

**Good Governance and Equity in Political  
Participation in Post-Conflict Sudan**

**Project  
(GGEPP)**

Award ID: 00039457

**UNDP**

**Final Project Evaluation**

***Report***

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## Acronyms and abbreviations

CEDAW	Charter for the Elimination of All Forms of Discrimination Against Women
CPA	Comprehensive Peace Agreement
CSO	Civil Society Organisation
DDR	Disarmament, Demobilisation and Reintegration
GFP	Gender Focal Point
GGEPP	Good Governance and Equity in Political Participation in Post-Conflict Sudan Project
GONU	Government of National Unity
GOS	Government of Sudan
GOSS	Government of Southern Sudan
INC	Interim National Constitution
JAM	Joint Assessment Mission
LWMLASS	League of Women Members of Legislative Assemblies of Southern Sudan
MDGs	Millennium Development Goals
MIC	Ministry of International Cooperation
NA	National Assembly
NCP	National Congress Party
OD	Organisational Development
PAC	Project Advisory Committee
SP	Strategic Partnership
SPLA	Sudan People's Liberation Army
SPLM	Sudan People's Liberation Movement
SSLA	Southern Sudan Legislative Assembly
TTAs	The three 'transitional areas', Abyei, Blue Nile and Southern Kordofan
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNMIS	UN Mission in Sudan

## Executive summary

This report contains the findings of the Final Project Evaluation of the Good Governance and Equity in Political Participation in Post-Conflict Sudan (GGEPP) project.

The GGEPP project started in May 2005 and ended in July 2008 for the bilateral funding component; it will continue until June 2009 using SP funding. The project was implemented by UNDP in collaboration with the Government of Sudan and the Government of Southern Sudan.

The three objectives of the project were:

1. Enhance the capacities of potential Sudanese women leaders and institutions impacting women's political participation,
2. Raise the Sudanese public's awareness of good governance principles and the importance of the political participation of women,
3. Improve the conditions for gender-sensitive policy reform for political participation.

This evaluation assessed the achievements of the project vis-à-vis intended results, the project set-up, the partnership strategy and the project coverage. The evaluation also identified constraints and underlying factors.

The evaluation mission was carried out from 4 October till 14 November 2008.

The report provides the key findings, lessons learned, and recommendations. The report includes case studies and quotations to catch the richness of the evaluation findings.

### Overall conclusions on the outcome of the GGEPP project

This evaluation found that the project has been overall successful in achieving two out of three project objectives; the third objective has been achieved to a lesser extent.

1. The project has been highly successful in strengthening the capacities of potential Sudanese women leaders and institutions (objective nr. 1);
2. The project has managed to raise the Sudanese public's awareness of good governance principles and the importance of the political participation of women (objective nr. 2).
3. The project has been less successful in improving the conditions for gender-sensitive policy reform for political participation (objective number 3).

Overall conclusion: The project is valid and relevant. The project is addressing a strategic intervention point. The project achieved the majority of the intended outputs. The project contributed to the outcome in the intervention areas. The project is perceived to have generated impact.

The **key conclusion** of this evaluation is:

The strive for good governance and increased political participation of women has made some significant achievements after the CPA.

UNDP has made a modest contribution to this struggle through the GGEPP project. The struggle still has a long way to go and needs to be supported by the international community. It is highly recommended that UNDP continue its support to this project.

It is observed that GGEPP North and South have their strengths at different levels.

In the South, the GGEPP project has received an overwhelming response at State level. The major outcome of the project in the South is in increased gender sensitivity of the Government itself, including the Parliaments, at central and State level, and in women's awareness of policy issues.

In the North, the greatest response of the project has been at the level of women leaders in civil society and with members of political parties, including Members of Parliament. A success factor of the project in the North as well as in the South is the creation of a remarkable resource base for leadership trainings in terms of trainers' capabilities and training resources.

A major outcome of the project that is highly significant - though difficult to catch in 'indicators' - is a tremendous enthusiasm and 'spirit' of women's empowerment among the women and men having participated in the leadership trainings either as trainers or as beneficiaries.

### **Methodology of this evaluation mission**

The evaluator wrote an inception report on the methodology (see Annex).

Main sources of information were project documents, GOS policy documents, interviews with key stakeholders, questionnaires, observations during field visits in the North and the South. Three workshops have been organised with key stakeholders. Key informants were UNDP management and staff, project staff, authorities (GOS and GOSS), members of parliament, Steering Committee members, donor representatives, civil society organisations, women leaders of political parties, and women leaders at grass root level.

In the result chain 'input-output-outcome-impact' this evaluation situates itself on the line between output and outcome and to some extent it touches on impact.

The evaluation proceeded in 3 steps: Step 1 assessed Achievements vis-à-vis intended outputs; step 2 focused at Outcome, and step 3 looked at Perceived Impact.

The evaluation covered 5 project locations in the North and in the South: Khartoum, Wad Medani, Juba, Wau, and Malakal.

### **Underlying factors**

The evaluation identified a number of underlying factors – positive and negative - affecting project implementation:

1. The Comprehensive Peace Agreement (CPA) created a democratic space. Women leaders in North and South have managed to use that space for 'spreading the spirit of political empowerment'.
2. South-North relationships: GGEPP 'inherited' a number of North-South sensitivities related to 22 years of war. This affected the project and was an obstacle for a comprehensive north-plus-south perspective.
3. Nascent government structures in the South are a constraint and an opportunity.
4. The need for ownership requires a great deal of flexibility.
5. Post-CPA-developments in the North (Constitution, Elections) affected project implementation.

### **Major – internal and external - constraints identified are:**

- The project was too ambitious,
- Lack of a joint North-South Advisory Committee,
- Management issues, insufficient guidance, high turnover of staff,
- Insufficient North-South coordination,
- Insufficient funds,
- Delays in disbursement of funds,
- Insufficiently clear implementation strategies.

### **Assessing the Partnership strategy of the GGEPP project**

Partnerships have been an essential component in strategizing on gender and good governance of the GGEPP project. The partnership strategy has been appropriate and effective. There is evidence that partnerships are a major source of ownership of the project and a factor contributing to the likeliness of its sustainability.

The project has managed to create invaluable partnerships with eminent women leaders. Real partnerships, the partnerships that move and mobilise towards democratic change cannot be designed in a project document. They are the result of political vision and human qualities. Credit has to be given to the staff in the GGEPP project and in UNDP for bringing about and sustaining the kind of partnerships that may contribute to an overall climate of good governance in Sudan.

The evaluation recommends strengthening relationships with GOS and GOSS. The evaluation also recommends developing a clear partnership strategy with civil society organisations.

### **Findings (1): Evaluation of Achievements versus Outputs**

The first part of the evaluation is an assessment of achievements versus intended outputs.

The conclusions are:

1. The GGEPP project managed to strengthen the capacities of potential Sudanese women leaders and institutions. The project achieved its output targets **beyond the expected results**. This success can be attributed to a well-designed capacity building strategy involving significant expertise and a systematic implementation strategy, both in the North and in the South.
2. The project enhanced the awareness of the Sudanese public of good governance principles and the importance of the political participation of women. **Some project components exceeded expectations; other project components met their targets to a limited extent.**
3. The third project objective was on improving the conditions for gender-sensitive policy reform. This project component has been the **least successful** of the three intervention areas addressed by the project. Activities pertaining to the third objective have been substantially revised. Some of the revised project interventions have been highly successful.

### **Findings (2): Assessment of Outcome of the project**

The next step in the evaluation was an assessment of the main project outcome at the three levels of intervention of the project.

#### **Intervention area 1: Capacity Development of Sudanese women leaders and institutions.**

Awareness raising among the Government.

The evaluation observed significant positive changes in the field of capacity development of women leaders. There is evidence that a considerable part of the changes can be attributed to the GGEPP project.

The project increased the capacities of gender-and-good-governance related institutions, like the associations of Women Members of the Legislative Assembly and Women Office Bearers (in the South), and the Forums of Women in Political Parties and various other Forums (in the North). These forums created the institutional conditions for collective capacity development of women political leaders thereby laying the ground for sustainability of women's political participation. Overall the contributions of GGEPP to outcome in area 1 have been significant.

#### **Intervention area 2: to raise the Sudanese public's awareness of good governance principles and the importance of the political participation of women.**

The project objectives in this second area have been highly ambitious in view of the modest scope of the project. Some positive changes were reported (e.g., in the field of independent media). Though the project has conducted a variety of activities in rural areas, there remains a great need for expanding the outreach of the project to rural areas. Overall, the contributions of GGEPP to outcomes in intervention area 2 have been significant. The interventions would benefit from a more sustained approach.

### **Intervention area 3: Improving the conditions for gender sensitive policy reform.**

In the third intervention area it is difficult to attribute actual improvements to possible contributions of the GGEPP project. There is evidence that the GGEPP project has in some instances contributed to the small victories reported. GGEPP appears to have successfully strengthened the capabilities of some advocates of gender sensitive policy reform. The issue of gender sensitive policy reform is raised at various levels with more vigour, more knowledge and more strategic focus than four years ago, and some of the women leaders trained in the GGEPP project are among the leading advocates on gender policy reform. This is a significant outcome of the project.

### **Findings (3): Perceived Impact**

A third aspect of the evaluation of the GGEPP project was an assessment of perceived impact. There is no doubt that the leadership training is one of the most successful components of the GGEPP project. The project has contributed to the personal and professional empowerment of a great number of women. The Leadership Forum has moved beyond the usual 'project approach' and has features of a 'training movement'. The report includes several quotations substantiating the conclusions on perceived impact.

### **Recommendations**

This evaluation gives detailed recommendations for the follow-up project (see Annex). The main overall recommendations for the follow-up project are:

- consolidate and deepen the interventions of phase I,
- a follow-up project (after 2009) should have a long term time frame, preferably with commitments beyond 2012,
- a more systematic approach,
- realistic objectives,
- implementation more strictly in line with objectives and expected results,
- strengthen management support,
- expectations raised have to be followed up,
- stronger cooperation with the relevant Ministries in GOS and GOSS,
- expansion of partnerships with civil society groups,
- broaden the funding base.

# 1. Introduction

## ***Project Background and Context***

The conflict in Sudan has had a devastating impact on the country's capacity to realize its socio-economic and political development. Sudan faces a challenge where great efforts need to be exerted to rebuild and transform the country. These changes could be achieved through good governance that ensures equal representation of all citizens, men and women and the vulnerable groups in all participatory processes that promotes and embodies equity, transparency, accountability and inclusiveness.

Sudanese women across the country have struggled and are still struggling to be recognized widely and strategically in all the processes of good governance. There are similar challenges along these lines but there is a varying degree of the problems and situations from different frontlines where women's concerns are utmost priorities. The Sudan conflicts over the years have prevented the country's opportunities to growth and progress and deprived the voices of the marginalized groups to be heard for very long time.

The first UNDP intervention addressing political participation of women in Sudan was the "Women in Politics"-project, an 8-months project that started in the beginning of 2004. The project demonstrated the immense need for further work in this area, and was successful in widening dialogue on the issue through engaging various segments of Government and civil society. The project was financially supported by the Government of The Netherlands. The donor agreed to support a follow-up project. Building on the Women in Politics Project, UNDP designed a new project: Good Governance and Equity in Political Participation in Post-Conflict Sudan (brief: GGEPP).

The overall objectives of the GGEPP Project were to promote good governance principles and practices; to strengthen equity and advance the roles and responsibilities of all political parties in democratic change.

The objectives of the project were:

1. Capacity Building: To enhance the capacities of potential Sudanese women leaders and institutions impacting women's political participation;
2. Awareness raising: To raise the Sudanese public's awareness of good governance principles and the importance of the political participation of women; and
3. To improve the conditions for gender-sensitive policy reform for political participation.

The project was expected to engage in "capacity building of national institutions as well as public awareness raising on sound gender and governance principles, necessary to collectively engage Sudanese communities in achieving equitable governance". Moreover, the project was expected to "create a Sudanese cadre of women - from village to national level -who are trained and empowered to take up lead positions in the civil service, the legislature and the judiciary". Particular emphasis in the South would be placed on "the county level and below, given the less developed institutional context and the importance of building skills to access positions of leadership at local government".

The Government of National Unity approved the project on 18 May 2005. The project duration was originally foreseen from May 2005 to December 2007. The actual start of the project was August 2005 and the project was extended till July 2008.

## ***This Evaluation***

A mid-term evaluation, foreseen in the project document, never took place. The present final project evaluation was scheduled for early 2008 but was postponed to the second half of 2008 due to the unstable security situation in the country. The evaluation mission took place between 4 October and 13 November. It is fair to say that the evaluation in fact consisted of 2 project evaluations, one in the North and one in the South.

## ***Acknowledgements***

I am grateful to UNDP for giving me the opportunity to carry out this evaluation. I would like to acknowledge my appreciation to the UNDP and project staff for their commitment to this project on Gender Equality in Political Participation in Sudan. Credit goes above all to Ms. Lamyia Badri, former project Manager, who envisioned this project and whose personal qualities have contributed much to the success of the project. A special word of appreciation goes to Ann Issa, acting Project Manager in the South for her dedication to the project and her support to this evaluation.

I wish to thank Tomoko Noda for her efficient and considerate overall support to the evaluation.

This report would not have been possible without the commitment and support of representatives from the Government of Sudan and the Government of Southern Sudan. In particular I would like to thank Regina Ossa who traveled with me in Southern Sudan and who shared with me a variety of accommodations including a tent and a container. I am indebted to representatives of civil society organizations who sometimes came from far and generously gave their time and frank views. In particular I would like to mention Sitana Abusin (Wad Medani), Samira Hassan Mahdi (Khartoum), and Mama Lucy Akello (Juba) - all of them in different ways eminent women leaders who contributed to the GGEPP project.

I hope that whatever issues of concern are raised, it is understood that this is against the background of my deep appreciation for the efforts of those who envisioned, initiated and implemented the GGEPP project and the high standards UNDP has set itself in implementing this project.

I hope that the findings and recommendations of this report will assist UNDP in responding to the country's challenges and provide broader lessons that may be of relevance to UNDP and its partners internationally. I also sincerely hope that the evaluation has provided a basis for deepening the positive lessons, overcoming institutional obstacles and setting benchmarks for tracking progress in UNDPs future support to the cause of gender equity in a peaceful Sudan.

Welmoed E. Koekebakker  
November 2008

## **2. Methodology**

The evaluator wrote an inception report summarizing the evaluation methodology (see Annex).

### ***Objectives***

The objectives of this evaluation are defined in the Terms of Reference. The questions correspond with the major evaluation frameworks like those maintained by UNEG, DAC, EU, WB, ALNAP, and IFRC.

A question that was not explicitly elaborated in the ToR is the “impact on beneficiaries”. This evaluation mission will integrate, to the extent possible, an assessment of “perceived impact on beneficiaries” in the evaluation methodology.

### ***Methodology***

The evaluation methodology used is based on the UNDP Evaluation Framework.<sup>i</sup> The evaluation used a ‘classical’ qualitative evaluation approach. To the extent available, quantitative information has been included in the assessment.

In terms of evaluation methodology perception studies are considered a powerful instrument. For projects addressing Equity and Empowerment perception studies are established components of the evaluation methodology. This evaluation tried as much as possible to integrate beneficiaries’ perceptions of the project within the evaluation mission schedule.

Case studies have been included in the report to make the voices of the beneficiaries heard. Their voices, their perspectives, should help in asking the pertinent questions: Are we doing the right things? Are we doing things right?

The evaluation used SMART or SPICED properties of indicators depending on what was most appropriate.

An Evaluation Matrix informing the assessment of Inputs – Outputs – Outcome – Impact was developed for the purpose of the GGEPP evaluation mission.

Questions pertaining to qualitative assessment were integrated in the Matrix.

The matrix assessment was developed for the South and North Sudan project components separately with the aim of integrating the conclusions on the two matrix assessments.

In the course of this external evaluation it became evident that it would not be feasible to assess whether each of the activities listed in the overall project document have actually achieved the expected outputs. Establishing an output-versus-input assessment in the strict sense of a one-to-one assessment of each activity has not been possible for several reasons including substantive project revisions.<sup>ii</sup> This issue was discussed with UNDP in a meeting mid-way the evaluation, with special reference to its implications for the evaluation matrix approach. It was decided to use the matrix approach to the extent possible and that the essence of the matrix will be captured in the report.<sup>iii</sup>

## ***Output, Outcome, Impact***

In the results-chain ‘input-output-outcome-impact’ this evaluation situates itself on the line between output and outcome and to some extent it touches on impact.

In the past, UNDP often evaluated its interventions primarily at the level of inputs and outputs. Output evaluations are typically suitable for project evaluation purposes but their scope is limited in the sense that the conclusions are restricted to expected ‘tangible’ output, the kind of output that is governed by SMART indicators, whereas the project objectives usually go beyond outputs. Today, the focus of UNDP evaluations is on outcomes, because this level of results reveals more about how effective UNDPs actions are in achieving development changes. A focus on outcomes catches credible linkages between the UNDP action and the eventual effect in a relatively short timeframe.

The three GGEPP project objectives focus on ‘soft’ outcomes that can be achieved only in interaction with other development interventions and in collaboration with other actors. Typically, for this kind of interventions with large components of advocacy and capacity building, outcome assessments tend to be more suitable.<sup>iv</sup> The culmination of successful interventions aiming at transforming gender inequalities proves itself at the level of outcome, not at the level of outputs.

A focus on impact, it is generally believed, assumes a much longer time frame for assessing sustainability of interventions. Also, in assessing impact the attribution factor is paramount. In the context of a project evaluation impact can be addressed in two ways: a) impact on an individual level – individual empowerment<sup>v</sup> – and b) beneficiaries’ *perceptions* of impact. In this sense this evaluation also touches on impact. Where possible, conclusions on indications of a wider, sustainable impact and on project results contributing to the likeliness of sustained impact are also included in this evaluation.

Outcome evaluation works backwards from the outcome. It takes the outcome as its starting point and then assesses a number of variables. The variables include the following: a) whether an outcome has been achieved or progress made towards it, b) how, why, and under what circumstances the outcome has changed, c) UNDP’s contribution to the achievement of the outcome, and d) UNDP’s partnership strategy in pursuing the outcome. Outcome evaluation typically takes the outcome as their point of departure<sup>vi</sup>.

This evaluation report is organised in three steps.

First, achievements are assessed vis-à-vis intended outputs. Step 2 is to assess the outcome and step 3 assesses perceived impact of the GGEPP project. In each step triangulation of data is observed.

## ***North-South challenges affecting the evaluation***

North – South challenges have affected the evaluation. In fact, this evaluation was two-evaluations-in-one.

The two project components had little in common. Evaluation data pertained either to ‘North’ or to ‘South’, rarely to the overarching project. The available project documentation was un-balanced: what was available for the North was not available for the South and vice versa. Styles of communication were different. Miscommunication between “North” and “South”

affected the evaluation programme. A planned joint North-South workshop was cancelled at the last minute.

GGEPP is one project. I have tried to write one report that balances the differences and commonalities - a report that highlights lessons learned and recommendations on a broader, 'national' level, while acknowledging the particular strengths, diversities and challenges for 'South' and 'North'.

### ***Main sources of information***

Main sources of information were: project documents, GOS policy documents, interviews with key stakeholders, questionnaires, observations during meetings and field visits in the North and the South. Three workshops were organised with key stakeholders.

The following documents were analysed: project documents, project reports, government policy documents, briefing notes, minutes of meetings, management data from databases where available, budget versus expenditures figures, funding versus expenditures figures.

