAO, WFP, UNICEF, UNFPA, UNHCR, ILO and other.

The programme work has involved a mix of both duty bearers and rights holders as some public institutions have been involved directly in implementation of certain projects and programmes. Many NNGOs and CSOs have also been involved at the programme work level of implementation. Institutions involved under the different results areas have included State and Local Government institutions, the South Sudan National Police Service, line ministries at central and State levels, e.g. the Ministries of Agriculture, Education, Finance and Public Service.

The tables below present a summary of stakeholders engaged during the SN 2014 – 2018 under each of the three UNW mandates and aligned to the different results framework areas, based on information provided from desk review data collection in South Sudan. Please note that none of the tables presents an exhaustive list: each is a snapshot, an overview.

As with Table 4, UNW South Sudan staff members have contributed significantly to the development of Tables 5, 6 and 7, for which the CPE evaluator is most grateful. Once again, any errors are the sole responsibility of the evaluator.

Table 5: An Overview of UNW's Normative Partnerships					
	Partners	UNW Activities	Target Groups	Target Changes	Links to other Activities
CEDAW and Universal Periodic Review	GoSS (MGCSW Ministry of Justice), NNGOs, UNDP, UNMISS, UNFPA	Provide technical support for the preparation of CEDAW and UPR reports through the ministries of gender and justice respectively	GoSS > South Sudanese women MGCSW & Justice	Continued focus on CEDAW & gender-responsive legal etc. instruments	Capacity building support to National Gender Machinery including MGCSW, Women's Parliamentary Caucus & sector/line ministries. Capacity support to NNGO and women's grassroots networks
Beijing Platform for Action	GoSS, civil society, gender advocates	Technical, advocacy and financial support to implementation of National Gender Policy and Action Plan	GoSS > South Sudanese women	Ongoing focus on effective normative action	Other gender-responsive strategies at national, provincial and county levels
UNSCR 1325/1889 1820/1888 1960 2106 2122	GoSS	Technical, advocacy & financial support towards implementation of UNSCR 1325 NAP through MGCSW, NNGOs, Women's Movements	GoSS, refugees, IDPs, other relevant vulnerable groups	Ongoing attention to UNSC Resolutions	Other gender responsive strategies, the Humanitarian Response Plan and Disaster Risk Reduction Strategy
SDGs	GoSS, UNCT, UNMISS	Technical, advocacy & financial support towards SDG implementation	GoSS, & other UN agencies	Ongoing focus on gender equality (SDG5) and gender mainstreaming across other SDGs	UN Interim Co-operation Framework (ICF), National Development Strategy and other gender responsive strategies

Table 6: An Overview of UNW's Co-ordination Partnerships					
	Partners	UNW Activities	Target Groups	Target Changes	Links to other activities
Gender Theme Group	UNCT, UNMISS	Convening of meetings, co-ordinating preparation of joint annual work plans, initiatives and reporting	South Sudanese women, women's organizations, men and boys	Improvements in gender equality and status of women and girls	UNDAF/ICF, other gender responsive UN Agency, Fund & Programme initiatives. UNMISS
UNCT Gender Mainstreaming (GMSTR)	UN system South Sudan; MGCSW & other relevant line ministries (Justice, Agric., Ed, Finance, etc.)	Gender scorecard assessment of UNDAF/ICF; support to GMSTR in ICF outcomes/indicators; co-ordination of design & implementation of UNCT affirmative actions to promote GEWE	UN Staff, NNGO Staff, Civil servants, private sector actors, political leaders, South Sudanese women and girls	Greater operational efficiency & effectiveness across UNCT re. GEWE & HR Improved UNCT division of labour; best use of UNW comparative advantage (?)	UNDAF/ICF and Joint Programmes
Joint Programmes (JP)	UNCT, UNMISS, Ministry of Gender, Health, Internal Affairs, National Security and Justice, National	Mobilise and strengthen capacity of women, especially at the grassroots, to participate in National Dialogue process (JP on Dialogue and Reconciliation) Support initiatives to prevent gender-based violence (GBV) against	South Sudanese women and their networks/organisations	Greater collaboration, operational efficiency & effectiveness among participating UN agencies	UNDAF/ICF, National Gender Policy, National Development Strategy and National Action Plan for UNSCR 1325

	Legislative Assembly, JMEC, National Dialogue Secretariat	women and girls, and facilitate access to GBV multi-sectoral services through establishment of women empowerment centres (safe spaces) and engagement with men and boys.	South Sudanese women and girls, and men and boys; GBV services providers including NGOs, CBOs, police, and health facilities.	improved division of labour; best use of UNW comparative advantage?	
UNDAF/ICF	UNCT, UNMISS, GoSS	Support and co-ordinate initiatives to promote GEWE; track accountability on gender equality across the UN Systems in South Sudan	South Sudanese women and men, girls and boys	Improvement in the rights and status of women and girls relative to men and boys (gender equality)	UN agencies' gender equality strategy & JPs - improved division of labour; best use of UNW comparative advantage (?)

Table 7: Main programme and other stakeholders engaged to date during the SN 2014 - 2018				
DR1	Women lead and participate in decision making at all levels			
	Activities	UNW GoSS Partners	UNW partners	UNCT IPs
Outcome 1.1	Legal frameworks and policies to advance women's rights to participate in decision making at national and subnational levels reviewed, formulated and implemented.	National Gender Machinery; National Legislative Assembly; Ministry of Justice	UNW CO RCO, UNDP	MGCSW, Women's Parliamentary Caucus, NNGOs Women's Networks
Outcome 1.2	Gender responsive measures (mechanisms, processes and services) promote women's leadership and participation	National gender machinery and other relevant government ministries; National	UNW CO RCO, UNCT	Transformational Leadership Institute (NTLI), National NGOs and Women's organizations
Outcome 1.3	Gender Equality advocates including Women's NNG Os, influence & advocate for gender responsive laws & policies, to increase women's leadership and	National gender machinery; other relevant government ministries; National	UNW CO RCO, UNDP	MoGCSW, National NGOs/ women's organizations/ networks

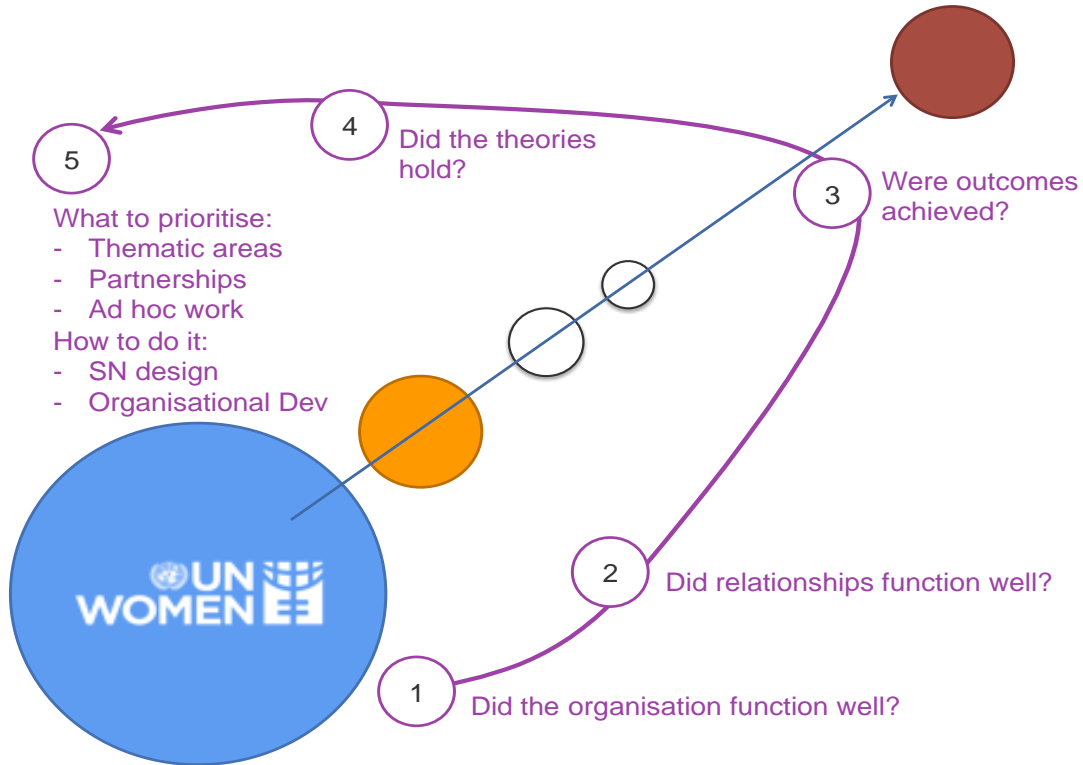
	participation	legislative assembly		
DR2	Women, especially the poorest and most excluded, are economically empowered and benefit from development			
Outcome 2.1	National & sectoral policies, strategies, programmes & budgets adapted and implemented to enhance women's sustainable livelihoods	National gender machinery and other relevant government ministries;	UNW CO RCO, UNCT	MoGCSW, other line ministries (agriculture, petroleum & mining, education, trade & commerce); NNGOs & women's organisations/networks
Outcome 2.2	Women and girls, especially the poor and most excluded including those displaced by crisis, have engaged in sustainable livelihood activities to enhance their resilience and economic empowerment		UNW CO RCO, UNCT	MoGCSW, other line ministries (agriculture, petroleum & mining, education, trade & commerce); NNGOs & women's organisations/networks
Outcome 2.3	Gender equality advocates including women's NNGOs advocate for & influence economic policies and poverty eradication strategies to promote women's economic empowerment & sustainable development	National gender machinery and other relevant government ministries;	UNW CO, RCO, UNCT	NNGOs and women's organisations/networks
DR3	Women and girls live lives free from violence			
Outcome 3.1	Laws, policies & strategies reviewed, adopted & implemented to prevent & respond to violence against women and girls in South Sudan:	National gender machinery and other relevant government ministries; National legislative assembly	UNW CO RCO, UNCT UNMISS	MGCSW, Health, Justice & Internal Affairs (Police Services) National Legislative Assembly and state assemblies
Outcome 3.2	Women and girls including those in the IDP camps have increased access and use existing multi-	National Gender Machinery and other relevant government	UNW CO RCO	NNGOs and women's organisations/networks, Ministry of Health, National Police

