External evaluation of the Pilot Fund 'Peace and Security 4 All'

Draft report

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Abbreviations

(S)GBV	(Sexual and) Gender-Based Violence
AàP	Arbre à Palabre [consortium]
AJCAD	Association des Jeunes pour la Citoyenneté Active et la Démocratie [partner, Mali]
BWPD	Burundian Women for Peace and Development
CSO	Civil Society Organization
DRC	Democratic Republic of Congo
DSO	Department for Social Development
DSRI	Development Studies and Research Institute [partner, Sudan]
FGD	Focus Group Discussion
GCI	Gender Concerns International
KAP	Key Agents for Change [consortium]
KIIs	Key Informant Interviews
MEL	Monitoring, Evaluation and Learning
MINUSMA	United Nations Multidimensional Integrated Stabilization Mission in Mali
MoFA	Ministry of Foreign Affairs
MoU	Memory of Understanding
MSSD	Mediterranean Society for Sustainable Development [partner, Libya]
MUCOP	Mutualité des Congolais aux Pays Bas
NAP	National Action Plan
NGO	Non-Governmental Organization
OH	Outcome Harvesting
PS4A	Peace and Security for All
RRAA	Rural Rehabilitation Association for Afghanistan [partner, Afghanistan]
TFVG	Taskforce Vrouwenrechten en Gendergelijkheid
ToC	Theory of Change
ToR	Terms of Reference
UNSCR	United Nations Security Council Resolution
VoAW	Voice of Afghan's Women
VON	Vluchtelingen Organisatie Nederland
VOND	Stichting Vrouwenorganisatie Nederland-Darfur
WADI	Women Advocacy and Development Initiative
WIN	Women's Initiatives Network
WO=MEN	Women Equals Men
WPS	Women, Peace and Security
YSC	Youth for Social Cohesion [consortium]

Executive summary

This evaluation assesses the achievements of the three consortia, composed of seven small to medium women/diaspora organizations, that implemented programmes under the Peace and Security for All pilot fund (EUR 450,000, 2018-2019, with an extension to May 2020) in support of NAP III implementation. Findings pertain to results at target group level in the countries (Afghanistan, Burundi, DR Congo, Libya, Mali and Sudan) and the contribution made by collaboration. Data was triangulated through online interviews and documentation study, as no fieldwork was foreseen and Covid19 restricted the use of interactive methods. Insight into results differs between organizations as some shared more information than others.

Key evaluation findings as per OECD-DAC criteria

- **On relevance**: A WPS focus is relevant to youth in the contexts, but the PS4A design process and size of the fund affected organizations in their ability to nurture full local ownership and, especially in Mali and Libya, to flexibility adapt to conflict challenges. In Sudan, Afghanistan and Burundi the approach to space out events and offer accompaniment in follow up through action planning allowed for greater continuity of the youth's involvement.

- **On effectiveness**: Small/medium women organizations who are part of the diaspora are a legitimate and locally accepted actor to address sensitive topics around WPS and gender norms. Their effectiveness is defined by the strength of their local connection, which varied per organization. PS4A raised confidence and skills among targeted youth to address their peers on gender-related matters. Especially in Afghanistan, Burundi and Sudan anecdotal examples of youth mediating in family/community conflicts exist. The inclusion of local leaders was effective when their contributions to events modelled positive gender values. These results were difficult to assess for Libya, Mali and DRC as, at the time of data collection, certain activities had not taken place (Libya activities were to be completed by 31/12 2019; in Mali and DRC activities were completed in May 2020), and follow-up of youth was limited.

- **On efficiency**: Technical and logistical capacities to implemented PS4A activities were adequate. MEL capacities to capture qualitative results and learnings were limited but reflect the size of the fund and the consortium members. Project efficiency was in Libya, Mali and DRC affected by the time invested in establishing or sustaining local partnerships and sub-grants passing through multiple organizations (DRC), which also casts some doubt on added value. Voluntary time investment within the consortia generated efficiencies, although this limits organizational development/professionalization.

- **On consortia coherence**: Collaboration and learning was on the one hand negatively affected by the rather directive manner through which the consortia were formed during the inception workshop, notably as a prerequisite to access PS4A funding. Also the alignment of expectations and practicalities on how to work in a consortium were insufficiently defined. On the other hand, limited collaboration and sharing was frustrated by sentiments of competition, personal differences, and for two consortia ex post activity funding. This partially speaks to the professionalism of the consortia members, but also reflects their limited experience of working in consortia and, on for the lead organizations, the burden of contractual responsibility and financial liability.

- **On wider NAP coherence:** Small to medium women/diaspora organizations offer added value in shaping and contributing to the NAP discourse and PS4A funding adds to their perceived legitimacy and acknowledgement. The influence by consortium members on other Dutch NAP signatories through PS4A is limited, also because relevant meetings (e.g. country groups) offer limited in-depth project exchange. Finally, for MoFA PS4A management was labor intensive as requests needed to be balanced with the policy framework and contractual responsibilities.
- **On impact**: In line with the relevance of impact measurement at the local level, early signs of change noted on peer/community outreach by the targeted youth, their mediation role in family conflicts, the link with guidance on entrepreneurship and the ally role played by some local (religious) authorities reflect progress on a limited number of NAP III outputs. As known from the start, however, the size of the PS4A fund and the implementing organizations does however not offer ground for substantial contribution to the achievement of NAP III.
- **On sustainability**: On project level, the existence of a strong connection to the context with possibilities for complementary activities/support, a strong group-structure of the trained youth and action plans for stronger community outreach, and guidance on entrepreneurship add to possibilities for sustaining results. At the level of the small to medium women/diaspora organizations, a reflection on the role and modality of funding for small to medium women/diaspora organizations as part of NAP strategy development is a factor to consider.

Recommendations to the Ministry of Foreign Affairs and Wo=Men

- **MoFA**: Ensure autonomous consortia formation and facilitate the alignment of expectations and the definition of collaboration modalities that fits the type and size of PS4A organizations.
- **MoFA:** Facilitate access for small to medium women/diaspora organizations to other funding trajectories, including external channels and stakeholders, that can offer capacity strengthening in light of professionalization and building added value.
- **MoFA:** Facilitate better understanding on the roles and limitations of TFVG as policy implementor to balance an advisory role with lean consortium management.
- **Wo=Men and MoFA:** The NAP coordinators are to discuss with NAP signatories how the country working groups and NAP events can allocate more time for in-depth learning, in addition to identifying alternative opportunities for learning.
- **Wo=Men and MoFA:** The NAP coordinators are to ensure that reflections on WPS funding modalities happen parallel to the NAP IV strategic reflections and address needs, obstacles and criteria of funding in respect to small to medium women/diaspora organizations; specifically building on earlier findings of analysis on this (e.g. Small Seeds for Big Baobabs).

Recommendations to the consortia

- Sub-grantees need to be selected and involved on the basis of added value, implementing capacities and efficiencies, avoiding multiple-level partnership constellations.
- Articulate more clearly, throughout the process of project formulation and implementation, the specific added value of the organizations for the context of operation, as well as limitations to project management as a result of the degree of volunteering.
- Further connect external capacity building opportunities with the available funding opportunity to enhance organizational development and professionalization. This could entail creating linkages and alliances that involve expert organizations.
- Develop an explicit learning agenda tied with project deliverables and results that highlights the opportunities and added value of mutual exchange, including necessary means for it.

1   Introduction

This report presents the findings of the final evaluation of the Peace and Security for All fund (PS4A) as funded by the Ministry of Foreign Affairs (MoFA) through the Taskforce Women's Rights and Gender Equality (TFVG). MDF Training and Consultancy conducted the evaluation under the framework contract "*Inhuur Expertise Beleidsvelden Internationale Samenwerking*" with MoFA.

This first chapter provides a brief background to the PS4A fund, the scope of the evaluation, the methodology and limitations encountered. Chapter two introduces the PS4A consortia and their projects. The evaluation findings, in chapter three, align with the main OECD-DAC evaluation criteria tied with the evaluation questions. Chapter four presents the conclusions and formulates recommendations for MoFA and the consortia. The annexes include the evaluation framework, interview questions, a list of respondents, the bibliography and examples of documented outcomes. Respondents are not identifiably linked to quotes used. Although a list of respondents is available, it has not been included in this report.

1.1   The PS4A pilot fund

2020 marks the 20th anniversary of the United Nations Security Council Resolution (UNSCR) 1325 on women, peace and security (WPS), which recognizes that structural gender inequalities and discrimination are at the heart of the differential impact conflict has on women, men, boys and girls. To operationalize UNSCR 1325 the Netherlands has since 2007 elaborated three subsequent National Action Plans (NAP1325). NAP III covers the period 2016-2019 (with extension to 2020) and aims to contribute to "an enabling environment for women's participation and empowerment in conflict and post-conflict environments, so they can meaningfully participate in conflict prevention, resolution, peacebuilding, protection, relief and recovery." Three objectives underpin NAP III:

1. Better protect women and girls in conflict and post-conflict situations from violence and violations of their rights;
2. Subvert harmful underlying gender norms, which are obstacles to sustainable peace;
3. Ensure that women have equal leverage in conflict prevention and resolution, peacebuilding, relief and recovery at all levels, and that their efforts are acknowledged and supported.

To achieve NAP III MoFA has funded eight programmes under the Vrouwen, vrede, veiligheid funding scheme (2016-2019) in Afghanistan, Colombia, the Democratic Republic of Congo (DRC), Libya, Yemen, Syria, Iraq, and South Sudan against a total value of EUR 15 million. PS4A (2018-2019) is an additional pilot fund to enhance NAP III implementation (EUR 450,000 in total). PS4A is implemented through three consortia of predominantly small diaspora organizations (VOND/WADI, GCI/VoAW and BWPD/MUCOP/WIN) that are Dutch NAP signatories but were not selected for the funding scheme that accompanied NAP III: Vrouwen, vrede, veiligheid 2016-2019 . By paying attention to UNSCR 1325 and UNSCR 2250 on youth, peace and security, the focus of

PS4A lies on groups, topics and countries that were not so much addressed by the mentioned funding scheme, as reflected by the PS4A objectives:

1. To achieve results through:
   a) working with or involving one or more of the following groups: 1) young people, 2) men and boys, 3) religious leaders
   b) and/or working on one or more of the following themes: 1) countering violent extremism and/or 2) relief and recovery;
2. CSOs (South-South, North-South, North-North) work together and share insights and lessons learned on the WPS agenda and their own projects;
3. To reflect the needs of local populations, to take the context of the focus countries into account, and to create an enabling environment.

1.2   The evaluation scope

The scope of the evaluation aligns with the Terms of Reference (ToR) published by MoFA and the revised OECD-DAC criteria of relevance, coherence, effectiveness, efficiency, impact and sustainability. Considering that PS4A is a pilot fund, this evaluation promotes learning on a specific niche of small and medium size women/diaspora-led WPS programming. It also supports accountability towards the Ministry of Foreign Affairs. The evaluation is to assess to what extent the three objectives of PS4A as defined above have been achieved, generating insight into:

- the results of project activities
- the functioning of the three implementing consortia
- the functioning of the PS4A fund
- how findings link with relevant conclusions of the NAPIII Mid Term Review
- recommendations on good practices, lessons learned and challenges encountered

The evaluation was conducted by a consultant with lengthy experience working on WPS related topics, mostly in Africa. The process took place between March and June 2020 and involved a level of effort of 14 working days. A methodological inception report was prepared at the start (see Annex A for contextualized evaluation questions). The draft findings were shared by mid-May, which were peer reviewed by an MDF colleague and on which feedback was received by TFVG and the consortium members. A joint sense-making workshop was held 17 June with the consortium members, followed on 22 June by a presentation of findings to both MoFA and through a joint session with MoFA, WO=MEN, Butterfly Works and the consortium members. After these sessions the final report was delivered. Given the limited size of the PS4A fund as well as the scope of the evaluation, no fieldwork in the focus countries was foreseen.

1.3   Data collection and analysis methods

A mix of data collection methods was used, which allowed triangulation of data.

