

**FINAL REPORT**  
**END OF PROGRAMME**  
**EVALUATION**

**'Protecting and Promoting Women's Rights and Leadership in Sudan'**  
**(2005 - 2006)**  
**and**  
**'Gender Justice in Sudan' (2005 – 2008)**  
**(44927)**

**Prepared by**

**Kathleen Linda Webb**  
**Gender Evaluation Consultant**

**December 2008**

## ***Table of Contents***

<b>Acronyms</b> .....	<b>3</b>
<b>Executive Summary</b> .....	<b>i</b>
<b>2.0 UNIFEM Sudan’s Response to the Context</b> .....	<b>27</b>
<b>3.0 Program Achievements and Challenges</b> .....	<b>30</b>
<b>4.0 Lessons Learned</b> .....	<b>47</b>
<b>5.0 Conclusions</b> .....	<b>48</b>
<b>6.0 Recommendations</b> .....	<b>50</b>
<b>Annex 1: Terms of Reference</b> .....	<b>52</b>
<b>Annex 2: List of References</b> .....	<b>56</b>
<b>Annex 3: Names of People met</b> .....	<b>63</b>
<b>Annex 4: Inception Report</b> .....	<b>67</b>
<b>Annex 5: Statistics (MDG, HDI)</b> .....	<b>74</b>

### **Acronyms**

AA	Affirmative Action
AMIS	African Mission in Sudan
AU	African Union
BBSAWS	Babiker Badri Scientific Association for Women Studies
BPA	Beijing Platform of Action
BPFA	Beijing Platform for Action.
BSS	Basic Social Services
CAD	Civil Affairs Division
CBO	Community Based Organization
CDA	Community Development Association
CDF	Community development fund
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CHF	Common Humanitarian Funds
CJMC	Ceasefire Joint Military Committee
CPA	Comprehensive Peace Agreement
CPC	Ceasefire Political Commission
CSO	Civil Society Organization
DDDC	Darfur-Darfur Dialogue and Consultation
DDR	Disarmament, Demobilization & Reintegration
D-JAM	Darfur Joint Assessment Mission
DPA	Darfur Peace Agreement
DRDF	Darfur Reconstruction & Development Fund
DRRC	Darfur Rehabilitation and Resettlement Commission
DSRI	Development Studies and Research Institute
ESPA	Eastern Sudan Peace Agreement
EU	European Union
FGD	Focus Group discussion
FGM	Female Genital Mutilation
GAD	Gender and Development
GBV	Gender Based Violence
GCRD	Gender Centre for Research and Development
GCRT	Gender Centre for Research and Training
GDI	Gender Related Development Index
GDP	Gross Domestic Product
GEM	Gender Empowerment Measures
GEST	Gender Expert Support Team
GNU	Government of National Unity
GOSS	Government of Southern Sudan
GRB	Gender Responsive Budgeting
HAC	Humanitarian Aid Commission
HDI	Human Development Index

HIV	Human Immunodeficiency Virus
ICRD	Integrated Community Recovery and Development Programs
ICT	Information Communication Technology
IDDRP	Interim Disarmament Demobilization and Re-Integration Program
IDP	Internally Displaced Person
IEC	Information Education Communication
IGAD	Inter-Governmental Authority on Development
INC	Interim National Constitution
INGO	International Non-Governmental Organization
IOM	International Organization for Migration
JIUs	Joint Integrated Units
JMST	Joint Mediation Support Team
KII	Key Informant Interview
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MDTF-N	Multi-Donor Trust Fund – North
MDTF-SS	Multi-Donor Trust Fund Southern Sudan
MMR	Maternal Mortality Ratio
MOU	Memorandum of Understanding
MYFF	Multi-Year Funding Framework
NCRC	National Constitution Review Commission
NETREP	National Emergency Transport Rehabilitation Project
NGOs	Non-Governmental Organizations
NORWAY	Government of Norway
NPCC	National Population Census Council
OAGs	Other Armed Groups
OAGCC	Other Armed Groups Collaborative Committee
OCHA	Office for Coordination of Humanitarian Affairs
PACWA	Pan African Christian Women's Alliance
PCC	Population Census Council
PDS	Partners in Development Services
PLwHA	People Living with HIV/AIDS
PRODOC	Project Document
PRSP	Poverty Reduction Strategy Paper
REDASS	Regional Environmental Development Agency
ROL	Rule of Law
RRP	Reconstruction and Rehabilitation Programme
RRR	Returns, Reintegration and Resettlement
RTC	River, Transport Corporation
SGBV	Sexual Gender Based Violence
SHHS	Sudan Household Health Survey
SHS	Sudan Humanitarian Service

SIDA	Swedish International Development Cooperation Agency
SJWC	Sudan Joint Women Council
SLM	Sudan liberation Movement
SORD	Sudan Organization for Rehabilitation and Development
SPLA	Sudanese People Liberation Army
SPLM	Sudanese People Liberation Movement
SSAC	South Sudan AIDS Commission
SSHRC	Southern Sudan Human Rights Commission
SSLA	Southern Sudan Legislative Assembly
SWGU	Sudanese Women General Union
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
UNIFEM	United Nations Development Fund for Women
UNMIS	United Nations Mission in Sudan
VAW	Violence against Women
WEPD	Women empowerment for Peace and Development Network
WFP	World Food Program

## ***Executive Summary***

### ***The Evaluation***

Six months after the implementation of the UNIFEM Preparatory Phase - 'Protecting and Promoting Women's Rights and Leadership in Sudan' (2005 - 2006) and 'Gender Justice in Sudan' (2005 - 2008) projects, UNIFEM commissioned an evaluation. The evaluation was undertaken by one consultant over a one month period in October 2008.

The purpose of the evaluation was to assess the progress of the two projects towards the achievement of their expected results so that findings and lessons learned can guide future programming by SIDA / NORWAY and UNIFEM. As the evaluation focus was on progress towards achievement of the results, emphasis was placed on an assessment of the Preparatory Phase within the three main global parameters of evaluation; effectiveness, efficiency and relevance and draw conclusions regarding partnerships, programme management and lessons learned.

Emphasis was placed on both process and outcomes. One hundred and eight (108) documents, amongst them proposals, reports and research were studied. A results based approach was utilized in which the evaluator studied and referred to key documents (the project proposals, their log frames, UNIFEM action plans and End of project reports). This was done in order to verify the findings, explore lessons learned and identify the degree of achievability within the current project timeline.

UNIFEM staff in Khartoum, Darfur and Juba as well as UNIFEM partners and donors, were widely consulted and engaged during this evaluation. A total of one hundred and twelve (112) persons were interviewed.

UNIFEM has had a presence in the Sudan since 1994. In April 2005, UNIFEM supported the organization of a conference in Oslo, Norway with Sudanese women delegates from all regions, to state urgent priorities and actions to donors, for reconstruction during the interim period (from signing of the Comprehensive Peace Accord to the development of an interim constitution). The priorities presented covered six areas: governance and the rule of law, gender based violence, capacity building and institutional development, economic policy and management, livelihoods and productive sectors and basic social services.

This was followed by the Sudan Consortium meetings in Oslo in May 2005 whereby four priority areas were identified for strategic investment and programming to meet the priorities presented at the donors' meeting. These were:

1. Fast track efforts to address areas in which women's most serious human development deficits are concentrated;
2. Prioritizing women's leadership;
3. Enhancing cooperation between government and women's civil society organizations, and;
4. Increasing government and donor accountability to women.

Further consultations with women in the Sudan resulted in the formation of the UNIFEM Preparatory programme document which comprised two projects: 'Protecting and Promoting Women's rights and Leadership in Sudan' (2005 - 2006) and 'Gender Justice in Sudan' (2005 - 2008) Supporting *Women's Leadership*. UNIFEM framed its engagement within the context of CEDAW, the Beijing Declaration and Security Council Resolution 1325 (to name a few).