	sectoral prevention and response services addressing Violence against Women	ministries and institutions	UNCT	Services, Ministry of Justice.
DR 4	Peace and security and humanitarian action are shaped by women leadership and participation			
Outcome 4.1	Women, peace & security commitments & accountability frameworks are adopted & implemented in the conflict & post-conflict situations in South Sudan	National Gender Machinery, South Sudan Peace Commission, National Legislative Assembly, National Dialogue Steering Committee	UNW CO RCO UNCT	NNGOs, women's rights organisations, FBOs, JMEC, IGAD
Outcome 4.2	Women participate in peace talks, conflict resolution, social cohesion & peace building initiatives	National Gender Machinery, South Sudan Peace Commission, National Legislative Assembly, National Dialogue Steering Committee	UNW CO RCO	Local Governments, NNGOs/ women's rights organisations, faith-based organizations, JMEC, IGAD
Outcome 4.3	Gender responsive policy measures and interventions adopted and implemented in Humanitarian action	Ministry of Humanitarian Affairs, MGCSW	UNW CO RCO, UNCT, and Humanitarian Country Team (HCT)	Ministries of Humanitarian Affairs and Gender, Relief and Rehabilitation Commission (RRC), NGOs, women's organizations in IDPs and refugees settlements and host communities.

6. EVALUATION METHODS

6.1 EVALUATION DESIGN

This diagram is taken from the undated document *Country Portfolio Evaluations (CPEs): Key concepts, approaches and requirements*. It provides a useful schematic representation of the (ideal, full) instruments (e.g. Theory of Change), steps and processes involved in achieving an in-depth CPE.



6.2 DATA COLLECTION AND METHODS

Data collection methods: an overview

The CPE evaluator applied the following data collection methods: desk review to develop the inception report; key informant interviews with UNW staff members, GoR, civil society and donor partner representatives; focus group discussions with duty bearers (local government officials) and rights holders (members of a farming co-operative).

The data analysis process applied a number of methodologies to ensure effective assessment. These included contribution and cluster analysis and the development of evidence tables.

The **contribution analysis** approach was applied to assessment of the progress towards the outcomes for Development Results 1-4 as set out in the 2014-2018 UN Women South Sudan Strategic Note. The decision to apply contribution analysis was informed by the experience of the evaluator in assessing overall performance and outcome level achievements; it was also based on the ToR, on discussion with UN Women South Sudan staff members and the Regional Evaluation Specialist,

and refers in addition to the points made in the 2016 UNW Independent Evaluation Office document *Guidance on CPEs in UN Women*.

Just to clarify what contribution analysis is: it is an approach for assessing causal questions and inferring causality in evaluations. It offers a step-by-step approach designed to arrive at conclusions about the contributions UN Women South Sudan has made to achievement of outcome level indicators. The essential value of contribution analysis is that it offers an approach designed to reduce uncertainty about the contribution of UN Women as a whole and its three core mandate areas (normative work, co-ordination and operations/programmes) are making to outcomes; it achieves this through an understanding of why the observed outcomes have been achieved (or not) and the roles played by the intervention and other internal and external factors.

See Annex 5 for a detailed Contribution Analysis table, which reviews a number of interventions and plots the relative degree of contribution by UNW.

The CPE process further used **cluster analysis** to review a small number of interventions in greater depth, in accordance with the requirement to address UNW contributions to outcome level (i.e., not to address impact and attribution). Interventions from each of the four main SN Development Results were assessed in this way, with a small sample being analysed in depth.

Cluster Analysis	Examples of activities reviewed using CA
DR 1	Creation of and support to the NTLI
DR 2	Village Savings and Loans Association creation and support
DR 3	CAO Yambio work to support sexual violence survivors
DR 4	Women's participation in the peace process
DR 5 (largely subsumed into DRs 1-4, esp. 1)	Support to the MGCSW to develop plans for gender mainstreaming

Both the contribution and cluster analyses have informed findings, conclusions and recommendations; because this is a performance evaluation to outcome level, this report does not provide in-depth documentation of these analyses. This approach is in accordance with the requirements of the UNW South Sudan CPE Terms of Reference.

The evaluator ensured that gender equality and human rights perspectives were mainstreamed into the entirety of the evaluation process, that the CPE was gender-responsive at all stages. In essence this means that specific to reported results, the CPE needed to examine and determine the extent to which and how interventions have or have not challenged and changed inequalities and structural causes of the denial of women's human rights and persistence of gender inequality; and whether these changes are likely to lead to the desired results of improved enjoyment of human rights and gender equality. It was possible to dig down into details in a small selected cluster of interventions.

One major method to ensure focus on GEWE was to apply the Longwe (women's empowerment) Framework; this represented another critical lens through which to analyse all data collected for the CPE. Such focus enabled consideration of the

relative contribution made by UNW's inputs to genuine advances in women's empowerment.

On balance the overall conclusion through applying the Longwe Framework is that the normative landscape has been strengthened considerably, that UNW's co-ordination activities have raised gender mainstreaming and its practical application far higher up the UNCT agenda, even in the current challenging environment. One key instance of this is the role UNW has played in placing GEWE front and centre in the formulation of the ICF and now the UNCF.

A number of interventions (sole UNW and joint programmes) have supported genuine, positive change in a number of women's lives, their agency and opportunities. These include women's growing participation in the peace processes, women farmers' access to market, and support to VSLA and the formation of Co-operatives.

The next step is to address social norm change more coherently and consistently as a core thematic and mainstreamed area within the SN 2018 - 2023, so as to effect transformative and sustainable impacts.

A final component of the analysis was to develop an Evidence Matrix Table (see annex 4): this sets out detailed discussion of each of the evaluation questions, and a Contribution Analysis Table, which considers the extent to which UNW has or has not contributed to outcomes (see Annex 5).

A mixed method approach to data collection

The CPE evaluator applied a mixed method approach to the evaluation: this systematically integrates different research methodologies throughout the process and triangulates data and analysis with desk review and, where appropriate, participant observation. One major reason why mixed method evaluations have become more frequent is that it has been recognised that no one single methodology can effectively address the complexities of an evaluation landscape, its stakeholders and different interest groups and its development interventions.

The rationale for applying a mixed method approach to the CPE acknowledges that in order to address the following points there has to be flexibility of data collection methods.

1. The South Sudan Country Programme operates in a complex and extremely fragile and challenging socio-cultural, political and moral economy environment, where progress towards intervention outcomes may be affected by many and often inter-connected factors, e.g. conflict, displacement, insecurity, gender relations, historical realities, ethnic affiliations, the degree of active participation of duty bearers and the extent to which economic empowerment access might be enjoyed by rights holders.

2. The activities and interventions which UN Women is funding and supporting will achieve many different outcomes (within the over-arching strategic goal of the organisation and the South Sudan Country Office). Those outcomes are likely to require different methods for most effective assessment; thus some would best be served by semi-structured key informant interview or focus group discussion. Close

participatory approaches are most appropriate when discussing with rights holders to develop a case study, e.g. as was the case in Yambio with the 10 women's VSLA. This approach is intended to illustrate in individuals' own words (anonymised) key success or challenges experienced when receiving UNW support through implementing partners. The CPE evaluator sought wherever possible to ensure the most in-depth participation of a wide range of rights holders, as well as duty bearers and all partners.

3. The work undertaken by UN Women South Sudan and its partners, duty bearers and rights holders involves some of the most disadvantaged and vulnerable groups in society, whose voices are seldom heard. A flexible, gender-responsive and human rights focused mixed method approach to the CPE was used to facilitate effective, respectful review that engages with respondents as partners and ensures confidentiality and anonymity where required and/or requested.

6.3 THE SAMPLING FRAME

A **purposive sample** frame was applied; this means that respondents were selected based on the objectives of the CPE and also with due consideration of the characteristics of a population.

As per the UNW South Sudan CPE ToR, the purposive sample is defined and delimited so as to achieve a realistic overview of UNW South Sudan activities in country. Through appropriate sampling the CPE covered:

1. One or two projects per thematic cluster of operational work;
2. The most strategically important thematic interventions to the CO;
3. The richest learning opportunities (opportunities for scaling-up as well as knowledge gaps and unintended consequences).

Details of all those interviewed for the purposes of the CPE are provided in Annex 2. All those on that list gave their verbal consent for their details to be included in this evaluation report.