- **Key Informant Interviews (KIIs)**: 23 digital interviews of 1-2 hours each were held with TFVG, WO=MEN, Butterfly Works, all consortium members, and a limited number of implementing partners and beneficiaries in the respective countries (except for GCI and WIN). The semi-structured KIIs covered the project design process, context adaptation, implementation progress, outcomes at target group level, experiences of working in a consortium and the participation in the Dutch NAP community (see the interview guidance in Annex B). Upon request, guiding questions were shared in advance with some of the respondents.
- **Documentation review**: Documentation review identified data on context, (cumulative) programme outputs, signs of early outcomes, reach, challenges and lessons learned. MoFA shared proposals, budgets, collaboration agreements, annual plans, M&E frameworks, annual narrative and financial reports (May 2019) and letters reflecting communication between MoFA and the consortia. For the lead organizations statutes, organizational annual reports, track record information and, where relevant, policy documents were also received. In addition, VOND, BWPD, MUCOP, VoAW and WADI shared activity reports and training modules. VOND also shared an elaborate financial narrative and the evaluation report. No additional documents were received from GCI and WIN, causing blind spots about their progress and results and, subsequently, lessons learned could not be substantiated for all PS4A partners. Also documents on the NAP II pilot fund (Small Seeds for Big Baobabs), and relevant documentation on the Dutch NAP1325 were looked at. A bibliography is included in Annex D.
- **Illustrative documentation of early outcomes**: The interviews with the consortium members inquired about examples of early signs of observable change. The consultant developed a short narrative of these outcomes, their significance and the contribution made by PS4A. Draft versions were shared with the consortium members for their feedback. Summaries of outcomes are in this report used to illustrate areas of result and more elaborate outcome descriptions are included in Annex C.
- **Sense-making workshop**: Towards the end of the evaluation process a joint sense-making workshop was held with all consortium members (17 June), followed by a presentations of findings involzing MoFA and another one involving the consortium members, MoFA, WO=MEN and Butterfly Works (22 June).

1.4 Evaluation limitations

A number of limitations to the evaluation have influenced possiblities for analysis and findings.

- **Covid19 adjustments**: The start of data collection coincided with Covid19 containment restrictions installed by the Dutch government. This meant that methodological adaptations had to be made. Initially outcome harvesting was intended to be used as main method to note observable changes in practices, policies, agendas and relationships that occurred in social actors associated with PS4A. Participatory harvesting writeshops with consortium members were to generate a number of outcomes that would offer a substantive basis for analysis. These writeshops had to be cancelled and, in consultation with MoFA, the outcome harvesting approach was scaled down. Consequently, examples of outcomes noted through the interviews do not form enough of a basis for elaborate analysis through categorization and

mapping. The sense-making workshop and presentations also had to be done online, allowing less space for participatory methodology.

- **Managing expectations about influencing change**: The PS4A projects aim to promote gender equality so as to contribute to changing mindsets and behaviors of youth and leaders on harmful gender norms and violent extremism. As the PS4A budget and timeline can only make a limited contribution to these long-term changes sought, reported results constitute early signs of change with a highly anecdotal character. Another challenge was that, inspite of a MEL framework developed by all consortia, limited MEL data was available. This makes structured assessment of results as well as their contribution towards NAP III difficult. On this point there was also insufficient time to consult with other NAP members.
- **Modest scope of the evaluation**: As the evaluation did not provide for fieldwork, results that were shared by the consortium members could not be triangulated with firsthand data gathered from the field, which partially affects the objectivity of findings.
- **Triangulation affected by documetation limitations:** The documentation that was available at the time of the evaluation did not offer full overview and insight in progress and results. This weakens the basis of evidence, as a significant share of the information retrieved through KIIs could not (yet) be backed up by documents. Reasons for this were that some organizations (WIN, MUCOP, GCI) had uncompleted activities at the time of data collection in March/April (GCI should have finished activities by the end of 2019 and MUCOP and WIN organized remaining activities in May 2020). Also, the majority of activities for most consortia took place after the first narrative reporting (May 2019) and these had yet to be captured in the final reports that are due by the end of May 2020 (GCI consortium) and end of August 2020 (VOND and BWPD consortia).

2   Overview of the PS4A projects

PS4A is the follow-up of the NAP II 'Small Seeds for Big Baobabs' pilot fund (the first pilot fund for small organizations), for which Cordaid acted as fund manager, Vluchtelingen Organisatie Nederland (VON) offered capacity support, and participating organizations independently implemented their own projects. The NAP II pilot fund evaluation questioned the costs of programme management and capacity support in light of results achieved by the projects. Small and medium women/diaspora organizations member of WO=MEN (Dutch Gender Platform) lobbied MoFA to continue the pilot fund as small and medium size women/diaspora organizations constitute a specific niche for WPS. Partially to accommodate the wish of MoFA for a manageable fund, adaptations were made the first pilot fund, such as the introduction of a consortium approach to stimulate collaboration, efficiencies and learning, and capacity building was discontinued. The result was the second pilot fund PS4A.

In September/October 2017 the social design studio Butterfly Works facilitated a PS4A co-creation workshop upon request of MoFA. Attending the workshop was a prerequisite to access funds. During this process three consortia were formed, each composed of two to three mostly voluntary small and medium size women/diaspora organizations and each managing a similar pre-fixed budget of EUR 150.000. Only two organizations (GCI, VOND) had previous experience in managing funds larger that than the PS4A grant. During the workshop the consortia defined the focus of their projects (e.g. underlying assumptions of change, foreseen intervention strategies and relevant stakeholders). Full proposals were submitted to MoFA by mid-December 2017 and the consortia planned to start implementation in January 2018. Approval by MoFA only came in June 2018 and during contracting the end-date of the projects was therefore extended to May 2020 instead of December 2019. Final reporting is due by the end of May 2020 (GCI/VoAW) and the end of August 2020 (VOND/WADI and BWPD/MUCOP/WIN).

Based on the approved proposals, the table below provides a project overview. All took an approach whereby a limited number of youth (15-140) participated in between one to five capacity building events on topics such as women's rights, harmful gender norms/gender-based violence, UNSCR 1325 and 2250, peacebuilding, dialogue, mediation, networking and action planning. In addition, dialogue sessions were held with local leaders and community members.

Project	**Youth for Social Cohesion (YSC)** / Sudan	
Consortium	[LEAD] Stichting Vrouwenorganisatie Nederland-Darfur (VOND) + local partners Al Ruhal and WAP	Stichting Women Advocacy and Development (WADI) + local partner Development Studies and Research Institute (DSRI, the main facilitator of the events in Khartoum/Darfur)
Budget **€149,387**	VOND: €80,484	WADI: €68,903
The project engaged 50 youth (25 young men, 25 young women) from Khartoum and Nyala (Darfur) in Sudan as 'change makers' in the promotion of gender equality, peacebuilding and reconciliation. In both locations, five learning events (4-5 days each) were to strengthen capacities on dialogue, mediation, gender rights awareness (UNSCR 1325 and 2250) and advocacy. Entrepreneurship and working in		

cooperatives were added to connect peacebuilding with entrepreneurship, enhancing youth resilience to mitigate recruitment by extremist militia.

Project	Key Agents of Peace (KAP) / Libya (Tripoli), Afghanistan (7 villages in Balkh Province)	
Consortium	[LEAD] Gender Concerns International (GCI) + local partner Mediterranean Society for Sustainable Development (MSSD)	Voice of Afghan's Women (VoAW) + local partner Rural Rehabilitation Association for Afghanistan (RRAA)
Budget €128.330	GCI: €58.490	VoAW: €45.670 + € 24.170 (MoFA top-up grant)

This project empowers 45 youth (15 in Libya and 30 in Afghanistan) to promote non-violent political and religious narratives that are compatible with human rights and women's rights in light of UNSCR 1325. This is done through i) four capacity building workshops on UNSCR 1325, religion and women's rights, lobby and advocacy, and networking; ii) the facilitation of dialogue between these youth and key influential actors (e.g. religious leaders, CSOs, political decision-makers); iii) and public awareness raising through campaigns. The project aims to reduce the incentives for youth to support and/or participate in violent extremist organizations. Initially the project was also to be implemented in Yemen by the organization African Sky. However, African Sky discontinued as its founding member sadly passed away in 2018. GCI and VoAW submitted a plan for additional activities. Only VoAW's plan was approved and received an additional MoFA fund. This explains an overall consortium budget of below EUR 150,000.

Project	Arbre à Palabre (AàP) / Burundi (7 communes in Kirundu Province), Mali (Ségou, Mopti, Sikasso and Gao), Democratic Republic of Congo (6 groupements in Kasaï Province)		
Consortium	[LEAD] Burundi Women for Peace and Development (BWPD) + the BWPD center in Kirundo and local partners (GROFERVE and GICODENA)	Women's Initiative Network (WIN) and local partners CASA and Association des Jeunes pour la Citoyennéte Active (AJCAD)	Mutualité des Congolais aux Pays-Bas (MUCOP) and local partners Nous Pouvons and Somba Manya
Budget €150,002	BWPD: €51,330 + €15,262 (coordination)	WIN: €34,384 + €16,150 (website and application)	MUCOP: €32,876

In Burundi, BWPD targets 140 communal leaders and 140 youth in Kirundo Province. Four different workshops are held in all 7 communes, as well as a few joint meetings (e.g. sports tournament). In Mali WIN implements youth-led dialogues in 4 rural and 4 urban locations in 4 regions of Mali. The activities target youth and community leaders. MUCOP implements PS4A in collaboration with the (S)GBV movement 'Nous Pouvons' and targets 40 youth and 16 customary leaders in Kasaï Province, DRC. Mediators are trained who facilitate the 'arbre à palabre' dialogue spaces, and youth training is organized separately for boys and girls focuses on how to be a role model and they will engage in monthly discussions on gender norms with local leaders/adults, amongst others. Lastly, a consortium-wide app and website is developed to facilitate the exchange between youth on WPS topics.

3 Evaluation findings

3.1 Relevance: Responding to needs and context

- *To what extent did projects reflect the needs of local populations and take account of the context of the focus countries in question?*

> The focus on WPS is relevant to youth in the country contexts, but the PS4A inception process did not allow for substantial local partner involvement in the design. Flexible adaptation to changes in the context was strongest noted for the Sudan consortium, whereas the Mali and Libya projects suffered multiple delays because of political factors (elections) and ongoing conflict. Some partners offered entrepreneurship training following a needs assessment among youth. This, coupled with an approach of spaced out events and accompaniment of youth in action planning, allowed for enhanced continuity of the youth's involvement as opposed to other partners.

Focus on youth and WPS is relevant for the country contexts: Applying a youth lens to WPS is relevant for all countries as youth generally lack awareness on women's rights and harmful gender norms and, consequently, adopt beliefs and behaviors that confirm patriarchal dominance and form a basis for gender-based violence. Also, youth are mostly excluded from community decision-making, including about peace and security issues. Furthermore, in a context of limited livelihood opportunities especially male youth are prone to political indoctrination or recruitment by violent extremist organizations. VOND, WADI and VoAW therefore included entrepreneurship training as an add-on to their result frameworks, in Sudan on how to develop a business plan and work in a cooperative, and in Afghanistan through poultry production support. Working with youth was new to most organizations and offered new insights on the relevance of this target group in peacebuilding. Involving local leaders was relevant for project acceptance, as target audience to behavioral change, and in case of a progressive voice, to exercise moral authority in support of change. Leaders comprised religious authorities (e.g. in Mali and the Mullah in Afghanistan), customary leaders (in DRC and Mali) and administrative leaders in Burundi.

Youth selection process fostered personal motivation and group cohesion: The selection process of direct beneficiaries was done in collaboration with implementing partners, applying criteria such as gender, educational background and intrinsic motivation. In Sudan a competitive application procedure was used, speaking to the intrinsic motivation of participants. In Mali and Burundi local leaders/public authorities were involved in proposing suitable youth. As there were signs that youth members of the ruling political party (CNDP-FDD) were privileged in Burundi, BWPD had to intervene to ensure diversity in the group of youth. The training approach by VoAW, WADI and VOND most strongly developed a group spirit among the youth, which also increased the likelihood of continuity in their participation in the different activities. In all countries other youth and community members constituted the indirect target audience as the trained youth raises awareness among their peers.