Interviews were held in North and South Sudan with UNDP management, GGEPP project management and project staff, Authorities (GOS and GOSS), Representatives of partner Ministries, one of the Project Steering Committee members, Donor representatives, Relevant stakeholders, Beneficiaries, Partner organisations and Civil Society organisations.

Based on a preliminary assessment of the first evaluation days the Forums were identified as key informants for the project in the North. In three workshops Forum members were consulted on perceived achievements and future planning of the GGEPP project.

In the South field visits were organised to three project locations. Consultation meetings were held with all key beneficiaries and project partners, individually and in a collective setting. In the North, a field visit was organised to one project location in addition to Khartoum. Individual and collective meetings were organised with all key stakeholders.

A North-South workshop was planned but it had to be postponed for reasons of incompatibility of agendas. A workshop was held with the GGEPP-North staff, addressing project planning, project management issues and team building.

The geographical coverage of the evaluation mission was Khartoum, Juba, Wau, Malakal and Wad Medani.

### **Norms and Standards**

This evaluation mission adheres to UNEG Norms and Standards, UNDP Evaluation Policy standards, ALNAP Evaluation Principles and anthropological ethical frameworks.

### **Debriefings**

Debriefings were organised in North and South Sudan.

In the South a debriefing dinner was organised with all key stakeholders of the project. The meeting was hosted by the UNDP Dep. Head of Office (Programme) and attended by representatives of the GOSS, civil society organisations and UNDP staff.

In the North a debriefing was organised for representatives of the Government, the donor (the Royal Netherlands Embassy), members of 4 project Forums, UN organisations, partner organisations, other stakeholders and UNDP.

### 3. Achievements and Outcome: Key Findings

#### 1. Assessment of achievements vis-à-vis intended outputs

This evaluation assessed achievements in the North and in the South versus intended outputs as per indicators in the project document for 2005-2007<sup>vii</sup>.

The detailed conclusions are presented in the Evaluation Matrix (See Annex).

The evaluation **concludes** that the GGEPP project has successfully achieved the majority of the intended outputs *as per the indicators in the project document*.

##### Objective 1.

Strengthening capacities of potential Sudanese women leaders and institutions: the project managed to achieve its output targets *well beyond the expected results*.

- The leadership capacities of well over 1200 women were strengthened.
- More than 3500 men and women were sensitized on gender and governance.
- Government and civil society institutions were strengthened on gender and good governance. The project was successful in strengthening government institutions; also, strengthening of civil society institutions has been achieved in accordance with the targets. It is **recommended** that this project component be continued and deepened.

It is **recommended** that a solid strategy on strengthening government institutions and civil society institutions on gender and good governance be incorporated in the follow up project.

##### Objective 2.

Awareness raising on good governance and women's political participation: the project accomplished the majority of the output targets.

This project component covered over 3500 men and women, i.e. well beyond the target.

- The first output target was reached. Regional workshops on women's rights in Islam were successful; it is **recommended** that such workshops be continued in the follow-up project. Successful media campaigns were conducted in North and South.<sup>viii</sup> A **lesson learned** is that this kind of support can have impact and be cost-effective. Forums were expanded in the North and new Forums were formed in the South. This component exceeded expectations.
- Awareness campaigns through VDC's: partly accomplished. This objective has obviously been too ambitious. A mid-term project strategy meeting identified budget limitations as a major constraint<sup>ix</sup>; an additional factor was the absence of a clear implementation strategy.
- Gender sensitization for Ministry of Education: partly implemented due to lack of funds.
- Campaign for civic and voter education in partnership with Election Commission: partly accomplished due to external factors as elections were delayed.

##### Objective 3.

Improvement of conditions for gender-sensitive policy reform:

- Part of the activities were removed from the project plan.
- Activities related to the Constitution were modified<sup>x</sup>.
- Customary law reform and awareness raising: Part of the activities was cancelled including North-South Technical Committee, awareness raising of local leaders and capacity building. Other activities were accomplished with modifications: e.g., trainings of paralegals.<sup>xi</sup>
- Studies were carried out and a document on reform of customary law practices drafted.
- Gender sensitization of local Government: Studies were carried out, findings disseminated and gender trainings conducted. GGEPP-South organised the National Conference.

It is **recommended** that this project component be continued and strengthened and its geographical coverage be expanded in the GGEPP follow-up project.

- Gender sensitization of programmes of political parties: this target was achieved.

## **Conclusions on the assessment of achievements vis-à-vis intended outputs of the GGEPP project**

1. The GGEPP project managed to effectively strengthen the capacities of potential Sudanese women leaders and institutions impacting women's political participation.

The project managed to achieve its output targets **beyond the expected results**.

This success is to be attributed to a well-designed capacity building strategy involving significant expertise and a systematic implementation strategy in the North and in the South.

2. The project enhanced the awareness of the Sudanese public of good governance principles and the importance of the political participation of women. The project accomplished the majority of the output targets mentioned in the project document. Some project components **exceeded expectations** (e.g. Forums - North and South - formed independent organisations); **other project components met their targets to a limited extent**.

3. The third project objective of the GGEPP project was the improvement of conditions for gender-sensitive policy reform on political participation. This project component has been the **least successful** of the three intervention areas addressed by the project, partly due to delays in the signing of the project (resulting a.o. in redundancy of activities related to the Constitution), partly due to overlap with other UNDP Rule of Law activities (e.g. studies on customary law), and partly due to factors beyond the control of the project (e.g., delays in the implementation of the national elections and the lack of consultation in developing the Constitution in the North). Activities pertaining to the third objective and the related result framework have been substantially revised in the North and in the South, and the revised activities were in majority implemented. Some of the revised project interventions have been highly successful, e.g. the National Conference on Women in Sudanese Politics in the South.

The abovementioned conclusions are substantiated in further detail in the following paragraphs focusing on outcome assessment.

## **2. Outcome of the GGEPP project**

The evaluation assessed the outcome of the project in the three intervention areas.

In each intervention area the evaluation assessed the transformations reported and to what extent these changes can be attributed to the GGEPP project.

### **Intervention area 1: Capacity Development of Sudanese women leaders and institutions and awareness raising among the Government on women's political participation.**

Significant positive changes in the field of capacity development of women leaders and institutions were reported. There is evidence that a considerable part of the changes can be attributed to the GGEPP project.

The project enhanced the capacities of a substantial number of women leaders and potential leaders. The increased capacities can be attributed to a series of successful leadership trainings in the North and in the South.

The evaluation observed increased capacities of institutions related to women in politics.

Some of these institutions are the direct result of targeted project activities, in particular the

associations of Women Members of the Legislative Assembly and Women Office Bearers (in the South), and the Forums of Women in Political Parties, and various other Forums (in the North). By forming these institutions and forums the project created the institutional conditions for collective capacity development of women political leaders thereby laying the ground for sustainability of women's political participation.

Key institutions in the field of gender policy received technical and organisational support from the project. Some of them were very outspoken that they gained a lot from the support of the GGEPP project.<sup>xii</sup>

Overall, the contributions of GGEPP to outcomes in intervention area 1 have been significant.

### **Intervention area 2: to raise the Sudanese public's awareness of good governance principles and the importance of the political participation of women.**

In the South and the North positive changes in awareness of good governance principles have been reported. The concept of "Good Governance" is now part of the political discourse.

Positive changes were reported in the area of independent media in the North and the South<sup>xiii</sup>.

Gender sensitization with the Min. of Education remains an important field of intervention.

In the area of civic education the project has generated results that have not been optimally used.

In interviews with project beneficiaries it was communicated that the project has a significant potential in contributing to civic and voter education.

In rural areas there is huge need for increased awareness of good governance principles and the importance of women's participation. There remains a great need for expanding the outreach of the project to rural areas.

There is evidence that part of the changes in area 2 can be attributed to the GGEPP project.

The interventions would benefit from a more sustained approach.

### **Intervention area 3: Improving the conditions for gender sensitive policy reform.**

The activities in the original project document were substantially revised<sup>xiv</sup>.

Sudan-post-CPA (North and South) has witnessed a few indications of - potentially - improved conditions for gender sensitive policy reform (25% quota, the women's caucuses in North and South, the recently drafted gender policy framework in the South, the elections). It is observed that the participation in the discourse on gender policy at federal and at local/state level has broadened. To what extent the ongoing changes are actually improvements from a gender equity perspective is still to be seen. Gender sensitive policy reform is a contested area. There are also indications of decreasing margins for gender sensitive policy reform. Northern and Southern Sudan stand at the very beginning of a long journey towards a more gender sensitive policy framework.

In the third intervention area it is difficult to attribute actual improvements to possible contributions of the GGEPP project. There is evidence that the GGEPP project has in some instances contributed to the small victories reported. Reports and field visits make credible that some of the activities undertaken by the project have actually contributed to favourable conditions for gender sensitive policy reform. GGEPP appears to have successfully strengthened the capabilities of some advocates of gender sensitive policy reform. The issue of gender sensitive policy reform is raised at various levels with more vigour, more knowledge and more strategic focus than four years ago, and some of the women leaders trained in the GGEPP project are among the leading advocates on gender policy reform. This is a significant outcome of the project.

## **Overall conclusions on the outcome of the GGEPP project**

GGEPP North and South have their strengths at different levels.

In the South, the GGEPP project has received an overwhelming response at State level.

The major outcome of the project in the South is in increased gender sensitivity of the Government itself and in women's awareness of policy issues.

In the North, the greatest response of the project has been at the level of women leaders and members of political parties, including Members of Parliament. A major outcome of the project in the North is in the creation of a significant resource base for leadership trainings in terms of trainers' capabilities and training resources.

There is evidence that the intervention chosen by the GGEPP project in Sudan is a strategic one, with a combination of leadership training for leaders and potential leaders, network formation and advocacy training among civil society groups, and institutionalisation of women-in-politics-based forums and interest groups. Linking the various levels, as the project has been able to do creates a network that is able to address women's priorities at a vertical and horizontal level enabling targeted interventions towards gender sensitive policy reform. This is the contribution of GGEPP at governance level.

The following section of this evaluation report highlights some key components of the GGEPP project<sup>xv</sup>. Where possible, beneficiaries were asked about their **perceptions of the impact** of the activities, either on a structural level or in their journey towards personal empowerment. Case studies on project impact are included in the report and perceptions of impact are quoted in the context of narratives of personal empowerment.

### **3. Outcome and Perceived Impact: Northern Sudan**

#### **Forums**

The Forums created in the WIPP project and strengthened in the GGEPP project constitute the starting point, the backbone of the project. The Forums have been a unique source of inspiration and a driving force for the project's objectives. They have been the 'eyes and ears' of the project and they have been instrumental in implementing other project activities like the leadership trainings. Starting as a loose platform, a network, some of the Forums have developed into full-fledged independent institutions, officially registered, with a formalised membership and organisational structures.<sup>xvi</sup>

The project organised 6 Forums: The Women in Political Parties Forum, the Women in Legal Professions Forum, the Leadership Facilitators Forum, the Media Forum, the Youth Forum and the Civil Society Forum. Activities included training for Forum members, trainings conducted by Forum members, and various activities and campaigns on women, gender and Good Governance<sup>xvii</sup>. The trainings covered Strategic Thinking, Gender and Good Governance, Campaigning and Mobilization Techniques, Engendering the Constitution and Structures of Leadership. During the active years of the GGEPP project some 400 members of the 6 Forums used to meet weekly in the GGEPP premises<sup>xviii</sup>.

It was observed that the 'intermezzo' (the period between the end of the GGEPP project and the departure of core staff until now) has left some of the Forum members with feelings of disappointment and that there are expectations towards UNDP that require clarification.

Clarification on the needs of the Forums and the possible support of GGEPP/UNDP was one of the objectives of the evaluation meetings with the Forums. The mission organised workshops and meetings with (members of) five Forums.

It is **concluded** that the Forums constitute a powerful and vibrant support base for the project and that the Forum members represent a great potential of enthusiast and committed women and youth leaders.

The meetings with the Forum of Women in Political Parties included a questionnaire evaluating the GGEPP project from their perspective. The answers to the questionnaire are insightful about what the Forum of WIPP achieved and how it built the capacities of women leaders in Sudan: (For details see the Annex)

- Women have learned a variety of skills and knowledge pertaining to strengthening women's political participation,
- Using various indicators of women's empowerment, the project has definitely contributed to empowerment of women<sup>xix</sup>,
- The Forum strengthened the position of women in political parties.
- The Forum united women on a common minimum agenda.
- Loyalty of the women to each other has become remarkably strong.

All Forum members having received trainings themselves trained the women within their parties. According to estimates by the women members of the WIPP Forum they trained around 2000 women party members based on the trainings received in GGEPP<sup>xx</sup>.

Forum members mentioned several specific examples of success of the Forums<sup>xxi</sup>.

Participants formulated their "dreams": visionary statements on "Women in a New Sudan"<sup>xxii</sup>.

It is fair to conclude that the Forum of WIPP contributed successfully to the capacity building of women political leaders on how to advance a common agenda on gender equity in Sudan.

The evaluation mission also organised a meeting with the Forum of Women in Legal Professions.<sup>xxiii</sup> The meeting included a questionnaire. The answers to the questionnaire reflect the perceptions of the Forum members of the GGEPP project (see annex for details).<sup>xxiv</sup>

1. Women have learned a variety of skills pertaining to women leadership,
2. Using various indicators of women's empowerment, the Forum has contributed to empowerment of women,
3. The Forum has helped women in legal professions in building their professional capacities and actively engaging in promoting gender sensitive laws.

The women in the WLP Forum communicated to the evaluation mission that they are prepared to engage in voter education for women in rural areas<sup>xxv</sup>.

The evaluation mission organised two meetings with the Youth and Media Forum<sup>xxvi</sup>. The Youth Forum made a strategic plan. The evaluation mission coordinated recommendations with the Forum and the Project Manager. The group communicated that they are eager to work on civic and voter education.

### **Impact of the Forum of Women in Political parties**

"The Forum united us, made us trust each other and helped us to create a common women's agenda".

"Through the Forum all the women of different parties have become one party".

"We are sisters. Our loyalty is more with the women than with our party".

Participants, Forum of Women in Political Parties

This evaluation **concludes** that since the end of GGEPP-I and the concomitant departure of the former GGEPP staff the Forums have become almost non-operational, but there is still an enormous commitment. Factors contributing to **sustainability** and **ownership** of the Forums are certainly available like a spirit of voluntarism, a strong network, sound leadership structures, shared strategies and a shared perspective. A major obstacle for sustainability of the Forums beyond the project life span is the lack of financial support required for the activities the Forum wants to implement.

This is a major challenge to the sustainability of the Forums, which has to be addressed and solved if GGEPP wants the Forums to be sustained.

**Overall conclusion:** The Forums need full-fledged support in the follow-up GGEPP project.

## **Recommendations on the Forums**

1. Unambiguous support to the Forums in GGEPP follow-up projects (2008-2009 and 2009-2012),
2. Support the Forum members in engaging in civic education in preparation of the elections (GGEPP 2008-2009).

This evaluation formulated detailed recommendations on the GGEPP support to the Forums. They are included in chapter 7 and in the Annex.

## **Leadership Trainings**

The project organised studies on leadership training needs for 8 target groups<sup>xxvii</sup>. The studies were carried out by 8 Sudanese research institutions; the quality of the studies has been assessed as very good. An international institution was contracted to provide technical assistance. The technical assistance reportedly was disappointing. The project used the recommendations of the studies to design a training manual for 8 groups, with a core section on gender and good governance, trainer guidelines and a specific section for each separate target group. The draft manual was tested and adjusted. Trainings of the first batch of 32 trainees (at least 3 from each target group) were organised based on the Visionary Leadership Programme (VLP), a high-quality institutionalised training methodology. 16 of these first trainees participated in a Training of Trainers training (again representing the 8 target groups). 10 out of 16 of these trainers have remained active as trainers of leadership trainings, several as full-time trainers.<sup>xxviii</sup> The Forum of Leadership Trainers met weekly since 2005.

The number of women trained is far beyond the ‘intended project output’ of 1200 women. The trainings have covered all States in the North.

This evaluation mission made a field visit to Gezira (Wad Medani) where the leader of the Leadership Training, Hon. Sitana Abusin, organised a meeting with 36 women including approximately 30 leadership trainers.<sup>xxix</sup> Participants reported on the trainings within their respective constituencies. It was concluded that the number of women trained by this group alone is over 2000.<sup>xxx</sup> Also, the women reported on how they adjust the trainings to the specific needs of the trainees.

At the end of the meeting participants were requested to answer two questions in writing:

1. “What is the impact of the trainings on me individually?”, and 2. “What is the impact of the Leadership Trainings on my work?”. The answers leave no doubt that in the perceptions of the participants the trainings had a great impact on their personal empowerment. Using various indicators of women’s empowerment all 36 responses substantiate the empowering effect of the trainings<sup>xxxi</sup>. The answers also leave no doubt that the trainings had a great impact on the women in their professional capacity.

## Impact of the Leadership training (I)

1. The GGEPP leadership trainings created a considerable ripple effect,
2. It covered 8 original target groups and then spread to more target groups,
3. It covered all States in the North,
4. It trained at least 2000 women,
5. 1000 copies of the manuals were produced; the manuals have been widely disseminated and there has been a substantial demand for the manuals.
6. It created a strong bond between the Trainers of Leadership Trainings,
7. The Forum of Leadership Trainers registered itself as an independent body,
8. The project has become a catalyst for training (“Trainings of Trainers of Trainers”),
9. There is evidence of ownership and there are indications of sustainability,
10. There was considerable advocacy for continuation of the Trainings from the group,
11. The trainings managed to raise their own funds<sup>xxxii</sup>,
12. Trainings were also given to male leaders<sup>xxxiii</sup>,
13. The programme was adopted by institutions with a large support base; trainings reached down to the lowest level,
14. Trainings were tailored to local needs (“.. according to the level they understand”),
15. The Forum is now creating a Committee in charge of spreading the programme.
16. The trainings resulted in organised action on gender issues (girls’ enrolment).
17. There is significant impact on individual women’s empowerment,
18. There is impact on empowerment of women in their professional capacity.

## Impact of the Leadership training (II)

### Quotations from Leaders of the Leadership Training participating in the meeting in Gezira

“We are trainers in the Working Women’s Union. Through the GGEPP trainings we have acquired special skills and the desire to transfer the message to *all* working women. Women should not be cocooned inside. We need a Training Centre for Women in Gezira”.

“Three days of training here during Ramadan has given me more than I learned in 30 years. I benefited myself and I trained 90 staff members in my school who benefited through me.”

“Since this training we are obsessed with training other women”.

“In my capacity as a Member of Parliament, if I receive a report and there is nothing about training, I send it back”.

### Conclusion:

The Leadership Forum is a vibrant platform of highly qualified women leaders dedicated to the concept of disseminating leadership trainings to women. Their commitment is remarkable and their outreach significant. There is no doubt that the Leadership Forum, one of the most successful components of the GGEPP project, has contributed to the personal and professional empowerment of a great number of women.

The Leadership Forum has moved beyond the usual ‘project approach’ and has features of a ‘training movement’.

### Constraints of the Leadership Trainings:

1. Most of the trainers have worked as volunteers, without income. This is a source of frustration, which should be addressed in view of sustainability of the leadership trainings. It is recommended that this gap be addressed in the follow-up project.
2. There is little media coverage for the leadership trainings. This is a lost opportunity. Strengthening media coverage is a recommendation for the follow-up project.

**Recommendation:** It is highly recommended that the Leadership Training Forum document their trainings with a solid activity report documenting training achievements and lessons

learned and catching the richness of the trainings with accounts of women's empowerment. Increase media coverage. Make a documentary film.