6.4 QUALITY ASSURANCE

The key aspect of external quality assurance was through the Evaluation Reference Group (the ERG), as well as through feedback from respondents, especially rights holders.

The principles that apply to the CPE are (i) that the CPE must be relevant and responsive to the expressed requirements of those commissioning the work; (ii) all deliverables must be of high quality with clear developmental and practical value; (iii) the CPE must be undertaken to a sufficiently high standard that the findings and recommendations can be reliably used for their intended purpose; (iv) it must also reflect lessons learned, so as to inform forward planning and (v) it must be transparent and satisfy all UN Women's requirements for accountability.

A participatory approach to facilitate optimal engagement of stakeholders

This was an intrinsic part in conducting the entire CPE. This was done to ensure maximum discussion and accountability from the perspective of the evaluator, so that all stakeholders (partners - Government of South Sudan (GoR) ministries, UN agencies, donors), duty bearers and rights holders would have the greatest

possible opportunity to engage, discuss, quality assure and review. The **Evaluation Reference Group** was a core partner in this regard.

The ERG represents an intrinsic component of the CPE participatory process, ensuring strict attention and adherence to accountability and transparency. ERG members participated at critical stages of the CPE process, acting as creators of the CPE-specific ToC, reviewers and commentators on the inception report, top line findings. ERG members participated in a validation meeting on 8th May 2018, at which there was discussion of interim findings and recommendations. The CPE evaluator has throughout taken note of ERG members' comments and recommendations and has addressed those according to the terms of their ToR and the scope of the CPE, as well as based on internal team evaluation expertise.

At the topline validation meeting on 8th May, ERG members worked in plenary to review a shortlist of top line findings, make recommendations and to look forward to the development of the next SN. The findings presented on 8th May were not based on data analysis, for which the CPE evaluator had not had time at that point, having just completed data collection, but on top line interpretation. Participants were again provided with the CPE ToC, to facilitate their group work.

Please see Annex 6 for the CPE ToC and for further discussion of ERG inputs.

6.5 ETHICAL PRINCIPLES FOR THE CPE

The CPE evaluator applied the following principles at all times:

1. Respect for the dignity and diversity of all stakeholders, with equal voice being given to all irrespective of position or status;
2. A full understanding and acceptance of all stakeholders' right to self-determination, to express views and opinions freely;
3. Fair representation, i.e. an appropriate and representative sample was chosen, all of whose views and recommendations were equally taken into account;
4. There was compliance with codes for engaging with vulnerable groups and, should the latter arise, also with children.
5. Opportunities for redress were provided to all interviewees.
6. Confidentiality and full anonymity were assured and ensured at all times.
7. There was avoidance of harm throughout the CPE process - this essential point encapsulates all of points 1-6 as well as addressing the paramount need to ensure that nobody experiences adverse effects, whether physical, in terms of employment, or social in terms of community response.

Ensuring gender-focused and human rights responsive approaches to the CPE

The CPE evaluator applied a two-fold approach to ensure the CPE process was gender-sensitive and responsive to human rights' issues.

1. All stages of the CPE process were based on thorough attention to gender dynamics, social norms, inequalities and power relations in the context of assessing the contributions UN Women support and interventions might have made to strengthening gender equality and women's empowerment in South Sudan. A gender analytical approach was applied throughout.
2. All engagement with stakeholders, whether these were partners (e.g. donor representatives), duty bearers or rights holders, were grounded in an approach

that was inclusive, respectful, sensitive to gender and power dynamics, accountable and transparent.

6.6 CPE LIMITATIONS

A number of limitations had impact on the CPE. These included: delays in receiving documentation for desk review, particularly those relating to joint programmes; time pressures limiting opportunities for discussion with the ERG; instances of lack of clarity regarding UNW processes and procedures. Beyond such organisational limitations, the insecurity in country inevitably precluded full opportunity for field visits, e.g. to POC sites and further locations.

7. FINDINGS

Refer also to Annexes 4 and 5, the Evidence Table and the Contribution Analysis chart, which provide further detail on Findings and Conclusions and pointers towards Recommendations, and to Annex 6, which discusses the evaluation-specific Theory of Change as developed by the ERG.

All findings, conclusions and recommendations are made in full recognition and understanding of the situation in South Sudan, the heightened and ever changing conflict and displacement situation across the country. It is acknowledged that UNW and all its partners have sought to provide the best support to rights holders, whenever and wherever possible.

Furthermore, findings, conclusions and recommendations are based on the assumption that UNW and its partners will be able to continue to provide assistance to the people of South Sudan during the next SN 2019 - 2021.

7.1 RELEVANCE

Finding 1: UNW has achieved and sustained strategic positioning on normative work, especially at national level, throughout the period of this SN. UNW South Sudan has ably supported strategic normative work in alignment with national and international policies and standards. Such support includes the first report to the CEDAW Committee; this will include gender analysis, much needed in South Sudan, where there is extreme lack of robust, disaggregated data. In addition there has been development of a National Action Plan with UNW support, which will facilitate implementation and monitoring of UNSCR 1325. The NAP has been launched, with implementation started where possible.

The Ministry of Gender, Child and Social Welfare (MGCSW), the Women Parliamentarians' Caucus (the WPC) and implementing partners working on GEWE have received considerable support from UNW in terms of normative focus. With UNW's support, key GEWE stakeholders' capacities have been strengthened: the MGCSW, WPC and IPs' knowledge of gender mainstreaming and its benefits, the MGCSW co-ordination and oversight capacities; WPC capacity to advocate for gender mainstreaming being integral to national laws, plans and policies and to work towards operationalisation of all such instruments at national and lower levels once they have been passed into law. IPs have been supported to operationalise gender mainstreaming.

Thus UNW has aligned its SN 2014 - 2018 portfolio with national and international policies and supported their ratification/implementation in South Sudan. The challenge remains to move such policies and standards to practice, to actual and meaningful implementation. This is a task beyond the sole mandate of UNW and GoSS ministries. GoSS ministries lack adequate human and financial capacity and resources to translate policies and standards into practice. In addition, the current insecure environment and criminal impunity, e.g. for sexual violence and extra-judicial killings, all too often result in the rule of law being ignored and flouted.

Therefore, much work remains to be done, perhaps especially at State and lower levels, to ensure adequate knowledge and capacity among all UNW's normative partners, and to work towards genuine sustainability of all such actions. UNW and its partners have to confront, challenge and overcome fiercely entrenched and unequal social norms that often prevent genuine acceptance of GEWE principles and practices, at all levels; this requires movement to transformational action.

Finding 2: UNW has been absolutely pivotal in supporting women's genuine participation in the peace negotiations and laying the foundations for more gender-equal peace building and eventual reconciliation efforts. Briefly to set out the challenges involved in supporting women's engagement with the ongoing Peace Agreement processes. Women were not regarded as central to the process from the start, partly because the Inter-governmental Authority on Development (IGAD) prioritised the parties to the conflict – the Sudan People's Liberation Movement (SPLM) in government and in opposition, and partly because of the patriarchal nature of South Sudan where women are viewed as subordinate, even chattels, uneducated and certainly not leaders. This is despite the fact that South Sudan before the outbreak of the conflict had developed and approved the National Plan of Action on UNSC Resolution 1325, with clear actions on women, peace and security.

UNW has supported women's coalitions, as observers and lobbyists. All UNW Country Office staff members have made contributions to this work in progress. UNW is considered the 'friend of the women of SS'. Some of the recommendations that emerged from the women's dialogues facilitated by UNW are now in the peace agreement, e.g. economic provision through the Women's Enterprise Fund. UNW has sought to build neutrality and this is good work in progress. The key document encapsulating women's peace objectives, entitled *The South Sudan We Want*, was created with UNW's support.

Finding 3: UNW has sought to support key vulnerable groups in South Sudan, even in the current very volatile and dangerous environment. UNW is acknowledged by donors, other UN agencies such as WFP and IPs as a core resource for working with the most vulnerable and for addressing challenging issues such as sexual and gender-based violence and women's economic empowerment.

One key vulnerable group that has not received much, if any recent, support from any quarter is **disabled people**. Handicap International used to support disabled people, but it no longer works in South Sudan. Very few reliable data exist on the numbers of disabled people or the types of mental and/or physical disability; both types will surely only see an increase due to the impacts of the current conflict, e.g. injuries and amputations and post-traumatic stress disorder. People disabled before the onset of the conflict, e.g. those suffering the sequelae of polio, appear on the whole to have been shunned by wider society and their basic human rights abrogated, with most receiving minimal if any access to education or health care. There is anecdotal evidence to suggest that females with disability might often be used as virtual house cum sex slaves.

Several existing IPs believe that UNW could focus more on disabled groups, potentially supporting with technical GEWE expertise the development and implementation of small-scale pilots by e.g. UNICEF, which could then be

reviewed for scale up. UNW could continue to provide GEWE backstopping and overall quality assurance.

Finding 4: UNW has risen to the challenge of working on humanitarian interventions, not an area of its traditional core competence. The work done by UNW in this sphere has potential (which it must sincerely be hoped will never be realised) to inform other humanitarian emergencies. UNW was one of the first UN agencies to intervene to address the grave humanitarian crisis. UNW's support to humanitarian interventions has focused on building resilience through the promotion of access to livelihoods opportunities as well as work to prevent GBV and mitigate its impacts, through survivor service provision. Such work has been undertaken with a range of other duty bearers.