Limited project development ownership by local partners: The Butterfly Works design workshop of September/October 2017 was considered useful by consortia participants. "*It was great to bring the diaspora together so as to reflect about our problems and how to address them.*" The methodologies for design-thinking were used by some consortia to facilitate action planning with targeted youth. Nevertheless, respondents generally felt that the design workshop was rushed and insufficiently discussed the implications of working in consortia and grant conditions (a topic initially on the agenda but due to budget limitations eventually removed). Also, the timeframe between the workshop and the submission deadline limited substantive engagement with relevant stakeholders in the respective countries. "*We discussed with our local partners, but for them to own the process more time is needed, it was more us telling them what the project should look like so as to fit the guidelines.*" Mostly during the consultative visits by the organizations involved in PS4A, in the second half of 2018, that verification with local counterparts was done.

Context challenges and adaptations: The intervention contexts are challenging and often presents conflict-related risks, but, according to the respondents, in Afghanistan, DRC and Burundi it did not affect project activities negatively. In Sudan adaptations to the context were made, and in Mali and Libya the conflict context caused delays in implementation. Possibilities to mitigate conflict-risks with a very small budget are limited.

- In Sudan the project timeframe coincided with historic political change, as mass protests led to a military coup that toppled the 30-year long dictatorship of Omar al Bashir in April 2019. Protests continued after that in a quest for the transfer of power to civilian leaders, which resulted in a power sharing agreement in June 2019. All along the revolution women and youth played a key role. VOND and WADI adapted by including topics such as non-violent resistance, political participation and democratic transition in the learning events.
- In Libya, since early 2019 access to the country became increasingly complex, with intensified fighting between the Tripoli government in the West and the Libyan National Army in the East. The initially selected implementing partner MSDD, like most (I)NGOs, closed its office in Tripoli. Finding a new partner in a setting of insecurity and against minimal funds in a country where costs are high proved challenging. In this context, commitments made by local counterparts were not always followed-up and, after a successful first project year, GCI says it has less knowledge of what happened to the project on the ground in the past year. This also made it challenging to identify early signs of change for the purpose of this evaluation.
- For Mali, the Parliamentary elections that in itself got postponed several times from June 2018 to March 2020 caused delays in project implementation. Deadly attacks that happened in the project area added to this. To minimize risks for the local partner AJCAD who had to travel from Bamako to the intervention zones to facilitate activities, WIN decided instead to use locally based focal persons of the G5 Sahel network as facilitators.

3.2 Effectiveness: Achieving results in communities

3.2.1 Results and changes achieved on target group level
- *What concrete results and changes were achieved by the PS4A consortia at the local level?*
- *What real differences have the PS4A activities made to the people it reached?*

The training events gave youth increased confidence and skills to speak out on gender-related matters. Tied with the degree of completion of activities, examples of youth raising awareness among their peers were given by VoAW, VOND, WADI and BWPD. This also links to a more substantive connection that these organizations developed with the youth through the spread of activities in time and follow-up through action planning. Changes influenced by youth on community level remain anecdotal and reflect punctual cases of mediation of family/community conflicts. The inclusion of local leaders in the events proved especially effective when they could model positive gender values through contributions made by them to the events.

Progress of planned activities: The below table shows implementation progress made for each organization and the consortia.[1] VOND, WADI, VoAW and BWPD finalized their activities as initially planned for, although most experienced some delays. They also ensured a reasonable spread of the events in time, offering opportunity for the targeted youth to more strongly connect with the project and each other. GCI, MUCOP and WIN only implemented part of their scheduled activities and these fell within a more restricted period in time. For the BWPD/MUCOP/WIN consortium the joint website and application is under development still. With contracts ending and the ongoing Covid19 crisis it is unlikely that all outstanding work will be completed.

Country	# and type of beneficiaries	Activities implemented and % of implementation		Observations on degree of implementation as opposed to proposals
Youth for Social Cohesion = 100% implemented				
VOND Sudan/ Darfur	25, unemployed university graduates of urban parts of Nyala	Inception visit & 1 learning event in 2018, 2 in 2019 and 2 in 2020	100%	All events were scheduled for 2019, but the revolution caused some delay. Entrepreneurship was an additional topic. The last event was planned as a joint activity with WADI but was organized independently.
WADI Sudan/ Khartoum	25 graduates from different, including 1 Syrian refugee	1 learning event at the end of 2018, 2 in 2019 and 2 in 2020	100%	Additional topics addressed in line with the revolution needs and entrepreneurship. The joint activity was independently organized.
Key Agents of Peace = 72% implemented				
VoAW Afghanistan/ Balkh	30 change makers in 7 villages, 700 indirect community members	Inception visit late 2018, 4 workshops, 3 dialogue events and radio campaigning in 2019	100%	The complementary fund allowed for the expansion from 15 to 30 change makers, and facilitated an economic intervention around poultry
GCI Libya/ Tripoli	15 youth	Inception visit in June 2018, 4 workshops and 1 out of 3 dialogues until March/April 2019	33%	No continuity of the same 15 youth since the first event, GCI said to have insufficient knowledge of what happened to the 2 dialogue events and media campaigning after the first year of implementation
Arbre à Palabre = 70% implemented (the joint activity, the arbre à palabre application will be launched end of May 2020)				
BWPD Burundi/ Kirundo	20 youth per (7) commune (140) and 140 leaders. Pairs are trained by 14 trainers	Inception visit late 2018, training sessions held in 2019, in 2020 1-day exchange involving all youth and leaders	100%	Until the end of 2018 BWPD could not operate due to the (I)NGO ban imposed by the Burundi government

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[1] The degree of implementation has been derived from interviews and the May 2019 reports. The percentages have been calculated looking at the budget value for the implemented activities set off against the total budget per organization and per consortium.

MUCOP DRC/ Kasaï	20 boys, 20 girls and 16 local leaders, 300 community members	Inception visit in August 2018, 3 training workshops (1 with boys, 1 with girls, 1 together = in total 5 days), 2 intergenerational events (late 2019, early 2020)	63%	Initially 4x2 training days were planned for. At the time of data collection (April), the third intergenerational event did not take place; also the joint validation sessions (arbre à palabre, 3 versions on 4 locations) still needs to take place, as well as the song-broadcasts. These events were finalized in May 2020.
WIN Mali/Mopti, Gao, Ségou, Sikasso	3 chiefs and 50 youth	Inception visit/launch in October 2018, in 2 locations 2 youth events (mid 2019), 1 University event organized	50%	At the time of data collection (April) in 2 locations the events still had to be organized, as well as the joint validation. These events took place in May 2020. For the whole consortium the digital app was also launched in May 2020.

Awareness about UNSCR 1325 and 2250 among youth strengthened: Although the WPS-related topics addressed through the various events in the six countries differs, knowledge on UNSCR 1325 and 2250 in relation to gender-based violence and women's/human rights was addressed everywhere. Respondents give several examples of how the youth deepened their understanding about the usefulness of these resolutions to their context. For example, in DRC a secondary school teacher of Chikazi Lyceum contacted the local partner inquiring about these resolutions, as youth in his school/class talked about it a lot. In Darfur the trained youth developed a peace policy from the perspective of youth.

Additional follow-up in between workshops was of added value, yet not practiced by all: As the PS4A projects offered a limited number of training events, spacing the events out was of added value. It offered youth the opportunity to initiate their own community activities. In the following event the youth would report back on their experiences. It strengthened the motivation of and bond between the youth and made the project as a whole more coherent. This approach was most structurally adopted by VOND, WADI and VoAW. Exchange on the approach within and beyond the consortia did not take place (see 3.4 coherence).

Personal change in the confidence and skills to speak out: Several examples given show changes in the confidence and assertiveness of youth who gained skills to speak out. "*I saw great personal growth between December 2018 and March 2020; the discussions that we had toward of the end of the cycle and the way in which they reacted gave proof of reflection, tolerance and constructive action.*" In DRC girls speaking out against harmful norms that they had until then considered as normal practice, such as forced marriage, shows that skills to do so strengthened. The same change was noted *in 2019 in Kirundo Province, Burundi, targeted boys and girls opened up to talk about gender-based violence and sexuality, which is generally considered a highly taboo topic for youth to talk about* [Outcome, BWPD, not drafted up in detail]. There are also examples of youth that, through the workshops, developed interest and confidence to take up a position in a structure that is relevant to WPS. For example, *In August 2019 one of the youth change makers, Ms Osman, joined the 'National Initiative for Social Cohesion' (NISC) in Khartoum, Sudan. The NISC is a voluntary national network initiated by graduates of University of Khartoum, with membership at community level and seeks to open up dialogue about transitional justice in light of conflict-related atrocities that happened in various parts of Sudan.*

Ms Osman started to collect donations for the NSISC and asks other youth in her community to volunteer for the NISC [Outcome SU-4, WADI].

Trained youth raise awareness among peers: WADI, VOND, MUCOP, BWPD and VoAW give examples of trained youth reaching out to their peers. This especially happened in schools, in church and in other community spaces such as the market. For VOND and VoAW this was done through structured action planning. In Afghanistan each change maker committed to reaching out to 25 other people (700 in total). In DRC reference was made to boys speaking to other boys about the rights of girls to choose a partner. The boys also felt determined to influence local chiefs on the rights of girls. This is significant as in Kasaï chiefs are powerful guardians of existing norms and often use young boys to gather intelligence or form a local defense force. Another specific example of awareness raising was mentioned by VOND. *In Nyala, South Darfur, at the end of 2019, 8 change makers prepared 3 different radio programmes on United Nations Security Council Resolutions 2250 on youth, peace and security and 1325 on women, peace and security involving pioneer businessmen in Nyala and prominent community leaders, one of them is the head of Ajaweed (mediators). These programmes were made in the production studio that one of the change makers had started, following the training on business development. The programmes involved strong dialogues about the content on equality and women's rights, participation and on mediation and reconciliation* [Outcome SU-2, VOND].

Changes influenced by the trained youth among other people: None of the consortium members structurally monitored changes that had been influenced on community level by the youth that followed training/workshops. But in most countries examples of trained youth mediating on harmful behavior towards women/girls were noted, except for Libya and Mali due to the delays/non-implementation aforementioned. For example, *in Kasaï, DRC, trained boys influenced their peers to stop acts of violence, such as throwing stones, towards girls who make their way to school* [Outcome, MUCOP, not drafted up in detail]. Also, *in May 2020 community members of different generations in Dardoog community, Khartoum, Sudan, dialogued and reduced aggressive expressions of intolerance towards women who claim their regained post-revolution freedom by no longer wearing a headscarf and by openly speaking their mind in public places such as the bus or the market. These women are generally met with insults or physical aggression as their decision to remove the scarf is generally perceived as an act of rebellion against established gender norm* [Outcome SU-3, WADI]. Furthermore, in Afghanistan several examples were shared whereby trained youth mediate in marriage related conflicts (e.g. facilitation of a divorce case of a woman, and mediation of a conflict between two families who were in conflict over the dowry payment). For example, *in November 2019, change maker Mr. Fahim (33 years old) from Deh Abdulla village of Dehdadi district of Balkh province, supported his niece to file for a religious divorce in Deh Abdulla village, Afghanistan. The husband of the girl originated from another village in another region and he decided he wanted to marry another girl from there. Mr. Fahim supported her through finding out the root cause of the issue and involving the Mullah who could provide advice to the conflict from an Islamic perspective* [Outcome AFG-1, VoAW].

Involvement of community leaders has been an important prerequisite to results: Associating leaders served the purpose of obtaining acceptance for project activities. Local leaders were also involved in dialogue events whereby youth and leaders engaged in facilitated interactions about gender, UNSCR 1325 and 2250, amongst others. This offered the possibility to influence change among leaders, but also increased the legitimacy of the project's narratives among the wider community audience. For example, in Afghanistan VoAW invited a well-known Islamic scholar to several events who shared Islamic doctrines that promote gender equality. This was done in a peaceful manner that still accommodated possible sensitivities. His readings motivated the need to reflect on existing harmful gender norms and exerted authority over the village Mullah's who initially tended to see the project as an imposition of Western gender norms.