### **Impact of the Leadership Training (III)**

**Hon. Sitana Abusin, Member of the National Assembly,  
Trainer and active member of the Leadership Forum**

"I was trained by the GGEPP project and myself I trained many others in Kassala and Gezira. Two weeks ago we trained 77 women leaders and potential women cadres from several parts of Gezira. We conducted trainings for university students and NGO-members in Western Kordofan, in Dalanj and Kassala. Really, we need to do this much more often and in many more areas. The people of Sudan need this training. They demand it."

"My message is that this is a very, very important and distinguished programme, as people need leadership to build their communities and to make a change. We have used the Leadership Training Manuals for the trainers and for the trainees, and they are very, very useful and of high quality!"

"Students, NGOs and Government participants are willing to contribute financially to the trainings and this proves that they want to build their capacity and they have no problem in paying for the training".

"We have now registered and we call ourselves "Bader Full Leadership Training". Bader means: You Must Begin. We need further support from UNDP, so that we can expand our trainings in rural areas."

## **4. Outcome and Perceived Impact: Southern Sudan**

### **National Conference**

A 5-day National Conference of Sudanese Women in Politics" was organised by the GGEPP project in collaboration with by the Ministry of Parliamentary Affairs in May 2007. The event brought together 600 participants including delegates from abroad. Key dignitaries included the President and Vice-President of Southern Sudan, GOSS Ministers and the Minister of International Development of The Netherlands. The conference was supported by the GOSS.

The objective of the Conference was to identify women leaders, build their confidence, build leadership capacities, and mobilise them for women's agendas.

The conference was an overwhelming success. Participants analysed the critical challenges of women's political participation. Crucial issues concerning a gender equity policy framework were put on the table. The conference created the momentum required for policy reform. The conference provided a clear sense of direction on how to go forward. The objectives of the conference were met and the expected outputs were definitely realised.

#### **Lesson learned:**

Administrative management of the conference could have been better. This is certainly a lesson in particular for possible future large-scale events.

#### **Indicators for outcome and impact:**

The conference produced a comprehensive communiqué and drafted resolutions with clear gender guidelines. The communiqué recommended for the establishment of three institutional arrangements to promote women's political participation in Southern Sudan - three 'tangible' outcomes of the conference:

1. Establishment of and support to the Caucus of Women Parliamentarians: The League of Women Members of the SSLA and State Assemblies",

2. Establishment of and support to an inter-party women caucus - the Consultative Forum of Women Office Bearers of Political Parties of Southern Sudan, CFWOBPPSS,
3. Formation of a Women Civil Society Network.

## Leadership Trainings

In 2006 GGEPP commissioned a Training Needs Assessment (TNA) to assess the training needs of women in leadership positions in the GOSS and in the 10 States. The findings are presented in a comprehensive report<sup>xxxiv</sup>. As a response to the identified needs GGEPP embarked on a Women Leadership Training programme for women leaders in the 10 States. A team of International and National trainers was contracted to develop training materials and conduct training in all the states.

The training programme took place in two phases. Phase I commenced in November 2007 and was finalised in March 2008. It focused on developing individual, personal confidence and empowerment for appropriate leadership skills. Phase II to be arranged beginning 2009 will focus on a more advanced level of leadership skills.<sup>xxxv</sup> Close to 300 participants were trained in leadership skills and they included women (and men) leaders from State Legislative Assemblies, the State Ministries, Civil Society, the army, the church, women groups and the private sector. A team of trainees (4 from each training) were nominated from eight state workshops to be trained as local trainers of leadership skills.

The GOSS and the State Governments were highly supportive to the training program.

Eva Nabbuto, trainer for the GGEPP project:

“It was like a glass. In the beginning it was empty, in the end it was overflowing.”

The evaluation mission interviewed several trainees of the Leadership Trainings during field visits in Juba, Malakal and Wau.

In Wau the evaluation mission had a meeting with 13 Members of Parliament<sup>xxxvi</sup>. The meeting involved a plenary discussion and a questionnaire evaluating the GGEPP training (see Annex). Main questions included: 1) How did you *use* what you have learned in the training? 2) What precisely have you learned about women’s political participation?

The answers give evidence that participants benefited from the GGEPP training<sup>xxxvii</sup>. They use the knowledge and skills acquired in their professional capacity as Members of Parliament. Male MPs have learned to appreciate the role of women in politics. Overall, it was evident that the level of awareness on women’s political participation was still very basic.<sup>xxxviii</sup>

## Impact of the Leadership Training (I)

### Wau – Members of Parliament – Western Bahr el Ghazal

**“Thanks to UNDP the situation is better compared to previous times.** There is a change in the Legislative Assembly in the thinking on political participation of women. In the past, we did not speak much about the situation of women. The UNDP Leadership Training deeply penetrates the way of thinking on women”.

**“The impact of this leadership training** can really be felt in the sense that MPs validate the effective role of women and the effective change in the political participation of women. The training has also raised political awareness about democracy, representation, and Human Rights, both for women and men. This is the first time in Parliament that there has been training for parliamentarians and this training has transformed them. Women have been more effective in implementation. Women know their position in Parliament. For example: 25%, is that enough? No, it is not. Education of women should be raised, and there should be leadership training. Women must be empowered as MLAs”.

(...) **“50 years of war made women participation in political life go down. But now, H. E. Mary Rose Mariono from Wau is in the Government, that is impact of UNDP”.**

## Impact of the Leadership Training (II)

### H. E. Mary Rose Mariono - A story of women's empowerment and GGEPP impact

**Mary Rose** tells the life story of a woman who struggled to educate herself and other women. She is now a Minister of Social Development, Western Bahr el Ghazal State, GOSS.

“The GGEPP workshop for women Parliamentarians was very successful. The participants were women and men, including quite a few who cannot read and write English. In the past only men were members of the Assembly, now we have 25% women. At State level we have 8 Ministers, I am the only woman”.

Local women Parliamentarians who had followed the GGEPP training organised a campaign to have Mary Rose appointed as a Minister. “The Governor and other people said: Women are not capable of proposing a candidate. So the women said: we will surely bring somebody. The women arranged everything. (..) They caught me by surprise, and I decided to agree.”

“So, there has been impact of the UNDP training in two ways: the women empowered in the UNDP trainings demanded a female Minister. And they had seen in the UNDP workshop that I am empowered and capable of being a Minister. If GGEPP gives 5 or 10 trainings, ¾ of the Assembly will be women, and there will be 2 or 3 female Ministers. So, please, continue the trainings!”

Several other examples of impact of the trainings were mentioned during the evaluation.<sup>xxxix</sup>

**Recommendations** based on observations during the evaluation visit:

- Action plans, included in these trainings, are recommended for all GGEPP trainings.
- There is a need for follow-up refresher trainings<sup>xi</sup>.
- Selection has been a big question. Women were identified by the States. The majority were women Parliamentarians, Arabic speaking, secondary school. It is recommended to diversify the trainings and adapt the level of trainings to the level of education.
- The training report is excellent<sup>xii</sup>. It is recommended that UNDP adopt high quality standard reports like this one as part of corporate procedures.

**Conclusions on the Leadership Trainings:** There is overwhelming evidence that the leadership trainings were an adequate response to a clearly felt need. The trainings were of high quality. They were transformative in the sense that for many women leaders they were a breakthrough in their personal journey to political empowerment. As the trainings have helped to build the capacities of key women leaders and potential leaders in a pivotal period in Southern Sudan, the trainings contribute to structural change.

There is no doubt that the leadership trainings had impact.

There is an obvious need for continuation and replication of the GGEPP leadership trainings on a larger scale, with a wider outreach, and with a long-term framework.

### Exchange visits

The GGEPP project organised three international exchange visits for Southern Sudanese Members of Parliament to South Africa (2006), Rwanda (2006) and Ghana (2007).

The rationale of the exchange visits was that “one of the most successful methods of learning is to observe best practices of similar institutions abroad”.<sup>xlii</sup>

GOSS has issued official GOSS reports and there are unofficial reports<sup>xliii</sup> of the visits<sup>xliv</sup>.

**Overall conclusion:** There is evidence that the exchange visits have been a successful method of learning best practices.

**Recommendations:** It is recommended that future exchange visits be better prepared and that follow be given so as to ensure that the visits meet the specific gender-and-good-governance related objectives.

1. The focus on “lessons learned on Gender and Good Governance” has to be stronger. The central focus of the mission should be guarded throughout the mission.
2. A specific ToR, a mission plan including preparations and follow-up,
3. Preparations to include capacity building for participants,
4. Selection of candidates to be transparent. Commitment to participating in follow-up,
5. A debriefing to stakeholders including lessons learned in the parliamentary context of Southern Sudan. Follow-up to be shared so as to generate wider impact.
6. More media coverage so as to generate more impact,
7. Report: a) Including information on process and results; b) Including paragraphs and recommendations on specific objectives; c) Names of participants, in what capacity; d) Report authorized by the SSLA / Specialised Committees; e) Acknowledgement of donor contributions; f) Budget versus expenditures.
8. UNDP to support formulating specific lessons learned for the project for each visit.

## **Implementing the 25% quota**

Several respondents mentioned that the GGEPP project enhanced awareness and skills of women leaders to advocate for implementation of the 25% quota.

### **Impact of the GGEPP project on the implementation of the 25% quota**

“One of the impacts of the project was in raising the awareness of the Government itself, in particular on the 25%. The 25% quota was in the Constitution but women have been pushing it. If there is a list of advisors or Committee members, and there is no 25% representation of women, the list is returned. This is an achievement of UNDP GGEPP”.

“The Governor of Western Equatoria is a woman, this is because of the 25%. In Parliament we now have 3 women Deputee Speakers. We have women commissioners at State level. This is uniquely because of the GGEPP project. This is Impact”.

“Some parties came up with less than 25% women in the Parliament, so we said, some of these seats must be evacuated. We sent a request to the president and he released those men and women were brought in. This is a result of the GGEPP project.”

“Now there are 19% women at GOSS Parliament level, so there is still a long way to go. But at local level some States have moved beyond 25%, like Lakes now has 14 seats (out of 48) for women”.

Dr. Julia Aker Duany, Undersecretary, Min. of Parliamentary Affairs, GOSS

In Wau the evaluation mission had a discussion in the Parliament. One of the male MPs said: “Why not move to 50% women?” Other men replied: “No, the women are not yet ripe for it, they first need more training”. Then the two women in the meeting replied: “Why no experience? No expertise? We are experts in hardship, in surviving, raising our children during the war, we don’t need training first”. This discussion in itself is, according to observers, partly a result of the GGEPP trainings.

## **League of Women Members of Legislative Assemblies and Forum of Women Office Bearers**

One of the outcomes of the National Conference was the establishment of the League of Women Members of Legislative Assemblies of Southern Sudan, consisting of the women members of the SSLA and the 10 Assemblies. A draft conceptual framework was developed after consultations in the 10 States and subsequently reviewed by GOSS Ministries and the

political parties. The LWMLASS is a powerful mechanism to take up women's interests at the policy level. GGEPP has supported the institutionalisation of LWMLA thereby contributing to ownership and the likeliness of sustained impact.

**Recommendation:** provide capacity building and technical support to the LWMLASS, including meetings space and equipment.

An other outcome of the National Conference was the establishment of all-party Women Caucuses (Consultative Forums of Women Office Bearers of Political Parties of Southern Sudan) with the objective to enable networking among women office bearers and activists in all political parties, to take up the cause of women in an intra-party context. GGEPP facilitated the drafting of a constitution for the Caucuses.<sup>xlv</sup>

### **Support to Civil Society Organisations - South**

A third level of impact of the GGEPP project in the South is the level of civil society. Establishment of a viable women's civil society network has been on the agenda as one of the hoped-for outcomes of the GGEPP supported national conference in the South, but it is acknowledged that this has not been the strongest side of the conference.

The project supported civil society groups in three Southern States<sup>xlvi</sup>. The evaluation mission visited women's groups supported by the GGEPP project in each of these States and interviewed women, individually and in groups, on their perceptions on the GGEPP support and the perceived impact of the trainings and other activities provided by GGEPP.

The **conclusions and lessons learned** of these interviews are:

- The organisational capacities of Civil Society Organisations in the South are low,
- GGEPP has provided leadership training and other support to civil society women some of which are potentially strong leaders,
- Women interviewed during this evaluation are positive about the support provided,
- All say they can use what they have learnt in their work as women leaders,
- Some have a clear list of what they would like to learn and how that relates to the activities they would like to undertake,
- The majority of women request skills related to employment generation activities,
- Another need mentioned by most women is knowledge/skills related to O.D.,
- Not all women would like to 'go into politics' but they emphasize the need of working relationships with those in politics. ("if you are on the ladder and you climb to the top, you need others at ground-level for you to hold the ladder, otherwise you fall").

**Tereza Vasilio, Director of WOTAP  
on relations between Civil Society Organisations and the Parliament**

"It is very important for women in Civil Society Organisations to support the women who are in Parliament, so that women in Parliament know what the problems in Civil Society are, and how to address these at a political level. Members of Parliament can educate Civil Society and vice versa."  
"Civil Society is the root, the very springboard of democracy. It is the grass-root of democracy. Women are experts in what civil society needs, especially in post-conflict societies, for having gone through war women want peace and change. Women want to spread the spirit of change."

## 4. Underlying factors

The project faced a number of (positive and negative) challenges to attainment of the expected results. The major underlying factors are mentioned below<sup>xlvii</sup>.

### 1. The historic context of the Comprehensive Peace Agreement (CPA)

The CPA signed in January 2005 was a milestone in Sudanese history as it meant an end to 22 years of war in Sudan, the longest-ever war in Africa.

The peace protocol was signed on the basis of principles of human rights, equity and self-determination. The first phase of the GGEPP was implemented in the initial years of the period between the CPA, the elections (due for mid 2009) and the Referendum (2011) – a period marked by huge political changes. The end of the war itself created a democratic space and women leaders in the North and the South, involved in the GGEPP project, have successfully managed to use that space for ‘spreading the spirit of political empowerment’.

### 2. South-North relationships

UNDP-Sudan has a one-country programme in which there are 6 national-level projects<sup>xlviii</sup>. GGEPP has been the oldest of these national, North-and-South projects, and it suffered from that, the main reason being that it was designed before GOSS was established.

The project ‘inherited’ a number of North-South sensitivities related to 22 years of war, political subordination and discrimination. This affected the project coordination and communication right from the start.

In retrospect it can be said that there has been insufficient ownership in the South for the project to acquire a comprehensive north-plus-south perspective of good governance and equity in Post-Conflict Sudan.

The main sensitivities were related to (or surfaced in relation to) management issues, reporting, protocol and perhaps most of all the fact that some of the stakeholders in the South felt that the issues emphasized in the project document were not the priorities of the South. This has been a major factor seriously challenging the comprehensive perspective of the project – a factor that has deeply affected the project throughout its implementation.

### 3. Nascent government structures in the South

The entire governance set-up in the South is ‘work in progress’. This is the context against which the GGEPP project in the South has to be seen.

When GGEPP started in 2005 the Government of South Sudan was brand-new. 2006-2007 were the years of getting basic structures in place. This implied, initially, confusion between Ministries, including demarcation issues and personality-driven frictions and competition. Moreover, the new state is characterised by a basic lack of experience at all levels<sup>xlix</sup>.

Today a base-level of functioning governance institutions is in place. This nascent stage of state building has been a constraint as well as an opportunity, as it has enabled potentially innovative elements in the partnership between UNDP and the government, as compared to working with established state structures.<sup>1</sup> UNDP has managed to maintain a unique partnership with the GOSS. It also means a critical challenge in view of the low implementing capacity of the counterpart government institutions.

### 4. The need for ownership

In view of the newly emerging state structures the GGEPP project has chosen a flexible approach, responsive to the needs evolving on the ground, and allowing for maximum ownership of stakeholders within the confines of the project framework.

Some respondents have mentioned that a post-conflict situation like Sudan requires a great deal of flexibility and the possibility of modification of result-oriented indicators.<sup>li</sup>

### **5. The legacy of the war**

The legacy of war, destruction, violence and trauma has deeply affected the project implementation in the South. The long years of instability due to protracted struggle have left an indelible impression on the political situation.

Several respondents have pointed at the relation between war, a “culture of violence” and macho-culture ‘inherited’ from the war and the slow pace of change due to deeply entrenched gendered values.<sup>liii</sup> There is no doubt that the “culture of violence” affects the level of achievements of a project aiming at transformation of gender equalities<sup>liiii</sup>.

### **6. Post-CPA developments in the North**

Some of the project activities addressed post-CPA development in the North, like advocacy towards a gender perspective in the Constitution and civic and voter education in partnership with the Election Commission. Political dynamics beyond UNDPs control (the Constitution working without consultation, the elections postponed) were among the critical factors obviously affecting project implementation.

## **Constraints**

The evaluation identified eight (8) major – external and internal – constraints. Some of them are addressed elsewhere in this report in more detail.

1. The project was too ambitious.
2. An Advisory Committee was established (in the North) but it came together only twice. A joint North-South Advisory Committee was never put in place.
3. Management issues affected project implementation. Overall, guidance and support should have been stronger. A high turnover of staff (especially at programme officer level in the North<sup>liv</sup>) affected continuity and effectiveness.
4. North-South coordination and communication should have been improved.
5. Delays in disbursement of funds (up to 9 months) delayed project implementation,
6. Several project components lacked a clear implementation strategy.
7. Insufficient funds caused cancelling of activities. Careful budgeting is needed.
8. Bureaucratic procedures were an obstacle to a dynamic and flexible response to demands posed to the project in particular by civil society partners.

## 5. Project set-up and Management Arrangements

### ***North-South Institutional Project Set-up and N-S communication***

The management arrangements for technical support and guidance provided to GGEPP North and South have not been sufficient in view of the complexity of the project set up. Functional and strategic relationships between GGEPP North and South offices have not been conducive to a dynamic and synergetic joint South-North GGEPP project management. These are the two messages communicated by nearly all respondents working in the GGEPP project between 2005 and 2007.

Indicators for insufficient relations between North and South include: The low number of visits from the project managers South-North and North-South; low number of joint meetings; the reluctant follow up to and the tone of email communication; lack of or insufficient joint annual planning; constraints in submission of joint reports to the donor; perceptions of ‘problems’ and ‘problem solving’, lack of ‘enthusiasm’, lack of exchange of reports and lessons learned on similar activities in the North and the South. There is a need for improvement of project coordination and communication between Juba and Khartoum.

The potential constraints of the North-South management structure were acknowledged by the Advisory Committee (PAC) in an early phase<sup>lv</sup>. One of the issues was two project managers (N-S) reporting to one portfolio manager at Khartoum level. The constraints increased in the course of the project; they affected project implementation capacity and became a drain of energy for the project staff. It was decided not to revise the project management structure. With hindsight it would have been better if the management had acknowledged the impact of the project management structure on the project implementation capacity.

The lack of communication is a lost opportunity as several activities could have benefited immensely from the experiences of the (S-N) ‘counterpart’.<sup>lvi</sup>

The new GGEPP Project Document in its paragraph on ‘Strategy’ mentions that the project strategy will be guided by an ‘integrated approach as much as possible, enhancing coordination of activities of the North and the South to create synergies’. Coordination between North and South has been one of the bottlenecks of the project implementation. North-South coordination and communication needs to be drastically improved for the project to increase its effectiveness. It is important to note that all sides emphasize that the communication problems are not related to personal issues.

To address this question the evaluation mission had proposed to organise a workshop with programme and project staff from the North and the South. Small scale, focused, one day. The North-South workshop was planned but had to be postponed at the last moment for reasons of incompatibility of agendas and obviously also because of lacking commitment to find a solution that would have been suitable for all parties.