Another key example of UNW's unique approach can be seen in the creation of the Women's Empowerment Centres. UNW should develop Case Studies for widest possible dissemination, both within and beyond South Sudan. UNW South Sudan should be assisted in this endeavour by UNW HQ in New York, as such documentation is of global interest.

Because UNW places GE and HR front and centre of all its work, and because such emphases have not been integral to all humanitarian interventions, UNW's experiences, lessons learned and any good practices experienced in the South Sudan context might serve as models/pilot approaches to be scaled up.

One potential partner that requires considerable input to make its delivery more GEWE focused is the Ministry of Humanitarian Affairs and Disaster Management; UNW should explore how best to deepen that relationship.

7.2 EFFECTIVENESS

Overall effectiveness of the UNW 2014 - 2018 SN can best be gauged by review of the number of planned interventions implemented and achieved in support of Outcomes. See below for a partial overview of work to date under the current SN and the status of those interventions (ongoing, completed or not implemented) as of May 2018 when the CPE data collection was undertaken. Key informant interviews have provided information that due to the conflict and displacement, UNW has adopted a flexible and open-ended approach to individual interventions so far as its financial and human resources allow, e.g. with rolling 6/12 month IP contracts.

Overview of Outputs achieved during the lifetime of the 2014 - 2018 SN		
Outcome	Intervention/s	Achievements at the time of the CPE
DR 1, Outcome 1.1: Legal frameworks and policies to advance women's rights to participate in decision making at national and subnational levels reviewed, formulated and implemented	1. 1st national CEDAW report 2. GoSS National Development Plan	1. Nearing completion with major UNW inputs, e.g. gender assessment 2. Work in progress, with UNW inputs UNW has provided strong leadership and guidance on normative mandate work. E.g. now documenting its inputs to ongoing peace process.
DR 1, Outcome 1.2: Gender responsive	1. Women's participation in all	1. Ongoing since 2014 (e.g. Addis peace talks May 2018). 2014 national dialogue

measures (mechanisms, processes and services) promote and advocate for women's participation in leadership	levels of the peace process 2. NTLI 3. UNW inputs to JMEC	resulted in <i>The South Sudan We Want</i> , a seminal document presenting women's perspectives and priorities. Women's Empowerment Centres have <i>inter alia</i> facilitated community peace dialogue and action 2. The NTLI is up and running - it continues to receive UNW guidance 3. UNW provision of JMEC Gender Advisor - contract completed, with influence ongoing
DR 2, Outcome 2.1: National and sectoral policies, strategies, programmes and budgets adapted and implemented to enhance women's sustainable livelihoods	1. Engagement with Min of Ag/ other key livelihoods partners 2. Budget allocations	1. Work in progress: e.g. Ministry of Agric and UNW signed MoU 2014; not yet implemented. 80% of farmers female - engendering Min of Ag etc. policies and plans a priority. 2. Unclear if any such budget lines have been developed, let alone applied.
DR 2, Outcome 2.2: Women and girls, especially the poor and most excluded including those displaced by crisis, have engaged in sustainable livelihood activities to enhance their resilience and economic empowerment	1. UNW providing technical inputs and capacity devt 2. UNW undertaking direct implementation of a number of projects	1 and 2. Major and ongoing UNW focus, increased due to conflict and humanitarian need. Work includes: • support to VSLAs, with development of Co-ops - work in progress • markets developed in Nimule, Mingkaman - completed and operational • Irrigation and other improved farming methods training - ongoing; completed in e.g. Mingkaman (?) • work with WFP and FAO, e.g. provision of seeds - ongoing
DR 2, Outcome 2.3: Civil society organizations have influenced policies, strategies and programmes to promote women's economic empowerment and rights	1. UNW provides funding, support and capacity devt. to a number of NNGOs working on WEE and HR	1. CEPO in particular seeks to hold GoSS to account; this NNGO receives funding and capacity devt. from UNW - ongoing 2. UNW facilitates NNGO roundtables to promote lesson sharing, etc - ongoing 3. Many small 6-12 month WEE projects completed since 2014
DR 3, Outcome 3.1: Laws, policies and strategies, reviewed, adopted and implemented to prevent and respond to violence against women and girls in South Sudan	1. UNW support to promotion of such review, adaptation and operationalisation	1. CEDAW report inputs - ongoing 2. Gender assessments of several UN agencies - completed 3. Little apparent opportunity to undertake significant action on <i>implementation</i> of Outcome 3.1. This is due chiefly to the current insecurity (and also potentially to entrenched, patriarchal social and structural norms?) Another pivotal factor is the humanitarian crisis, which has caused donors to withdraw funding for traditional development activities in favour of emergency responses to crisis affected populations.
DR3, Outcome 3.2: Women and girls including	Support to VAW services in POC sites	UN Women has established women/girl friendly centres in several IDP settlements

those in the camps use existing quality multi-sectoral VAW services		and POC sites. These centres provide multi-sectoral VAW services, including medical referral, psychosocial services, access to sanitary services, legal aid and livelihood assistance.
DR4, Outcome 4.1: Women, peace and security commitments and accountability frameworks are adopted and implemented in South Sudan	1. Much support to women's and peace NNGOs' capacity devt to facilitate such work 2. Support to development of NAP 1325	1. Women's NNGOs and networks capacity much enhanced - completed for some and ongoing for others. Devt, adoption and, crucially, implementation of accountability frameworks minimally achieved. 2.. Implementation stalled due to conflict
DR 4, Outcome 4.2: Women rights, participation and protection covered in peace talks, recovery, conflict resolution and peace building initiatives	Subsumed/addressed through Outcome 1.2	See Outcome 1.2
DR 4, Outcome 4.3: Gender responsive policy measures and interventions adopted and implemented in humanitarian action	1. Support to UNCT 2. Support to GoSS	1. Certain inputs completed (e.g. to the UNCF); close collaboration with WFP on engendered humanitarian action - ongoing 2. Work in progress, e.g. introduction of gender and its mainstreaming to the MHADM
Outcome 5.1 Improved mechanism for tracking progress on accountability for gender equality	1. Planned support to engendering of sectoral and other budgets	1. Through the ICF planning and monitoring mechanisms, UNW has been tracking the progress of other UN agencies and their GoSS counterparts on accountability for gender equality, including budgets and results.

Finding 5: UNW's work across its three core areas during the implementation of the 2014 - 2018 SN has achieved a number of unexpected outcomes that have at times enhanced the effectiveness of its overall support. Two positive outcomes have already been mentioned: the strong sense of ownership of Women's Empowerment Centres by local women's groups: this was always the objective, but it appears that the speed and scale of ownership have been rapid and profound. The other is the scale of women's participation in the peace process; again, this was always the intention, but the extent to which women have taken ownership has been unexpected.

An unexpected outcome (positive in terms of UNW's response, but due to the entirely negative effects of the conflict) has been that UNW has ably and swiftly taken on roles in areas such as direct implementation and close engagement in comprehensive support to livelihoods in the context of the humanitarian emergency. While such work is covered by UNW's global programme portfolio, it does not usually represent core Country Office activity.

Such work has included focus on developing entrepreneurship and vocational skills and literacy training (e.g. through Second Chance Education for women who have either not completed education or ever gone to school): these activities fall

under the UNW WEE portfolio and were developed through partnership with other UN agencies, local government structures (e.g. in Yambio and Mingkaman) and IPs.

The virtually nationwide insecurity means that UNW has had to concentrate its support in safer geographical areas (although that term is somewhat relative).

A more general negative outcome/reality is continued male resistance to focus on women's economic and social empowerment, as stated by e.g. duty bearers and rights holders during fieldwork in Yambio and also by a number of key donor, UN and IP informants (see also e.g. Oxfam and EU 2017, CARE International 2014). Attention to this issue is obviously outwith the sole capacity of UNW to address.

Finding 6: there are effectiveness and efficiency implications linked to the absence of an explicit Theory of Change in the 2014 - 2018 Strategic Note. As has been stated elsewhere in this report, UNW South Sudan did not have occasion (nor was it required so to do by UNW HQ) to develop an explicit Theory of Change to guide the 2014 - 2018 SN. Its over-arching, implicit, Theory of Change was: if women lived in an enabling environment where their rights were protected through progressive laws and policies, and if they could lead and participate in processes affecting their lives, be economically empowered and free from violence, then significant progress on GEWE would be achieved. This is valid; however, it does not allow for contextualisation or attention to risks, assumptions (and thereby accountability mechanisms), to barriers or to causal pathways beyond the superficial.

The absence of an explicit Theory of Change represents a limitation in terms of opportunity for UNW (and also the CPE evaluator) to track progress towards outcomes while having clarity as to causal pathways, assumptions and risks, all of which should ideally have been explicitly defined at the time of the development of the 2014 -2018 SN.

Finding 7: UNW has been pivotal in seeking to mainstream gender in UNCT action and joint programming. UNW inputs to gender mainstreaming include support to development and operationalisation of the UNCT Interim Co-operation Framework (e.g. through leadership of Output 5) and its successor, the UN Co-operation Framework.