Guidance offered on entrepreneurship by the targeted is a complementary result: For the projects where consortium members explicitly integrated entrepreneurship into the training modules upon request of the youth (WADI, VOND, VoAW), several examples of business initiatives started by the youth were given. Also efforts to accompany them either in forming a cooperative. *In Nyala, South Darfur, on 25 November 2019, 10 change makers (6 females and 4 males) registered a cooperative for agricultural produce in order for them to collectively work and sell products in order to generate revenues* [Outcome SU-1, VOND]. *Also, six females change makers from the Gum Arabic belt, Darfur, registered a Gum Arabic cooperative. They will travel regularly to their villages to assist the women there in forming Gum Arabic cooperatives and also to talk to other youth about the importance of cooperatives and Resolutions 1325 and 2250* [Outcome SU-1, VOND]. The youth were also connected to other stakeholders that could possibly offer economic support to their initiatives adds to the sustainability of the PS4A action (e.g. in Sudan the Ministry of Youth and Sports, UNDP, UNWOMEN, CARE). Earning an income, arguably, raises their personal stability, which makes them a more effective role model of influence. These can all be noted as unexpected results, as entrepreneurship was not explicitly referenced in the project results frameworks. The fact that PS4A itself could not offer financial support to these initiatives was by several respondents felt to be an inhibiting factor. This comment is understandable given tangible results that livelihoods support could offer, but it does fall outside the scope of PS4A and NAP III.

Drawing on the previous observations on effectiveness, the table below lists the three most important early signs of outcomes. Two of these align with expected results in the proposals/M&E frameworks of the consortia. The table also states opinion on the contribution made by consortium members and takes note of facilitating and inhibiting factors.

Signs of early outcomes and contribution by consortium members	
Trained youth act as role models and raise awareness among peers and mediate community conflicts (expected) • VoAW offered a structured approach to outreach to peers • Concrete examples on peer outreach could be triangulated for VOND, WADI and BWPD	*Facilitating factors* • Selection of youth through an application process that calls on their intrinsic motivation (VOND, WADI) • Allowing for sufficient time between workshops/trainings (VOND, WADI, VoAW)

• More general reference to peer outreach made by MUCOP • No evidence on peer outreach could (yet) be retrieved for GCI and WIN	• Facilitate the development of action plans by the youth for implementation in their communities (VoAW, WADI, VOND) • Pairing youth with adults for joint outreach in their respective communities (BWPD) *Inhibiting factors* • Mostly one-off events (MUCOP) • Discontinuity of targeted youth across different events because of ongoing conflict and the drop-out of the implementing partner (GCI)
Local leaders/influential people become an 'ally' in raising awareness of youth and community members on harmful gender norms (expected) • Triangulated examples of leaders that served as ally to change by VoAW and VOND, single-source examples given by WADI and BWPD • Involvement of leaders largely to get project acceptance and as target audience for awareness raising for MUCOP • Outreach to other development stakeholders by WIN on how to work with local leaders • No information on the role of leaders could be retrieved for GCI	*Facilitating factors* • Deliberate selection of progressive and influential (religious) leaders (VoAW, WIN) *Inhibiting factors* • A complex conservative context with (initial) resistance of local leaders limits possibilities for engagement beyond getting their approval for conducting project activities (MUCOP)
Youth establishing small businesses as a means to sustain their involvement in WPS actions on community level (unexpected) • Triangulated reference to multiple examples of youth that started a business/cooperative by VoAW, VOND and WADI • The need for entrepreneurship support expressed by youth signaled but not (yet) acted on by BWPD and WIN • GCI and MUCOP kept to the core program targets and did not expand with entrepreneurship.	*Facilitating factors* • The incorporation of entrepreneurship themes in the training sessions (VOND, WADI, VoAW) • The possibility to tap into a network of experts on the subject matter • Offering advice on entrepreneurship ideas/projects, also linking them to other stakeholders (VoAW, WADI, VOND) *Inhibiting factors* • The limited influence that the consortium members have over additional entrepreneurship support by other organizations

3.2.2 The added value of organizational embeddedness
  • *What influence does the embeddedness of the (local) partners have on the activity?*

Diaspora organizations are mostly legitimate and locally accepted actors to address sensitive topics around WPS and gender norms. The degree of strength of an organization's connection to the local context, the presence of a local network of actors of influence influences and good project cycle managers added value for timely implementation and effective results. The small size of the PS4A fund made it however difficult for organizations to more systematically prove their added value.

Embeddedness provides WPS legitimacy: Representatives of diaspora organizations often lived through conflict and harmful gender norms themselves. This offers them legitimacy, also in the eyes of local stakeholders, to address harmful gender-norms in often conservative local context. Their establishment abroad allows them to bring in a complementary lens of looking at WPS issues, making use of their Dutch/international network and knowledge. As they are partially seen as 'insider' they are generally not met with resistance to what is perceived as the introduction of Western gender norms. The evaluation scope did not offer sufficient information on differences in the ability of diaspora organizations to address gender sensitivities as opposed to how locally established organizations address this.

Connection to the context matters: It is generally perceived that diaspora organizations have a strong connection to the local context and therefore add value. The evaluation showed variation on this. Particularly VOND, WADI, VoAW and BWPD chose to work in locations where they are well-known as organizations and as individuals, which facilitated acceptance of the interventions. "*Because I am from the area and speak to them in their own language makes that I am not threatening their territory. They see me as one of them.*" These projects were implemented without significant delays. In a less familiar localized context with conflict-related complexity, such as noted for WIN (Mali was a new country of intervention and amongst others chosen because of significant challenges observed with the participation of women in the peace process), more time was needed to establish the network and get up to speed. Also, MUCOP needed time to establish the project as Kasaï was a new area of intervention within DRC and was chosen because few actors are active on WPS in the targeted locations. Here, delays were also caused by initial resistance of the local chiefs who thought MUCOP secretly investigated the murder of two UN experts in March 2017, for which the militia of Kwamuina Nsapu (one of MUCOP's intervention zones) is suspected. Implementing a relatively small project in a rather unfamiliar location did hence pose certain project risks that were not necessarily discussed in depth during the inception phase. GCI has no embedded link to Libya but does have previous experience in the country. Here the conflict context as described in section 3.1 negatively affected implementation.

A personal network of influential contacts facilitates project acceptance: All consortia members gave examples of how their personal network of influential contacts added value. Especially for project acceptance consortium members reached out to, for example, the Governor of Kirundi Province (Burundi), a Senator originating from the region (DRC), and the Ministry of Youth and Sports in Darfur (Sudan). The network was also used to get specific stakeholders on board for the content of events. In Afghanistan the aforementioned religious scholar of Balkh Province was invited to make a contribution to several events. In Sudan consortium members involved influential local businesspeople and state actors involved in regulating entrepreneurship and cooperatives. In Mali, WIN reached out to a regional structure (G5Sahel) and international structures such as the UN mission to Mali and the Common Effort Coalition to strengthen content-reflections on the link between security actors/approaches and UNSCR 1325 and 2250.

Size of funding does not enable diaspora organizations to prove themselves: With the above points in mind, the organizations mention that they have the capacity to achieve results with small funds that a non-embedded organization would not be able to achieve with similar

conditions. At the same time, the funding size insufficiently enables them to fully prove their added value. Both in the field as well as within the Dutch development sector this means they are unlikely seen as actors that can offer wider strategic and systemic contributions to development practice. This limits possibilities to further develop and professionalize as an organization too.

3.3 Efficiency: The value of resources

- *What is the (institutional) capacity of the partner organizations? Is this adequate for the implementation and programme cycle management (incl. M&E) of development activities of this size?*
- *Were the projects cost-efficient?*

The organizational capacities to organize a series of workshops and events of both the consortium members and their local partners was adequate, although MEL capacities did not fully allow to capture and report on qualitative results and learnings. Furthermore, the local partnership structure in some cases casts doubt on the efficient use of resources, especially when sub-granting passes through multiple organizations or when local partnerships largely needed to be established from scratch. On the side of consortium members, potential efficiencies tied with the consortium approach were frustrated by limited sharing (see next section) and ex post funding of return to investment is relatively high as all organizations also invested voluntary time, although this puts strain on the possibility to fully prove themselves and the feasibility for some organizations to engage in similar size projects in future.

Different partnerships, limited assessment: Across the consortia, four types of collaboration with local counterparts can be identified. First, some projects are implemented through large organizations who have the experience of managing projects with significant budgets and who have project management infrastructure and procedures in place, such as in the case of VoAW (RRAA) and MUCOP (Nous Pouvons). The difference is that RRAA attracted a dedicated local project staff member and Nous Pouvons, as it has no institutional presence in Kasaï, largely managed the project at distance by subcontracting a small organization Somba Manya. Another difference is that relief organization RRAA built is capacities on WPS through this project, whereas Nous Pouvons is an expert on the matter. Secondly, others (e.g. VOND, BWPD) worked through much smaller community structures with whom they have an established relationship through earlier project efforts (e.g. Al Ruhal for VOND, GROFERVE and GICODENA for BWPD). These also have the advantage of a strong local network and context knowledge. Thirdly, partners of medium size and experience were identified by both GCI and WIN, but in both cases conflict challenges caused significant delays in implementation (WIN) and a lack of follow-up after the initial set of events held in the first project year (GCI). These projects therefore remained at the level of more separate activities. Fourth and lastly, WADI largely implemented the project locally through its own structure, in part through a five-month visit to Sudan of the WADI founding member. No basic capacity assessment of or dialogue about local partnerships was done at the start of the programme, which could have built in transparency and efficiencies.

Organizing capacities sufficient and thematic expertise externally attracted: Respondents mention that the capacities of local implementing partners to organize the workshops and community events have been sufficient (e.g. mobilization, logistics). GCI, VoAW and BWPD have specific WPS expertise but in other cases external thematic expertise was attracted to shape the WPS content of the events (e.g. module development, facilitation of events). As working with youth was new to nearly all consortium members additional expertise on the link between youth and economic development was also attracted. In some cases, external expertise was brought in from the country-specific network of consortium members (e.g. VOND and WADI invited Sudanese experts from both the Netherlands and Sudan to deliver specific events). In other cases, it was the domain of expertise of one the local counterparts (e.g. Nous Pouvons on WPS for MUCOP, AJCAD/G5Sahel on youth for WIN, DSRI on gender and economics for VOND/WADI). WPS capacities that existed within the consortia were not structurally shared with the other members, which ties with challenges observed with working in a consortium (see the next section).

Capacities to capture and report on results is less robust: The development of a framework for Monitoring, Evaluation and Learning (MEL) was a mandatory part of the project proposal. WO=MEN informally offered some support on the design of these frameworks. Structured feedback by MoFA on the frameworks only came in February 2019 when projects had started implementation. For many consortia members working with a MEL framework was new and as volunteer organizations they do not have expert M&E staff on board. Some MEL frameworks therefore have more precise and realistic expected results and indicators than others. MoFA noted that the narrative annual reports largely lacked a degree of analysis that made connection to the MEL framework and indicators, and this aligns with the NAP III MTR findings. Expectations on this should however be weighed against the scope and size of the projects. For both the VOND and BWPD consortia a board member/external advisor, both development experts, were involved in compiling information for the narrative reports but they also had to work with the information and data that is delivered to them through the other consortium members and/or local partners, which lack MEL capacities because of limitations in expertise and the small nature of the sub-grants. Hence, the insights that could have been retrieved through more robust MEL, also for the purpose of learning about PS4A results, are therefore limited.

Voluntary programme management not reflected in budgets: Around 80% of the budgets was allocated to content/activities, including human resource costs required for content delivery (e.g. trainers, module development). Travel costs for consultative scoping and attending/facilitating specific events on behalf of Dutch organization representatives reflects on average 11% of the budgets. Between 7 and 10 percent of the budgets has been used for programme management functions/overhead costs. The annual financial reports of May 2019 do not show major deviations in this respect. As for the latter costs, this reflects in all cases only a modest contribution towards a much higher voluntary time investment on behalf of the organizations. From programme management perspective this constitutes a risk for continuous investment of effort. Also, all three lead organizations are of the opinion that the time investment for consortium management significantly surpassed the small management fee included in the budget and was also disproportionate in light of the size of the contract and the responsibilities around liability involved. "*To manage a consortium has been a huge job and as voluntary organizations; it is*

something I would not like to do again." While the KAP consortium lead attracted interns to assist with programme management, expert support provided by advisors of VOND and BWPD to the reporting process of the YSC and AàP consortia came in on a voluntary basis. One of these experts says: "*Making a cost-benefit analysis of the monetary value of my time, it is difficult to add up*."