This evaluation mission regards this, too, as a lost opportunity as a joint workshop might have managed to get ‘the issues on the table’ and jointly create workable solutions.

For the purpose of ownership, management, clarity to donors and ‘compatibilité d’humeurs’, bifurcation of the project would be a ‘solution’; however, in view of the UNDP overarching mission in Sudan this cannot be an option.

## **Recommendation**

This evaluation recommends an organisational structure that reflects the comprehensive, overarching CPA perspective in combination with relatively autonomous Northern and Southern project components below the level of the Project Manager, so as to avoid bifurcation of the project while allowing for a high degree of autonomy of the Northern and Southern project components. This structure is expected to provide for maximum ownership and allow for maximum benefit from the diversities in the project. The Project Manager should be 50% accountable to the South and 50% to the North, to be implemented through matrix management.

Whether this 'works' could be a matter of finding the right persons at the right place. It also requires drastic efforts to build confidence, improve team building - this is to a considerable extent a Human Resources issue.

This structure should be evaluated in March 2009.

The follow up project after mid 2009 should give maximum autonomy to the project-North-and-South at all project levels.

## **Monitoring, Evaluation**

The project document stipulates that the project will establish an Advisory Committee 'at the national level', composed of relevant stakeholders<sup>lvii</sup>. "Once the requisite consultation process occurs in the South, it would be decided whether to form a similar advisory committee there with the necessary links to the northern committee"<sup>lviii</sup>.

The Advisory Committee was established and a ToR was developed. The national project manager, in conjunction with the project manager for the South and in collaboration with the UNDP Portfolio Manager were to be responsible for the overall monitoring of the project, "including preparing 6-monthly reports detailing achievements / constraints, to be discussed in-depth with the Advisory Committee". Targets and benchmarks were to be established to monitor progress and output/outcome.

The project document is very clear about the monitoring and evaluation provisions but they were not implemented. The Advisory Committee (North) came together twice<sup>lix</sup>. The PAC, however, did not provide the required guidance - it is unclear whether they understood their role as such. This has been mentioned by project staff as a serious constraint of the project. The Advisory Committee in the South was never established. Obviously, a combined north-south monitoring mechanism has been non-existent. This is unfortunate as this could perhaps have been the level of engagement towards a break-through in the north-south impasse.

Monitoring visits were undertaken, but they should have been more frequent, with a clear ToR, monitoring reports and monitoring of follow up.

A mid-term evaluation is foreseen in the project document. The Mid Term Review is to formulate recommendations which should form the basis of a review and if necessary a reformulation of the workplan. The mid-term evaluation in the strict sense never took place, but in the north a GGEPP Project Review was held in August 2006.<sup>lx</sup>

**Recommendation:** The follow up project has to have a proper Project Board responsible for making by consensus management decisions when guidance is required by the Project Manager including recommendations for approval of project plans and revisions<sup>lxi</sup> in accordance with UNDP corporate rules and standards<sup>lxii</sup>. It is recommended that representation of both Government and Civil Society beneficiaries be included.<sup>lxiii</sup> An option to be considered is two Project Boards (one North, one South) with shared learning.

## ***Project revisions and reporting***

One of the **lessons learned** of the GGEPP project is the importance of proper follow up to project revisions in accordance with UNDP corporate policy including communicating the modifications to stakeholders.

This evaluation faced serious constraints in assessing whether each of the activities listed in the project document have actually been implemented in accordance with the planning. An output-versus-input assessment in the strict sense of a one-to-one assessment of each activity has not been possible for several reasons:

There have been substantive revisions of the project. Sometimes these revisions are documented, sometimes not. A major revision took place in August 2006<sup>lxiv</sup>. The revisions were documented in a detailed retreat report, but the process and status of the decisions was not clarified, the results framework was not changed accordingly, and changes were not communicated to stakeholders<sup>lxv</sup>. Expenditures have not always been accounted for in accordance with allocated budgets, reporting has not always followed the results framework, and sequence and numbers of expected outputs in the results frameworks were revised.

### **Recommendation:**

Revisions of the project document should strictly follow UNDP corporate procedures.

## ***Staff and beneficiaries' perceptions of what may be improved***

Project staff and beneficiaries were asked what according to them should be improved in a follow-up project<sup>lxvi</sup>. Staff and beneficiaries gave the following recommendations:

1. Overall guidance and support from UNDP management should have been stronger;
2. Management should ensure qualified and continuous project staff. High turnover of portfolio managers in GGEPP North; since May 2008 GGEPP South faced lack of a Project Manager. HRM support needed to prevent fast turnover of project management staff. HRM support needed to ensure fast implementation of vacancies.
3. Management should give unequivocal directions regarding strategic and implementation issues,
4. Bureaucracy is felt to be a constraint. Management support is required to overcome and speed up bureaucratic procedures (e.g. procurement).  
Follow-up project / training for elections needs flexibility (e.g. waivers).
5. Senior management should have had one joint position on North-South,
6. Better coordination in N-S financial reporting (to prevent delays in disbursements).
7. Communication between North and South should be improved,
8. Some staff say: The project in the North and the project in the South should be separated to the maximum extent. Others say: improvement of relationships between the project staff in the North and the South is needed in order to achieve a comprehensive positive result for the country as a whole (see the paragraph above).
9. Project monitoring at field level should be improved. A monitoring mechanism should be incorporated in the follow-up project including monitoring at local level,
10. There is a need to give key stakeholders clarity about the project's continuity (in particular the Forums).
11. The need to find an easier way to work with partners (which GGEPP has trained).
12. Capacity building for UNDP and project staff ; attention for personnel and career development.

## 6. Partnerships

### ***Partnership strategy of the GGEPP project***

Partnerships have been an essential component of strategizing on gender and good governance of the GGEPP project. The partnership strategy has been appropriate and effective. Partnerships are a major source of ownership of the project and a factor contributing to the likeliness of its sustainability.

The project has created invaluable partnerships with high calibre women and men (Sudanese women in political parties and members of Parliament). Real partnerships, the partnerships that move and mobilise towards democratic change cannot be designed in a project document. They are the result of political vision and human qualities. Credit has to be given to the staff in the GGEPP project and in UNDP for bringing about and sustaining the partnerships.

In the North partnerships have been at the heart of the very project design and they formed the backbone of the project implementation<sup>lxvii</sup>. Partnership with the Women in Political Parties Forums is the ‘reality check’ and a formidable source of inspiration for the project. Partnerships provided direction to the project and vice versa – it has been two-ways. In the South partnerships have been crucial in mapping out the niche areas for actions and identify strategic directions to promote the gender agenda<sup>lxviii</sup>. The GGEPP partnership arrangements and the role partners have played have resulted in the recognition of gender issues at the top leadership and political levels.

### ***Coordination within UNDP and with other UN programmes/projects***

GGEPP project has maintained good working relations with other projects in UNDP and other UN agencies<sup>lxix</sup>. GGEPP addresses an issue that is a key corporate priority for UNDP. The GGEPP follow-up project will ensure proper coordination with relevant UNDP/other UN projects and coherence with other UN interventions<sup>lxx</sup>. Partnership modalities will follow the “One UN” principle<sup>lxxi</sup> and corporate UNDP guidelines. In short term solid cooperation with the PIP (Election) project is a *sine qua non*. Coordination on election related activities is ensured through the Gender Election Task Force, involving representatives from UNDP, Unifem and UNMIS<sup>lxxii</sup>.

### ***Cooperation with the Government of Sudan and Ministries***

The project acknowledges a need for stronger relationships with the Ministries. In the North partnership with the General Directorate for Women and Family Affairs of the Ministry of Social Welfare, Women and Child Affairs is already strong and several project activities have been implemented jointly with the Ministry but efforts are ongoing to give the collaboration a more systematic footing. The Ministry is in favour of stronger Government involvement in the project for the purpose of national ownership.<sup>lxxiii</sup> In the South the GGEPP project is making efforts to strengthen relationships with the Ministry of Gender. Partnership with the Ministry of Parliamentary Affairs has been strong (see below). The follow-up project has a definite commitment to be more responsive to the particular needs of the Ministries. So far, the project addressed the needs of Ministerial departments by

responding to specific demands, in which cases the GGEPP support has been appreciated. GGEPP has also organised capacity building to Ministries and given technical support.

The Ministry of Social Welfare, Women and Child Affairs and MIC communicated recommendations to the follow-up project that have been incorporated in this report<sup>lxxiv</sup>. The Registrar of Political parties<sup>lxxv</sup> in meeting with the Evaluation Mission emphasized the congruence of the GGEPP project and the National Policy. He is highly appreciative of the GGEPP project: “In my opinion GGEPP was one of the most successful projects”.

“Partnership with UNDP has been really good, more than with other UN agencies, because of flexibility. For example resources: when nothing comes from others, UNDP comes in. Is this institutional or personal? It is institutional made by people. A matter of attitude. The situation in the South requires flexibility. It is more than formal partnership, it is real partnership. If we go to the field there are challenges, we go together. For example we went to Warrap for a GGEPP training. There are no buildings in Warrap state. So we decided to buy tents, we dug toilets. With another agency you cannot do that. So, to me that is real partnership. That is rare.”

Dr. Julia Aker Duany, Undersecretary, Min. of Parliamentary Affairs, GOSS

Specialised Committee on Gender, Hon. Abuk Payiti (GOSS):

“UNDP supported this Committee very much. In the past, 75% of this Committee consisted of women, now we have 15 men. This is an indication of men having become more committed to women’s political participation. This is really partially the impact of our cooperation with UNDP.”

## ***Partnership with Civil Society***

In post-conflict societies, Civil Society and NGOs can play a crucial role in making lasting peace a reality. In Sudan, 22 years of war and an increasingly powerful role of the centre in Khartoum have fundamentally weakened civil society with the notable exceptions of some articulated groups most of which are Khartoum-based.

Partnerships with civil society and NGOs are particularly relevant for UNDP, both as partners and as guides to the formulation of a strategy. There is a need to develop institutional partnerships with civil society organisations. There is also a need for more clarity (a strategic framework) on the mechanisms that can be used in creating partnerships with civil society. Institutional linkages with CSOs could constitute a solid foundation for **sustainability** in terms of organisational structures, project approach, human resources. Also, they are expected to contribute to increased **ownership**.

UNDP-South explicitly mentions support to civil society in its mission statement<sup>lxxvi</sup>.

The cooperation extended by UNDP to CSOs is much appreciated. However, for civil society organisations collaboration with UNDP also has many constraints related to inflexibility, bureaucratic rules and the perception that CSOs are seen as contractors or providers of services rather than partners.<sup>lxxvii</sup> Support to Civil Society (in particular through the Forums) has been the backbone of the GGEPP project<sup>lxxviii</sup>.

UNDP’s capacity to partner with CSOs and NGOs is governed by internal rules and depends on the preferred role of the CSO or NGO.<sup>lxxix</sup> In 2004, UNDP endorsed simplified NGO execution procedures in post-conflict situation<sup>lxxx</sup>. Two types of relationships with CSO would be relevant for the follow-up GGEPP project:

1. Engaging the Forums in civic education in rural areas. This could be done through partner arrangements.

2. Partnerships with CSOs through provision of small grants for strengthening grass roots activities in particular for economic activities, as requested by CSOs. This would require management support for reporting, accounting etc.

### **Conclusions:**

- Support to civil society networks has not been the strongest part of the GGEPP,
- Wherever GGEPP provided support to CSOs there was impact, be it at a modest scale.
- UNDP support has been highly appreciated; there is a great demand for more support.
- There is a need for scaling up UNDP support to civil society organisations.

### **Recommendations** based on interviews with civil society women leaders:

- Strengthen institutional partnerships with civil society networks / CSOs,
- Provide follow-up training to CSOs, continue the leadership training on a large scale.
- Continuation of joint Government-cum-CSO trainings is recommended.
- Elaborate the Leadership training, include advocacy in relation to life-issues like income generation, health, education, joint community work, violence, etc. Make these trainings as contextual and tailor made as possible.
- Provide grants to networks of CSOs for activities supporting women's empowerment.
- Establish partnership and provide support to an established NGO with solid expertise in organising economic activities for women at grass root level, to facilitate training and organisational support to women's organisations and civil society organisations. Develop this as a full-fledged UNDP project, in close cooperation with ongoing UNDP projects (support to the States, follow-up GGEPP etc). A combined approach of advocacy and economic empowerment is a strategic intervention, as is evident from development interventions elsewhere.
- Involve women leaders in civic/voter education at grass-root level as Trainers of Trainer. Many women's groups in Sudan are working on elections, few at grass-root level. UNDP has contacts with civil society groups who are eager to work on civic education at grass roots level. Involve them in the follow-up GGEPP project.

#### **One of the women Civil Society Leaders**

"When the elections are coming we want to mobilise women in the rural areas to vote. We want to train women. How to address women's priorities, what are the interests of women, how to work in the community without violating culture, how to participate in leadership positions. We don't want to wait, we want to start very soon!" "One of our constraints is how to move to the rural areas. We need further training on women and elections, and we need funds to cover our travel expenses".

### **Impact of support to Civil Society**

#### **Mama Lucy Akello, Juba, on UNDP partnership with Civil Society**

Everybody calls her Mama Lucy. She tells with a soft voice.

"We started during the war. Women tried to escape the violence, they ran away for the shelling, they were caught between the government and the SPLA. They came here. For help. These women were so poor. They had no salt to put in the food for their children. There were women who gave birth here, on my doorstep. That is where it started. We needed traditional birth attendants, we needed to train them. They needed shelter. They needed food. They needed child care. Women were raped and they came here for protection and help. No, there is no justice for rape, men in uniform all look the same, isn't it? There were a few who were recognized later but then they killed their victims....

We got women together for income generating activities. At that time, during the war, there was only one person who supported us. Now we have support from different sides. We are happy that UNDP supports us. UNDP stood by us, even during the war. Does it make a difference? Yes, it does."

## 7. Conclusions and Recommendations

### *Lessons learned and Conclusions*

This evaluation found that the project has been overall successful in achieving two out of three project objectives; the third objective has been achieved to a lesser extent.

1. The project has been highly successful in strengthening the capacities of potential Sudanese women leaders and institutions impacting women's political participation (objective nr. 1);
2. The project has managed to raise the Sudanese public's awareness of good governance principles and the importance of the political participation of women (objective nr. 2).
3. The project has been less successful in improving the conditions for gender-sensitive policy reform for political participation (objective number 3).

In sum: The project generated impact. The project is valid and relevant. The project is addressing strategic intervention points.

The **key conclusion** of this evaluation is: The struggle for good governance and increased political participation of women has made some significant achievements after the CPA. UNDP has made a modest contribution to this struggle through the GGEPP project. The struggle still has a long way to go and needs to be supported by the international community. It is highly recommended that UNDP continue its support to this project.

GGEPP North and South have their strengths at different levels.

In the South, the GGEPP project has received an overwhelming response at State level. The major outcome of the project in the South is in increased gender sensitivity of the Government itself, including the Parliaments, at central and State level, and in women's awareness of policy issues.

In the North, the greatest response of the project has been at the level of women leaders in civil society and with members of political parties, including Members of Parliament. A success factor of the project in the North as well as in the South is the creation of a remarkable resource base for leadership trainings in terms of trainers' capabilities. A significant outcome of the project that is difficult to catch in 'indicators' is a tremendous enthusiasm and 'spirit' of women's empowerment among the women and men having participated in the leadership trainings either as trainers or as beneficiaries.

Lessons learned have been incorporated throughout this report. The evaluation has generated lessons learned at different levels: at project level, at programme level and at the wider level of development interventions internationally.

### *Key Recommendations*

This Final Project Evaluation report provides ten (10) Key Recommendations based on the key findings of this evaluation study, plus twelve (12) additional recommendations. In addition, detailed recommendations are found throughout the report.

#### **1. Extend and expand the project.**

The project has managed to generate outcome and impact. The present approach has proven to be an appropriate and effective response.

Root causes of lack of political participation of women are still equally existent, there remains an unmet need, and gender equality has far from improved.

Recommendation: replicate and consolidate the project, deepen the project approach so as to intensify and expand project impact.

**2. Long-term time frame.**

For strengthening women's political participation a long-term time frame is required. If possible, commitments should be made (by UNDP, stakeholders, donors) beyond UNDAF - 2012. The funding base should be expanded.

**3. Partnership with GOS and GOSS.**

Strengthen Partnership and Institutional Linkages with the Government. Ownership, which is already strong with some Ministries and Departments, should be increased, not only with the Ministries of Gender. Define a Strategy of Advocacy to ensure that the relevant Ministries and Departments of the GOS and the GOSS adopt this project as part of their overall governance and wider development strategies. Build in project components that respond to the needs of the Government.

**4. Partnership with Civil Society**

Develop a clear and solid strategy of support to civil society organisations. Strengthen partnerships with CBOs working on women's empowerment. GGEPP has raised expectations among civil society groups, and it has not always met these expectations (South and North). Build in project components responsive to the needs of CBOs pertaining to women's political participation. Assist CBOs working on women's empowerment in implementing effective advocacy strategies.

**5. Management support**

The management of the project must be strengthened. Senior management should give unequivocal directions regarding strategic and implementation issues. Staff members should be carefully selected. Improvement of HRD should reduce staff turnover.

**6. North-South coordination**

An organisational structure be designed that reflects the comprehensive overarching perspective in combination with separation below the level of the Project Manager so as to avoid bifurcation of the project while allowing for a high degree of autonomy of the N and S project components. The Project Manager should be 50% accountable to the South and 50% to the North. Evaluate this structure March 2009.

Follow-up project after mid 2009 to give maximum autonomy to North and South at all project levels.

**7. North-South communication**

The project should make maximum use of the diversities in the project. Sharing strategic and implementation issues, exchange of lessons learned, sharing activity reports. A plan for improving N-S communication to be developed 2008-2009.

**8. Expansion of geographical coverage and expansion to grass roots level**

It is recommended that the project increase its outreach within the 15 States in the North and the 10 States in the South. Expansion should cover all project activities. Consultation meetings to be systematically undertaken. The project should try to identify and increasingly respond to the context-specific needs in the States.

#### 9. **Monitoring / Gender Focal Points**

The establishment of decentralised ‘Gender and Political Participation Focal Points’ in the States may be considered (Gender Focal Points), liaised to the UNDP field offices or in arrangements with established partnerships. The GFP would support project implementation and monitoring and function as a ‘bridge’ between local partners and the project. The Gender Focal Points may also be instrumental in the implementation of other projects addressing women and/or governance. The GFP could meet at regular intervals for monitoring and mutual strengthening. LGRP has already begun to create gender focal points in the counties - so this is a possibility in the south.

#### 10. **Documenting, visibility**

Document the process, document lessons learned. Build in visual documentation. Produce visual training materials. Create a webpage for the project. Ensure maximum use of the manuals, activity reports, research documents. Put research documents on the web. Increase media coverage to disseminate lessons learned and enhance impact. Produce a documentary on the struggle for women’s political participation in North and South Sudan.

Design a better, more accessible **name** for the follow-up project.

#### **Additional recommendations:**

#### 11. **Reporting to be strengthened**

- Project reporting formats and guidelines need to be maintained (UNDP corporate format and as per the requirements of the funders).
- Reports could be improved from a transparency point of view if all reports including financial reports would follow the results framework in the project document.
- Institutional memory requires narrative reports (= lesson learned). They should be accessible, specific, avoid jargon and try to catch the richness of the project (= lesson learned). Produce a final project report and high quality activity reports for major project components including analysis and lessons learned and follow-up, reflections on project methodology, development of indicators for success etc. This is needed in view of the continuity of the project and the high turnover of staff.
- An evaluation cannot serve the purpose of end-of-project reporting.
- Project revisions need to be documented and formally approved.