UNW has also developed, facilitated and chaired the Gender Theme Group, currently acknowledged as somewhat dormant and in need of swift and effective revitalisation (it was not possible to assess exactly why the GTG is dormant - perhaps due to the pressures of the conflict and the humanitarian emergency?). Other ongoing support includes the (somewhat delayed) first national CEDAW report; this document will supply detailed gender analysis, much needed in South Sudan, where there is urgent need for robust, disaggregated data. THUS UNW's technical expertise and comparative advantage in the area of normative work are acknowledged across the GoSS, UNCT partners, donor partners and to a lesser extent civil society.

Further UNW inputs have been the 2016 ICF gender scorecard assessment, which enabled the UNCT to review some of the indicators for gender responsiveness. In

addition, UNW supported gender mainstreaming training for other UN agencies and gender assessment/audit of WFP and UNOPS programmes.

Finding 8: UNW has opportunity to expand and strengthen its Knowledge Management System. The knowledge management (KM) system is covered in the OEEF by Output Cluster 2: *To institutionalize a strong culture of results-based management, reporting, knowledge management and evaluation.* Output 2.2. states: UN Women is a recognised hub of knowledge on achieving gender equality and women's empowerment at country level.

The stated intention has been to establish UNW as a 'recognised hub of knowledge on achieving gender equality and women's empowerment' at country level. There are no indicators specific to knowledge management in the 2014 - 2018 SN; however, these are included in Annual Work Plans. There are challenges for UNW South Sudan specific to effective knowledge management (KM), due to ongoing Country Office capacity shortfalls.

Overall there is no clearly documented KM strategy at the UNW South Sudan Country Office and only limited evidence of knowledge sharing across the region or globally other than through *ad hoc* staff trainings, mainly based on arising capacity and information needs.

While GEWE knowledge and capacity are high within the UNW Country Office, there is limited evidence of a systematic mechanism of KM, especially knowledge sharing and evidence of use of new knowledge and lessons learned.

UNW South Sudan realises that there is need for a more comprehensive and effective KM strategy, ideally linked to a stronger global UNW system. This is especially the case should UNW increase its documentation of interventions and seek to expand its role within South Sudan as the GEWE good practice and quality assurance agency. All such work will need the strongest possible evidence base. Perhaps OEEF output 2 could be reviewed so as to incorporate tighter attention to M&E of any knowledge management system. The imminent employment of a dedicated Country Office M&E expert represents an ideal starting point for greater focus.

Finding 9: UNW should provide support to further expansion and institutionalisation of gender-disaggregated and responsive data collection and analysis. There is an acknowledged need in South Sudan (as expressed in GoSS, UN agency, donor and UNW key informant interviews) to develop and institutionalise knowledge of the value and relevance of including gender-responsive indicators, how to monitor and evaluate these and how to report on outcomes.

7.3 EFFICIENCY

Finding 10 (crosscutting between efficiency and effectiveness): the CPE data collection has found that the advent of the SN 2019 - 2021 is an opportunity for UNW to enter into a new relationship with its IPs, one that fosters more independence, i.e. less dependency. The situation is that while a number of IPs, e.g. CEPO, are mature NNGOs with a wide range of funding partners and activities, most others are less well-established and require greater support to

develop capacities, especially in knowledge management (gender and other relevant disaggregation of data, prompt and quality reporting, etc.). Several IPs, mature and less so, states that while they fully understood and appreciated UNW's move into greater direct implementation, they feel that now is the time for it to withdraw somewhat - to 'trust us now to do the work' as one IP Executive Director said.

Any such change of relationship would obviously need UNW's leadership on individual IPs' capacities, as well as ongoing quality assurance - both provided as a matter of course to UNW.

This slight removal would also enable UNW to strengthen the independence of its IPs, some of which do demonstrate a degree of (too much) dependence, a reliance on UNW to be the sole problem solver.

A closely related IP issue is that UNW is already encouraging diversification of IPs' funding base. Too many (especially the less mature IPs) are over-reliant on UNW, in some cases as the sole funder. The point was made by three UN agency and donor key informants that if UNW had to withdraw tomorrow from South Sudan, a number of IPs would find themselves without alternative funding streams.

Finding 11: the relative efficiency and fitness for purpose of the Results Based Management System require further attention in the SN 2019 - 2021. An efficient and, thereby, effective, Results Based Management system is largely dependent on the capacity of implementing partners to deliver and manage interventions, provide adequate M&E and deliver quality reports, as well as UNW South Sudan having sufficient staff capacity to manage and quality assure each of the Development Results, their indicators and progress towards outcomes. Both are susceptible to resource constraints and shortfalls, which UNW has experienced considerably under the current SN. Thus for instance UNW key informants mentioned that IPs continue to require knowledge management support/development as well as implementation quality assurance; donor and UN agency informants referred to the need for the RBM system to address exit planning and sustainability more fully.

RBM has been implemented, mainly through compliance to reporting against the DRF and less in the OEEF, but causal pathways to work from 'if' statements towards achievements (or otherwise) of solid outcomes ('then' statements) that can be evidenced, primarily through IP quarterly reports, has been limited.

The CPE analysis concludes that there is some evidence of implementing partners improving in terms of reporting during the period of this SN; a core indicator of this is financial disbursements, which are dependent on adequate reporting. However, there are indications that IPs will require further support to report on progress towards outcomes: while there is overall adequate reporting on achievement or otherwise of outputs (e.g. x number of women receive post-GBV counselling), reporting on milestones and outcome level evidence will need to be strengthened, according to UNW, GoSS and donor informants.

Finding 12: the UNW Communications Strategy requires further strengthening. Initial steps for creation of a systematic model for communications have been

developed within UNW and a consultant has been hired to take that work forward. The next step is to execute systematic mechanisms that ensure that lessons learned and good practices are communicated efficiently and vividly and utilised effectively. One area discussed in several key informant interviews was that UNW's experiences of seeking to mainstream gender and GBV prevention into humanitarian assistance is noteworthy and requires more high profile communication. The UNW Regional Office in Nairobi is considered to have potential to contribute more to such activities than is currently the case.

Finding 13: the UNW South Sudan Country Office has motivated and competent staff with capacity to deliver efficiently across its three mandates, including ensuring support to mainstreaming gender across the UNCT systems. However, resource constraints have limited the team's full efficiency and effectiveness, which is further hindered by capacity constraints among implementing partners and early stage partnerships that have yet to demonstrate full results.

The existing Country Office team exhibits commendable motivation, extensive competence and capacity to deliver against their roles and responsibilities. The current and former Country Office leadership during the entirety of the SN 2014 - 2018 is identified both internally and externally as a key contributor to the effective fulfilment of UNW's mandate in South Sudan. However, the effectiveness of the technically competent Country Office team has been noticeably affected by human resource constraints due to insufficient staff members.

This situation will improve, due to the upcoming assistance by donor partners, e.g. the Government of Japan which will pay for an M&E Officer and the Governments of Norway and Sweden that will similarly fund additional technical staff members. This donor support is described as an acknowledgement of the exemplary work done by UNW despite resource constraints and a desire on the part of partners to ensure that its work is as effective as possible.

Finding 14: there are efficiency challenges linked to UNW South Sudan mobilisation, leveraging and management of resources. The relative efficiency of UNW South Sudan's mobilisation, leveraging and management of resources has had impacts on the implementation of the SN 2014 - 2018 as originally envisaged. Key donor and UN agency informants stated that potential (planned? This was not clarified) donor moves to direct budget support and the absence/minimal presence of some of the key global gender/VAWG prevention donor partners (most mentioned was DFID) have all had or may in future have an impact on resource mobilisation.

Resource mobilisation is challenging and unpredictable for UNW (and not solely for this UN agency). One over-arching issue for UNW South Sudan to address as it designs its SN 2019 - 2021 is how best to balance uncertain non-core funding ceilings with optimising normative, co-ordination and programmatic inputs where most effective interventions can be achieved and results/outcomes can be tracked and evidenced.

UNW has contributed notably to two Joint Programmes and is supporting small-scale interventions at an early stage of development; such work, outputs and

outcomes will support the Country Office when it assesses where its resources should most relevantly and effectively be allocated for the next SN.

One area for swift discussion should be UNW's removal so far as is possible from any direct implementation of projects. Another would be to consider greater resource allocation to support to GoSS institutions to review instruments specific to gender - and then, crucially, to provide funding and technical support to actual implementation and accountability.

Participation in Joint Programmes gives UNW the opportunity to mobilise resources together with other UN agencies, while also facilitates better co-ordination and complementarity. UNW engagement in any JP is based on its mandate and comparative advantage, which, therefore, emphasises its core expertise.

In addition, the relevance or otherwise of the absence of an active Gender Theme Group specific to resource mobilisation is an issue for further consideration. There is room for discussion during development of the UNW SN 2019 - 2021 regarding the relative value of an active GTG specific to having a forum where resource mobilisation (and also, incidentally, review of ToC and other instruments) might efficiently and effectively be addressed. UNW and other key informants were agreed on the potential benefits of a more active GTG.

7.4 SUSTAINABILITY

Finding 15: UNW has provided valuable inputs to the development of the next generation of potential national leaders. In partnership with the MGCSW and the University of Juba, UN Women has promoted access to Transformational Leadership Skills training for women leaders in government, civil society and the private sector. The objective is to develop a corps of women leaders to influence policies, change leadership styles to be more transformational and serve as mentors to girls and young women in a country where there is dearth of women leaders and mentors. UNW facilitated the creation of the National Transformational Leadership Institute (based at the University of Juba, it opened in Feb 2016) and supports its continued existence.