The first two years of the Preparatory Phase (October 2005 - October 2007) and a six months no-cost extension period, were concerned with establishing offices in Khartoum and Juba in order to contribute to the realization of Sudanese women's human rights and security. The offices were set up and staff recruitment proceeded for qualified local and national staff for the key positions. The Regional Director based in Nairobi, Kenya and two Program Managers, based in Khartoum and Juba, Sudan respectively, have managed to provide direction to the Preparatory Phase and enable UNIFEM to respond to human rights, empowerment and gender equality needs of Sudanese women.

### ***Programme Description and Key Findings***

#### ***The Programme Document***

Formulated in 2005 in the backdrop of the signing of the Comprehensive Peace Agreement (CPA), the two year programme was directed at the overall goal of ensuring that the reconstruction efforts in the Sudan took into account the human rights, protection and leadership of women and women's organizations.

The two immediate objectives of the programme were:

- a) To advocate for donor support, build coordinated responses and strengthen partnerships for women's rights promotion and protection in post-conflict Sudan through women's leadership;
- b) To build the capacity of women's organizations to advocate for their rights.

The **justification** for implementing the Preparatory Phase in October 2005 was that critical support and action for women organizations and civil society groups engaged and interested in strengthening the leadership of women was needed. Secondly the UNIFEM mandate provided for its strategic support to catalytic activities which would promote gender equality, women's empowerment and human rights. Finally it had been determined in the Joint Assessment Mission (JAM) and Oslo Conference that lead technical expertise for gender mainstreaming was to be provided by UNIFEM as the lead agency. This required technical expertise and a physical presence in the form of established offices in the Sudan.

**Justification** The Preparatory Phase was intended to respond to various contextual factors, which had contributed to a gap in gender equality. These were:

- ✚ Lack of political will to advance gender equality
- ✚ A fragile political situation in a one-country, two system environment
- ✚ Incomplete Joint Assessment Mission (JAM) for Sudan and Darfur region
- ✚ United Nations Development Assistance Framework (UNDAF) and Gender and legal frameworks in need of gender policy
- ✚ Conflict between civic and customary law especially in regards to women status and rights
- ✚ Poverty and illiteracy amongst women
- ✚ Lack of capacity of local non-governmental organizations and civil society organizations (in terms of gender policy, advocacy interventions, research)

**Activities** In order to realize the goal and objectives of the Preparatory Phase, UNIFEM was expected to engage in four **activities**, endorsed by the UNIFEM MYFF 2004 – 2007, as follows:

- i. Capacity building of national institutions for gender equality and women in leadership;
- ii. Build capacity of Sudanese women and civil society to advocate for rights, overcome human insecurity;
- iii. Ensure gender justice and protection of women rights with special focus on ending violence against women;
- iv. Women rights, peace building and governance.

By the end of the two year Preparatory Phase, the following 7 **results** were largely achieved:

- a) UNIFEM presence with adequate staffing especially in Khartoum and Juba;
- b) Resource allocation by bilateral and multilateral organization consistent with gender equality priorities of Sudanese women;
- c) Increased participation of women in governance structures and in constitution making processes;



- d) Strengthened capacities of NGOs and women of Sudan in gender planning, advocacy and action for women's rights and empowerment of women;
- e) Strengthened capacity of governance institutions to protect women's rights and facilitated gender responsive planning, budgeting and monitoring;
- f) Gender and women's issues for peace building and reconstruction reflected in international forums and initiatives;
- g) Strengthened reconciliation and peace building especially amongst the Sudanese women.

### ***Programme Achievements and Challenges***

**Relevance:** Achievements and Challenges in terms of relevance of the Preparatory Phase responding to the needs of Sudanese women were high.

Examples are:

- The design (strategy, logical framework) was consistent with the needs of the most vulnerable women in the Sudan – those in IDP camps. The approach taken by UNIFEM was very strategic and enabled UNIFEM and partners to mainstream gender through the UN, government gender desks, LNGOs and civil societies.
- The project complemented the activities being undertaken by the government and other donors in the aftermath of the signing of the CPA and the Oslo donors' meeting. UNIFEM was able to leverage women's voice and participation in the peace process with these partners within their gender, legal and development frameworks,
- UNIFEM used skill and diplomacy in policy dialogue with the GNU and GOSS, which reduced resistance and gained their support enabling a sustained platform of dialogue.
- The design enabled UNIFEM be flexible in light of the evolving and deteriorating situation in the Darfur. This was done using a focused strategy implemented within the UN system using a small core of experts.

**Effectiveness:** The evaluator finds that the UNIFEM strategization combined with high quality staff recruitment and in the context of high relevance (with respect to gender rights, equality and equity) ensured the purpose of the Preparatory Phase was achieved and milestones met. These contributed to the Preparatory Phase being effective as on balance there is strong evidence of satisfaction of the beneficiaries.

Some examples of effectiveness are:

- The Preparatory Phase contributed extensively to reconstruction efforts taking into account the human rights protection and leadership of women and women's organizations.
- Collaboration with UN, AU, INGOs and LNGOs, resulted in the creation of platforms in the north, south and in Darfur for advocacy and policy dialogue between various partners on women's rights and justice.
- UNIFEM provided technical backstopping for many partners: gender mainstreaming in planning and budgeting, focal point for gender during thematic meetings on various issues (VAW, FGM, and Reproductive Health, to name a few).
- UNIFEM also empowered women parliamentarians to negotiate for gender equity, seek political positions in the government structures and work within parliaments for issues of justice and gender balance, to name a few.
- UNIFEM has made a significant contribution to the peace process, especially in Darfur. Although peace negotiations in the Darfur were suspended by the time of the evaluation, the steps taken and documentation developed pave the way when resumption occurs in the Darfur-Darfur Dialogue and Consultation (DDDC).

**Efficiency:** The high quality of day to day management (relations/co-ordination with GNU & GOSS, gender framework institutions, civil society, donors and beneficiaries, combined with the quality of technical support, contributed to the efficiency of the Preparatory Phase. This has meant demand for support from UNIFEM has increased as the program evolved.

**Sustainability and other Challenges:** The soundness of the Preparatory Phase design meant that many institutions saw the priorities UNIFEM was spearheading in a positive light. Political will has increased. This will contribute in the future to sustainability. There are still many challenges as follows:

- Government ministries, civil societies and LNGOs still lack the capacity to sustain the activities on the medium term.
- Ongoing conflict, poor infrastructure, rising HIV/AIDS, and traditional laws (working against women) may affect resource allocation to the project
- Upcoming elections and referendums can derail development activities if there is instability or need to reallocate resources.
- The budget did not support the rapid pace of expansion of the project and there are gaps in number and quality of staff (democracy, governance, gender justice, research).

**Lessons Learnt:** The main learning points derived from the evaluation are shown below:

- i. Establishment of UNIFEM goes far beyond office space if it is to be responsive and recognized. The more prestigious the organization (such as UNIFEM is) the greater the attention needed to human resources which can respond and also maintain a positive image.
- ii. The greater the resistance to change (example, changing society to fight VAW instead of accepting/ignoring it) the greater the need for innovative, concerted, focused approaches by institutions such as UNIFEM. This means funding for research and use of the media.
- iii. Whether a project is preparatory or longer terms, it has to set indicators within a clear log frame. This means achievements can be measured and used as milestones for future activities. It can also prevent mistakes and duplication.
- iv. The selection of partners has to take in to consideration their capacity or, ability to reach maximum capacity in the shortest time. There is a risk where capacities are built up extensively of partners (LNGOs) becoming very dependant.
- v. There are unique differences between the north and the south with respect to issues such as political will and human resource capacity. Where political will is low, advocacy and lobbying activities may take long to implement, and where the human resource capacity is low, programmes may be poorly articulated and managed.