#### 12. **Procedures pertaining to project revisions**

Revisions of the project document should follow UNDP corporate procedures.

#### 13. **Quantitative and qualitative indicators.**

Develop a mix of qualitative and quantitative indicators. Integrate these in UNDP result frameworks. Negotiate this with SP donors.

#### 14. **Follow up project: Observing UNDP corporate standards**

In accordance with UNDP corporate standards a follow up project should have a) a Project Board – a clear mechanism overseeing the project involving key counterparts including donors. It is recommended that the Board include Government and Civil Society beneficiaries; b) a clear counterpart (GOS-GOSS); c) Logframe, results framework; d) reporting in accordance with UNDP guidelines; e) Mid-Term Review.

**15. Need for increased coordination and harmonization**

In order to maximize impact the project has to be part of an integrated approach combining multiple strategies. Strengthen coordination between GGEPP and other UNDP projects and between UNDP projects and other development interventions.

**16. Gender**

It is recommended that the follow-up project use a gender approach: involve men and women. The project may design a strategy plan for mixed and women-only activities.

**17. Leadership Training**

Elaborate the Leadership training, include advocacy in relation to life-issues like income generation, health, education, joint community work, violence, etc. Make these trainings as contextual and tailor-made as possible.

**18. Advocacy and economic empowerment**

Provide grants to networks of CSOs for activities supporting women's empowerment, as prioritised by the group. Establish partnerships and provide support to an established INGO with solid expertise in micro-credit and economic activities for women at grass root level, to facilitate training and organisational support to CSOs. Develop this as a full-fledged UNDP project, in close cooperation with ongoing UNDP projects. A two-pronged approach of advocacy and economic empowerment is a strategic intervention, as is evident from development interventions elsewhere.

**19. Integrate a Do No Harm perspective.**

In view of Sudan's susceptibility to renewed conflict it is UNDP corporate policy to mainstream conflict sensitivity into its programmes.<sup>lxxxix</sup> It is recommended to integrate a Do No Harm perspective in the follow-up project.

**20. Notions of care**

The basic concept of gender equity refers to a vision of a 'different' socio-political reality governed by notions of humanity, care, compassion, mutual respect, diversity and beauty. It would be nice if this could be made a 'trade mark' of the project.

It is recommended to incorporate elements of care and beauty in every single project activity, including human resources, working environment and project organisation.

A list of do's and don'ts may be helpful in the beginning to 'set the standard'.

Team Building activities may be more effective and pleasant with an element of care.

As much as single people can be role models for thousands, spaces can be. The project office could be an 'accommodating space'.

**21. Hospitality** and travel costs for volunteers.

Be creative in providing hospitality and paying 'respect' to those contributing to the project on a voluntary basis, especially civil society partners. Integrate budgets for hospitality and if needed travel costs.

**22. Project evaluation** should preferably take place 2-3 months before the end of the project, so that outputs can be assessed while the key informants (staff) are still available and the infrastructure is still in place.

An evaluation cannot serve the purpose of end-of-project reporting; an end-of-project-report should be completed before the final project evaluation.

## **Annexes**

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**Annex 4: Evaluation Matrix: Achievements vis-à-vis intended outputs**

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**Annex 8: Evaluation Methodology, Inception Report**

## Endnotes

**Good Governance and Equity in Political Participation in Post-  
Conflict Sudan Project (GGEPP)  
UNDP  
Final Project Evaluation  
Report**

**November, 2008  
Welmoed E. Koekebakker**

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# ANNEXES

## **Annex 1: Terms of Reference Evaluation Mission**

### **Terms of Reference**

### **End of Project Evaluation Consultancy**

### **Good Governance and Equity in Political Participation Project (GGEPP)**

#### **1. Background and Context**

The conflict in Sudan has had a devastating impact on the country's capacity to realize its socio-economic and political development. Sudan faces a challenge where great efforts need to be exerted to rebuild and transform the country. These changes could be achieved through good governance that ensures equal representation of all citizens, men and women and the vulnerable groups in all participatory processes that promotes and embodies equity, transparency, accountability and inclusiveness.

Sudanese women across the country have struggled and still struggling to be recognized widely and strategically in all the processes of good governance. There are similar challenges along these lines but there is a varying degree of the problems and situations from different frontlines where women's concerns are utmost priorities. The Sudan conflicts over the years have prevented the country's opportunities to growth and progress and deprived the voices of the marginalized groups to be heard for very long time.

In the North, while Sudanese women's participation in the legislative arena has initially increased since 1965, women's participation in the legislative body has continuously increased in an uneven proportion and distribution, and that representation varied across Sudanese states and localities. Although more women have been included, recognized and appointed to participate in the legislative assemblies during civilian and military regimes, and their numbers have generally increased, their voice, influence and impact on political decision-making is minimally seen and felt in the process.

In the South, where women's education rates are appallingly low, the political marginalization of women is even more apparent in the nascent governing structure which was established only after the signing of the Comprehensive Peace Agreement in 2005. The observance of traditional or customary norms and traditions and other institutions in most part of the southern states, responsible for dispensing law and order to the majority have for the most part seriously marginalized women. Social, cultural, and economic practices discourage women's participation in the decision making and political processes. Furthermore, women empowerment is discouraged by low access to services and income. .

To create an enabling environment conducive for women and to respond to their challenges, Sudanese stakeholders and the population at large are responsible to act and reduce acute poverty and provide viable solutions to stop political instability, economic insecurity and achieve lasting peace.

GGEPP Project was designed to promote good governance principles and practices; advocating and strengthening equity and advancing the roles and responsibilities of all political parties in democratic change and leadership that is transparent, accountable, inclusive and free of corruption.

The following are the specific objectives of the project:

To enhance the capacities of potential Sudanese women leaders and institutions impacting women's political participation;  
To raise the Sudanese public's awareness of good governance principles and the importance of the political participation of women; and  
To improve the conditions for gender-sensitive policy reform for political participation.

UNDP began work in this area at the beginning of 2004 with its one-year project 'Women in Politics.' Despite being one of the smallest at UNDP, the project demonstrated the immense need for further work in this area, and achieved success in widening dialogue on the issue through engaging various segments of government and civil society.

Building on the Women in Politics Project, GGEPP project, which duration is from May 2005 (actual start-up of the Project August 2005) to Dec 2007, is expanding towards capacity building of national institutions as well as public awareness raising on sound governance and gender principles, necessary to collectively engage Sudanese communities in achieving equitable governance. With the funds received from the Royal Government of the Netherlands, the project aims at establishing a Sudanese cadre of women - from village to national level –who are trained and empowered to take up lead positions in the civil service (including local government) the legislature and the judiciary; and, to cooperate with men in contributing to positive social change. Particular emphasis in the South will be placed on the county level and below, given the less developed institutional context and the importance of building skills to access positions of leadership at local government and beyond.

## **2. Objective**

The objective of the evaluation is to assess and evaluate the project outputs vis-à-vis its timeline, delivery and activities based on the agreed project document and work plan as approved by Government of National Unity, the Royal Government of Netherlands and UNDP. Accordingly the evaluator will be responsible for:

Reviewing and assessing the progress towards achievement of the intended results, timeframe and work plan stated in the project document.

Reviewing the functional and strategic relationship between GGEPP North and South offices  
Reviewing project set-up for technical support, direction and guidance provided to GGEPP North and South

Reviewing the project coverage in terms of beneficiaries, geographical reach and responsiveness

Reviewing implementation issues and concerns that covers programme and policy levels

Providing bases for identifying appropriate actions in addressing gaps and reinforce initiatives that demonstrate the potential for success and continuity of the project

Another objective of the evaluation is to review lessons learned and provide recommendations for future programming and policies, as well as reviewing and make suggestions to the present work plan and strategies.

The evaluation is intended mainly for the GGEPP Project and results of which will be used as a policy and decision-making tool for the government, donor and UNDP in any reformulation that will enhance the implementation of the same. The activity will also look into the aspects of the project in relation to the programmatic advantages within the Governance and Rule of law Units of both the north and the south

In line with Country Programme evaluation plan for 2006/2007, as well as the outcomes and targets on the 2007-2008 Bridging Programme, UNDP Sudan Country Office is prepared to carry out an evaluation of the GGEPP project in 2008 which contributes to outcome 2 relevant to the empowerment and support to the parliament, political parties, civil society and media in the implementation of the CPA.

### **3. Scope of the Evaluation**

The evaluation will cover the project period from August 2005 up to December 2007 in both North and South Sudan. It will examine the extent to which objectives have been achieved considering the timeframe, inputs, processes, outputs and resources. It will also assess the work plan from January 2008 to June 2009.

This project evaluation will assess progress towards the objective results, the factors affecting the results, key UNDP contributions to results and assess the partnership strategy.

Results status: Determine whether or not the expected results have been achieved and, if not, whether there has been progress made towards its achievement, and also identify the challenges to attainment of the results. Identify innovative approaches and capacities developed through UNDP assistance. Assess the relevance of UNDP outputs to the outcome. Further, to determine whether the project has created opportunities conducive to women's political participation.

Underlying factors: Analyze the underlying factors beyond UNDP's control that influenced the results. Distinguish the substantive design issues from the key implementation and/or management capacities and issues including the timeliness of outputs, the degree of stakeholders and partners' involvement in the completion of outputs, and how processes were managed or carried out.

Partnership strategy: Ascertain whether UNDP's partnership strategy has been appropriate and effective. What were the partnerships formed? What was the role of UNDP? How did the partnership contribute to the achievement of the results? What was the level of stakeholders' participation?

Lessons learned: Identify lessons learnt and best practices and related innovative ideas and approaches in incubation, and in relation to management and implementation of activities to achieve related results.

### **4. Methodology**

Based on the objectives mentioned above, the consultant will propose a methodology and plan for this assignment, which will be approved by GGEPP Project management. A design matrix approach relating objectives and/or results to indicators, study questions, data required to measure indicators, data sources and collection methods that allow triangulation of data and information often ensure adequate attention is given to all study objectives.

However, it is recommended that the methodology should take into account the following, namely;

Strategic Results Framework (SRF) for a description of the intended results, the baseline for the results and the indicators and benchmarks used. Obtain information from the project gathered through monitoring and reporting on the results. This will help inform evaluation of whether expected results were met.

Examination of contextual information and baselines contained in project documents.

Validation of information about the status of the results that is culled from contextual sources such as the SRF or monitoring reports. To do this, consultant(s) may use interviews or questionnaires during the evaluation that seek key respondents' perceptions on a number of issues, including their perception of whether a result has changed.

Probing the pre-selected results indicators, go beyond these to explore other possible result indicators, and determine whether the indicators have actually been continuously tracked.

Desk review of existing documents and materials such as support documents, evaluations, assessments, and a variety of temporal and focused reports. In particular it will review mission, programme/project reports, the annual reports and the consultant's technical assessment reports.

Interviews with North and South office staff.

Interviews with key informants including gathering the information on what the partners have achieved with regard to the results and what strategies they have used including focus group discussions.

Field visits to selected sites; and briefing and debriefing sessions with UNDP and the Government, as well as with donors and partners.

## **5. Key deliverables**

The consultant will produce a report structured, totaling 30 pages plus annexes, with an executive summary of not more than 5 pages describing key findings and recommendations. The evaluation will entail, inter alia:

A report containing (Hard copy, a soft copy in MS Word and Acrobat reader, Times New Roman, Size 12, Single Spacing):

Executive summary;

Introduction, description of the evaluation methodology;

An analysis of key interactions (the results, substantive influences, GGEPP projects contribution and how UNDP works with other relevant actors) and associations between variables measuring the results;  
Key lessons learnt, highlighting possible future recommendations;  
Suggestions to guide future programming and policy;  
Assumptions made during the evaluation and study limitations;  
Conclusions and recommendations, including strategic plan for the future; and  
Annexes: ToRs, field visits, people interviewed, documents reviewed, etc.  
Provide a draft report before leaving Sudan, and submit a final report within two weeks.  
Debrief UNDP, Government of Sudan, GoSS, other UN agencies and development partners in Sudan.

## **6. UNDP's obligations**

UNDP will:

Provide the consultant with all the necessary support (not under the consultant's control) to ensure that the consultant(s) undertake the study with reasonable efficiency.  
Appoint a focal point in the project section to support the consultant(s) during the evaluation process.  
Collect background documentation and inform partners and selected project counterparts.  
Meet all travel related costs to project sites as part of the project evaluation cost.  
Supports identify key stakeholders to be interviewed as part of the evaluation.  
The project staff members will be responsible for liaising with partners, logistical backstopping and providing relevant documentation and feedback to the evaluation team  
Organize inception meeting between the consultants, partners and stakeholders, including Government prior to the scheduled start of the evaluation assignment.

## **7. Responsibilities of the Consultant**

The international consultant will undertake and be responsible for the assignment. S/he will work closely with the National Project Manager in the North, Project Manager in the South and the Portfolio Officer in UNDP Program.

The consultant will conduct a participatory evaluation for both north and south offices for improved understanding of the results for GGEPP Project, assessing the project achievement in fulfilling its objectives and work plan and provide recommendations and some intervention that will help project to achieve and bridge any limitation and gaps found, specifically:

Review the effectiveness and the methodology of the overall structure;  
Review the effectiveness in addressing responsibilities, achievements and impact as well as the remaining gaps towards capacity building, raising awareness and advocacy;  
Review the sustainability of the capacity building achievements;  
Map the current flows of information within GGEPP North and South Office;  
Identify ways to potentially strengthen role of GGEPP (..) and stakeholders;

On the basis of the outcome of the evaluation, prepare strategy and detailing recommendations on how the project can most effectively continue to support the good governance and political participation, as well as creating synergies with other UNDP projects; and  
Review the current work plan and make recommendation

## **8. Qualifications & Experience**

S/he is likely to be a self-starter with proven capability to successfully fulfill this assignment; and also have-

Background with a minimum ten (10) years experience in one of these fields; Governance, Law, Political Science, Federal System, Gender, Decentralization, Administrative Science, and Social Science

Extensive and progressive experience in conducting related evaluations. Strong working knowledge of UNDP and especially in good governance is an advantage.

Understanding of cultural and socio-economic context and development challenges in Sudan or in other similar post-conflict situation; multi-ethnic environment

Ability to diagnose problems

Good interpersonal skills

Fluency in spoken and written English. Knowing Arabic is an asset but not essential

## **9. Timeframe of the assignment**

Duration of consultancy is 30 days to be accomplished with time frame of one month. The consultant will be based in Khartoum and with travels in Juba or other states if necessary

## **10. Timeframe**

The evaluation consultancy is scheduled to take place from late-January until late-February 2008.

## **11. Reporting**

The consultant(s) will be reporting directly to GGEPP project management based in the north and south Sudan offices under the guidance of the Heads of Unit.

## **10. Remuneration and terms of payment**

The international consultants will be recruited under an SSA contract and will be paid in accordance with UN conditions and procedures.

## **11. Conditions of work**

Consultants will be expected to use their own laptop computers. UNDP will support and facilitate the consultants travel, provide administrative, logistics and facilitate security related issues of the consultancy.

## **12. Application Deadline**

December 20, 2007

## **Reference materials**

The consultants should study the following documents among others:

UNDP Handbook on Monitoring and Evaluating for Results;

Ethical Code of Conduct for UNDP Evaluations;

Guideline for Reviewing the Evaluation Report;

UNDP Results-Based Management: Technical Note;

CCF-2, Bridging Programme documents;

Project Documents and relevant reports;

Deepening Democracy Project Document prepared by BDP; and

Other documents and materials related to the outcomes to be evaluated (from the government, donors, etc.).

## **Annex 2: List of key informants**

### **North-Sudan**

#### **UNDP**

- Auke Lootsma, Dep. Country Director (Programme)
- Amanda Serumaga, Head, Governance and Rule of Law Unit, UNDP
- Ekaterina Paniklova, Assistant Country Director (Programme)
- Tomoko Noda, Programme Officer, Governance and Rule of Law Unit, UNDP
- Geoffrey Olupot, Monitoring and Evaluation Advisor
- Hannah Schmitt, Strategic Partnership Coordinator, Management Support Unit
- Khabbab Abdalla, Project Manager, GGEPP
- Zaria Suleiman, Capacity Building officer, GGEPP

#### **Resource persons**

- Lamya Badri, former Project Manager GGEPP, Gender Advisor GGEPP
- Elmoiz Ismael, former Research Officer / dep. Project Manager GGEPP

#### **Government of Sudan**

- M.A. Salim, Registrar of Political Parties
- Mr. Yassin Eisa, Ministry of International Cooperation (MIC),
- Khadiga Abo-ElGassim Hag Hamed, Director-General, General Directorate for Women and Family Affairs

#### **Netherlands Embassy**

- Lars Tummers, Royal Netherlands Embassy, Head of Political Section
- Carla vd Hulst, Royal Netherlands Embassy, Financial Department

#### **Stakeholders**

- Forum of Women in Political Parties
- Forum of Women in Legal Professions
- Youth Forum
- Media Forum
- Sitana Abusin, MP, Leadership Facilitators Forum

#### **Civil Society, women's organisations:**

- Fahima Hashim, Salmamah
- Maha Zein el Abdin
- Zaynab Elsawi, SuWEP – Sudanese Women Empowerment for Peace
- Rabha Banda, Women's organisation on Violence Against Women
- Amel Eldihaib, expert on Women and Peace Building, Sudan

### **South-Sudan**

#### **UNDP**

- George Conway, Deputy Head of Office (Programme) UNDP
- Shyam Burtel, Senior Government Advisor, Team Leader, Governance Unit
- Margaret Gulavic, Monitoring and Evaluation Reporting Officer
- Anselme Sadiki, Programme specialist
- Anil Kumar, Programme specialist
- Ann Issa, PM GGEPP (acting)

- Yusufa Gomez, Development Planning Specialist, Support to the State, Programme Upper Nile State, Malakal
- Joanne Cheah, Elections Advisor UNDP – SS Office, PIP project / Project Initiation Plan

#### Juba

- Dr. Julia Aker Duany, Undersecretary, Min. of Parliamentary Affairs, Government of Southern Sudan, Republic of Sudan
- Regina Ossa Lullo, Undersecretary, Director General, Gender and Child Welfare, Ministry of Gender, Social Welfare and Religious Affairs, Government of Southern Sudan, Republic of Sudan
- Akujo Anastasia, Director for Gender, Ministry of Gender, Social Welfare and Religious Affairs, Government of Southern Sudan, Republic of Sudan
- Hon. Abuk Payiti Ayik, Chairperson, Specialised Committee on Gender Culture, Sports and Youth
- Mama Lucy Akello, Women Self Help Development Organisation (WSHGDO)
- Lona Elia, former Programme Manager GGEPP
- Eva Nabbuto, Exec.Dir., Silver Hand Shake of Uganda, trainer for GGEPP project

#### Wau

- H.E. Mary Rose Mariono, Minister of Social development, Western Bahr el Ghazal State, Government of Southern Sudan
- Hon. Andrea Mayar Acho, Speaker of the Legislative Assembly of Western Bahr el Ghazal,
- Hon. Tingo Peter, dep. Speaker of the Legislative Assembly of Western Bahr el Ghazal,
- Meeting with selected Members of Parliament, Bahr el Ghazal (see separate list of participants)
- Hon. Tabon John, MPA
- Hon. Angelina Paulino. UDF Party, Member of Parliament
- Dr. Valeriano Orasio Loyalala, coll of Economics, Univ. of Bahr el Ghazal
- Women Network / Group – State at WOTAP
- Tereza Bazelio Tindo, WOTAP
- Angelina Akele, repr. Women and Peace NGO, Wau
- Helena Henri, Women’s empowerment NGO, Wau
- Mariana Birri, Women Development Group, Wau

#### Malakal

- Hon. Gabriel Oyo Aba, member of Parliament, Malakal
- Hon. Joseph Dau, member of Parliament, Malakal:
- Samuel Bavogo Paul, Clerk, Assembly of Upper Nile State
- James Thabo Aywok, Dir. of Admin. and Finance, Ministry of Social Development, Upper Nile State
- Atjol Umar, directorate of Gender, Malakal
- Katherina, directorate of Gender, Malakal
- Suzan Bucy, leader, women’s organisation “Women Help Themselves”, “Nisa”, “Tengman Kogeregen”
- Elizabeth, women’s group leader
- Nyaywm, women’s group leader
- Mary Nyanchol Lual Kueth, women’s organisation “Cien”

- Femi Ezekiel Kuju Deng Din, women's organisation "Marjwok"
- Lokole Mahadi, Women's Group Pibor.