Finding 16: the CPE has corroborated existing evidence as to the extent to which transformational social norm change is needed in South Sudan. UNW has the skills and the commitment to deliver transformational gender gains and to sustain those. Transformational gains does not mean business as usual; it requires often deeply uncomfortable and challenging action on the part of men and women, boys and girls, that confront accepted, deeply rooted 'traditional' attitudes and practices. Yet such change is essential if women and girls are to achieve genuine and sustainable gender equality in South Sudan.

One key, universally agreed, CPE finding is that male engagement will be crucial to support sustained social norm change, as while women and girls are often socialised in South Sudan and elsewhere to accept their gender roles and will require long term engagement to realise potential for change, male acceptance of social norm change is essential. Social norm change invariably requires men and boys to accept, internalise and act upon changes in their roles, responsibilities and status; these changes can be difficult, challenging and

fiercely resisted. One key area for UNW focus during the period of the next SN UNW is to address male engagement in greater depth than has hitherto been the case. UNW has sought to support such work, e.g. on community level peace processes, but has largely seen that intention overwhelmed by humanitarian priorities.

One major challenge going forward is to support interventions that promote and sustain social norm change at household, community and county/payam levels. This is due in large part (but not solely) to entrenched traditional attitudes and behaviours among men, women, boys and girls that position females as less 'worthy' and less capable than males (in a wide literature see e.g. Bradley and Gruber 2018, CARE USA 2015, Grabska 2014, Humanitarian Exchange 2017 and What Works 2017).

The over-arching, explicit ToC for the 2019 - 2021 SN must set out key risks, assumptions, barriers and potential causal pathways for transformative, sustainable social norm change.

Finding 17: civil society represents a constituency for future deepened engagement in the next SN period; NNGOs represent a potential future resource for sustainability of interventions. Civil society represents a constituency for future deepened engagement in the next SN period, especially when addressing social norm change specific to EAW and GEWE. NNGOs represent a potential future resource for sustainability of interventions, as has been evidenced by the civil society work undertaken with UNW support on WEE and peace processes.

7.5 HUMAN RIGHTS AND GENDER EQUALITY

See also findings under 7.1 - 7.4, as these are usually crosscutting with human rights and gender equality.

Finding 18: Violence against women and girls represents the grossest violation of human rights currently being addressed by UNW South Sudan. Violence encompasses intimate partner violence of all kinds, sexual violence. Nobody knows how many women and girls have been raped in the past 4-5 years in South Sudan, but some estimates are that 1 in 3 has suffered such violations (see e.g. Oxfam and EU 2017).

The work done by UNW and partners in the POC sites in Juba and other IDP settlements in Awerial and Pageri counties (linked to DRF 3.1.2) is one facet of UNW's focus on EAW. Women's Empowerment Centres have been set up and women and girls have received vocational training, as well receiving a degree of protection against VAWG. In addition, UNW has worked in collaboration with UNDP on creating a training manual for customary court officials, to educate those key stakeholders and gatekeepers on why VAWG represents a criminal act.

In this context UNW might position itself to do due diligence of all potential and existing partners specific to sexual exploitation, e.g. in the education, security and health sectors - in all of which it is said to be widespread, almost a 'given'. Due diligence in this context would entail UNW quality assurance from the outset of any potential partnership, with accountability and transparency criteria included in all MoU and work plans and being required as part of all reporting. Such work

would be invaluable; if documented, lessons learned and good practices should be disseminated as widely as possible. Providing due diligence would represent another opportunity for UNW to leverage its comparative advantage in GEWE.

Finding 19: UNW has made significant contributions to UN and other co-ordination on GEWE. UNW has provided such contributions, notably in the development and implementation of the ICF and the development of the UNCF, its successor. UNW has led on Outcome 5 of the ICF and has made significant GEWE contributions to other ICF Outcomes. The UN Communication Group, convened by OCHA, represents another avenue for UNW inputs on GEWE across mandates. UNW has also facilitated the establishment of the Humanitarian Cluster Gender Focal Persons' Network and supported gender technical capacity strengthening of members while leading on co-ordination of the network.

Despite such laudable efforts, the CPE finds that it is important for UNW to sharpen and strengthen its position as the lead UN agency on GEWE; this has become blurred during the current SN, in part due to the exigencies of the conflict. In other words, UNW's UN mandate to lead and advise on GEWE has been somewhat submerged in the exigencies of the humanitarian crisis, with UN agencies each seeking to provide maximum inputs and overall support, including on overall women's empowerment.

Nevertheless, UNW needs to provide that leadership, as no other UN agency can fulfil such a task with equal expertise. One opportunity might be for UNW to undertake a GEWE gap analysis of all UN agencies as part of the preparation of the next SN, to be funded by e.g. the UNCT or a donor partner. This would support clear strategic position for UNW as the lead on GEWE. Currently UNFPA seems the first UN agency of choice on GEWE for a number of partners,

The Gender Theme Group could potentially represent a central focus for GEWE co-ordination within and outwith the UN system.

UNW should ideally concentrate on providing a 'demonstration effect', where it provides key technical expertise on small scale pilots, makes cogent arguments for expansion and then closely monitors scale up by UN and other partners.

Finding 20: UNW's programmatic work has been relevant and supportive of interventions supporting the poor and vulnerable in South Sudanese society - a number of people's lives have been demonstrably improved, potentially transformed in the longer term. and UNW has contributed to that achievement, in partnership with duty bearer implementing partners. Such transformative changes can be seen e.g. in the lives of a number of the women now using the Women's Empowerment Centres (anecdotal evidence of reduced intimate partner violence), in the VSLA members' economic situation, in VAWG survivors having received psychosocial support and in those girls and women who are benefiting from the Second Chance Education initiative.

UNW's engagement with the poor and vulnerable in South Sudan has not been able to provide much support to people living with HIV & AIDS. See section 2 for a 2014 UNAIDS overview of the dire situation for positive people on antiretroviral treatment. Perhaps lessons could be learned from e.g. Malawi, whose efforts

towards 90/90/90 and the 'Test and Treat' approach have been identified as in the vanguard of client-centred, flexible treatment.

See below for a Case Study from Yambio; testimonies were heard during CPE data collection in May 2018. These vividly demonstrate how UNW and its partners are helping the women and girls of South Sudan, even in the current terrible situation.

See also Annex 11, which contains the field notes from Mingkaman and details of how UNW's support to IP activities there has similarly brought about significant positive changes in individuals' and communities livelihoods and expectations.

The Yambio and area Women's Empowerment Centre: a Case Study

UN Women has built and stocked a Women's Empowerment Centre for use by women in Yambio and surrounding areas. Women gather at the Centre to discuss conflict and peace building issues, to have Village Savings and Loans Associations (VSLA) meetings and to receive training and advice on many subjects, including vocational training in e.g. tailoring and Second Chance Education, which offers basic education to young mothers, older women who have never had the opportunity to go to school and others. The Centre also provides counselling for survivors of GBV and IPV.

It is evident from meeting women who use the Centre that they own the space and consider it a safe place; it has become precious to them.

Through its local IP, the Change Agency Organisation, **UNW has supported the development of 10 VSLAs**, whose members provide vivid testimony of what being part of a VSLA has meant for them and their households. Women have been empowered and have improved the livelihoods and life chances of their children and themselves.

Women from the 10 VSLAs spoke of their enthusiasm for the support provided by CAO; in addition, some knew of the inputs given by UNW. The CAO support has given women the opportunity to work together for community peace building, improved livelihoods and also provided access to Second Chance Education. All such activities are strongly supported by the State government, e.g. the MGCSW, the Ministry of Finance and Public Services, the Ministries of Education and Agriculture. Local churches are closely involved. This network provides reassurance that support will be sustained and develop over time as VSLA members take increasing control of their organisations and work towards expansion.

Support to survivors of GBV and IPV: women spoke movingly and bravely of the assistance given to them by CAO through the Centre. One gang rape survivor described how she arrived at the Centre bleeding and almost naked, her wrapper having been torn. She received not only professional counselling, but practical help - a new wrapper, sanitary items, and a medical check-up. The survivor also mentioned how fellow members of her VSLA had helped her and continued to do so, despite opprobrium being heaped upon her by the wider community - while the two perpetrators were said to be 'doing only what men need to do'.

8. CONCLUSIONS

These conclusions are based (as are the findings and indeed the recommendations) on the evaluator's review, triangulation, gender and cluster analysis of all information collected through desk review and key informant interviews and focus group discussions in Juba, Yambio and Mingkaman with duty bearers and rights holders.

Conclusion 1: UNW's strategic positioning across its entire portfolio is relevant and relatively effective. This conclusion is based especially on findings 1-4, 5-7 and 19-20, and primarily addresses the **relevance, effectiveness** and **human rights and gender equality** criteria.

UN Women's normative, co-ordination and programmatic work and its closely developed partnerships with a wide range of duty bearers have to an extent led to positive outcomes and enhanced its strategic positioning as the UN agency with expertise and authority to speak and support on women's empowerment.