### **Conclusions**

UNIFEM implemented the Preparatory Phase in the Sudan in a timely, appropriate and skilful manner. It was strategic in developing its approach to meet the needs of women in IDPs but in the context of a 'one country, two systems' approach. It recruited high quality staff to work in the Sudan. The UNIFEM Sudan office is the main source of knowledge and expertise within the UN on women's rights and gender issues. The choice of partners and regions by UNIFEM was largely appropriate to respond to the needs of women (grassroots, government, etc) in the Sudan. Expected outcomes were for the most part largely or completely achieved.

## **Recommendations**

In order to provide support on the way forward with the completion of the Preparatory Phase, the following two recommendations are made:

**Restructuring, Recruitment and Human Resource Strategy:** UNIFEM Sudan implemented the two Preparatory Phase projects with funding from SIDA and Norway. This funding enabled UNIFEM to set itself up as an institution and carry out the project activities. One of the major constraints was the size of the management team as compared to the demand for support from various stakeholders / partners (UN, UNDAF, UNMIS, and hundreds of NGOs) which was far too small to meet growing expectations. In addition, time constraints due to need to strengthen the autonomy of UNIFEM decision making (financial and some administrative) in the Khartoum offices, meant an increasing number of potential partners were kept waiting for support. Finally the underestimation of setup needs when compared to the size of the Sudan, different contexts in the north, south and Protocol areas was not given enough attention. Setting up of only two offices in Khartoum and Juba instead of including additional regional offices (within Sudan) was not practical.

It is recommended that UNIFEM design a new human resource strategy to include staff with the following specialties:

- ❖ Country director to be based in Khartoum
- ❖ Program managers for the north, south, Darfur, other Protocol areas
- ❖ Specialist staff to be shared by programs( gender justice for Darfur and rest of Sudan), democracy ( for Sudan, for Darfur and other protocol areas), democracy ( for Darfur and other protocol areas and for rest of Sudan)
- ❖ Support staff with expertise in logistics and secretarial skills
- ❖ Monitoring and evaluation staff ( in the north and in the south, shared with Protocol areas)
- ❖ Consultant research media and public relation experts to support documentation, research and campaigns (VAW, GBV)
- ❖ Consultant para-legals for gender justice refreshers in the Sudan
- ❖ Consultant partnership experts to identify and support LNGO partners
- ❖ Consultant election staff to support upcoming elections

The support from the Regional Offices has been critical to the start-up and consultative needs of the Sudan team; however, there is increasingly a need for review of current positions to strengthen the autonomy of the UNIFEM Sudan office. As much as possible recruitment should be made locally where specialties are available. Regional recruitment is also a possibility but UNIFEM approach of mentoring its local Specialist staff (as observed in South Sudan) should be encouraged. New job positions will require a reassessment of the UNIFEM

hierarchy, management styles and relationship flows to ensure teamwork in the Sudan Country program.

**Fundraising / Funding:** Fundraising is urgently needed for the above areas. There is also need for programming funding. The Sudan UNIFEM Country Programme 2008 2011 is in line with the completed activities of the Preparatory Phase. The document proposes several areas of intervention as follows:

- Institutional capacity –building and development
- Advocacy and networking for policy reform
- Documentation, communication and dissemination

It is recommended that these three areas be linked to each other in separate projects directed at different entry points (women parliamentarians, gender desks, local non-governmental organizations. Advocacy and documentation can only be delivered by parliamentarians, gender desks staff and LNGOs which have had their capacities built in an enabling environment.

Additional programming for women human rights, protection and livelihood support should be considered. Although not part of the two projects under evaluation, it was noted that the livelihood and protection approach (in early stages in a UNIFEM project in South Darfur), showed positive results. Not only were women in IDP camps empowered due to UNIFEM presence, but the women received training, and a meeting centre which had the potential to help them generate incomes in an enabling camp environment. This type of activity could be replicated in other parts of the Sudan using the same empowering approach.

## ***Introduction***

Six months after the implementation of the UNIFEM Preparatory Phase projects - 'Protecting and Promoting Women's rights and Leadership in Sudan' (2005 - 2006) and 'Gender Justice in Sudan' (2005 – 2008) projects, UNIFEM has commissioned an evaluation. The evaluation was undertaken by one consultant / evaluator over a one month period in October 2008. The evaluation terms of reference (TOR) required the evaluator to:

1. Assess the extent to which anticipated outcomes have been achieved;
2. Assess the sustainability of programme accomplishments;
3. Identify performance and management-related strengths and weaknesses;
4. Consolidate lessons learned and partners' feedback.

The first part of the report is concerned with presenting a contextual analysis on the socio-economic and political factors in the Sudan in the time period in which the UNIFEM project started (2005) and how these impacted directly or indirectly on the status of women in the Sudan.

The second part of the report provides an analytical account and critique of UNIFEM's response to the context of the Sudan as it stood in 2005. It describes the programme focus, rationale, components and the organizational and institutional linkages in place during the Preparatory Phase projects.

The third part of the report is a synthesis of the evaluator's findings, where the projects' performance is compared against its log frame. This takes place for four evaluation elements: relevance, effectiveness, efficiency and sustainability. Each section of this part of the report examines the achievements of the expected outcomes of the projects, as well as external and internal factors which either hindered or facilitated achievement.

The fourth part consolidates lessons learnt from the evaluation. It does so by responding to the previous three sections of the report related to context, response and achievement.

The final two parts of the report are composed of a conclusion and recommendations. There are also five annexes in which can be found the Terms of Reference, list of 112 Persons interviewed, list of 108 documents studied, the inception report outlining the evaluator's methodology in detail and some statistics referring to the Millennium Development goals and other Human Development Indicators as they relate to the Sudan.

## **1.0. Contextual Analysis of the Sudan**

This section provides a contextual analysis of the Sudan in 2005 by the evaluator *before* the UNIFEM ‘Protecting and Promoting Women’s rights and Leadership in Sudan’ (2005 - 2006) and ‘Gender Justice in Sudan’ (2005 – 2008) projects were started. *It is intended to illustrate the situation analysis and gaps that existed in the Sudan before UNIFEM responded with the Preparatory projects.*

The year 2005 marked the signing of the Comprehensive Peace Agreement (CPA) between the Government of the Republic of the Sudan (GOS) and the Sudan People’s Liberation Movement / Sudan People’s Liberation Army (SPLM/A) which ended the longest running conflict in Africa.<sup>1</sup> This conflict caused a tragic loss of life, destroyed the infrastructure of the country and eroded its economic resources. Signing of the CPA on 9<sup>th</sup> January 2005 provided an opportunity for the country (using a one country, two systems approach), its partners and donors to address many issues<sup>2</sup>.

The context of the Sudan in 2005 also presented a complex environment full of challenges in which donor agencies, such as UNIFEM, had to work.

***There was a general lack of reliable national data for the Sudan showing development indicators related to contextual issues, such as population, health and education. The lack of data in 2005 – 6 meant in many cases, agencies conducted their own studies or worked together to understand and address the situation in the Sudan. Combined studies conducted by partners without the capacity to integrate gender into policy formulation, planning and resource allocation (such as international and local non-governmental organizations interpreting ‘gender’ in their own way) did not fully reflect the intended strategy of the UN and its partners with respect to women’s rights.***

The Sudan Household Health Survey of 2006 (SHHS) was the first undertaken for the country for two decades. The results of this study and comparison with the MDG<sup>3</sup> indicators show the Sudan lagged far behind other countries in the region. In 2005 the Human Development Index HDI for Sudan gave the country a rank of 147<sup>th</sup> out of 177 countries.