### **Annex 3: List of literature and documents consulted**

Anderson, Mary B: Do No Harm: How Aid Can Support Peace - or War. Boulder, Lynne Rienner Publishers, 1999

Binnendijk, Annette: RBM in the development cooperation agencies: A review of experience. Evaluation Capacity Development in Asia. UNDP/NCSTE/WB, 2000, [http://intra.undp.org/eo/documents/evaluation\\_cap\\_dev\\_china.pdf](http://intra.undp.org/eo/documents/evaluation_cap_dev_china.pdf)

Do No Harm / Local Capacities for Peace Project, Conflict Sensitive Approaches to Development, Humanitarian Assistance and Peace Building. Tools for Peace and Conflict Impact assessment. [http://conflictsensitivity.org/resource\\_pack/8\\_do\\_no\\_harm\\_local\\_capacities\\_for\\_peace\\_project\\_323.html](http://conflictsensitivity.org/resource_pack/8_do_no_harm_local_capacities_for_peace_project_323.html)

International Crisis Group: Sudan's Comprehensive Peace Agreement: Beyond the Crisis. Africa Briefing N°50, 13 March 2008

OECD/DAC: Principles for Evaluation of Development Assistance, 1991, <http://www.oecd.org/dac/Evaluation/pdf/eval.pdf>

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OECD/DAC Evaluation Criteria, <http://www.oecd.org/dac/Evaluation/htm/evalcrit.htm>

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Roche, Chris: Impact Assessment for Development Agencies. Learning to Value Change. Oxford, OXFAM, 2000

Swiss Agency for Development and Cooperation, External Evaluation: Are we doing the right things? Are we doing things right? June 2000

#### **UNDP**

UNDP: Handbook on Monitoring and Evaluation for Results, UNDP Evaluation Office, New York, 2002

UNDP Evaluation Office: Guidelines for Outcome Evaluators: Monitoring and Evaluation Companion Series 1. UNDP Evaluation Office, 2002. [www.undp.org/eo/](http://www.undp.org/eo/)

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UNDP: Ethical Code of Conduct for UNDP Evaluation

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UNEG, United Nations Evaluation Group: Standards for Evaluation in the UN System, April 2005.  
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UNDP: Programme and Project Management Roles, internal document, n.p., n.d.

### **UNDP Sudan**

UN Country Team Sudan: Sudan – Country Analysis, 2007. 2<sup>nd</sup> Draft for Final Review by COB, 18 November 2007

UNDP: Second Country Cooperation Framework for Sudan (2002-2006). (CCF-2). 2002.

UNDP/UNPF: Draft Country programme document for Sudan 2009-2012, April 2008

UNDP: UNDP and Civil Society Organisations: A Toolkit for Strengthening Partnerships. New York, 2006

UNDP: Women in Politics Project, Final Project report, 2005

UNDP: Revised final Project Initiation Plan (PIP) project document

### **UNDP/GGEPP - North:**

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UNDP/GGEPP Project Advisory Committee (PAC) Minutes of Meetings

UNDP/GGEPP: Report on the First Retreat of the GGEPP Project, 16-17 August, 2006, Khartoum

UNDP/GGEPP: Leadership training (trainee) manual

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UNDP/GGEPP: Assessing Leadership Training Needs and Surveying Attitudes of Women in Local Government and Civil Service, n.d.

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UNDP/GGEPP: Training Manual, Civic and Voter Education, by W.Meyer, October 2006

**UNDP / GGEPP - South:**

UNDP/GGEPP South: monthly, 6-monthly, annual reports, field trip reports

GGEPP Brief Khartoum Induction Trip Report 10-21 September 2005, Lona Elia

GGEPP- Brief Nairobi Report, Lona Elia, 30<sup>th</sup> September 2005.

Report on Workshop Dissemination of the Good Governance and Equity in Political participation held in Juba, October 2005, Lona Elia.

Draft report, NESI Gender team / women organisation and UNDP southern Sudan Office, Theme: workshop for the development of a dissemination strategy, October 2005

The Induction Workshop for Women Parliamentarians. A concept note presented to H.E. The Speaker of the National Assembly of the Government of Southern Sudan, November 2005

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Catherine Ndungo: Women empowerment and the affirmative action in Southern Sudan. Paper presented during the Southern Sudanese Women in Politics Conference, May 2007.

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Wilfreid Plalum: Participation and Empowerment. The Way Forward: Women's Mobilization Strategy on the upcoming 2008 Elections and the 2011 Referendum in the Context of the CPA. Paper presented during the Southern Sudanese Women in Politics Conference, May 2007.

#### Annex 4: Evaluation Matrix: Achievements vis-à-vis intended outputs

<b>GGEPP</b> <b>Evaluation Matrix</b> <b>Achievements in the North and in the South vis-à-vis intended outputs</b> as per indicators in project document 2005-2008		
<b>Intended outputs</b>	<b>Output targets for 2005-2007</b>	<b>Output achieved against indicators mentioned in project document</b>
1. Capacities of potential Sudanese women leaders and institutions impacting women's political participation	1.1 Strengthened capacity of 1200 women to reach and sustain positions of leadership	Accomplished beyond expected results: <ul style="list-style-type: none"> <li>- leadership training needs assessment</li> <li>- training committees established</li> <li>- training materials developed and tested</li> <li>- trainings were conducted</li> <li>- trainings reviewed</li> <li>- resource centres: 1 established</li> <li>- consultative meetings organised</li> <li>- one advisory committee formed</li> </ul>
	1.2. Gender sensitization of 3500 men and women on gender and governance	Accomplished beyond expected results: <ul style="list-style-type: none"> <li>- surveys conducted</li> <li>- training manuals developed and tested</li> <li>- gender sensitization was carried out, though not in all states</li> <li>- trainings were reviewed</li> </ul>
	1.3. Strengthened capacity of key governmental and civil society institutions in gender mainstreaming and operationalization of good governance principles	Accomplished: <ul style="list-style-type: none"> <li>- assessments conducted identifying key govt. and civil society bodies impacting women's political participation</li> <li>- gender sensitization materials designed</li> <li>- gender sensitization conducted</li> <li>- technical support provided to key government and civil society institutions</li> <li>- key govt. and civil society staff exposed to regional best practices: in south implemented for govt. staff, still to be implemented for civil society staff. (North decided not to implement this.)</li> </ul>
2. Awareness of the Sudanese public of good governance principles and the importance of the political participation of women enhanced	2.1 Media campaign launched using radio, television and newspapers	Accomplished: <ul style="list-style-type: none"> <li>- support to independent media was provided</li> <li>- regional workshops on women's rights in Islam have been organised</li> <li>- radio, t.v. and newspaper series were successfully supported</li> <li>- existing forums were expanded and new ones formed</li> </ul>
	2.2 Rural awareness raising campaigns launched through village development committees in at least 9 states	Not achieved Targets revised <ul style="list-style-type: none"> <li>- gender sensitization of CSOs, community leaders etc.: limited implementation</li> <li>- support to village strategy – limited implementation</li> </ul>

	2.3 Gender sensitization trainings conducted with key staff of Ministry of Education departments	Partly accomplished <ul style="list-style-type: none"> <li>- study on curricula plus workshop for dissemination of Findings: done</li> <li>- gender sensitization of key departments – not accomplished</li> <li>- technical assistance: not done</li> <li>- gender sensitization of teachers: not done (see below)</li> </ul>
	2.4 Campaign for civic and voter education launched in partnership with Election Commission	Accomplished <ul style="list-style-type: none"> <li>- study on civic and voter education accomplished, Univ of Khartoum</li> <li>- gender sensitization of election staff and training on good governance principle staff - not done (because elections were postponed)</li> <li>- civic education manual was developed</li> <li>- trainings were conducted, seed funding to community leaders not done (funds were finished)</li> <li>- seminars and public fora – done</li> <li>- support to independent newsletter provided.</li> </ul>
3. Conditions for gender-sensitive policy reform on political participation improved	3.1 Documents on addressing gender in the Constitution submitted to Constitution Commission	Partly accomplished, partly cancelled (see below) <ul style="list-style-type: none"> <li>- joint N-S technical committee: project management decided not to implement this</li> <li>- sensitization to Constitution Commission: not done because Constitution Commission worked without consultation</li> <li>- sensitization to political parties: done</li> <li>- Conference: done</li> <li>- Technical assistance: not done (see above)</li> </ul> Part of the activities were merged with others <ul style="list-style-type: none"> <li>- Training to NGOs: implemented</li> <li>- Awareness raising campaigns: partly accomplished (e.g. workshops on radio/TV)</li> <li>- Advocacy on CEDAW: accomplished</li> <li>- Technical support to gender policy at local, state and national levels: in north not done, in south accomplished</li> </ul>
	3.2 Recommendations issued on customary law reform and awareness raising conducted with key stakeholders	Partly accomplished Part of the activities were cancelled: <ul style="list-style-type: none"> <li>- joint north-south customary law Technical Committee: cancelled</li> <li>- awareness raising of local leaders</li> <li>- capacity building of CSOs on customary law: not done</li> <li>- exchange visits</li> </ul> Partly accomplished, with modifications: <ul style="list-style-type: none"> <li>- review existing law on customary law, conduct studies on gaps, draft document on reform of customary law practices: Accomplished.</li> <li>- trainings of legal professionals: done</li> </ul>
	3.3 Gender sensitized local government in at least 4 states on planning, budgeting and social service delivery	Accomplished <ul style="list-style-type: none"> <li>- study on planning, budgeting, social service delivery w.r.t. women at local government: achieved in four states in north, findings disseminated</li> <li>- materials developed</li> <li>- technical assistance was provided</li> <li>- trainings: done. Needs to be continued and strengthened in more states.</li> </ul>

	<p>3.4 The programmes of at least 2 leading political parties more gender sensitized</p>	<p>Partly accomplished, partly cancelled in view of avoidance of duplication of other UNDP project activities</p> <ul style="list-style-type: none"> <li>- studies conducted: yes</li> <li>- workshops implemented: yes</li> <li>- trainings designed: yes</li> <li>- trainings conducted: accomplished</li> <li>- technical assistance: no</li> <li>- support to parties: done</li> </ul>
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## Annex 5: Forums: Questionnaires and Meetings

### 1. Questionnaire - Women in Political Parties Forum

The meeting with the Forum of Women in Political Parties included a questionnaire evaluating the GGEPP project from their perspective. The questionnaire asked the Forum members a few factual data and some questions about their perceptions on impact of the WIPP Forum. The answers are summarized below<sup>1</sup>.

1. How many Forum meetings did you attend?  
The members answered having attended a considerable number of Forum meetings: 3 women 40 meetings, 8 more than 100 meetings, and 3 more than 160 meetings.
2. In what kind of Forum Activities did you participate?  
Members mentioned participation in a wide number of activities, including on: Elections, Quota, role of political parties, the role of women secretariats in the parties, Gender in relation to the Constitution, Violence Against Women, Leadership, Advocacy, Women empowerment, Exclusion of women and gender mainstreaming, Women's political participation, Solidarity activities in honour of CPA, Dr. Garangs' funeral, English course, trainings, workshops, conferences.  
The answers provide a vivid account of a great number of activities (capacity building, advocacy, skill building) organised through the Forums for Women in Political Parties including women leaders.
3. What have you learned in the Forum?  
Several women mentioned: "issues related to how to work with different political parties on strengthening a women's agenda". Other answers included: how to work in a group with a common agenda, leadership (mentioned several times), advocacy, decision making, how to motivate women in politics, how to manage dialogue with others, communication skills, how to speak and deal with women at all levels (mentioned several times). Issues were mentioned: elections, how to lobby for quota. English language. And: "If I have nothing new to add, I should not waste others' time".
4. Impact of the Forum on you individually?  
The answers included: Commitment to gender equality (several times); Defend my opinions (several times); Always be strong, self-confidence; Helped me to get a better position in the party; Participation, feeling of being one group; Solidarity; Reflection, Understanding; Capacities, Skills.
5. Impact of the Forum on your party?  
The answers included: It strengthened the position of women in my party (several times); I trained the women in my party (several times); and "All the women of different parties have become one party".
6. Impact of the Forum on women's political participation?
7. The answers included: It united women on a common minimum agenda; implementation of the quota, setting a women's agenda, increased impact on the media (several times), presentation on women's rights in the media,
8. How do you rate the facilitation of the Forum? Average (3); Good (9); Excellent (4x).
9. Recommendations on improvements of the Forum?  
The answers were diverse. They include: More activities on improving leadership

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<sup>1</sup> See: Evaluation Workshop, Responses of Questions for Participants of the Women in Political Parties Forum, 13 October 2008

skills; Sharing international experiences; Involving potential women leaders who are still outside the political arena; Training women at grass-roots level; Raise awareness on elections; Include a vision on the New Sudan; We need to improve the facilitation and follow up on the strategy of the Forum; and Return of Limia Bedri.

## **2. Questionnaire – Forum of Women in Legal Professions**

The evaluation mission also organised a meeting with the Forum of Women in Legal Professions.<sup>2</sup> The meeting, like the meeting with the WIPP Forum, included a questionnaire evaluating the GGEPP project from the perspective of the Forum members. The answers to the questionnaire are briefly summarized below<sup>3</sup>.

4. What have you learned in the Forum? Most members answered “Leadership skills”.
5. Impact of the Forum on you individually? Most members replied: Be a good leader, Speaking skills, Become a good listener, Writing papers, Become more responsible and organised.
6. Impact of the Forum on the Forum? The majority of women answered: Becoming more professional, Engage in promoting gender sensitive laws.
7. How do you rate the facilitation of the Forum? Average (3), Good (9), Excellent (4).
8. Recommendations on Future Strategies? Activities in the field of law and legal awareness activities on women’s rights, Continuation of the Forum, More interaction with UNDP, More work with grass roots women.

## **3. Report, Women in Political Parties Forum, 13 October, 2008**

### **Report of the Women in Political Parties Forum, 13 October, 2008**

Facilitator: Welmoed Koekebakker

Participants: 20.

1. Welcome  
Flowers are presented to the participants of the Forum as a symbol of appreciation for their efforts in advancing the rights of women in Sudan through increasing political participation of women in Sudan.
2. Introduction by Welmoed Koekebakker  
The facilitator introduced the purpose of this meeting, which is: Looking Back and Looking Forward (Evaluating and Planning Ahead). It is mentioned that This is a challenging time as this is the first time in the history of Sudan that there are elections with proportional representation, and this is expected to widen the scope of political participation. Also, for the first time there will be a 25% quota for women.  
Participants introduced themselves.
3. Results, Output, Impact of the Forum:  
Plenary discussion  
The UNDP support to the Forum has been successful in
  - a. Establishing the Forum of Women in Political Parties in the first place  
The Forum has had approximately over 200 meetings since 2004
  - b. Defining a common agenda for women in political parties
  - c. Getting to know each other (network function)

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<sup>2</sup> Evaluation Workshop with the Forum of Women in Legal Professions, Minutes, 14 October 2008

<sup>3</sup> See: Evaluation Workshop, Responses of Questions for Participants of the Forum of the Legal Professional Forum, 14 October 2008

- d. Capacity building for the Forum members
- e. Creating openings for the parties to speak about women's issues.
- f. Specific impact: The Forum has been effective in organising a protest campaign against the Separate List in June 2008. We have not managed to stop the separate list but we gained more power and people got to know us.

Participants are requested to write down what in their opinion has been the main success of the Forum. See paragraaf 4, below.

4. Participants have learned (plenary discussion):

- a. action,
- b. motivating women in my party,
- c. Elections,
- d. communication skills,
- e. understanding how other women think,
- f. If I have nothing to add not to waste others' time.

5. DREAMS

Participants were requested to imagine their DREAM about the future of women in Sudan. See paragraph 5, below.

6. Discussion about the usefulness of DREAMS, in relation to strategic action planning. Where are we 10 years from now? Where are we 2 years from now?

7. Looking back: Questionnaire

8. Future planning and needs assessment (plenary discussion):

- Focus on rural areas, other regions
- learning from experiences from other countries,
- links between political parties and struggle for women's rights
- learning from activists outside the political parties on struggling for women's rights
- leadership training for women in political parties,
- inclusion of women in other parties including in rural areas,
- all participants want to be trainers on women's rights and women's issues in all states, they want to do that not under the name of their party but on behalf of this Forum
- There is a discussion about registration. Some participants say: this Forum should register as a civil society group; others say that is not easy, for the Law on NGOs will not allow us to register; one of the participants will investigate this.
- The women listed in the separate lists nominated for the 25% quota should be trained
- Training the Forum in strategic planning
- We want to be election observers
- NB Additional tools may include films / documentaries about Women's involvement in actions on women's rights

9. What could be improved?

Discussion about possible improvements. One of the participants feels that though most of the time this project was inspiring, the last half year it could have been more creative.

10. Conclusions

- a. Participants request further support of Welmoed. It is agreed that Welmoed will help in assisting the Forum in concretising the Strategic Plan, explore whether and how the Forum Plan could be supported by UNDP – GGEPP project

- b. Khabbab agrees that the Strategic Plan will be translated in English. It will be sent to participants by 15 October.
- c. The Forum will elaborate the Strategic Plan. Concrete draft plans will be worked out in the coming Forum meetings.
- d. Discussion about how to proceed. Decided: Welmoed will attend the next forum meeting again, beginning of November 2008.

Objective: elaborating the Draft Plans.

11. Closure of the meeting.

Welmoed thanked everybody for their participation.

The meeting closed with music, dance and a group photograph.

#### **4. Main Success of the Forum: Answers from the members of Women in Political Parties Forum**

##### **Forum Women in Political Parties**

##### **Assessment of Success**

##### **Question: What was the main success (impact) of the Forum?**

**Summary:** “The Forum united us, made us trust each other and have a common agenda”.

##### **Answers:**

Strengthening relationships between women of different political parties

- Strengthening relationships between women in different political parties which were represented at the forum.
- Good social relations between the members.
- It brought political women together when it was difficult to bring them together for many reasons.

Better Understanding of differences

- Enhanced dialogue.
- Presenting the different attitudes of women in the different political parties.
- Talking about different political problems.
- Enhancing the ideas by understanding what happens in other parties.

Training, Increased Awareness

- Raising awareness of many issues and goals to be achieved as well as some capacity building objectives.
- Training.
- The forum strengthened us in many ways by training us in many fields, and raised our awareness of capacity building.
- Raised awareness and knowledge that helped us in preceding our parties by having our own opinions of the different institutions and laws.
- This forum gave us the opportunity to learn numerous skills, especially leadership skills,
- Capacity Building of leadership and many skills.