However, the current precarious and insecure environment and necessary focus by all UN agencies on humanitarian support have somewhat blurred UNW's comparative advantage. One example of this is that a number of UN agencies profess not to understand what UNW has to offer in humanitarian assistance; this view appears to be shared by the Ministry of Humanitarian Affairs and Disaster Management.

Conclusion 2: UNW's support to normative work has reaped dividends in the course of the current SN and has spoken to its comparative advantage. This conclusion is based especially on findings 1, 5, 13 and 20 and cuts across aspects of the **relevance, effectiveness, efficiency** and **HR & GE** criteria.

During the period of the next SN UNW must work to support and bring about operationalisation of essential instruments, such as the 1325 Action Plan and the new UN Co-operation Framework.

A major challenge moving forward will be that patriarchy and gender inequality are entrenched at all levels of South Sudanese society and such social norms are adhered to by both men and women. Thus whatever laws and policies are developed for operationalisation, there need to be contingency plans to support actual application, monitoring and reporting, as well as mechanisms and approaches to deal with any backlash against GEWE-focused activities.

Conclusion 3: UNW has been efficient in delivery of its outputs, especially against the DRF, and continues to be seen as the point of reference for most gender mainstreaming related issues within the UNCT and between that and GoSS. This conclusion is based mainly on findings 3, 5, 7, 9, 13, 15 and 19. As with conclusion 2, number 3 is cross cutting, in this instance across all five criteria: **relevance, effectiveness, efficiency, sustainability** and **HR & GE**.

The overall observation under the OEEF is that other than notable resource constraints and the challenges of the conflict, both of which hindered full

realisation of quite a few of the targeted outputs of the OEEF, the UNW CO has been efficient in delivery of its commitments during the SN.

Conclusion 4: UNW's activities under the 2014 - 2018 SN have supported local ownership and enhanced local capacity to address gender equality and human rights. This conclusion is based on findings 2, 9, 10, 15 and 20 and addresses aspects of all five of the criteria.

Close to 90% of planned interventions have been largely completed with the remaining categorised as ongoing mainly due to their continuous nature. This is noteworthy, given the current context, and is an over-arching conclusion, which while primarily addressing the UNW criterion of gender equality and human rights, could not have been achieved without UNW efficacy of partnership building and sustaining in a transparent and accountable manner.

Implementing partners' capacities specific to gender equality and human rights have been enhanced, e.g. in the field of promoting female entrepreneurs under WEE, and through building and supporting Women's Empowerment Centres.

Conclusion 5: As part of the development of the next SN, UNW should strategise how best to strengthen its GEWE co-ordination profile and activities. This conclusion is based chiefly on findings 4, 7, 13 and (especially) 19, thereby addressing aspects of the **relevance, effectiveness, efficiency** and **HR & GE** evaluation criteria.

Currently other UN agencies, most notably UNFPA and UNDP, are working in areas that are traditionally viewed as requiring UNW's core expertise and comparative advantage, e.g. on overall GBV prevention not linked directly to reproductive health. Yet e.g. UNFPA does not have UNW's core comparative advantage (and indeed vice versa) and South Sudan deserves optimal expertise applied most effectively and efficiently, by all members of the UNCT.

Thus UN Women needs to ensure that its strategic positioning in South Sudan as the lead UN agency on women's empowerment acquires greater clarity and coherence throughout the period of the next SN.

UNW needs to work in the next SN cycle to strengthen application of its core values and comparative advantage and to see that these continue to lead programmatically. In addition, sharper focus is needed to ensure that other UN agencies, donors and GoSS see UNW as the essential partner for gender expertise and inputs. One exercise could be to undertake gender gap analyses of other UN agencies (something which key informant interviews suggest would be largely well received); such reviews would clarify UNW's comparative advantage and provide opportunities for enhanced joint working across the UNCT.

Through the vehicle of the SN 2019 - 2021, UNW will have to ensure that the good work on GEWE achieved by UNW and its partners in the ICF is continued, amplified and documented in the new UNCF, as well as in other key UNCT activities.

UNW should consider the inclusion of one or more indicators for the next SN to enable proper M&E of UNCT co-ordination efforts and achievements. This would

have the added benefit and leverage of focusing UNW attention on strengthening its Knowledge Management system.

Conclusion 6: UNW has engaged in more direct implementation during the current SN than is usually the case, largely because of the dire situation in country. This conclusion is primarily based on findings 4, 5 and 18, which cover elements of the **relevance, efficiency** and **HR & GE** criteria

The humanitarian crisis has resulted in UNW taking on far more direct implementation of projects than is usually the case in less fragile settings. In the context of optimising programmatic relevance and effectiveness, engagement with relevantly capacitated NNGOs should be further expanded and strengthened. In terms of WEE, opportunity should be taken to revive discussions with the private sector specific to women entrepreneurs, mentoring schemes, possibly linked to the soon to be launched Women's Enterprise Fund (a joint venture between the MGCSW and UNW).

Conclusion 7: the next step - towards transformational GEWE activities and social norm change. This conclusion is based on finding 16, as well as being influenced by findings 2, and 20; thus first and foremost it addresses the **sustainability** criterion.

Attention to interventions (co-ordination and programmatic) that actively **promote and support social norm change for GEWE and ERAW** will need to be central to the SN 2019 - 2021 - and to its explicit ToC. The next step is the hard work of engendering policies and ensuring implementation of these brings about positive alternation in social norms at district and community levels, as well as within individual households. Interventions that address social norms can support transformative change for greater gender equality and human rights.

Working with men, to identify and support male champions and to develop, support and document community actions to catalyse and sustain social norm change, is considered a priority of priorities by the great majority of all UNW's partners, as well as UNW South Sudan itself.

Conclusion 8: UNW should explore future small-scale, pilot interventions that focus on transformative gender action in conjunction with social norm change, in partnership with implementers that can report effectively against results and provide evidence of work towards achievement of outcomes. This conclusion is based mainly on findings 16 and to an extent also on 8, 9, 10 and 14, addressing chiefly the **sustainability** criterion

Such demonstration projects can serve as evidence-based pilots for scaling up by other UN agencies and GoSS and through IPs, with UNW provided technical GEWE backstopping and quality assurance.

9. RECOMMENDATIONS

The recommendations were developed at the end of the process of data analysis, review and writing. All are based on findings and conclusions. A validation meeting was convened in Juba with the CPE Evaluation Reference Group on 8th May 2018, at which findings and recommendations were discussed and additional/complementary recommendations developed.

<i>Recommendation 1: in the next SN period, UNW should prioritise achieving the best fit between its scarce resources and the most relevant and effective interventions where its comparative advantage is best utilised and its relevance enhanced</i>	<i>Urgency: High Impact: High Difficulty: Medium</i>	<i>Responsibility UNW South Sudan Country Office and its partners - GoSS, civil society, UNCT and donor partners</i>
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Based on the CPE findings, it is important that UNW South Sudan allocate time during the development of the SN 2019 - 2021 to review the CPE analysis of which Development Results and individual interventions have proved most effective in terms of contribution to achieve UNW's core mandate, and to build on those findings, conclusions and the recommendations in this section.

Interventions that are considered successful by a wide range of key informants include UNW's support to women's engagement in the peace process, at international, national and sub-national levels, the creation of and ongoing support to Women's Empowerment Centres, livelihoods work linked to GBV prevention (e.g. VSLAs and the current push towards making these into Co-operatives and also market creation in Nimule, Mingkaman and elsewhere) and UNW's support to Second Chance Education. In addition, the willingness and dedication of UNW and its IPs to implement projects directly is seen as a success story.

It is fully acknowledged that non-core and earmarked funding are not within the sole control of UNW and that these amounts may change during the lifetime of an SN. It is also noted that the nature of an SN requires dynamic, positive forward planning that by its nature will be ambitious.

<i>Recommendation 2: for greater effectiveness and efficiency, UNW South Sudan should closely review how best it might tailor the RBM system, within the parameters of the UNDG criteria, to the South Sudan context for the SN 2018 - 2023</i>	<i>Urgency: High Impact: High Difficulty: Low</i>	<i>Responsibility UNW South Sudan Country Office - plus UNW HQ?</i>
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Because the UNW South Sudan Country Office is bound by the RBM parameters set by the UN DG, there is relatively limited room for manoeuvre by UNW South Sudan when developing its RBM for the next SN, which will need greater precision and more robust baseline and targets so as to provide an evidence base for RBM processes and achievements.

1. The next SN RBM must be complete, with all baseline data provided, clear indicators and targets that are appropriate.
2. The next SN RBM needs to ensure that all DRF and OEEF indicators are SMART: Specific, Measurable, Attainable, Relevant and Time-bound. In addition, a case can be made for the SN indicators to include attention to empowerment, always and everywhere to be attentive to disaggregation and relevant diversity and to be communicable. Thus there is a need to consider the inclusion of qualitative methods of data collection and analysis in the next SN.
3. Reporting against results, i.e. to outcome level, needs to be strengthened across the board, i.e. by UNW and implementing partners alike - for joint programmes and others. There must be greater clarity as to measurement of results chains, so that these can be validated.
4. While IPs obviously undertake activities as planned, they often do not have the right data to back up their results. Output indicator data on e.g. numbers trained are relatively easy to collect - it is outcome data that are challenging.
5. Financial management and (timely) reporting of expenditures by IPs would benefit from further capacity strengthening.
6. UNW should provide inputs to further expansion and institutionalisation of gender-disaggregated and responsive data collection and analysis.