---

<sup>1</sup> CPA, p. 9.

<sup>2</sup> Babiker Badri Scientific Institution for Women Studies, “Women Magazine, Issue 22, 2007, p. 5.

<sup>3</sup> *Volume- I Executive Summary of the Joint Report of the Government of National Unity and Government of Southern Sudan: Sustaining Peace Through Development* (2008 – 2011) Prepared for the Third Sudan Consortium Oslo, May 6-7, 2008. See Annex 5.

The evaluator notes that the ability of any program to achieve its objectives is dependant on its ability to understand and respond to the key issues which affect the situation of women. This part of the report analyses eight contextual issues which existed before the Preparatory Phase started in October 2005.

### **1.1. Geography**

In terms of *geography*, the Sudan is the largest country in Africa and tenth largest in the world. It borders nine countries and is diverse in terms of climate. This in turn affects the landscape and influences the type of livelihoods people can engage in. The southern part of the Sudan has heavier rainfall over more than six months of the year than the north, resulting in an environment of rainforests, while the north is very dry and has a shorter rainfall season. This means many communities in the south can engage in rain fed agriculture, while others in the north lead nomadic lifestyles relying on scarce distant water points to sustain their livestock and households.<sup>4</sup>

The Sudan is subjected to cyclical drought, desertification and soil erosion. Traditional coping strategies in times of shortages of water, often collapse, and communities travel longer and longer distances to find resources such as water and firewood. The Sudan is also rich in various mineral resources such as petroleum, gas, gold and silver but due to inconsistencies in the CPA, there remains much conflict between the GNU and GOSS over their use.

***Continuing non-resolution of issues related to ownership of mineral resources between the Government of National Unity (GNU) and Government of South (GOSS) despite the signing of the CPA in 2005 meant challenges in partners making the strategic shift from humanitarian aid to development activities<sup>5</sup>. For women living in vast and inaccessible areas (prone to drought), or in areas of conflict over mineral resources, this meant longer distances to reach water points and sources of firewood, but also violence, displacement and rape.***

---

<sup>4</sup> Sudan borders nine countries namely Egypt, Libya, Chad, Central African Republic, Democratic Republic of Congo, Uganda, Kenya, Ethiopia and Eritrea. Conflict situations in many of these neighbouring countries affect the Sudan.

<sup>5</sup> UN and Partners, 2006 Work plan for the Sudan.



## 1.2. Diversity

The Sudan is divided into twenty-five states, and larger regions, defined in 2005 primarily by the political agreements and protocols of the CPA<sup>6</sup>. After the signing of the CPA, both the GNU and the GOSS were expected to establish a democratic system of governance in the regions and states of the Sudan. This has remained a challenging process as good governance has to take into account the cultural, ethnic, racial, religious and linguistic diversity of the people living in Africa's largest country.

Most of the 22 million Sudanese living in the mainly urban northern region are Arabic-speaking Muslims. Education is in Arabic language though most people also use a traditional non-Arabic mother tongue (e.g. Nubian, Beja, Fur, Nubian, Ingessana, etc). The southern region practices a predominantly rural, subsistence economy in an environment without basic infrastructure and development. Here the majority of the population practices traditional indigenous beliefs, although some practice Christianity. The south is more ethnically and linguistically diverse than the North. For example, the Dinka, whose population is estimated at more than one million, are the largest of the many African tribes of Sudan.

***The different states in the Sudan have diverse socio-cultural differences - but one thing in common in 2005 was : marginalization and discrimination against women, exemplified in early girl child marriages, exclusion of girls from education, and female genital mutilation, to name a few. These issues have historically limited the role women could play in decision making and development as well as violating their human rights.***

## 1.3. Political Issues

---

<sup>6</sup> States of the Sudan

### Northern Sudan

1. Northern Kardofan
2. Sennar
3. White Nile
4. El Ghezira
5. Khartoum
6. Nile

### Eastern Sudan

7. Red Sea
8. Kassala
9. Gadaref

### Southern Sudan

10. Western Bahr el-Ghazal
11. Northern Bahr el-Ghazal
12. Warrab
13. Unity
14. Lakes
15. Western Equatoria
16. Central Equatoria
17. Eastern Equatoria
18. Jonglei
19. Upper Nile

### Darfur

20. Southern Darfur
  21. Western Darfur
  22. Northern Darfur
- Protocol Areas**
23. Blue Nile
  24. Southern Kardofan (Nuba Mountains)
  25. Abyei

### **1.3.1. One country, two systems**

The political environment in the Sudan is very complex in that its political condition upon signing of the CPA in January 2005 - a 'one country, two systems'<sup>7</sup>- has been constantly challenged by political actors in the Sudan as over simplified and impossible to manage. This means an ongoing cycle of dissent, conflict and peace from 2005 between the two government systems (GNU, GOSS), various civil society organizations and armed militia.

The decades of war between the north and south Sudan began in 1956, ending in January 2005 with the signing of the CPA. A Government of National Unity (GNU) was formed as the government (in Khartoum) sharing power with the GOSS (having jurisdiction over the south).

Although the CPA addressed some of the political and boundary issues related to the Sudan and its Protocol areas, it did not address the conditions in the Darfur region and the Eastern States. These two areas signed separate agreements with the GOS in 2006. The three Protocol states (Abyei, Southern Kordofan and the Blue Nile) signed power sharing agreements with the GOS in 2004. Although these Protocol states will not vote during the referendum for South Sudan (2011), the CPA makes a provision for them states to decide if they would like to belong to the north or south through people's popular consultations. Two states, Southern Kordofan and the Blue Nile have state constitutions with a government structure headed by a governor. However, the state of Abyei does not have a state constitution<sup>8</sup>.

### **1.3.2. The Darfur region**

This region, primarily inhabited by African Muslim tribes and Arabic- speaking sedentary agriculturalist tribes has historically been a conflict area which worsened between 2003 and 2005 when the Sudan Liberation Movement / Army (SPLM / A) and the Justice and Equality Movement (JEM) began fighting the central government, accusing them of marginalising the people of Darfur and not including them adequately in the central government. The government called on Arab nomadic tribes to respond against the uprising of the SPLM / A and JEM. These became known as the "Janjaweed"<sup>9</sup>.

---

<sup>7</sup> The signing of the Comprehensive Peace Agreement in January 2005 brought to an end more than two decades of hostilities between the North and South. As a result, the Government of National Unity (GNU) and the Government of South Sudan (GOSS) have been established, to form a Confederation system for governance under the rubric of one country, two systems.

<sup>8</sup> In late 2008 (post project period) following August 2008 clashes, an administrator was appointed in Abyei.

<sup>9</sup> Report of the International Commission of Inquiry on Darfur to the United Nations Secretary-General, Pursuant to Security Council Resolution 1564 of 18 September 2004, Geneva, 25 January 2005. The approach of the Janjaweed has been to mainly attack IDP camps, mainly inhabited by defenseless women or water points where women collect water and firewood.

The search for a peaceful solution to the Darfur conflict has been ongoing; however the peace process has continued to remain elusive. And, despite the calls by the UN, INGOs, LINGOs evidenced in the UN Security Council Resolution 1325 of 2000, the African Solemn Declaration on Gender Equality (2004), and the AU 2003 Additional Protocol on the Rights of Women in Africa of the African Charter on Human and Peoples Rights, women's participation in peace processes remains a challenge and the situation in Darfur a serious humanitarian crisis<sup>10</sup>.