Opinions on whether the high degree of voluntary work is logical or even fair differ. Some respondents say that it fits their identity of a voluntary organization, but most are critical and feel that pro bono work is generally expected of small organizations, which is tied with the need for them to prove themselves. They link this argument to the structural challenges they face to engage in larger partnerships and attract institutional funding, also to further professionalize their thematic and programme management skills. MoFA mentions that it expects any organization's budget to reflect the real cost of time, but consortium members fear that that would make them illegible because of the inherent perception that they are volunteer organizations and growing discrepancy between management costs versus on the ground project money.

Sub-granting by consortium lead led in many cases to inefficiencies and frustration: Funding disbursed by MoFA to the lead organizations was based on advance payments of each project period (first year, second year and a final account of about 5% of the budget upon finalization). However, especially within the KAP and AàP consortia another formula was decided upon by the lead organization who - following an initial advance payment - mostly disbursed funds for upcoming activities following the submission of receipts of the costs of completed activities. For the AàP consortium this seems to be motivated by delays in implementation by both MUCOP and WIN. It was also motivated by the responsibility, burden and financial and reputational risk experienced by the lead organizations to be contractually accountable for the whole consortium.

Ex post funding has put strain on the relationship within the consortia, as the receiving consortium members felt overly scrutinized. Post-activity financing also has been a significant factor in accumulated delays in the implementation of activities. "*We could not move at pace, it obstructed our progress*", according to one of the respondents. There were also challenges involved for the consortium members in motivating local partners to deliver. In some cases because of the context, or because budgets were small and (partially) paid after completion of activities. These challenges mostly seem to have affected GCI and WIN where the connection with local partners lacked strength from the start. VoAW and MUCOP were less affected by this challenge as their implementing partner is a large established organization with an own funding base that allowed for pre-financing in cases this was needed.

Independent assessment of financial accounts shows openness to learning: Although it has not been a condition set by MoFA, in the case of the VOND/WADI consortium both organizations separately had their accounts audited and commissioned an external evaluation of their PS4A interventions. The costs for these were included in their PS4A budgets. It arguably gives evidence of the organizations' desire to be open to learning and confirm transparency. Efficiencies could however be made if the audits and evaluations would have been done for the consortium, instead of per organization. But this option touched on sensitivities around organizational autonomy.

3.4   Coherence: Collaboration and sharing on WPS

3.4.1   Working through consortia
- *Have the partnerships between consortia partners developed equally? What are the strengths and weaknesses of working in these consortia?*
- *What is the evidence and what are concrete examples of collaborative value that emerged from small women's (diaspora) organizations working together in the context of PS4A?*
- *Does working in consortia contribute to the effectiveness of the project and the achievement of the goals, taking in account both Dutch organizations and their local counterparts?*

> The added value of the consortium approach to the effectiveness of PS4A projects is thin. In all consortia, collaboration was frustrated by i) personal differences, ii) limited mutual information sharing and iii) the ex post activity funding. As this affected the trust, limited meetings and sharing occurred, which is a missed opportunity for learning. This partially speaks to the PS4A set-up and the professionalism of the consortia members, but also reflects limited experience of working in consortia and the burden of contractual responsibility by the consortium leads.

The consortium approach was rather directive and lacked sufficient support: The PS4A fund was tied with the condition to work through consortia, which was mostly motivated because of programme management benefits. Although the consortium approach as such is valued, the time to forge a collaborative relationship under PS4A was deemed too short and as the consortia had to be formed during the Butterfly Works workshop. In light of this, all partners stress that the experience of working in the consortia was "*a forced marriage*" and it has been a steep learning curve. For most of the organizations (except GCI and VOND) it was a first time they implemented a project in a consortium, and for all of the consortium leads it was the first time that they managed a consortium. It would likely have benefited collaboration if more time would have been reserved at the start and throughout the programme to facilitate discussion on what working in a consortium entails, also to explicitly clarify mutual expectations and agree upon rules of engagement that fit the scope and size of the organizations/PS4A fund.

Collaboration within the consortia was challenging: The principle of collaboration, as also stressed by MoFA, is based on equality and transparency, which is also reflected in the Memorandum of Understanding (MoU) signed between the members of each consortium. In practice, however, collaborating was challenging, and some respondents say you cannot expect full equality when different sized organizations are part of a same consortium and occupy different 'positions' (lead versus member). Added to the aforementioned PS4A set-up, also a degree of competition and personal differences frustrated collaboration. This strengthened feelings of organizational autonomy, which in turn prevented the sharing of insights on approaches, successes and challenges. In the case specific joint activities were foreseen at the start (e.g. joint closing event, audit and evaluation for VOND/WADI) eventually each organization organized these activities separately. For the joint closing event also the high budget and uncertainty in Sudan's context played a role in this. Furthermore, in the KAP and AàP consortium specific conditions that the lead tied to the transfer payments, as mentioned in section 3.3., led to

frustrations on behalf of the other members. The claimed space by the lead to install rules, several interviewees indicated, went against the principle of equality. The contractual liability of the lead organizations also played a role in installing these regulations, as earlier mentioned. In these cases, while the lead requested information from members, reciprocity in information sharing was insufficiently felt. It stirred up a discrepancy between collaboration and competition. Skills to collaborate are however developed through the PS4A experience, as "*it offered learning on how to give each other feedback, how to trust each other, how to share information and how to put personal issues aside*."

Meetings to exchange and learn within/between the consortia hardly took place: Each consortium organized frequent meetings immediately following the design workshop in light of proposal finalization and to discuss the initial planning of activities after the contracts with MoFA were signed. Consortium members interacted during meetings held with MoFA or in the various NAP events (e.g. signatory events, learning events, country working groups). In spite of emphasis placed on the importance of sharing and learning by MoFA, roughly since early 2019, none of the consortia held internal meetings and no PS4A-wide meetings were held. "*We met three times until September 2018 and twice on WhatsApp, after that everybody minded its own interventions*." Especially the YSC consortium, with both VOND and WADI implementing their part of the programme in Sudan and even making use of the same DSRI expert as main trainer offered ample ground for sharing. The AàP members all recognize that especially the experience of working with different types of leaders (administrative, customary and religious) could have provided an interesting space for comparison and learning, but no specific exchange on this took place. Interactions were mainly limited by the difficulties in collaboration described above. The limited interactions within and between the consortia is a missed opportunity for learning.

3.4.2   Participation in and sharing with the NAP community
- *To what extent has the PS4A fund contributed to small women's diaspora organizations being able to participate in the Dutch NAP community?*
- *To what extent have results and challenges of PS4A programs 1) been shared within the NAP community, and 2) influenced strategies and activities by other NAP partners?*

> Samll and medium-size women and diaspora organizations offer added value in shaping and contributing to the NAP discourse and events. This is tied with who they are and is not necessarily attributable to PS4A, although being a PS4A grantee does add to perceived legitimacy and acknowledgement. The consortium members that are not WPS experts, have widened their scope on these topics because of PS4A, also for their Dutch work. The influence that consortium members have had onto other Dutch NAP signatories through PS4A is likely limited.

Diaspora organizations are an important contributor to the WPS agenda: The experiences of how the PS4A created new or different access to the Dutch NAP community is mixed. First of all, several respondents specifically emphasized that they take part in the NAP lobby and related events because of who they are as a person and as an organization. "*I have to be there, it is what I do, it is who I am*." Also WO=MEN confirms that diaspora organizations are an important force behind the WPS agenda within and beyond the Netherlands. This, as mentioned under 3.2.2, is

tied with a degree of legitimacy derived from having lived in a country-context that is averse to women rights and poses security threats. A few of the consortium members are well-known contributors to WPS events. They herewith largely refer to the country working group meetings, NAP signatory events, and events on the formulation of NAP IV. On the latter VoAW mentions that they were invited to hold a speech in a February conference upon invitation of another PS4A member. However, independent of PS4A they would still take part in WPS events, so the programme has not necessarily created new avenues for this.

Project experience adds voice, acknowledgement and legitimacy: Having access to the PS4A grant offers the organizations legitimacy to contribute examples and opinion on the country context in meetings and events. "*If you have just been to the country, if you can give concrete examples, it makes you more credible.*" Having said this, the NAP meeting spaces are mostly focused on strategic and context exchange, with generally little time to share details about approaches and results of specific projects.

WPS themes are also integrated in Dutch diaspora work: All PS4A organizations implement a range of different events in the Netherlands. Although beyond the PS4A framework and often on unrelated topics, a number of organizations said they used these opportunities to talk about the PS4A project. Several respondents in particular used the WPS agenda as an entry point for their Dutch initiatives, as the thematic focus of PS4A strengthened and/or confirmed their awareness of the need to invest on gender-based violence with other members of the diaspora here in the Netherlands. Linked with the aim for a strengthened domestic pillar in NAP IV, most respondents say that they are in the process of forming more elaborate ideas for WPS initiatives closer home.

Mutual influencing of NAP signatories should be a two-way process: Some of the PS4A diaspora organizations actively contribute to strategic reflections around NAP. But, in line with the NAP III MTR findings, the contribution of the PS4A to NAP achievement and the influencing of other NAP signatories is limited. This is understandable looking at the size of the organizations and the rather punctual scope of interventions under PS4A which, because of the limited timeframe, did not necessary offer enough ground for setting examples. Consortium members also stress that wider NAP collaboration and contributions should be a two-way process whereby the larger signatories could more strongly reach out to the diaspora as well. Beyond the Dutch NAP, WIN gave the example of reaching out to the Common Effort Coalition and MINUSMA, specifically addressing the approach of the arbre à palabre of dialogue between youth and local leaders, also as a means to address safety and security concerns.

3.4.3 Relationship between the donor and the consortia/partner organizations
- *How do partner organizations/consortia experience the relationship with the donor?*
- *How does the donor experience the relationship with the partner organizations/consortia?*

Managing the consortia was labor intensive for MoFA, both because of the strained relations within the consortia and in assessing how, as donor to address requests within the boundaries of the relevant policy framework and contractual responsibilities and obligations.

Consortia members are generally pleased with their MoFA relationship: All organizations stress that the personal contacts with the TFVG staff were pleasant. They especially highlight the professionalism, honesty and personal touch in listening and constructively reacting to questions and concerns. The delays that were experienced in finding a response to the specific requests as well as the lengthy process of feedback on the MEL framework and annual report was mentioned as a shortcoming. Once feedback was received next steps in the implementation process had often already been completed. This however mostly applied to first part of the programme.

The management of PS4A was laborious and complex: Compared to the size of the fund and other grant schemes managed by TFVG, PS4A has asked significant time investment. Beyond the time allocated to formulating feedback and advise on project documents (e.g. MEL framework, annual report) TFVG staff feels that a lot of time was lost on addressing the often difficult and strained relationships within the consortia. A more constructive atmosphere in the meetings could have benefitted more in-depth exchange on programme content. Also, professional advice given was not easily accepted by all organizations or not sufficiently reflected in next versions of reports, which can also be explained by the reliance on voluntary work. Although final reports are yet to be received, TFVG wishes to see earlier feedback formulated reflected. Furthermore, the formulation of questions or requests to TFVG by the consortium members was not always very precise or clear. This made it difficult to navigate between expectations that consortium members may have had about the desired reaction by TFVG, and limitations as per the contractual role that TFVG as a donor plays.

Recognition for their work and position is important to small and medium size women/diaspora organizations: Several consortium members are critical of MoFA funding schemes in general, as well as their wider experience of being part of Dutch development civil society. As small organizations, they feel that strict criteria prevent them from accessing larger funds, while such funds could help them to grow as organization. Attempts to partner with or join consortia of larger established NGOs largely remain in vain. The diaspora organizations feel caught up in a vicious circle of small projects that also keep their organizations small and reinforces the impression that they lack professionalism, while the founders have decades of individual experience. These sentiments are fed by a desire to be recognized for their specific position as diaspora organizations, as well as recognition for the central role they play in shaping the focus and legitimacy of processes such as the NAP. "*I am part of the NAP IV consultations, but I fear that we will fall outside the boat again. […] I hope that the Ministry can consider the value, even though I often feel that they don't see that value.*" Another respondent added: "*We want to upgrade ourselves so that donors don't have to lower the criteria.*" These perspectives also point to the need for diaspora organizations themselves to professionally articulate their programming and lobby and advocacy added value, both individually and collectively making use of opportunities to showcase results, such as the PS4A fund.