It is fully acknowledged that the current fragile situation will make development and achievement of the above 5 points extremely challenging; however, UNW and its partners must seek to work towards their fulfilment, due to the pivotal part played by effective data in sustaining interventions and outcomes..

In addition: **not only does the evidence base need to be more robust, so too does overall knowledge management and communication** - across the SN and for individual interventions, e.g. GEWE needs assessments should be conducted in advance of any decision to allocate often scarce resources to programmatic interventions.

The next SN will need to ensure that all baseline data are available; if not gathered by UNW IPs, proxy data should be used from e.g. national surveys.

In addition, a case can be made for the SN indicators to include attention to empowerment, always and everywhere to be attentive to disaggregation and relevant diversity and to be communicable. Thus there is a need to consider the inclusion of qualitative methods of data collection and analysis in the next SN.

One further point of importance here is that unexpected outcomes tend not to be monitored and evaluated; therefore, their importance may be lost or not sufficiently reported against the UNW RBM. If possible, UNW South Sudan should explore options for identifying, tracking and annually reporting on unexpected outcomes. Given that UNW wishes to strengthen its position as the UNCT and South Sudan resource for GEWE, any such action must include the most robust possible knowledge management system.

Recommendation 3: the next SN should prioritise work across its triple mandate and its Development Results on transformative social norm change to	Urgency: High Impact: High Difficulty: Medium	Responsibility UNW and its partners -
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support gender equality and human rights		GoSS, civil society, UNCT and donor partners
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As is well recognised by UNW and its partners, work to address social norm change and sustainable transformation of gender unequal practices will require precise and coherent focus on how best to address the higher value afforded by South Sudanese society to men and boys. Gender roles, relations and entitlements will have to be challenged, as will the *status quo ante* and attitudes and behaviours surrounding VAWG.

The new SN gives an opportunity to widen UNW's IP scope. UNW has the possibility to expand its IP group specifically to address transformational social norm change. One area to explore would be support to NNGOs working with disabled vulnerable groups; another would be continued and potentially increased focus on young people and inter-generational social norm change activities.

Tackling the policy-practice gap specific to social norm change represents another significant challenge. Thus in South Sudan there is a nascent (if almost entirely dormant due to the conflict) enabling environment with clear legal proscriptions, yet at community and household levels such structures hold virtually no sway, if indeed individuals, households and leaders know of them.

A number of potential approaches need to be considered by UNW:

1. Work with men, to find innovative ways to consider why unequal social norms might have negative impacts on the prospects of all members of society;
2. Work with couples;
3. Work with various media to address what can be entrenched and lazy representations of people's lives in ways that perpetuate unequal and demeaning social norms. Etc.

Recommendation 4: UNW should develop an explicit Theory of Change for the SN 2019 - 2021, for effective RBM and knowledge management and to assist work towards achieving social norm change to address GE & HR challenges	Urgency: High Impact: High Difficulty: Low	Responsibility UW South Sudan Country Office
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The process of development of the SN 2019 - 2021 has to include participatory development of an explicit UNW South Sudan Theory of Change - and indeed to consider the potential value of so-called 'nested' ToCs for each Development Result.

Just one reason why it will be important - and ultimately very useful - to develop a ToC for the SN 2019 - 2021 is that as UNW works with duty bearers and rights holders to challenge unequal social norms and works towards transformative change, a ToC will enable space for qualitative data gathering and analysis, where rights holders' voices might have more opportunity to be heard.

Recommendation 5: In order partly to address the growing resource constraints in international development, UNW should consider venturing into non-traditional forms of resource mobilisation	Urgency: High Impact: High Difficulty: High	Responsibility UNW
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This recommendation was also made by the 2016 UNW mid-term review.

The CPE notes limitations in the current funding situation in which some donors (e.g. the UK) traditionally funding gender equality and women's empowerment lack substantial physical presence in South Sudan's donor environment. A number of bilateral donors, e.g. Japan, Norway, Sweden and Canada, give substantial support to GEWE activities.

Therefore, under the new SN an important step will be for UNW to take the lead in advocating for re-activation of the Gender Theme Group in South Sudan, development of a strategy for the GTG and for the UNW CO to mobilise and tap into resources available in all sectors.

Recommendation 6: UNW should lead the development of a systematic mechanism of screening all future stand-alone and joint programmes for alignment to GEWE programming principles	Urgency: Medium Impact: High Difficulty: Medium	Responsibility UNW, UNCT and (existing and potential) IPs
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The South Sudan UNCT undertook a UNCT Gender Scorecard assessment in 2016. That report and the CPE data collection indicate that while it might be the case that UNCT South Sudan Joint Programmes meet minimum GEWE standards, those Joint Programmes that may not have GEWE as their main goal do not have a systematic way to screen, evaluate and report on their relative alignment with GEWE programming principles. One such is the *South Sudan Stabilisation and Recovery Programme (3SRP)*, whose undated (2016?) project document includes only a brief discussion of gender and youth mainstreaming. This JP is managed by UNDP, FAO, UNHCR and UNICEF, despite reference in a footnote to close collaboration with UNW among other UN agencies.

This less than optimal situation nonetheless provides opportunity for UNW to leverage SDG 5: *Achieve gender equality and empower all women and girls*, and to address the *Leave no one behind* UNCT/UNDAP programming principle. Lessons learned by UNW from the development and implementation of the ICF (e.g. its leadership on Outcome 5) and now the UNCF, give clear guidance on how best UNW can use its comparative advantage to best effect, to ensure that all UNCT programmes adhere to GEWE principles and practice. In addition, UNW can require other UNCT agencies to develop and apply gender-focused M&E and reporting systems under the UNCF, with UNW applying its expertise to provide quality assurance, course correction where required and work towards eventual full application of the Gender Scorecard system.

Recommendation 7: UNW should use the lessons learned from implementing GEWE focused humanitarian projects and facilitating women's participation in peace processes to develop models that has potential for scale up in other fragile situations	Urgency: Medium Impact: High Difficulty: Medium	Responsibility UNW, MHADM, other UNCT, donor partners, relevant IPs
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UNW is in a unique position in terms of having developed expertise in seeking to mainstream GEWE principles and practices into humanitarian assistance and peace processes. UNW should develop models and good practice briefings, to inform UN agencies and other duty bearers in other fragile and conflict-affected countries.

In the humanitarian assistance context UNW should also provide quality assurance to other UNCT and wider humanitarian interventions, to ensure gender is mainstreamed. Such inputs should run from Concept Note to completion; such contributions would place UNW's stamp more firmly on all such work.

One aspect of such work would be to develop a gender-relational approach to gender and conflict analysis, which would include how gender intersects with other identities (age, social class, sexuality, disability, ethnic or religious background, marital status or urban/rural setting) in shaping and being shaped by violent conflict – and in providing opportunities for transformative change (Myrtilinen et al., 2014; El Bushra & Sahl, 2005).

Most power is often held by older men, for example, excluding younger men and women (Harris, 2011). A gender relational approach could identify and target vulnerable groups more precisely (instead of automatically focusing on women and children generally). Myrtilinen et al. (2014) find in their case studies that particular men and sexual and gender minorities also experience vulnerabilities. Men and women are not homogenous groups, but play and experience different roles during conflict. Male victims of sexual violence and men who have witnessed sexual violence against female relatives are rarely considered. In addition, female combatants are often overlooked in disarmament, demobilisation and re-integration (DDR) programming, due to a view of combatants as male

In 2013, CEDAW adopted *General Recommendation No. 30*, which obliges states to prevent, investigate, punish and ensure redress for crimes against women by non-state actors. Action on this by GoSS would be a significant signal of intent; such focus could represent an area of work for UNW during the next SN.

Recommendation 8: UNW needs to work with IPs to reduce partner dependency	Urgency: High Impact: High Difficulty: Medium/High	Responsibility UNW IPs
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While a number of UNW South Sudan's IPs are well-established and funded by several donors, others are immature and require greater capacity development - and sometimes seem to expect constant support even on the minutiae of project

cycle management, including activities and management tasks that UNW should not fulfil (e.g. virtually doing financial reporting/reconciling for an IP).

The CPE data collection has discerned a degree of dependency among a number of IPs, where an expectation that UNW will do the hard graft is present. This is not to suggest lack of commitment or willingness to learn on the part of those IPs; rather it is that the cycle of cosy expectation and dependency needs to be interrupted - permanently. Otherwise the situation may arise one day that a number of IPs find they have not developed their broader partner base, instead remaining too reliant on UNW. UNW is well aware of this and is seeking to rectify the situation, e.g. through training on IP resource mobilisation.

<p>Recommendation 9: <i>UNW needs to consider how it can support interventions that last longer than 6 or 12 months</i></p>	<p>Urgency: High Impact: High Difficulty: Low</p>	<p>Responsibility <i>UNW and all its partners, especially NNGOs</i></p>
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This recommendation is based primarily on the urgings of NNGO implementing partners. The view expressed by all such interviewees is that an intervention lasting only 6 or even 12 months simply does not give sufficient time to implement, monitor and evaluate and report most effectively. Achievement of outputs, let alone outcomes, can only be compromised with such project cycles.

Perhaps UNW could consider the introduction of a points system where a high score for the initial project enables an IP to move (more) swiftly to discussion of a new proposal and project cycle?