***Women are the most vulnerable to escalating violence in the Darfur region, suffering from displacement, and loss of livelihoods and support networks. In this situation women face rape and battering on a daily basis as they move around in search of water and firewood. Gender based violence is not recognized as a crime in the Darfur by the government authorities. At the same time traditional courts provide little support - . traditional justice is not meted out against the perpetrators of rape. Instead the victim is punished, so women are reluctant to report rape or other forms of gender based violence. This means the space for articulating human rights and women's concerns is limited in Darfur region. Many local NGOs struggle to address justice for women in an environment of escalation of violence against women. The priorities for women in the Darfur are livelihoods and protection from violence.***<sup>11</sup>

---

<sup>10</sup> As well as UN, women's organizations have long lobbied for signing and ratification of resolutions and charters on women's rights. More recently with the signing of the CPA, these have included UNIFEM and GNU, GOSS ministries of gender, gender desks and para-legal societies.

<sup>11</sup> The UNIFEM Sudan Country Programme 2008-2011, pages 13-15 states:

"In Darfur the attacks which drove people to flee their lands were accompanied not only by killing but also by rape. Women were raped on an unprecedented scale during the campaign of massive forced displacement after 2003. In Zalingei, in West Darfur, an area of instability and conflict, both killings of men and rapes of women continue to be frequent, and perpetrators commit these abuses with impunity. The AU Technical Mission to Darfur detected, among other things, a very dismissive attitude among duty bearers with regard to the number of victims of rape reported that is of very serious concern. Although most victims accuse Janjaweed militia, there have also been reports of rape committed by members of the Sudanese army, the police and other armed opposition groups, including SLA/MM soldiers. A report by the UN Group of Experts documents 57 reported cases of rape, mostly in the second half of 2007. About 20 of them were carried out by members of the Sudan Armed Forces, some were by police and most of the others were by unknown armed men. Women also report that they are not safe from rape by displaced men inside IDP camps. Rape is under-reported and most rape victims try to hide what has happened as they know that no one will be arrested for the crime, and there is little point in a woman harming her own reputation and damaging her prospects of marriage. Women raped and in need of medical treatment seek NGO clinics rather than government hospitals and a deep-rooted unwillingness to go to the police persists."

## **1.4. Demography and Health**

### **1.4.1. Demography**

The population of Sudan is estimated at 40,218,456<sup>12</sup> with an additional refugee population of approximately 310,000 (World Refugee Survey 2008), most of which originate from Eritrea, Chad and the Central African Republic. The total population of greater Darfur is estimated at 6,556,000<sup>13</sup>: North Darfur has a population of 1,654,000; South Darfur 3,169,000; and, West Darfur 1,733,000. As of mid 2006, the total Internally Displaced Population was estimated at 1,805,000<sup>14</sup>. The conflict in Darfur has meant an estimated 200,000 refugees have moved to Chad.

The conflict in the Protocol areas mean much of the population is displaced and living in IDP camps. However, IDPs are also spread throughout the Sudan including the national capital, Khartoum. The women in these IDPs find themselves disempowered and imprisoned with limited opportunities for generating income, access to services and rights. Most women in IDP camps are either widows or single parents who head households as sole breadwinners.

***Isolated within the IDP camps, many women do not know their rights or how to get gender justice. The same women need to find means for daily subsistence, so 'getting justice' is not their priority – survival is.***<sup>15</sup>

### **1.4.2. Health**

There is an overall shortage of medical services (service delivery points, qualified staff and equipment) required to serve the people of the Sudan. Decades of war have resulted in complete destruction of existing health facilities in the southern regions. In all parts of the Sudan, there is a rising influx of returnees as well as an out-migration of people in search of work. This means pressure on existing health facilities to provide general health services, including reproductive health services for women (antenatal care, treatment of sexually transmitted diseases and post-rape treatment). Women mostly cannot access existing health facilities in much of the Sudan due to long distances.

Where there are health services, biases exist amongst staff on how to manage cases of rape and GBV. There is also a negative attitude towards health services such as family planning. Violent and repressive practices still exist in many communities, such as female genital mutilation (FGM) and early girl child marriage. These contribute to the poor reproductive health of women which is

---

<sup>12</sup> US Central Intelligence Agency, World Fact Book: Sudan. July, 2008.

<sup>13</sup> UNFPA/CBS 2002, WFP, FSNA 2004. This does not provide the gender disaggregated population figures.

<sup>14</sup> OCHA humanitarian profile July 2006

<sup>15</sup> DJAM Gender Report.

evidenced in high maternal and infant mortality in all parts of the Sudan<sup>16</sup>. The continuing displacement and rape of women in the Darfur, have contributed to the rising level of maternal and infant mortality due to deterioration of health amongst women of childbearing years.<sup>17</sup> HIV/AIDS has increased throughout the country, and the lack of knowledge about HIV/AIDS (combined with few facilities to prevent and treat HIV/AIDS), means the condition continues unabated.<sup>18</sup>

***Addressing women's practical needs (including reproductive health needs) is critical to their being able to participate in interventions directed at their strategic needs. Agencies<sup>19</sup> have mainly shifted from emergency to development interventions, placing more effort on new facilities, yet emergency needs of women who are raped and suffer domestic violence remain unmet.***

### **1.4.3. Education**

Decades of war and destruction of infrastructure combined with socio-cultural biases against women have contributed to the low literacy rate of women in the country. Many agencies constructed schools during the decades of wars in the south, but secondary schools are still few. In the north, there are more girls enrolling and completing both primary and secondary schools. But, nearly half (46%) of girls aged 6–16 years in the north have never attended school, despite schools being accessible.

In the Sudan, the levels of literacy among women vary widely between regions, and between urban and rural areas. Female literacy varies from 24% in Western Darfur to 68% in Khartoum. Educational opportunities for girls in IDP camps are also fewer than for their urban counterparts. It is estimated that only 10% of the population in the southern region is literate and only 2% of women can read and write. Southern Sudan also has the lowest ratio of female to male primary school enrolment in the world, with three times as many boys as girls attending school, and a female youth illiteracy rate (ages 15-24) of 84%<sup>20</sup>. With respect to tertiary and higher education, the lower enrolment rates of girls in secondary schools, means less female participation in higher education.

---

<sup>16</sup> In 1999/2000 the infant mortality and under-five mortality per 1,000 live births and maternal mortality per 100,000 live births rates were respectively, 68, 104 and 509 in the north and 150, 250 and 1,700 in the South. Contraceptive prevalence rate (1997-2005) among married women aged 15-49 was only 7% in the North and less than 1% in the South. In the North just over half of all births were attended by a skilled health provider while in the South the figure was only 5%<sup>16</sup>.

<sup>17</sup> In the last decade, the maternal mortality rate in Darfur was about 525 per 100,000 live births while the share of births attended by skilled and professional health staff ranges from 33% to 69% in West and North Darfur respectively, compared to a Northern average of about 60%.<sup>17</sup> In 1999, infant mortality was estimated at 61 and 64 per 1,000 live births in North and South Darfur, and at 71 in West Darfur. Under-five mortality was estimated at 101, 96 and 105 per 1,000 in North, South and West Darfur respectively

<sup>18</sup> See Annex 5, Millennium Development Goals and results of 2006 Demographic and Health Survey

<sup>19</sup> 'Agencies' in this report refers to UN, NGOs, and government, unless otherwise specified.

<sup>20</sup> *Towards Achieving the MDGs in Sudan: Centrality of Women's Leadership and Gender Equality*, Compiled by: Iselin L. Danbolt, Nyaradzai Gumbonzvanda, Kari Karamè, The Government of Norway, 2005.

The ongoing conflict in the Sudan up till the signing of the CPA meant many tertiary and higher education institutions (where they existed) in the south was destroyed. In 2004, the overall secondary education enrolment rate in Sudan was 15.3%, (15.5% for girls compared to 15.1% for boys), in northern states rate is 18.0%, (18.3% for girls compared to 17.7% for boys), but with high drop out rates. Drop outs from secondary schools could be attributed not only to marriage of the females but also to forced military conscription. Separation of the sexes in the north meant that there were only two private universities for girls; Ahfad University for Women and Sudan University for Science in 2005, both of them situated in Khartoum<sup>21</sup>.