3.5   Towards impact and sustaining results

- *Which signs of impact on the NAP III objectives can be identified?*
- *To what extent are the results of the projects likely to be sustainable?*

The size of the PS4A projects does not offer opportunities for significant contributions to the achievements of the NAP III objectives, although examples of results exist that tie in with the three main objectives of increased protection of women and girls, subversion of harmful gender norms, and meaningful participation of women and girls. Opportunities for and signs of sustainability of results comprise the existence of a strong connection to the context with possibilities for complementary activities/support and a strong group-structure of the trained youth and action plans for stronger community outreach. Also the integration of accompaniment on entrepreneurship to enhance the role model that youth can be adds to sustainability. Finally, incorporating a reflection on the role and modality of funding for diaspora organizations as part of NAP strategy development is a factor to consider.

The NAP III specifies 45 activities under 10 outputs and three specific objectives. Drawing on the effectiveness section, early signs of impact that PS4A generated on the three main NAP objectives are addressed below. The small size of funding and scope of the PS4A projects, understandably, allow for only limited contribution to the achievement of NAP III.

1. **Better protect women and girls in conflict and post-conflict situations from violence and violations of their rights;**

The consortium members focused their in-country workshops/trainings predominantly on women and girls' rights, gender-based violence and UNSCR 1325 and 2250. Through enhanced knowledge among youth on gender-based violence (NAP III output 2.3) this led to several examples of trained youth mediating gender-based violence cases, which arguably helped to protect several individual women/girls. There are also a few examples of local leaders who became aware of and involved in communicating transformative gender-messages, especially on specific types of gender-based violence such as early marriage. The example of the Afghan religious scholar can once more be highlighted in this respect. Given the authority that local leaders have in their communities, this may well have a deterring effect on wider gender violations, although the evaluation could not retrieve evidence for this. Online campaigning, although foreseen in the especially the BWPD/MUCOP/WIN and GCI/VoAW consortia did not so much materialize, and has therefore not added to the impact on the protection pillar of NAP III (NAP III output 2.6).

2. **Subvert harmful underlying gender norms, which are obstacles to sustainable peace;**

All consortia planned for and - with the exception of noted delays earlier refered to - organized public events whereby the trained youth, local leaders and community members interacted on harmful gender norms (NAP III output 5.7). In some cases this took the shape of an event, in others it was through individual follow-up by the young change makers in their communities. This wider community discussion on harmful gender norms arguably contributes to wider awareness raising. No structured assessment of such impact can be made, but several examples given point at additional requests from community members in the intervention area to address gender equality and protection of women and girls' rights. For example, *in Kirundo Province in Burundi, community members that participated in the events expressed they wish activities to be held with married couples as well so as to address domestic violence and the limited participation of women in household decision-making processes* [Outcome BU-1, BWPD]. Having said this, the

second objective of NAP III strongly focuses on sharing knowledge and best practices, and the weaknesses noted on the collaboration within and between consortia make that the PS4A contribution on this is limited (NAP III output 5.1, 5.2).

3. **Ensure that women have equal leverage in conflict prevention and resolution, peacebuilding, relief and recovery at all levels, and that their efforts are acknowledged and supported.**

On the ground, PS4A activities through their focus on UNSCR 1325 and 2250 increased capacities on the meaningful participation of women, girls and youth as agents of change. Most projects emphasized the exemplary role of the trained youth (role models, NAP III output 9.5), especially when youth could combine entrepreneurship with outreach and mediation on WPS-related issues. An example that points towards early signs of outcomes is, for example, the youth peacebuilding policy that the youth of the VOND/WADI consortium worked towards as the result of the youth action plans: *On 18 March 2019 change makers from Nyala and Khartoum collectively developed a youth peacebuilding policy. The document was reflective of the perspective and needs of Sudan's young generation in the process of political reform and transitional justice* [NAP III output 10.2, Outcome VOND/WADI, not drafted up in detail]. The scope of the projects did, however, not allow for lobby and advocacy using this policy. Within the Dutch NAP community and beyond, the PS4A consortium members do participate in strategic reflections, but they do not necessarily feel that they are offered enough space and recognition, which relates again to the fact that limited funding does not enables them to fully play their role.

Expectations around sustainability of interventions of this size must be modest, yet some opportunities for and signs of possibly more lasting influence can be noted:

- The PS4A organizations and individuals that have a strong personal connection to the localities of intervention offer increased opportunities to connect PS4A achievements with future interventions that they may negotiate for the same area, similar to the way that some PS4A-projects have also built on earlier engagements of the organizations involved.
- Especially the trained youth that displayed a group-structure (which was the case for the consortium members who spread events and promoted follow-up action plans), have the potential for influencing peers and other community members in the longer-run. As they also personally changed perceptions and behavior, they have an increased potential to become seen as role models positively influencing and motivating peers.
- Projects that explicitly integrated entrepreneurship into the training modules (WADI, VOND, VoAW) and, where possible, linked them up with external stakeholders for support, offers ground for increased sustainability as earning an income, arguably, raises their personal stability, which makes them a more effective role model of influence.
- The PS4A fund was ex post established in support of the NAP III and as a complement to the funding scheme Vrouwen, vrede, veiligheid 2016-2019, as small to medium women/diaspora organizations were not among the grantees. This points to observations drawn through earlier discussions and studies of the past years. Notably, that a more systematic reflection on the role played by this type of organizations and limitations observed, both in support of the Dutch NAP1325 and in the development field in general, would enhance opportunities for funding, wider collaboration and sustainability of actions by such organizations.

4 Conclusions and recommendations

4.1 Conclusions

Drawing on the findings presented in the previous section, this paragraph answers the main evaluation question: *To what extent have the objectives of PS4A been achieved? What were major factors influencing the (non) achievement of the objectives?* This question is tied with three sub-questions that reflect the three PS4A objectives. Where relevant cross-reference is made to key findings from the NAP III MTR.

To what extent have consortia been able to meaningfully involve groups or cover themes that received little attention in the NAP programmes? [PS4A objective 1]

As per the PS4A objectives, all projects focused on youth and most projects also involved local leaders. Evidence for their meaningful involvement is reflected by examples of community mediation of conflicts by youth and pro-actively addressing harmful gender norms by local leaders. Project narratives and interviews describe that youth involvement in peace-related work at community level reduces their recruitment into violent extremism organizations/militia. Evidence for this outcome influenced by the projects could not be retrieved, which is also reflective of the projects' scope and timeline. The focus of youth under PS4A has strengthened several consortium members in their conviction that working with youth matters, as there are a lot of young ambitious people that can mean a lot to peace processes.

To what extent did civil society organizations in the focus countries themselves, and in the Netherlands work together and share insights and lessons learned on the WPS agenda and their own projects? [PS4A objective 2]

Concrete evidence of the collaborative value for PS4A results is thin. As the difficulties experienced in managing the consortium relationships were significant, opportunities for sharing and learning were hardly exploited. Collaborative value between the local partners and the Dutch consortium members was most felt in situations where a close link to the context existed and when limited sub-granting structures were used. Contributions made by PS4A partners to the wider NAP community are mostly tied to their identity and personal drive as small to medium women/diaspora organizations. Aside from the fact that being funded by MoFA adds a degree of legitimacy, PS4A served to a limited extent as springboard for NAP engagement.

To what extent the projects helped to create an enabling environment? [PS4A objective 3]

In the direct surroundings of the targeted youth and local leaders, the PS4A projects contributed to an environment that enabled reflection on harmful norms, UNSCR 1325/2250 and WPS. This was conducive to the early signs of change noted. Systemic and longer-term changes on NAP III objectives, however, also requires the involvement of political, legal and security actors. This fell beyond the scope of the PS4A fund. Working on WPS through PS4A strengthened several consortium members in their plans to engage the Dutch-based diaspora on WPS-related topics.

4.2   Recommendations

This section lists recommendations for the MoFA and Wo=Men, and to the consortia.

4.2.1   To the Ministry of Foreign Affairs and Wo=Men

- **MoFA / Facilitate the alignment of expectations and modalities of working through consortia**: The principles of a consortium approach is by all PS4A members valued enough for it to be continued. However, to overcome the challenges with regards to the set-up and collaboration experienced under PS4A, more time, freedom and flexibility should be given to the organizations to establish a consortium with organizations that are most logical and likeminded to them. Also, more extensive facilitation on the modalities of cooperation at the onset of the programme would help to transparently address concerns and align expectations. This should also consider responsibilities and time-investment on behalf of the lead organization. To maximize the possible benefits of a consortium approach from the perspective of mutual learning and the generation of outcomes in communities, the timespan of programme support should ideally be expanded.

- **MoFA / Facilitate access to capacity strengthening opportunities:** MoFA should facilitate the access for diaspora organizations to other funding trajectories that also offer opportunity for capacity strengthening. This can also be done through making connections with external stakeholders that can offer such capacity strengthening. It would also be good to deepen understanding about how MoFA procedures interact with both opportunities and barriers to meaningful engagement of such organizations.

- **MoFA / Clarify management roles and limitations:** A fund like PS4A typically involves extra donor management time, also in an advisory capacity. But to avoid that the TFVG is over-asked and overinvolved in the day to day management issues of the consortia, it is recommended to facilitate better understanding of the consortium members on the roles that the TFVG can play as well as the limitations posed by its mandate as policy implementor that has to act within the boundaries offered by subsidy guidelines and contractual clauses.

- **Wo=Men and MoFA / Create more in-depth time to share in the wider NAP community**: The NAP coordinators as well as the larger NGOs working on WPS should, with diaspora organizations, start up a discussion on how the country working groups and signatory events could allocate more specific time for NAP signatories to share 'on the ground' experiences of their projects, as well as on alternative solutions and expectations for/about linking and learning. This could involve ways that especially facilitate or support diaspora organizations to certify their achievements and 'publicize' their added value.

- **Wo=Men and MoFA / Strategic reflection on WPS funding modalities:** Ensure within the NAP coordination that the reflection on possible funding modalities on WPS, including for small women/diaspora organizations happens parallel to the strategic reflections around the formulation of the NAP IV framework, and consider specific roles, added values and limitations of such organizations. This helps to connect strategic discussions between and the integrated contribution of various sized NAP signatories to NAP achievements. Eventually this helps mitigate the rather isolated operation of diaspora projects against small budgets and enhances the likelihood of their integration into other funding modalities. Such reflection can build on earlier observations and findings made on this (e.g. Small Seeds for Big Baobabs).

4.2.2 To the consortia

- **Local partnership structure**: Sub-grantees need to be selected and involved on the basis of added value, implementing capacities and efficiencies. This should involve the development of long-term collaboration with trusted local implementing structures, avoiding constellations of multiple sub-grantees as this dilutes efficiencies and limits their roles to punctual contributions to specific activities only.

- **Articulate added value as well as limitations**: Articulate more clearly, throughout the process of project formulation and implementation, the specific added value of the organizations for the context of operation. The added value can be elaborated in light of networks, expertise/capacities and legitimacy of the specific project objectives. Also make the limitations explicit, especially on staff volunteering in light of limited budgets.

- **Seek opportunities for strengthening professionalization**: In order to further build thematic expertise and programme management skills, consortium members should further connect external capacity building opportunities with the available funding opportunity. This could take the shape of engaging in and budgeting for programme management skills, or an external evaluation and/or audit, as this offers the organization insight into learning points and strengthens the legitimacy of the organizations as seen by donors and others.

- **Learning and exchange**: As part of a consortium and collaboration approach, develop an explicit learning agenda that highlights the opportunities and added value of mutual exchange. This should be tied to specific project deliverables and results tied with necessary means.