Working together, Joint action and action planning

- Raising awareness of goals to be achieved
- Women from different political parties worked together within a minimum agenda for women.
- Attempting to change women’s situations in the political parties.
- A good example of women’s union.

- The forum gathered all the political parties, facilitated us to empower women in our parties, linked views and ideas which were different in the past, helped prepare us for the elections and raised our awareness.
  - Election training and women's quota advocacy.
  - Opened doors for women collaboration and issues.
  - Women's solidarity.
  - Assisting in making a lobby of women from different political backgrounds to formulate their commitment and unity towards gender justice.
  - Good access to media and bringing gender issues into mainstream political agendas.
- Promoting Women's agenda in political parties
- Made a big change in our parties, especially in gender issues.
  - Women know how to pass their agenda in the political parties as women.
  - Highlighting women's problems.
  - It was an opportunity to know each other and to stand together in all issues which are related to governing and the development of women in Sudan, as well as agreeing on one beneficiary solution.
  - It gave us the opportunity to feel capable of contributing in building a new reality for women in Sudan during the coming period.
- Other:
- It was the forum for those who have no forum.

## **5. Dreams: Answers from the members of Women in Political Parties Forum**

### **Dreams: Answers from the members of Women in Political Parties Forum**

*My dream is the improvement of the ministry of health's policies towards looking after the health of Sudanese women and increasing women's participation in development programs.*  
Entissar

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*I hope to stop any kind of violence against women.  
I hope to reduce poverty, especially women's poverty.  
I hope to file women's groups at parliament with different political parties to be represent all views.*  
Magda Osman

---

*Justice for Women in Sudan.*  
Tayseer Elnawrani

---

*I dream that Sudan becomes a democratic country and that its people lives in peace.  
I also dream that governing becomes equal between men and women and that Sudan becomes an developed country.*  
Hana Taha

---

*I dream that every woman in Sudan can go to school and know her rights.  
Samira Hassan Mahdi*

---

*My dream for women in Sudan is for them to become independent, to believe in what they are doing, no matter what the others think.  
Since we cannot work from inside, we can still work from the outside.  
Zahraa Fadeel.*

---

*My dream is that the President of the Sudan is a woman and that women should be given equal rights for political participation and not a certain quota.  
Ekhlas Osman Mohamed*

---

*I dream to see Sudanese women without suffering, intellectuals and leaders, not only in Sudan but worldwide.  
Hamida Hussein*

---

*My dream for the Sudanese women is that they become half of the parliamentary representatives and of all Sudanese Organizations.  
Nuha Elnager*

---

*I dream for better life of the Sudanese women, better education of women and better health. I also hope the war in Darfur stops.*

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*I dream that all women participate in the decision making of political parties to stop violence against women  
Nagwa Mohamed.*

---

*I dream that Sudanese women play an effective role in decision making as they do now in the family.  
Khabbab.*

---

*I dream that women are elected by men in a democratic elections campaign as leaders in all levels.  
Shaza*

---

*I hope to be able to correct the bad interpretation of the Holy Quran in issues related to women, which are made up by men.  
Nagwa Abdel Latif.*

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*I dream that women in Sudan are given freedom and be powerful.  
Widad Osman Balla.*

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*In the name of Allah and our nation, in the name of the SPLM:  
I am always dreaming about things which are sometimes real and sometimes unreal.  
Anyways, I dream about an ideal country, a country in which justice, equality, peace and  
happiness are achieved for all women and children in Sudan. I dream that street children get  
the opportunity for education. I also dream that the war in Darfur stops and women have the  
right to make their own decisions in their life and to be the first in everything before men.  
Saadia Eissa Ismail*

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*I dream of real participation of women in decision making and development planning.  
Badria Abdel Gadir Osman.*

## Annex 6: Forums: Recommendations

1. Forum members - in particular the WIPP Forum, the Forum of Women in Legal Professions and the Youth Forum - have communicated to the evaluation mission that they are most eager to engage in civic and voter education in preparation of the elections. It is recommended that the follow-project include Forum member involvement in civic and voter education as a project component with the proviso that
  - there is solid collaboration with the UNDP PIP project and
  - no financial support is involved in political campaigning.GGEPP should implement this recommendation soon, starting latest in December 2008, so as to keep the momentum.
2. The Forum of WIPP is capable on standing on its own feet. A strategy document is made but needs to be finalised. The Forum may need assistance in strategic planning. The Forum has a remarkable potential provided the momentum is kept. GGEPP should jointly with the Forum work out a feasible solution to the present impasse. Clear activity plans, clarification of roles and responsibilities and decision-making structures need to be worked out. Expectations GGEPP-Forum and vice versa should be clarified. It is recommended that GGEPP allocate a budget to the Forum sufficient for maintaining a basic structure (including hospitality) and implementing a well-designed activity plan of the Forum. Priorities include:
  1. Training of Trainers to the WIPP Forum, on civic and voter education / leadership. Preferably residential.
  2. Support to civic and voter education conducted by Forum members.
  3. Assessing priority challenges and opportunities (best practices) on women's political participation.
  4. Skills training.
  5. Training in fund raising.In the mid-term an independent Forum needs to be (increasingly) responsible for its own fund raising and fund management.  
In the near future GGEPP may confine itself to technical assistance to the Forum.
3. Support to the Forum of Women in Legal Professions. The FWLP is already independently registered. They request support from GGEPP/UNDP in different fields, including support in working on elections, support in working on Personal Law, awareness raising on Women Rights, a workshop on Strategic Planning, awareness raising for women in Parliament and awareness raising on women and the Rule of Law.  
The Forum agreed to concretise its requests to GGEPP and coordinate with the Project Manager whether / how these can be incorporated in GGEPP future planning.
4. Support to the Youth Forum and the Media Forum. The Youth Forum has elaborated an action plan. It is recommended that UNDP support to the Youth Forum include:
  1. Support continuation the Youth Forum Journal
  2. Training of Trainers on civic education, several trainings at different levels,
  3. Support to trainings on civic education by members of the Youth Forum.
  4. Technical support in Organisational Development, strategic planning, fund raising
  5. Offering the use of the facilities in the Support Centre (computer).
  6. If possible, English course
  7. Support in establishment of a web page, computer training
5. Support to Leadership Facilitators Forum. Priority issues in the partnership with UNDP should include:

1. Support to provision of an internationally recognized training to the 16 core trainers (including 1-2 representatives of the Forums) for them to be accredited as trainers  
This is expected to sustain them in their role as professional trainers.
2. Production of additional training manuals (including trainers' manuals)
3. Proactive dissemination of training materials
4. Support to continuation of Leadership Trainings, continuation of emphasis on rural areas (all states).
6. The planned Gender Resource Centre needs to be implemented soon. There is a clear demand for the centre from all Forums, in particular the WIPP and Youth Forum. Forum members should be able to contribute to making it a 'vibrant Gender Resource Centre' for the purpose of ownership. An exit strategy should be elaborated stipulating where assets go (to the institutionalised Forums or elsewhere) once the project comes to an end.
7. Make the meeting room of the GGEPP building an accommodating place - colourful, comfortable, fresh, and efficient.

## **Annex 7: Wau, Meeting with MPs and Questionnaire**

### **Wau - Meeting with selected Members of Parliament, 21 October 2008**

Participants: 13 Members of Parliament, of which 2 women MPs, representing 8 parties.

One of them had experience as an MP before the CPA; all others are new MPs.

GGEPP has organised 2 workshops in Wau: one general workshop on Good Governance and one workshop on Women's Political Participation.

### **Questionnaire for Members of Parliament, Wau**

In addition to the plenary discussion the evaluation mission presented 4 questions to the MPs to be answered in writing. Question number 4 was: "What precisely have you learned about women's political participation".

Answers: 6 were in English, 6 in Arabic.

#### **Answers to Question 4: "What precisely have you learned about women's political participation?"**

1. The main thing about the political participation is the equity of gender participation in Government and in decision making as well as the delegation of authority and power at all fields.
2. What I learned from the chairing of a woman is very important to be in the politics, because they are very keen in their work always, and for that reason there should be more training for them.
3. Women in politics is not bad but they like more training because a woman in Sudan or in the South have no time for politics. After the CPA they need more training.
4. Women's participation is a righteousness given by CPA to women, 25% and equalizing women. Women were given contest election and speak the right of women child rights with the aim to present their project with regard to the above issue. Finally: the workshop should continue for more gender participation.
5. I have learned that women did follow up cases of gender, such as the right of girls for education. Women are recognised by men in the field of politics.
6. The women's participation was the most important ..they have the choice in building the CPA in all over the Sudan especially South Sudan.
7. I found out that Democracy is the State. I found out that women are important in Society.
8. Women have the right to 25%, since they have fought together with men during the struggle.
9. Women have an important role in politics. Women have 25% in political role.
10. CPA has awarded women 25%, therefore it is a must for women to participate in politics to play their role effectively, since she is part of it.
11. N.a.
12. There are 14 women representatives in status in the Legislative Assembly and one woman Minister.

#### **Recommendations based on plenary discussion and questionnaire:**

- continuation of the present trainings,
- include literacy classes for MPs, in particular female MPs (as some MPs are illiterate).

**Annex 8: Evaluation Methodology, Inception report**

*See separate file*

**Good Governance and Equity in Political Participation Project  
(GGEPP)**

**Award ID: 00039457**

**UNDP**

**Final Project Evaluation**

***Evaluation Methodology***

**10 October, 2008**

**Welmoed E. Koekebakker**

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# 1. Introduction

The Good Governance and Equity in Political Participation (GGEPP) project document stipulates that an evaluation will be undertaken at the end of the project period. This document specifies the proposed methodology to be used in the evaluation mission.

Objectives are elaborated in the project document and the evaluation ToR.

“The objective of the evaluation is to ... evaluate the project outputs vis-à-vis its timeline, delivery and activities based on the agreed project document and work plan as approved by Government of National Unity, the Royal Government of Netherlands and UNDP.”

“The evaluation is intended mainly for the GGEPP Project. Results will be used as a policy and decision-making tool for the government, donor and UNDP in any reformulation that will enhance the implementation of the same.”

## 2. Evaluation questions in the Terms of Reference

The Term of Reference specifies the evaluation questions, which are summarized below. The questions correspond with the major evaluation frameworks like those maintained by UNEG, DAC, EU, ALNAP, IFRC.

The objective of the evaluation is to assess:

- Achievements:
  - outputs: (impact) vis-à-vis intended results, timeframe, and work plan
- Underlying factors beyond UNDP’s control that influenced the results.
- Project set-up:
  - for technical support, direction and guidance – GGEPP North and South
  - functional and strategic relationships between GGEPP North and South
  - effectiveness of the overall structure
- The partnership strategy.
  - Was UNDP’s partnership strategy appropriate and effective?
  - What was the level of stakeholders’ participation?
- Coverage:
  - in terms of beneficiaries, geographical reach and responsiveness
- Sustainability
- Concerns: Implementation issues and concerns at programme and policy level
- Lessons learned
  - best practices and innovative approaches
- Recommendations
  - to the present work plan
  - to the follow up plan.
  - how can the project most effectively continue to support good governance and women’s political participation?
  - How to create synergies with other UNDP projects?

A question that is not explicitly elaborated in the ToR is the “impact on beneficiaries”. This evaluation mission proposes to integrate, to the extent possible, an assessment of “perceived impact on beneficiaries” in the evaluation methodology.

### **3. Methodology**

The evaluation methodology will be based on the UNDP Evaluation Framework.<sup>4</sup>

#### ***Qualitative and quantitative approach***

The evaluation will use a ‘classical’ qualitative evaluation approach. To the extent available, quantitative information will be assessed in a systematic way.

#### ***Main sources of information***

Main sources of information will be: study of key documents, interviews and meetings with key stakeholders, observations during meetings and field visits. In addition, half-day workshops will be organised with Forum members.

#### ***Documents***

The following documents will be analysed: project documents, project reports, government policy documents, briefing notes, minutes of meetings, management data from databases where available, budget versus expenditures figures, funding versus expenditures figures.

#### ***Interviews***

Interviews will be held with:

- UNDP management,
- GGEPP project management, project staff, and other relevant UNDP key persons.
- Relevant authorities, representatives of partner Ministries
- (Former) Project Steering Committee / Local Committee members
- Donor representatives
- Relevant stakeholders, beneficiaries, non-beneficiaries
- Partner organisations,
- Representatives of NGOs
- Other relevant key informants.

The abovementioned persons will be interviewed in North and South Sudan.

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<sup>4</sup> UNDP: Handbook on Monitoring and Evaluation for Results, UNDP Evaluation Office, New York, 2002; UNDP: RBM in UNDP: Technical Note; UNDP Evaluation Office: Guidelines for Outcome Evaluators: Monitoring and Evaluation Companion Series 1. UNDP Evaluation Office, 2002. [www.undp.org/eo/](http://www.undp.org/eo/); UNDP: Ethical Code of Conduct for UNDP Evaluation; UNDP: Evaluation report: Deliverable Description. Note, derived from Standards for evaluation in the UN system; UNEG, United Nations Evaluation Group: Standards for Evaluation in the UN System, April 2005. <http://www.uneval.org/indexAction.cfm?module=Library&action=GetFile&DocumentAttachmentID=1496> UNEG, United Nations Evaluation Group: Norms for Evaluation in the UN System, April 2005. <http://www.uneval.org/indexAction.cfm?module=Library&action=GetFile&DocumentAttachmentID=1491>

## ***Forum Workshops on Review, Needs assessment and Planning***

Based on a preliminary assessment of the first evaluation days the Forums are seen as a valuable and potentially powerful output of the WIP and the GGEPP. This evaluation proposes to consult Forum members on perceived past achievements and future planning. Half-day-workshops will be organised with stakeholders / partners / beneficiaries.

In the North, workshop will be organised with:

1. The Women in Political Parties Forum (at UNDP project office)
2. The Legal Professional Forum (at the premises of the LPF)

In addition, mini-workshops will be held with one or two of the following Fora (to the extent possible in week 12-18 October):

3. Civil Society Forum (at UNDP)
4. Youth facilitator Forum
5. Leadership facilitator Forum
6. Media Forum

The objective of the Forum workshops will be

- a review of past activities
- in view of expectations in the past
- reflection on objectives, results, most significant achievements
- reflection on the process
- where do we want to be 4 years from now
- what should be avoided, what should be prioritised.

The workshop methodology will be participatory. A translator may be required to facilitate the discussion. The workshop will be documented.

## ***Meetings in the South***

In the South, at least one half-day workshop will be organised with relevant beneficiaries; details to be decided in consultation with programme dept.

Additional meetings will be organised with professional organisations representing women in political functions, in particular the League of Women Members of Legislative assemblies of Southern Sudan (SSLA and 10 state assemblies), the consultative Forum of Women Office Bearers of Political Parties, and the Network of Women Civil Society in ten states.

Possible additional meetings will be elaborated in consultation with the project assurance officers at the Governance Unit and the GGEPP Project Manager.

## ***GGEPP Workshop South-North***

The “New GGEPP Project Document” in its chapter on ‘Strategy’ mentions that the project strategy will be guided by an integrated approach as much as possible, enhancing coordination of activities of the North and the South to create synergies. Coordination on Human Resources especially for the training of the political parties.

Coordination between North and South is reportedly one of the bottlenecks of the project implementation. There are indications that North-South coordination and communication needs to be improved for the project to increase its effectiveness.

How to raise this issue and how to identify recommendations in a constructive way so that they can be integrated in the follow-up project document and effectively and realistically be implemented?

The evaluation mission proposes to organise a workshop with programme and project staff from the North and the South (including the candidate-gender advisor). Small scale, focused, one day. Tentative date: 26 October (alternatively: 27 or 28 October).

### ***Perception studies***

In terms of evaluation methodology perception studies are considered a powerful instrument. For projects addressing Equity and Empowerment, perception studies are appropriate components of the evaluation methodology.

This evaluation will integrate the beneficiaries' perceptions on the project as much as possible within the evaluation mission schedule.

### ***Case studies***

Case studies will be included in the report to make the voices of the beneficiaries heard. Their voices, their perspectives, should help in asking the pertinent questions: Are we doing the right things? Are we doing things right?

### ***Output, Outcome, Impact***

The emphasis of this final project evaluation is on output and outcome rather than **impact**, as in evaluation practices it is generally agreed that impact assessment is only meaningful once a certain period of time has passed since the finalisation of the project. Also, in assessing impact the attribution factor is paramount.

### ***Norms and Standards***

This evaluation mission adheres to UNEG Norms and Standards, UNDP Evaluation Policy standard, ALNAP Evaluation Principles and anthropological ethical frameworks.

### ***Properties of indicators***

Properties of indicators used will be SMART or SPICED depending on what is most appropriate.

### ***Geographical coverage***

Geographical coverage of the evaluation mission:

1. Khartoum, 4-18 October and 29 October – 15 November.
2. Possibly Kordofan (still to be decided)
3. Juba, 18-29 October
4. Wau, 20-22 October
5. Malakal, 23-25 October

6. Gezira. Date to be finalized, tentatively 3/4 November.  
In view of the limited number of days available, no other field visits will be undertaken in the context of the evaluation mission.

## ***Debriefings***

Debriefings will be organised with UNDP North and South – modalities are still to be elaborated in further detail. In the North, a group debriefing is foreseen with representatives of the Ministries, the donor, Forum members, possibly other UN organisations, partner organisations and other stakeholders. In the South a debriefing video conference may be organised with stakeholders including GoSS, partner organisations and other stakeholders. Separate debriefings can be organised on request.

## ***Evaluation Matrix***

An Evaluation Matrix informing the assessment of Inputs – Outputs – Outcome – Impact was developed for the purpose of the GGEPP evaluation mission.

The matrix was based on the project document, Section II, Results Framework.

The matrix is included as Annex 4.

Questions pertaining to qualitative assessment will be integrated in the design Matrix.

The matrix assessment will be developed for the South and North Sudan project components separately and the conclusions on the two matrix assessments will be integrated.

For assessing the matrix the evaluation will use:

1. Annual workplan
2. Bi-annual reports
3. Financial reports.

While assessing Inputs-Output-Outcome the following questions will be considered:

1. Information needs to be double-checked, evaluation data need to be triangulated,
2. Quantitative information needs to be substantiated with qualitative information,
3. Activities that were not foreseen in this workplan will be included in the evaluation,
4. Indicators may have been added / modified,
5. Issues of concern will be assessed,
6. Outputs beyond expectations and unintended outcomes will be assessed.

While aggregating the yearly assessments conclusions will be drawn, including:

1. Overall Assessment of Outputs-Outcome against expected Output-Outcome
2. Possible deviations from the Results Framework and workplans and justifications
3. Bottlenecks
4. Significant achievements, possible indications for (sustainable) impact
5. Lessons learned.

## ***Outline of the Report***

A first draft of the outline of the Evaluation Report is included as Annex 1.

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<sup>i</sup> UNDP: Handbook on Monitoring and Evaluation for Results, UNDP Evaluation Office, New York, 2002;  
UNDP: RBM in UNDP: Technical Note;

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UNDP Evaluation Office: Guidelines for Outcome Evaluators: Monitoring and Evaluation Companion Series 1. UNDP Evaluation Office, 2002. [www.undp.org/eo/](http://www.undp.org/eo/);  
UNDP: Ethical Code of Conduct for UNDP Evaluation; UNDP: Evaluation report: Deliverable Description. Note, derived from Standards for evaluation in the UN system;  
UNEG, United Nations Evaluation Group: Standards for Evaluation in the UN System, April 2005. <http://www.uneval.org/indexAction.cfm?module=Library&action=GetFile&DocumentAttachmentID=1496>  
UNEG, United Nations Evaluation Group: Norms for Evaluation in the UN System, April 2005. <http://www.uneval.org/indexAction.cfm?module=Library&action=GetFile&DocumentAttachmentID=1491>

<sup>ii</sup> See: Recommendation nr. 12, on Procedures Pertaining to Project Revisions.