There is a negative community attitude towards educating the Girl Child and continued reliance on marrying off girls early to strengthen kinship and as means of survival for poor families. By marrying off their girls at an early age, the families acquire dowry, mostly paid in the form of cattle which sustains the household economy. For adult women, the lack of education at an early age means lack of access to information and economic opportunities when they grow up.

Illiteracy amongst women in the Sudan, especially in the South Sudan (but also in the north, especially in the rural areas) is a major factor in their exclusion from decision making at household and community levels and their potential for accessing services. This interprets into challenges for agencies providing interventions directed at economic opportunities and human rights as programs need to be strategically and innovatively designed for inclusion of women without literacy and numeracy skills. This means literacy training needs to be part of programming. Women's community based organizations often lack the capacity to work with agencies due to their low literacy levels, lack of economic opportunities and tendency of the communities to exclude women from decision making and participation in governance.

***Agencies working in post-CPA Sudan have made effort to sensitize the public and at the same time support women both individually and in organizations. However, in many cases, programs give higher priority to construction and rehabilitation of health facilities (and other infrastructure) without necessarily including a gender perspective. This means women as the intended beneficiaries of new infrastructure may not have access to it. Unless agencies had a specific mandate and capacity / funding to support women's empowerment and an interest, there exist obstacles / opportunities for increasing women's access to services and benefits.***

## 1.5. Women in the Economy

---

<sup>21</sup> Sudan gender profile, 2004, p 1.

There is lack of representative data on poverty showing differences between the north and the south. In many cases, government policy documents related to women's empowerment do not reflect the true picture on the ground<sup>22</sup>. Poverty in the Sudan is high and ranges between 50% in the north to 90% in the Protocol areas. Urban poverty is growing in cities such as Juba and Khartoum due to an influx of returnees and people out migrating in search of work.

The growing number of female headed households in the Sudan is a testimony to the rising levels of female poverty<sup>23</sup>. War and ongoing conflict in some parts of the country<sup>24</sup> mean asset stripping is a regular occurrence. In the three Darfur states. It is common to find pastoralists with few or not enough livestock to sustain them. This is due to the fear in which people live in conflict areas, where attacks increase when assets increase.

A common occurrence in IDP camps and conflict areas is increased attacks where agencies provide support in the form of non-food items and livestock<sup>25</sup>. This has resulted in a sense of despair and hopelessness amongst women living in the camps. Increasingly agencies are shifting to development interventions with emphasis on training instead of tangible assets. The assumption made is that with training and capacity building communities can gain empowerment.

***A few innovative approaches to empowerment strategies have developed, where agencies also support the neighbouring communities to prevent attacks, support capacity building inclusive of security arrangements, or link with agencies which can provide this security. This adds additional costs to any intervention provided in the Sudan and does not address the real issue of need for sensitization and mobilization to prevent mainly attacks on women.***

As well as ongoing conflict (and lack of infrastructure to support economic activities), female poverty is attributed to biases against women with respect to land and property ownership. In many cases this is due to conflict of customary laws (restricting women ownership) with Islamic law and the Sudanese constitution.

***Without the opportunity to own, buy and sell property, women are limited in terms of economic empowerment and benefitting from enterprises funded by various agencies. There is also the potential for disputes within communities when women receive outside assistance which contradicts***

---

<sup>22</sup> An example is the GOS Ministry of Social Welfare, Women and Child Affairs, Women Empowerment National Policy", March 2007, p 11.

<sup>23</sup> In the Sudan context, these additional factors contribute to female poverty rather than standing alone. Examples are war widows, women in IDPs, etc.

<sup>24</sup> IDP camps in Darfur region suffer from regular attacks by the Janjaweed which result in asset stripping.

<sup>25</sup> This scenario is most common in the Darfur region where raids by Janjaweed result in asset stripping (theft of crops ready to be harvested or theft of animals).

***customary laws subjugating women to men. If not addressed deliberately, this may be a contributing factor to increased violence against women (VAW).***

Many women are disenfranchised<sup>26</sup> when their husbands die or desert them. This has reduced them to begging and prostitution. Within the household, women also face violations of their rights with respect to decision making on household assets. This is due to marriage and personal law falling under customary law. There remain ongoing forced marriages, early marriages and polygamy in much of the Sudan. Early girl child marriages also curtail their education and economic opportunities. Many communities restrict women from participating in market activities using legal and traditional means to prevent women from running enterprises.

Most economic activities based on agriculture and animal husbandry are 'fuelled' by women labour, yet women do not have access to the income generated from sale of products. This is due to traditional gender roles. These roles have been frequently challenged by events (shortage of male labour due to conflict) not by advocacy and lobbying to change gender roles. In many cases, women-led enterprises have collapsed due to their lack of experience in managing enterprises. This in turn limits the real benefits which can be attained by women.

***The low capacity of women in managing enterprises remains a challenge to agencies and others working in enterprise development and to the overall economic empowerment of women in the Sudan. In 2005, few women entrepreneurs or women-led enterprises had access to credit. marketing networks (at least in the south) were destroyed by war and in any case, women lacked knowledge on how to use market systems. The realization of economic empowerment may not be attainable or may be short lived, where provisions are not made to built women's skills and increase women's access to markets and credit. The issue of enterprise development and security is also critical in light of lack of roads, electricity and means of transport, combined factors which limit development activities.***

## **1.6. Violence against Women (VAW)**

Due to traditional biases against women and conflict, women in the Sudan are subjected to various forms of violence. VAW is one of the most pervasive human rights violations of women across the Sudan. It begins in early childhood when women are subjected to female genital mutilation, a procedure which impacts on

---

<sup>26</sup> 'Disenfranchised' refers to deprivation of rights of residency, representation in their communities and any other right. This results in extreme poverty as the women cannot work within their communities gaining an income.



their sexuality and general reproductive health. This has, contributed to the high level of female morbidity and mortality during pregnancy and delivery<sup>27</sup>.The practice of FGM is illegal under the Criminal Code of 1948 and the 2008 Children's Law of the Sudan, but traditional beliefs continue to encourage it.

The continuum of violence in the lives of women starting from early childhood has its roots in political, social, economic and cultural structures that reinforce patriarchy in the Sudan. Due to the effect of conflict on social relations/social structures, women are often the victims of opportunistic sexual and gender based violence and SGBV is often a weapon of war. In the Darfur, VAW is highest in more than 5 IDP camps, where an estimated 2.3 million people live. The camps are supposed to provide safe haven to the people and women in particular but VAW is a daily occurrence. Women also have little representation in the camp system of government, through which to seek redress.

***The AU Technical Mission in the Darfur (2004 – 2005 period) made several efforts to work with IDP camp leaders but there was a strong sense of mistrust and an attitude of impunity by local authorities towards prosecuting the perpetrators compounds the situation in 2005, the AU also lacked the technical (and gender) expertise to address the problem<sup>28</sup>.***

***The high incidence of violence on women in the Darfur region, compounded by lack of skills of peacekeepers (to address VAW) and involvement of local law enforcement officers in the violence, means women risk death and injury on a daily basis. Few agencies were equipped or ready to address this problem using a programmatic approach (sensitization, lobbying, and legislation).***

### **1.7. Women's participation and representation in governance**

According to the Draft Constitution for South Sudan, the State was expected to 'emancipate women from injustice, and promote their participation in public life<sup>29</sup>' The enabling environment to put this in place did not exist in the Sudan in March 2005, when the constitution was drafted.