ANNEXES

A. Evaluation questions (pre-Covid19 inception report)

[OECD-DAC] <u>Relevance</u>: **Is the intervention doing the right things?** The extent to which the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.	
1. To what extent did projects reflect the needs of local populations and take account of the context of the focus countries in question?	Documentation/KIIs
[OECD-DAC] <u>Coherence</u>: **How well does the intervention fit?** The internal and external compatibility of the intervention with other interventions in a country, sector or institution.	
1. <u>Objective 2</u>: **To what extent did civil society organizations in the focus countries themselves (South- South) and in the Netherlands (North-South/North-North) work together and share insights and lessons learned on the Women, Peace and Security agenda and their own projects?**	KIIs/sense-making workshop
Consortia-related	
a. To what extent has the PS4A Fund contributed to small women's (diaspora) organizations being able to participate in the Dutch NAP community?	a. Outcome Harvesting (OH) KIIs, documentation
b. Have the partnerships between consortia partners developed equally? What are the strengths and weaknesses of working in these consortia?	b. KIIs
c. What is the evidence and what are concrete examples of collaborative value that emerged from small women's (diaspora) organizations working together in the context of PS4A?	c. Sense-making workshop
d. To what extent have results and challenges of PS4A programs 1) been shared within the NAP community, and 2) influenced strategies & activities by other NAP partners?	d. OH, KIIs
MoFA-consortia related	
e. How do partner organizations/consortia experience the relationship with the donor?	e. KIIs
f. How does the donor experience the relationship and cooperation with partner organizations/consortia?	f. KIIs
[OECD-DAC] <u>Effectiveness</u>: **Is the intervention achieving its objectives?** The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.	

To what extent have the objectives of PS4A been achieved? What were major factors influencing the (non)achievement of objectives?	Sense-making workshop
2. Objective 1: **To what extent have consortia been able to meaningfully involve groups or cover themes that received little attention in the NAP programmes?**	KIIs/sense-making workshop
a. What concrete results have been achieved by PS4A consortia? What changes were effected at the local level as a result of the PS4A-projects?	a. OH
b. What real difference have the PS4A-activities made to the people that it reached?	b. OH
c. What influence (e.g. neutral, positive, negative) does the embeddedness of the (local) partners have on the activity?	c. KIIs, sense-making workshop
3. Objective 2: **To what extent did civil society organizations in the focus countries themselves (South- South) and in the Netherlands (North-South/North-North) work together and share insights and lessons learned on the Women, Peace and Security agenda and their own projects** (objective 2)? – *mainly assessed under coherence*	KIIs
a. Does working in consortia contribute to the effectiveness of the project and the achievement of the goals, taking in account both Dutch organizations and their local counterparts?	a. KIIs, outcome harvesting (contribution analysis)
4. Objective 3: **To what extent did projects help create an enabling environment (objective 3)?**	OH, sense-making workshop
[OECD-DAC] <u>Efficiency</u>: **How well are resources being used?**	
The extent to which the intervention delivers, or likely delivers, results in an economic and timely way.	
5. **What is the (institutional) capacity of the partner organizations? Is this adequate for the implementation and programme cycle management (incl. monitoring and evaluation) of development activities of this size?**	Documentation review, KIIs
6. **Were the projects cost-efficient?**	Documentation analysis
[OECD-DAC] <u>Impact</u>: **What difference does the intervention make?**	
The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.	
7. **Which signs of impact on the NAPIII objectives can be identified?**	OH, sense making workshop
[OECD-DAC] <u>Sustainability</u>: **Will the benefits last?**	
The extent to which the net benefits of the intervention continue or are likely to continue.	
8. **To what extent are the results of the projects likely to be sustainable?**	KIIs

B. Data collection tools

	Interview question (KIIs)	Type of informant	Evaluation question	OECD-DAC criterion
A	*Project design and focus*			
1	How was the project was designed and who was involved?	CM, partners	1	Relevance
2	How does the project link with Women, Peace and Security themes?	CM, partners; TFVG	1 / 2	Relevance, effectiveness
3	Can you explain the reasoning behind the choice for locations and target groups?	CM, partners	1	Relevance
4	Can you explain how the direct beneficiaries of the project were identified?	CM , partners	1	Relevance
5	How does this project relate to the efforts/projects by other stakeholders in that particular location/with the relevant beneficiaries?	CM , partners	1	Relevance
6	What are current issues/changes in the project context that are relevant to the project, how have these been taken into consideration?	CM , partners	1	Relevance
B	*Progress and results for the target groups*			
7	What are key results of the project for the target groups? How do you know this?	CM , partners	2a / 2b	Effectiveness
8	How do you ensure that these results last?	CM , partners	9	Sustainability
9	How do these results represent progress on the implementation of NAP III?	CM	8	Impact
10	Which expected results did not materialize for the target groups? Why?	CM , partners	2a / 2b	Effectiveness
11	Can you describe how the efforts in the target country link up with your focus of work here in the Netherlands?	CM	2c	Effectiveness
C	*Institutional capacity*			
12	What are strengths in the capacity of your organization to manage the project? And what about weaknesses?	CM , partners	6	Efficiency
13	How does working in a consortium contribute to strengthening organizational capacities? What type of capacities in particular?	CM , partners	6	Efficiency
14	What has been the added value of working in a consortium in light of the (results for the) target group?	CM, Butterfly works, WO=MEN	4a	Effectiveness
15	What has been the added value of being a diaspora organization to the (results for) the target group?	CM, Butterfly works, WO=MEN, TFVG	3c	Effectiveness

16	What is your organization's specific role in/contribution to the programme?	Butterfly Works, WO=MEN, TFVG	4	Effectiveness
D	*Collaboration and sharing*			
17	How would you describe the collaboration between consortium members, and with your local partners?	CM, partners	2 / 4	Effectiveness / coherence
18	How would you describe the nature of your organization's involvement in the NAP III community? How is this due to PS4A? (e.g. in which events did you take part)	CM, Butterfly works, WO=MEN, TFVG	2a	Coherence
19	How did the PS4A open up space to connect with other stakeholders?	CM, partners, Butterfly works, WO=MEN, TFVG	2c	Coherence
20	What is the benefit/added value of such collaboration for your organization?	CM	2c	Coherence
21	What type of information did you share about this project, and with whom? How was this information used by others?	CM , partners, Butterfly works, WO=MEN	2d	Coherence
22	How do you experience the relationship with the Ministry of Foreign Affairs?	CM, TFVG	2e	Coherence

C. Outcome descriptions

The elaborate outcomes below have been drafted in collaboration with the consortium members. Many are at the level of the youth/change makers, which reflects the level of change that could realistically be influenced by the scope of PS4A. As there was insufficient time and possibility to engage with the consortium members in a very participatory manner on the formulation of the outcomes as per outcome harvesting methodology, improvements in their structure could still be made. The outcomes thus merely serve as additional background to the examples provided in the body of the report. Not all consortium members noted outcomes in detail (MUCOP, GCI), although for these organizations short outcome descriptions were, where possible, drafted based on the interviews. These are included in the report text but are not detailed in this annex. WIN also drafted a detailed outcome but noted that it was a confidential outcome that could not be published. This outcome has hence not been included below.

Outcome SU-1: Sudan, Darfur (VOND)	
Name of the social actor to changed practice or policy: Change makers	**When did the reported outcome take place:** late 2019 to early 2020

Description of Change: In Nyala, South Darfur, on the 25th November 2019, 10 change makers registered a cooperative to produce and sell different agricultural products (amongst which seven females), with the aim of working together to decrease cost and enhance revenues. Because the youth started as collective, as a group they have more easily been able to attract interest from investors, more so than if they would have started as individuals. The group is now in the process of writing a funding proposal to the South-Darfur Ministry of Youth and Sport, to receive both financial funding as well as in kind (amongst which free usage of agricultural land). One of the entrepreneurs that presented his journey to the youth in the learning events; Mr. Elsa X, is also interested in funding the cooperative and started mentoring the group.

On the 5th of February 2020, a number of 16 change makers (10 females and 6 males), registered a cooperative in Nyala. The goal is to setup a waste-to-fertilizer program as a solution to the environmental problem of pollution of Nyala's drinking water. The agricultural female engineer; Mrs. Nusaybah X promised to voluntarily coaches the youth during this business program. This group is currently writing a proposal to receive funding from the UNDP in Nyala.

Also, six females change makers from the Gum Arabic belt registered a Gum Arabic cooperative. Since the beginning of 2020, the Sudanese transitional government has appealed to Darfuri population to register women cooperatives in order to manage the production, collection and marketing of the Gum Arabic and has set new guidelines for this. In Sudan Gum Arabic is almost exclusively being produced by women. South Darfur produces more than 60% of Sudan's Acacia gum and almost 20% of the Hashab gum. Worth noting, Sudan is the most producing country for gum Arabic in the world.

As part of the action plans of the cooperatives (especially for the Gum Arabic), the (female) change will travel two to three times to their localities of origin in order to also talk to other youth about the UNSC Resolutions 1325 and 2250 and the importance of forming cooperatives. In the beginning the female change makers were rather shy, but the programme has made them more expressive, enabling them to do outreach.

Significance: Due to the lack of opportunities, Sudanese youth have difficulties to transition from being dependent or subsistent to building their own household. In addition, Sudanese youth are expected to take care of their extended families. The lack of jobs and lack of a climate for entrepreneurship, due to the frail economy, is a challenge for Darfuri youth at all levels; even skilled graduates have substantial difficulties finding employment. The dissonance between economic opportunities and large responsibilities is the primary factor that drives youth to be recruited to join the army or armed militias. These unfortunately are seemingly the only options for economic stability for most of the youth of Darfur currently. Signs of change where Darfuri youth generate business opportunities can respond to these realities.

Also, most of the participants did not know each other before the program, now they formed a cohesive group; they are working together, voluntarily as a team to help the community. For instance, they are raising the awareness of the community and help the neediest people as much as they can. Before VOND's program, the youth were very skeptical and negative about their opportunities to start their own business. However, throughout the program they have been trained and motivated to take action. The mentality of working together and seeing this as something beneficial will likely make sure that the benefits and motivation will reach other youth through the participants of the program.

The revolution in Sudan during the program and the positivity that came with the regime change also has played a significant role in changing the mindset of the youth. The regime change has provided the youth with the belief that the government is no longer a party that is forming barriers. The program of VOND has given the youth the mindset and tools to take immediate action.

Contribution: VOND contributed to the outcome by 1. selecting of a group of youth leaders (that have a broad network and other youth look up to), 2. by organizing 5 learning events in which they invited effective trainers, speakers, facilitators and notable guests (amongst which also government representatives), 3. Motivating the youth to take action and organize activities between the different learning events (to put their learning into practice). On the latter, part of the program focused on working together in the form of cooperatives. This is a way to share knowledge, decrease cost (through economies of scales) and increase the funding opportunities. Working together also brings different challenges, VOND's program therefore also addressed challenges and asked the youth to create a mitigation plan for different scenarios. By the end of the program participants formed their association; DY4SC (Darfuri Youth for Social Cohesion) and formed 2 cooperatives (also with youth that were not part of VOND's program) and 1 cooperative is in the process of being formed.

Other parties that were involved by VOND contributed to this outcome are successful entrepreneurs that were invited to present to the youth and speak about their journey to success; Also several Ministers attended the events, such as the state's Ministry of Youth and Sport, two prominent employees of the Ministry of Health, a female agricultural engineer from the Ministry of Agriculture; the executive manager of the state's Ministry of Finance; and a prominent INGO employee from Care international. All contributed to the discussions using their experience in working with youth. Some promises for additional support to the youth's projects and cooperatives were also made.

Evidence for the change and the contribution: Reports on learning events.

Outcome SU-2: Sudan, Darfur (VOND)

Name of the social actor to changed practice or policy: Change makers	When did the reported outcome take place: end of 2019

Description of Change: In Nyala, South Darfur, 5 change makers prepared 3 different radio programs on the content of the program PS4A and the United Nations Security Council Resolutions 2250 on youth, peace and security, also linking it with Resolution 1325 on Women, Peace and Security. The programs especially discussed the role of youth in building a future for Sudan. The programs were prepared in the production studio of Mr. Mohamed X; one of the change makers that started this production studio as a business after the second learning event. Mr. Mohammed X managed the Audio Engineering for the broadcasting of the programs. These program sessions were broadcasted on Radio Nyala after the fourth learning event. The programs involved strong dialogues about the content of the UNSC resolutions. For the programs influential Darfurians were invited to participate in the dialogue, including successful entrepreneurs, tribal leaders, and administrative leaders. Some of these had also contributed to the learning events.