<sup>iii</sup> Minutes, GGEPP Evaluation workshop, 25-26 October 2008, Juba. "Due to inconsistencies in reporting in relation to the matrix it has become evident that the use of the matrix framework is not an effective methodological tool. (...) It was decided not to use the matrix framework as a methodological tool, yet the essence of the objective of the matrix will be captured in the report".

<sup>iv</sup> See also: UNDP: Handbook on Monitoring and Evaluation for Results, UNDP Evaluation Office, 2002, p. 10

<sup>v</sup> There is a vast literature on indicators for women's empowerment at an individual level. This evaluation uses a variety of indicators of women's empowerment *as mentioned by key participants in the GGEPP project*. They include: self-esteem, decision-making (in family, society), defending your own opinions, rise in position (in work, in society, in the party), perceived status, increased skills and knowledge, awareness of rights, courage and ability to speak in public, negotiating/arbitration power in the family/community, increased mobility, increased awareness of the need of collective empowerment, increased understanding of and support to other women, commitment to gender equality, leadership skills and attitudes, participation in politics. In addition: increased access to economic resources, increased income, increased access to education, increased access to health facilities.

<sup>vi</sup> UNDP Evaluation Office: Guidelines for Outcome Evaluators. Monitoring and Evaluation Companion Series #1, New York 2002, p.7

<sup>vii</sup> The matrix was produced triangulating evaluation data from five sources: 1) Project reports (monthly, quarterly, annual); 2) Other project documents, activity reports, studies, publications; 3) Interviews with key informants; 4) Questionnaires and interviews with beneficiaries (individually, collective); 5) Observations during field visits.

<sup>viii</sup> An example is the support to El Fasher radio station - relevant, good quality and wide outreach in the villages.

<sup>ix</sup> UNDP: GGEPP, Report on the First Retreat of the GGEPP Project, 16-17 August, 2006, Khartoum, p 14.

<sup>x</sup> Ref. the fact that by July 2005 the Federal Constitution was approved by the Parliament and all States had approved their state constitutions (North). Activities had been delayed due to the delay in the signing of the project document. Cancelled activities: Joint technical committee; Sensitization to Constitution Commission and political parties; Conference; Technical assistance.

<sup>xi</sup> UNDP: GGEPP, Report on the First Retreat of the GGEPP Project, August, 2006, Khartoum, p 4

<sup>xii</sup> Dr. Julia Aker Duany, Undersecretary, Ministry of Parliamentary Affairs: "Some of these increased capacities are exclusively the result of GGEPP project". Specialised Committee on Gender, Culture, Sports and Youth, GOSS, Chairperson Hon. Abuk Payiti: "GGEPP supported this Committee very much, in many ways. In the past, 75% of this Committee consisted of women, now we have 15 men - an indication of increased interest of men. This is partially impact of UNDP. Also, The Committee was evaluated by the Parliament, and we were number 1".

<sup>xiii</sup> Technical support, strengthened capacities, networks created.

<sup>xiv</sup> see Ch. 5.

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<sup>xv</sup> Only part of the GGEPP project activities can be assessed in the context of this report (due to restrictions in nr. of pages). Priority was given to 1. activities where the evaluator was in a position to interview beneficiaries and 2. activities where activity reports were available.

<sup>xvi</sup> E.g. the Forum of Women in Legal Professions has registered independently; the Leadership Training Forum registered themselves as an NGO and has been raising funds to be able to implement trainings in rural areas independently and to continue their activities after the end of the project period, 2007 (GGEPP Project report 2007 p 21).

<sup>xvii</sup> "Forums", GGEPP document, soft copy, no author, no date. This seems to be the only project document available with an analysis of the Forums. "The forums are .. the most effective tools that the consultancy managed to develop as a means to surmount the vague assignment with extremely challenging TOR of "who are the potential women leaders? (...) And how to support and incapacitate potential women leaders (..)? So the consultant called for one big meeting for groups from various civil society organizations including political parties. In March 2004 a ... forum consisting of different groups of people from political parties, media, civil society, civil service, youth and small entrepreneurs met to help the consultant in identifying ... means to empower women politically".

<sup>xviii</sup> "Forums", GGEPP document, soft copy, no author, no date.

<sup>xix</sup> See the footnote on indicators for women's empowerment in the chapter on methodology, before.

<sup>xx</sup> Evaluation meeting with a select group of WIPP Forum members, 10 November 2008. Participants mentioned that they have trained "... over 300 women, over 100, 39 trainings in the States, 150, 200, 30, 100, over 300 all outside Khartoum, 200, 13 trainings involving 420 participants, 300". Figures could not be verified / triangulated as no written reports were available.

<sup>xxi</sup> Five Forum Members managed to become Members of Parliament with the support of the GGEPP trainings; and GGEPP Forums are considered some of the few bodies countrywide that organize tailor-made training packages for women leaders and women politicians. Three forums organized campaigns to restore peace after the riots in Khartoum following the death of Dr. John Garang; and the Youth Forum succeeded in publishing the first youth journal in the country (however, due to financial constraints the journal had to be discontinued).

<sup>xxii</sup> Evaluation Workshop with the Women in Political Parties Forum. Minutes, 13 October, 2008

<sup>xxiii</sup> Evaluation Workshop with the Forum of Women in Legal Professions, Minutes, 14 October 2008

<sup>xxiv</sup> See: Evaluation Workshop, Responses of Questions for Participants of the Forum of the Legal Professional Forum, 14 October 2008

<sup>xxv</sup> "This Forum can do that, this is one of the main objectives of the Forum".

<sup>xxvi</sup> Evaluation Workshop with the Youth and Media Forum, Minutes, 15 October 2008

<sup>xxvii</sup> a.o. displaced women, women in political parties, women in parliament, women in civil society, women in academic organisations, women in journalism.

<sup>xxviii</sup> Others did not drop out but have been too busy to engage themselves as trainers.

<sup>xxix</sup> Participants included a variety of professions including women with leadership and management positions within Government institutions including planning bodies, academic institutions, other educational institutions, social welfare institutions, trade unions, health institutions, engineers, teachers, police officers, lawyers, medical doctors etc.

<sup>xxx</sup> Including Working Women's Union 465 women, Kassala 735 women, Women Peace Centre 184, Kordofan 55, University students 325, Labour Union 250.

<sup>xxxi</sup> Answers included: self-confidence, negotiation skills, courage in addressing officials, leadership skills, improved communication, sincerity, decision-making, dedication to grass-roots work, democratic orientation,

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being a leader in my family, rise in status, rise in position, commitment to equity, welcoming the opinions of others, strengthening me in raising the status of women.

<sup>xxxii</sup> The Wali (Head) of Gezira State adopted the programme and provided financial support for dissemination of the programme. Participants agreed to pay for training costs (training venue, transport costs, training materials) reflecting the high motivation among participants.

<sup>xxxiii</sup> e.g. on how to support the women quota, and how to change the role of men.

<sup>xxxiv</sup> Rosemary Okello-Orlale, AWCFS: Training needs assessment on women leadership in Southern Sudan. A Quality Study. UNDP, June 2006

<sup>xxxv</sup> Central Equatoria State was used as a pilot training for Phase I; after review of the first training a similar training was replicated in all the 10 States. Trainings were actually achieved in nine out of the ten states Warrap was postponed for reasons beyond the organizers' control.

<sup>xxxvi</sup> Participants: including 2 women and the dep. Speaker of the Legislative Assembly of Western Bahr el Ghazal.

<sup>xxxvii</sup> These findings are in line with the evaluations conducted at the end of the training workshops documented in the training report. At the end of the workshops evaluations have been carried out verbatim and in written form. The evaluations were positive. Trainees in Lakes State responded: "this training has opened our eyes".

<sup>xxxviii</sup> In a separate meeting, the Speaker of the Legislative Assembly of Western Bahr el Ghazal Hon. Andrea Mayar Acho and the Dep. Speaker of the Legislative Assembly confirmed that the GGEPP training had been beneficial.

<sup>xxxix</sup> "In Torit we trained a group of women. At the end, after 6 days of training, I asked: who of you have interest to become an MP? They all kept silent. Then I said: You mean that all these days we have been training you and none of you want to be an MP? Then several raised their hands! After that, Betty one of the ladies of SPLM, a grass root lady, was elected into a high level position. She is now in the Political Bureau of the SPLM." Ann Issa, Project Manager a.i. and trainer of the Leadership Trainings  
"Most women in Parliament were not talking in Parliament, Now, they are standing up and talk. That is impact of the GGEPP". Dr. Julia Aker Duany, Undersecretary, Min. of Parliamentary Affairs, Government of Southern Sudan, Republic of Sudan  
"In Torit a lady, Sabina Dario, was elected as a Speaker of Parliament. This was thanks to the UNDP training, it was decided immediately after the GGEPP workshop on Capacity Development of State Assembly, following the training on Conduct and Business of the House". Ann Issa and Dr. Julia Aker Duany  
"In Upper Nile State Assembly a motion for impeachment of the Ministry of Finance was successfully raised by a woman MP. She had participated in the GGEPP Leadership trainings and her intervention is a clear example of how the trainings built the capacities of women members of the Legislative Assemblies". Dr. Julia Aker Duany

<sup>xl</sup> It is recommended to include a session on how to make minutes and how to store files. The evaluation mission interviewed several trainees on what they have learned in the trainings. Trainees remembered on an overall level what they have learned, but some of them they had forgotten details. "I attended a training in Juba, two years ago, very important. What have we learnt? I can't remember exactly. I made notes. And we were given handouts. But I have forgotten where I placed them."

<sup>xli</sup> UNDP: Leadership Capacity Building Program for Women Leaders in the 10 States of South Sudan, December 3<sup>rd</sup>, 2007 – March 31<sup>st</sup>, 2008. Final Training Report. Training phase I. Written by Eva Nabbuto

<sup>xlii</sup> Specific Gender and Good Governance related objectives included 'strengthening the role of members in setting the agenda for ... the Committee'. GOSS, Report of a Visit of Southern Sudanese Parliamentarians to South African Parliament, p. 5-6.

<sup>xliii</sup> The Republic of Sudan, Government of Southern Sudan (GOSS), Southern Sudan Legislative Assembly: Report of the delegation of Gender, Social Welfare, Youth and Sports Committee to Kigali / Rwanda, 18-27 November 2006, n.d., n.p.;

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Report on the trip of Southern Sudanese Members of Parliament on Study Tour to Rwanda 18-27 November 2006, no author, no date

Government of South Sudan, Southern Sudan Legislative Assembly, and Specialized Committee on Gender, Social Welfare, Youth and Sports, GOSS Juba: Report of a Visit of Southern Sudanese Parliamentarians to South African Parliament. 31 October – 4 November 2006, n.d., n.p.

Visit of Southern Sudanese Parliamentarians to the South African Parliament, 31th October-4th November 2006. Report to GOSS and UNDP, by Kwesi Kwaa Prah, facilitator, CASAS, Cape Town. No date.

Draft report on the study tour to Accra, Ghana July 2007. Report, no author, no date.

<sup>xliv</sup> **Visit to Rwanda:** There is a detailed report, with lessons learned and recommendations.

Gender-and-good-governance-related lessons learned could have been more specific.

**Visit to South Africa:** There are two reports of the visit. The official report establishes the link to gender-and good-governance related objectives of the mission. Recommendations and possible areas for future intervention are spelled out. It is noted that the only recommendation related to the specific gender related objectives of the mission (recommendation nr. 5) is rather vague (“the GOSS would be advised to undertake a needs assessments survey on gender issues”).

The second report is written by the facilitator of the mission. This report unfortunately seems to miss out on the gender-and-good-governance related objectives of the mission (Rationale: “observe best practices”. “.the main aim of the study tour is to strengthen the capacity of the parliamentarians (..) It is expected that these visits will lead to increased levels of knowledge, information and self-confidence”). (Report, o.c., p 6)

The link with GGEPP objectives is not established (See in particular p. 8, p. 20). The only recommendation on gender related objectives of the mission is the same as in the official report.

**Visit to Ghana:** There is a draft report. Like in the other two reports, gender-and-good-governance-related lessons learned and recommendations could have been more specific.

<sup>xlv</sup> Conceptual and guiding framework document to facilitate the process of establishing Women Legislators’ Forum, by Seshadri Chari, consultant, UNDP, 2007

<sup>xlvi</sup> Western Bahr El Ghazal, Upper Nile, and Central Equatoria.

<sup>xlvii</sup> This report will not address many other context-inherent factors mentioned by respondents like illiteracy (South Sudan having the highest illiteracy rate for women in Africa), language (English, Arabic) and lack of infrastructure (lack of training facilities) that are challenging the progress in project implementation.

<sup>xlviii</sup> PIP, DDR, RRP, Abyei area borderline project, TRMA and GGEPP.

<sup>xlix</sup> For example, the majority of Members of Parliament have no previous experience. In the meeting with Members of Parliament in Wau (Western Bahr el Ghazal) all MPs except one were new.

<sup>i</sup> “We have been here since their time of birth. We have seen their pain of growing” - Shyam Burtel (UNDP).

<sup>ii</sup> “Result Based Frameworks do not work in the context of post-conflict South-Sudan”.

<sup>iii</sup> One of the leaders of a women’s organisation interviewed during the evaluation: “The concept of peace starts at home as much as at a political level. When the men come back from war their behaviour reflects a culture of violence: a second wife, drinking alcohol, beating their wife. There are indications that violence against women has increased after CPA. Children adopt the culture of violence they experience at home.”

<sup>iiii</sup> H. E. Mary Rose Mariono: “Transforming someone from military to democratic thinking is not easy. The first years have been very difficult. These Ministers – they saw women as subordinates. They had military attitudes. Ranking, chain of command, they forget the political hierarchy and follow the military ranking, their language is different, the way they talk to ordinary people, the way they look at grass root people. The way they look at women..... Now things are changing, gradually.”

<sup>liv</sup> At project assurance level in the North (Programme Officer / portfolio holder) there have been 6 PO staff in 3 years. Some of them were junior programme officers. There was often no handover and sometimes a gap between two POs. In the South staff turnover has been less.

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<sup>lv</sup> Project Advisory Committee Meeting, 10 May 2005. “The project should retain the current management structure (...). This project management arrangement should be reviewed in three/four months time to see whether it provides a suitable management structure for the project. See also Atlas: “Issues”, 1.7.2005.

<sup>lvi</sup> For example, ‘North’ and ‘South’ are both engaged in Leadership Training. South and North have their manuals and activity reports, but North has not seen the manual from South and vice versa.

<sup>lvii</sup> Including the Ministry of International Cooperation and the Ministry of Welfare and Social Development.

<sup>lviii</sup> GGEPP Project Document, p. 7

<sup>lix</sup> PAC – minutes of meeting, quoted before

<sup>lx</sup> Report on the First Retreat of the GGEPP Project, August 2006. “Overall Objective of the Retreat was to review the project work plan in the light of the new budget division and the socio-political changes sweeping the country”.

<sup>lxi</sup> Specific responsibilities include (a.o.) “assess and decide on project changes through revisions” – p.8.

<sup>lxii</sup> UNDP Program and Project Management Roles, n.p., n.d. p.7

<sup>lxiii</sup> Guidelines regarding composition provide for a Senior Beneficiary. This could be more than one member.

<sup>lxiv</sup> UNDP, GGEPP project: Report on the First retreat of the GGEPP project. Khartoum, August 2006.

<sup>lxv</sup> Mention is made about a discussion on whether to inform stakeholders, but no follow up is given.

<sup>lxvi</sup> Answers were given in writing. See also: “Risks” and “Issues”, UNDP – Atlas – Internal document.

<sup>lxvii</sup> In the North, GGEPP is partnering with the GOS Women Directorate of the Ministry of Social Welfare, Women and Child Affairs, the Ministry of International Cooperation, the Training Department - Ministry of Cabinets, the Registrar of Political Parties, the Forum of Women in Political Parties, women parliamentarians, NGOs, Ahfad University and other universities. Partnership was the basis of the strategy of the Forums that informed the project right from the start. See “Forums”, GGEPP document, soft copy, no author, no date, p.2: “There was no specific partnership strategy ... in the WIP project document. However, in implementation of the project, partnership was placed at the heart of the project's success...”.

<sup>lxviii</sup> In the South, GGEPP is partnering with the GOSS Ministry for Gender and Social Welfare and Religious Affairs, the Ministry of Parliamentary Affairs, State Assemblies, the Specialised Committee on Gender, Culture, Youth and Sport in the SSLA, women parliamentarians, political parties and civil society organisations.

<sup>lix</sup> In the past GGEPP has at times been informally functioning as a ‘gender focal point’, which was actually not its role.

<sup>lxx</sup> i.e. other interventions of the United Nations Mission in Sudan (UNMIS).

<sup>lxxi</sup> Country Programme Action Plan between the Government of Sudan and UNDP (CPAP), draft, 2008, p.7; UNDP/UNPF: Country Programme Document for Sudan, draft, 2009-2012 p 4.

<sup>lxxii</sup> i.e. including UNMIS Gender Unit.

<sup>lxxiii</sup> Interview with Khadiga Abo-El Gassim Hag Hamed, Director-General, General Directorate for Women and Family Affairs, Ministry of Social Welfare, Women and Child Affairs

<sup>lxxiv</sup> Meeting with Ms. Khadiga Abo El-Gassim Hag Hamed and with Mr. Yasin Eisa, MIC. In both meetings the overall coherence of the project with the National Policy on Women Empowerment was emphasized.

<sup>lxxv</sup> Interview with Mr. Mohamed Ahmed Salim, Registrar of Political Parties

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<sup>lxxvi</sup> Mission Statement, UNDP-Southern Sudan. “To support capacity development of government, civil society and communities so as to promote an environment that enhances human dignity, security, sustainable livelihoods and freedom of expression for the people of Southern Sudan, and contributing towards the achievement of the Millennium Development Goals.”

<sup>lxxvii</sup> UNDP: Evaluation of UNDP Assistance to Conflict-Affected Countries. UNDP, 2006, page 56 and 63. “UNDP has tended to regard civil society as a monolithic entity, without sufficiently understanding its diversity, strengths, and weaknesses.” “It is recommended that a revised approach be adopted based first and foremost on the principle of realism and mutual respect”.

<sup>lxxviii</sup> GGEPP has provided training for CSOs separately as well as mixed trainings for joint target groups. There is evidence that both have worked well. Joint stakeholder activities (Gender and Good Governance trainings for participants from Government, office bearers and Civil Society jointly) have been appreciated (North and South).

<sup>lxxix</sup> UNDP: UNDP and Civil Society Organisations: A Toolkit for Strengthening Partnerships. New York, 2006. Three types of arrangements are possible:

- 1) NGO as managers of a UNDP project. In this case, the NGO would be an Implementing Partner (in countries with harmonized programming procedures) or an Executing Agency (in countries that have not yet harmonized). The Project Cooperation Agreement would be used under this arrangement.
- 2) NGOs as a contractor. In this case, procurement procedures and contracts apply (CAP, ACP/CPO, waivers).
- 3) NGOs as recipients of grants - a grant agreement in the form of a Memorandum of Understanding is signed.

<sup>lxxx</sup> More information is available at: [http://www.undp.org/cso/resource/policies/NGOexec\\_crisis.doc](http://www.undp.org/cso/resource/policies/NGOexec_crisis.doc).

<sup>lxxxi</sup> Draft country programme document for Sudan 2009-2012 o.c., p 4.