---

<sup>27</sup> Findings from the 1989-1990 Sudan Demographic and Health Survey (SDHS) indicate that 89% of ever-married women have undergone some form of genital cutting or mutilation .All forms of FGM are practiced in the northern part of the country (a very high prevalence of Type III FGM - the most harmful – is found throughout most of the northern, north-eastern and north-western regions).

<sup>28</sup> A UN Security Council Resolution on 31 July 2007 authorized the formation of UNAMID instead of AU working alone in Darfur. This became operational on 31 December 2007.

<sup>29</sup> Interim draft constitution, 2006, clause 2, p. 7

Women participation in politics remains low, as evidenced in low political representation in 2005<sup>30</sup>, which continues today. There is an institutional requirement in the Interim Constitution of Southern Sudan (ICSS) that women hold 25% of seats in government, yet there were few women occupying seats in 2005. Increasingly women at federal level began standing for seats and women were appointed in increasing numbers as governors, ministers and judges. The women in prominent positions at the time of evaluation<sup>31</sup> expressed concern that it remains a challenge for them to advocate for women's rights and seek justice both individually and collectively with respect to women's rights.

Women have the vote in the Sudan, but as of 2005 remained excluded from both local and regional bodies addressing both community and women's needs. The exclusion from participation due to illiteracy or displacement from place of origin, combined with lack of empowerment, have contributed to women's reluctance to participate and seek justice. This means few women entered employment in the public and private sectors due to being disqualified because of education.

***Women do not have equity with men in the area of government jobs. This is a major factor preventing women from getting employment in both the public and private sectors- which are the main source of agencies when hiring local staff.***

The disparity in women's participation and representation in governance is a growing issue, with many LNGOs working on increasing representation. This has had an increasing impact as LNGOs get established in the country. There are a growing number of local non-governmental organizations (LNGOs) in the Sudan. Many of these returned from the Diaspora when the CPA was signed. Others continued to manage LNGOs from the Diaspora. Some of these LNGOs which emerged post CPA had expertise in gender justice and wanted to play a role in sensitization, training, lobbying for women's rights, etc. Others do not play a strong role as they are not established in the country or not accepted by local women.

In 2005, there were few donors willing to fund women's increased participation and representation in the government, due to the demand for emergency assistance and limitations on their activities in the Sudan, in the context of the ongoing war.

To make matters worse, the legislative framework for registration of these organizations or Humanitarian Aid Commission (HAC) under the Humanitarian

---

<sup>30</sup> Note that in the south most buildings housing government institutions had been destroyed. Despite ongoing rebuilding, key ministries dealing with services and administration of justice remain incomplete or poorly staffed.

<sup>31</sup> See annex of list of persons met. Women leaders working at gender desks, in para-legal societies and in the various ministries and commissions expressed this view.

Act began to restrict the roles of LNGOs whose activities are perceived to be contrary to the government policy or 'sensitive'.

***This means the working environment is not always enabling for the LNGOs. Some LNGOs face continuous challenges as the NGO registration process is very restrictive and many of them cannot get registered or find themselves de-registered for no apparent reason<sup>32</sup>. This reality hampers the recovery, reconstruction and reform efforts and restricts the access of women to services and justice as well as their participation in decision making. The limitations of LNGOs related to their capacity also contribute to the slow pace of response, hampering their responsiveness to women's role in conflict and peace.<sup>33</sup>***

Legal bodies such as the Law Society which have the mandate to fight for the rights of women are male dominated. There are 33 lawyers registered in the South Sudan Law Society but no women office bearer members at the onset of the UNIFEM project. The institutional framework of the Sudan remains weak and has limited financial and human resources and there was a lack of political will to change things. This means they could not address injustices to women generally and reach the many remote areas of the Sudan where the majority of women live and where the injustices take place. There was also lack of dialogue between the legal frameworks (parliament, courts and law societies) and the LNGOs dealing with the traditional abuse of the rights of women and emerging phenomena such as VAW.

From 2005 when the CPA was signed, a process of decentralization of government to local levels, establishment of Commissions and enactment of legislation has begun. The media outlets also increased throughout the country and there is discussion on sensitive issues such as HIV/AIDS and women's rights, providing an opportunity for change.

## **1.8. Development and Gender Frameworks in the Sudan**

The CPA was expected to set the agenda for development and gender frameworks, despite not being engendered as a document to prioritize the needs of women within the parameters of power, wealth sharing and security.<sup>34</sup> The

---

<sup>32</sup> Harassment of LNGOs is not a new phenomenon: Refugees International Bulletin, December, 2007. p2, "The Government of Sudan mistreats and intimidates local NGOs, suspending their registration and forcibly closing their offices... subjected to frequent harassment and questioning by local security..."

<sup>33</sup> The evaluator interviewed 38 LNGOs working in the Sudan. A common concern of the LNGOs was challenges in the restrictive registration process (by HAC), which hampered their activities, forcing them to work under larger umbrella LNGOs which had been able to get registered.

UNIFEM/Partners 2007, "Report of women civil society mapping in Darfur" page 31. LNGOs such as Al Tawasul charitable society had trouble getting registered despite paying. The Basheer Charitable Society (operating in an IDP camp) expressed concern that IDP LNGOs have an even more difficult time getting registered. page 28

<sup>34</sup> CPA, 2005, p.10.

implementation modalities do not include indicators for monitoring progress on the inclusion of women. The Joint Assessment Mission (JAM) activities began in 2003 as a framework for a six year period, including the first years post CPA. It has eight thematic areas, namely: institutional development, rule of law, economic policy, productive sectors, basic social services, infrastructure, livelihoods and social protection, and information and media; and the cross-cutting issues of environment, HIV/AIDS, conflict, human rights, and gender<sup>35</sup>.

Prior to the implementation of the UNIFEM Preparatory Phase, UNIFEM participated in the January 2005 JAM. Gender analysis of the two statutes had also not been carried out before the start of the UNIFEM program (2005<sup>36</sup>) and although part of the JAM 'gender' was not explicit enough with respect to women as participants in development at that time.

The framework for constitutional rights, the Interim Constitution of Southern Sudan (ICSS) is more explicit with respect to women's participation in development. It provides for a 25% quota system for women in the Southern Sudan Legislative Assembly and other leadership positions. This is in line with the AU parity clause, and the 30% quota adopted in the Beijing Platform for Action.

The constitution also recognizes the rights of women in marriage and is exemplary for its abolition of forced marriage and setting the age of consent for marriage at 18 years. It also provides for recognition of women's civil, political, economic and cultural rights within the Bill of Rights chapter. The mandate for enacting legislation is given to the Southern Sudanese Human Rights Commission but there was no provision for a Gender Commission to make it more specific. There was also no declaration on reproductive health rights, and, the right to security of the person and code of conduct with respect to gender based violence.

***The exclusion of many important clauses in legal frameworks which relate to women leaves a gap in implementation of legislation to protect women's rights. Their non-inclusion means work is needed to sensitize legislators and lobby for changes.***

The GNU began implementing the CPA and in 2007 produced its Five-Year Plan 2007-2011 and the GoSS' Budget Sector Plans. The key sector areas in the plan are: Sustained peace and stability, Sustainable economic development, expanded basic services, Strengthened public accountability, good governance and the rule of law, and Strengthened social fabric.

***The proposed plan states that public institutions and civil society at state/and local levels develop bodies for promotion of women's equality,***

---

<sup>36</sup> In 2006, UNIFEM and the government of Norway carried out a gender analysis of the JAM process.

***empowerment and social inclusion; return and reintegration of internally displaced persons (IDPs); as well as strengthened humanitarian and disaster management. This is an important milestone.***

At the onset of the project in 2005, the United Nations coordinated its work in the Sudan through the UN / Partners Work-plan supporting the CAP agreed upon in January 2005<sup>37</sup>. The Multi Donor Trust fund (MDTF) was set up as a special fund to implement the CPA. There was a gender clause for the support of men and women but the mechanisms were not put in place to implement this.