Significance: This change is significant as youth are generally not considered to be experts on peace related matters, but as the content of the radio programs were of high and in-depth quality, they proved the relevance of youth to be involved. The youth that participated in the radio programs reported that they received many words of praise from other youth and were told that they have inspired. The radio broadcasts are also significant because the broadcasts reached out to a large number of other youths, women and the community at large. It makes the youth and the community aware of both resolutions. The change is furthermore significant because it highlights the entrepreneurial initiative of one of the change makers who had set up a recording studio.

Contribution: The radio programs were part of the intended outcomes of VOND. The goal was to increase the voice of the youth and inspire others. With the Y4SC program the youth were connected with the radio station and they were coached with designing the content of the radio program. The implementation of this was done by VOND's local partner, Al-Ruhal Foundation.

Evidence for the change and the contribution: Reports on the learning events, internal evaluation report

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Outcome SU-3: Sudan, Khartoum (WADI)	
Name of the social actor to changed practice or policy: Community members of Dardoog community	**When did the reported outcome take place**: May 2020

Description of Change: In May 2020, community members in Dardoog, Khartoum, engaged in dialogue about and changed harmful behavior towards women. Women who claim the post-revolution freedom by no longer wearing a headscarf and by openly speaking their mind in public places, such as the bus, the market or the central station were met with ill-treatment. Community members perceived their decision to remove the scarf as an act of rebellion against established gender norms. Two change makers organized a campaign that consisted of three gatherings with Dardoog community members to raise awareness and discuss about Human Rights, non-violence action, diversity and acceptance. As a result, achieved to open dialogue between generations and the community accepted ongoing change as a genuine right and a normal aspect of life. Many young women joined the initiative which became a Cohesion Reference for the community.

Significance: This change is significant because, following the revolution in Sudan, an increase of violence against women that is noted, as women reclaim space in the spirit of the revolutionary slogan 'freedom, peace and justice'. Especially the involvement of young men (change makers) on a topic that promotes

personal freedom of women is significant in the patriarchal cultural setting of Sudan where women are generally expected to obey men and religion. It also shows the involvement of youth as future leaders.

Contribution: WADI organized five learning events, which motivated the change makers into initiating action in their own communities. The events particularly helped the youth (and especially male youth) to change their perceptions on traditional gender roles and socially accepted harmful behavior towards women. WADI furthermore contributed by offering follow up with the youth, checking in with them regularly.

Evidence for the change and the contribution: Learning event reports.

Outcome SU-4: Sudan, Khartoum (WADI)

Name of the social actor to changed practice or policy: M.s Osman X, change maker	**When did the reported outcome take place:** August 2019

Description of Change: In August 2019, one of the youth change makers, Ms. Osman X, joined the 'National Initiative for Social Cohesion' (NISC) in Khartoum, Sudan. The NISC is a voluntary national network initiated by graduates of University of Khartoum, with membership at community level and seeks to open up dialogue about transitional justice in light of conflict-related atrocities that have happened in various parts of Sudan, including South Kordofan where Ms. Osman X comes from. Once a member, Ms. Osman X started to collect donations for the NSISC and asks other youth in her community to volunteer for the NISC.

Significance: Transitional justice (economical, political, social and cultural dimensions) is a topic with great relevance to the current Sudanese context as the Sudanese people seek to establish truth-finding around human rights violations and atrocities committed by the former regime led by Omar el-Bashir. Creating space for dialogue on this is very sensitive yet opens up possibilities to seek retribution for victims. The involvement of youth in this matter is important given their continued engagement with the peaceful transition toward democratic rule. The change is furthermore significant because it shows that change makers gained confidence to become active on and see the importance of sensitive topics such as transitional justice.

Contribution: As part of the 5 learning events that WADI organized a Training of Trainers sessions on transitional justice was held on the 6th October 2019 in Khartoum. During this event the youth change makers learned about and discussed how transitional justice mechanisms work and how youth can be part of it. An extra module about the Economic Justice and Natural Resources management (SDG16), as the major root cause of most of the conflicts in Sudan. The identity crises (Afro-Arab) and tribalism, discrimination and marginalization which are behind the violence, were openly discussed combined with some real touching stories. This contributed to open new vision of peaceful coexistence and community cohesion. Based on this, one of our trainees) has been nominated to be member of The High Commissioner for Peace in Sudan.

Evidence for the change and the contribution: Learning event reports

Outcome AFG-1: Deb Abdulla village, Balkh province, Afghanistan (VoAW)

Name of the social actor who changed: Mr. Fahim	**When did the reported outcome take place:** November 2019

Description of Change: In Nov 2019, Mr. Fahim X, one of the change makers, from Deh Abdulla village of Dehdadi district of Balkh province, Afghanistan, supported his niece to file for a religious divorce, Afghanistan. The husband of the girl originated from another village in another region and he decided he wanted to marry another girl from there. The girl then wanted to divorce her husband because of misunderstanding which resulted into the divorce case. Mr. Fahim X supported her through finding out the root cause of the issue and involving the Mullah who could provide advice to the conflict from an Islamic perspective.

Significance: The involvement of a Mullah in a voluntary divorce case reflects the respect people have for Islamic leaders. Also, this particular Mullah had from the start of the Key Agents for Peace project been rather averse to its objectives, fearing that awareness raising about UNSCR 1325 and gender would introduce liberal gender norms and undermine traditional patriarchal values. The fact that he acted in the interest of the girl's needs is therefore a significant achievement and with his position of authority would also help to shield the girl from negative reactions within the village. The change is also significant because it shows an example of a woman who is aware of her rights, and that it is her right to leave a marriage that she is no longer happy with.

Contribution: The change maker advocated for the case of this girl and contacted people from his network, including the Mullah, to mobilize support in the matter. Mr. Fahim took part in the project's activities, and received various related trainings on UNSCR 1325, advocacy/lobby, communication and networking conducted by the project staff during the project cycle which has strengthened his capacities to address woman related issues such as woman rights, human rights, etc. The project also motivated change agents to act upon cases of gender injustice that they would come across. Also the girl took part in awareness raising events on woman related issues which has prolonged effect on woman mobility, inheritance right, strengthening their courage to address harmful gender norms.

Evidence for the change and the contribution: Success stories documented by VoAW

Outcome AFG-2: Pul Nanwaie village, Dehdadi, Balkh province, Afghanistan (VoAW)	
Name of the social actor who changed: Ms. Nazi **X**	**When did the reported outcome take place:** October 2019

Description of Change: In Pul Nanwaie village of Dehdadi, Afghanistan, Ms. Nazi X (one of the change makers) settled a family conflict whereby a boy who was engaged to a girl and had consensually slept with her prior to their marriage then publicly accused her of not being a virgin anymore and for that reason he'd no longer wanted to marry her. This result in a conflict between the two families. The change maker mediated and made the boy publicly admit that it was his fault. The conflict was settled, and the boy and girl did marry and now live happily together and have a six-month-old baby.

Significance: Such incidents are common practice in Afghanistan, where sex before marriage is strictly forbidden. The incident is motivated by the impossibility of many young men to mobilize sufficient funds for the bride's dowry. Only by shaming the girl for having had unlawful sex offers a 'legitimate' motive to be able to marry the girl without dowry claims, as girls who are considered as 'damaged goods' are often given away for marriage for free. However, public shaming of the girl would give her a bad name in the community and in case the marriage would not happen, she would no longer be considered for future marriage by other men. In that sense it constitutes gender-based violence. The change is also significant because Ms. Nazi is now seen as a gender specialist in his village.

Contribution: The Key Agents for Peace project has its contribution to the social development of targeted community particular building the capacity and awareness man and woman on related issues such as woman rights, human rights article 1325, how to establish a good networks with the grass root level (community elders) and upper level (district and provincial authority), how the communities are able to communicate the matter in an effective and efficient manner, advocate for the right of violated people that all activities done during the project cycle with strong coordination and cooperation with related stakeholders. Therefore, Chang makers played key roles like delivering various trainings to the targeted communities Also in this specific case, Ms. Nazi X used her knowledge from the workshops and explained using that knowledge to the boy and the family of the boy that they were wrong in their act of oppression against their future wife/daughter in law. The knowledge and skills to settle such disputes were not known to Ms. Nazi X before this project.

Evidence for the change and the contribution: Success stories documented by VoAW

Outcome BU-1: Kirundo province, Burundi (BWPD)	
Name of the social actor who changed: Married couples	**When did the reported outcome take place:** 2019

Description of Change: In 2019 in Kirundo Province, Burundi, married couples demanded BWPD to organize awareness raising events for them so that couples could talk about gender-based violence happening in the household.

Significance: This change is important because you generally see a change in mindset on gender matters with regards to the public domain, whilst in the private domain traditional gender norms persist. Also, levels of domestic violence are quite high in the Burundi context and married couples becoming aware of the need to jointly talk about the distribution of roles and mutual behaviors in their household is an important step forward.

Contribution: The activities of BWPD in collaboration with the local administration, local leaders and the implementing patner have contributed to this, as the different PS4A activities managed to raise awareness on gender-based violence up to the point where couples expressed this request.

Evidence for the change and the contribution: No evidence provided.

D. Bibliography

PS4A fund and NAP-related
- Dutch NAP partnership: 'The Netherlands National Action Plan on Women, Peace and Security 2016-2019': A partnership to contribute to the implementation for the Women, Peace and Security Agenda, The Hague: XXX
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- Project Plan Small Seeds for Big Baobabs, Pilotfund 2014
- Project report Small Seeds for Big Baobabs, NAP II (period 2014-2016)
- Project descriptions Small Seeds for Big Baobabs

Youth for Social Cohesion

Consortium-wide
- Project Proposal Youth for Social Cohesion
- Memorandum of Understanding VOND/WADI
- Annual report (June 2018-April 2019)
- Monitoring, evaluation and learning plan VOND/WADI
- Expenditures 2018 VOND/WADI
- Annual plans VOND/WADI (August 2018-July 2019)
- Position paper 'Sudan from a Youthful Perspective'

VOND
- Internal evaluation VOND – Leap II
- VOND track record
- External evaluation YSC project (March 2020)
- Activity reports of the five learning events
- Learning points compiled by the board of VOND
- Financial narrative YSC project (2018-2020)

WADI
- Activity reports of five workshops

Key Agents for Peace

Consortium-wide
- Key Agents for Peace project proposal
- Memorandum of Understanding
- Request and Plan for Extended Consortium Activities
- Overall Project Budget (initial version and adjusted version)
- Annual Narrative Progress Report (June 2018 till May 2019)
- Annual Financial Report (June 2018 till May 2019)
- Monitoring and Evaluation Plan (31st August 2018)

<u>GCI</u>
- No additional documentation received due to inaccessibility to personnel and documents because of Covid19 confinement.

<u>VOAW</u>
- Completion report of Key Agents for Peace Project (1st June 2018 till 31st December 2019)
- Monitoring and Evaluation Plan
- Request for additional budgeting
- Financial report (1st June 2019 till 31st October 2019)
- Financial report (1st November 2019 till 31st December 2019)
- Success stories
  Workplan 2018-2019
- Activity documents (attendance sheets, action plans, banners, pre-post testing format)
- Video and picture materials

Arbre à Palabre

<u>Consortium-wide</u>
- Project Proposal Arbre à Palabre Memory of Understanding
- Annual Plan (November 2018-November 2019)
- Narrative report (until May 2019)
- Financial report (until May 2019)
- Monitoring and Evaluation framework

<u>BWPD</u>
- Training modules for youth and adults (both in Kirundi)
- Workshop on the evaluation of the sensitization sessions
- Training workshop report of the change makers in Ntega Commune
- Training workshop report of the change makers in Vumbi Commune
- Training workshop report of the change makers in Bugabira Commune

<u>WIN</u>
- Adjustment of Win activities (April 2020)

<u>MUCOP</u>
- Adjustment of Kasaï Activities (April 2020)
- Narrative report (31st May 2019-January 2020)
- Overview of PS4A in Kasaï, DRC