UNIFEM took on this role in April 2005 bringing women to Oslo for the donor conference to state women's priorities within the CPA framework. The women developed the 'Oslo Women's Priorities for Recovery and Reconstruction' as an advocacy tool for the budgetary provisions of the MDTF to support their activities.

In terms of global frameworks, Sudan has ratified several international instruments of importance to women's rights including the International Covenant on Economic, Social and Cultural Rights; International Covenant on Civil and Political Rights; International Convention on Elimination of All Forms of Racial Discrimination; ILO Treaty on Equality on Payment and Opportunity; Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment; Convention on the Rights of the Child; The First Additional Protocol to the Convention on the Rights of the Child – signed but not ratified; and the African Charter on Human and People's Rights. Many signed treaties have not been legislated. The Sudan has not ratified CEDAW or the Optional Protocol of the African Charter on Women's Rights.

***Non ratification of major treaties on women's rights and legalising those ratified, requires intensive lobbying by women groups, yet these lack the authority and voice to be heard. The emerging peace process in the Darfur and growing awareness of women's rights also requires international support and mechanisms for these rights to be claimed.***

Several security frameworks were in place in the Darfur region at the start of the project (2005). These are the United Nations and African Union Mission to Darfur (UNAMID) presence which is expected to ensure peaceful resolution of the Darfur conflict. There was no gender unit in UNAMID in 2005. In this same time period the GOSS, Ministry of Gender, Social Welfare and Religious Affairs developed a Gender Policy Framework but a gender policy was still pending due to need for technical support. Technical support (or gender machinery) included the Ministry of Gender, Social Welfare and Religious Affairs and the Presidential Advisor on Gender and Human Rights, but technical expertise within those bodies was not developed by 2005.

---

<sup>37</sup> This planning process is expected to end in 2008. From 2009-2012, the United Nations Development Assistance Framework (UNDAF) will serve as the common strategic plan for the UN in the Sudan for both the GNU and GOSS>

In the context of the Sudan in 2005, there was no gender unit in the south so gender mainstreaming was therefore driven at a slow pace through various machineries. In the north there was a unit: The Department of Women Affairs in the Federal Ministry of Social Welfare, Women and Child Affairs (MSWWCA) was set up for northern and eastern states to combat violence against women. It faced insecure funding and recognition and has little experience. There were also State Government Gender Advisors (all of which are women), and governors of each of the three states were in place but lacked experience and funding specific to gender.

***By 2005 there was still little political will on the part of the GNU and GOSS for commitment to Security Council Resolution 1325 (2000) setting up of a gender commission and a policy on GBV and VAW.***

### **1.9. Summary of Contextual Analysis of the Sudan**

In light of the foregoing situational analysis, the context of the Sudan in 2005 could be brings out several contextual issues or gaps. These can be summarized as follows:

- ✚ Lack of political will to advance gender equality
- ✚ A fragile political situation in a one-country, two system environment
- ✚ Evident prevailing tension between the CPA signatory partners
- ✚ The Sudan JAM was completed (January, 2005) but gender issues remained;
- ✚ Incomplete JAM ((Darfur)
- ✚ Despite gender mainstreaming efforts, inadequate attention to gender in the process of implementation of UN/partner work-plan (UNDAF was completed and signed at the end of 2008, so we can not say the UNDAF)
- ✚ Visible investment in Peace building, reconciliation and reconstruction efforts
- ✚ Continued conflict in Darfur and limited implementation of the peace agreements CPA, DPA and ESPA, especially at political levels.
- ✚ Conflict between civic and customary law
- ✚ Poverty, illiteracy amongst women
- ✚ Limited capacity of local non-governmental organizational and civil society organizations (in terms of gender policy, advocacy interventions, research)

At the same time, there were many opportunities. These were:

- ✚ Ratified, unratified and unimplemented global charters
- ✚ New constitutions
- ✚ Early setup of government gender machineries and need for gender policy in this framework

- ✚ Favorable gender environment (UN, UNDP, UNFPA, positive reaction to UNIFEM in Oslo donor conference)
- ✚ Need for a UN agency to mainstream gender Increasing women networks

## **2.0. UNIFEM Sudan's Response to the Context**

In this section of the report the evaluator analyses the UNIFEM response to the context of the Sudan in 2005.

### **2.1. UNIFEM Project Response**

#### **2.1.1. Overview of the Preparatory Phase**

The 'Protecting and Promoting Women's human rights and Leadership in Sudan' (2005 - 2006) and 'Gender Justice in Sudan' (2005 – 2008) (44927) were implemented from October 2005 to July 2008 with funding from the governments of Sweden and Norway. The two projects were the UNIFEM response to the contextual issues, gaps and opportunities highlighted in section 1.0. above. UNIFEM's response and interventions spanned over a two year period with a six month no-cost extension. . Since establishing offices in Eastern Africa in 1994, UNIFEM had been supporting women's search for peace in the region and in specific Protocol areas, their inclusion as active participants in negotiations, and the inclusion of gender equality commitments in the peace agreements.

#### **2.1.2. Justification and Goal of the Preparatory Phase**

The Preparatory Phase had an overarching **goal** to ensure that the reconstruction efforts in the Sudan took into account the human rights, protection and leadership of women and women's organizations. The immediate objectives of the projects were:

- a. To advocate for donor support, build coordinated responses and strengthen partnerships for women's rights promotion and protection in post-conflict Sudan through women's leadership;
- b. To build the capacity of women's organizations to advocate for their rights.

The **justification** for implementing the Preparatory Phase was that women were central to the reconstruction efforts in the Sudan. This meant critical support and action for women organizations and civil society groups engaged and interested in strengthening the leadership of women. Secondly the UNIFEM mandate provided for strategic support to catalytic activities which would promote gender equality, women's empowerment and human rights. Finally UNIFEM had already engaged with the government and donors in the Joint Assessment Mission (JAM) and the Oslo Conference , in which it was determined that lead technical expertise for gender mainstreaming was needed for donors and other agencies, emerging and existing gender desks in government and other bodies and women's organizations. This required a physical presence.

### **2.2. Focus and Rationale**



The focus of the Preparatory Phase was on achieving one goal: the implementation of commitments to advance gender equality and women's empowerment in the Sudan. This means interactions and institutional linkages with the UN (UNFPA, UNDP, and UNMIS), government gender desks, local non-governmental organizations and para-legal / research organizations and the media committed to gender. To do this UNIFEM used its comparative advantage of mobilizing women directly, building their capacities and leveraging their voices in several areas:

- Responding to the priorities of Sudanese women as stated in the Oslo donors' conference and Beijing Fora and to the priorities of Darfur women;
- Promoting women's economic empowerment by working with gender machinery for engendering of policy and legal reforms which will protect women;
- Addressing resistance to and lack of awareness of VAW by working with state and civil society partners for change in legislation, service delivery for victims, and research;

Enhancing women's political representation and participation in governance by supporting dissemination of legal statutes such as the CPA.

### **2.3. *Activities of the Preparatory Phase***

In order to realize the goal and objectives of the Preparatory Phase, UNIFEM undertook a series of four major interventions, endorsed by the UNIFEM MYFF between 2005 – 2008, as follows:

- ❖ Capacity building of national institutions for gender equality and women in leadership;
- ❖ Build capacity of Sudanese women and civil society to advocate for rights, overcome human insecurity
- ❖ Ensure gender justice and protection of women rights with special focus on ending Violence against women
- ❖ Women rights, peace building and governance

### **2.4. *Expected Results***

By the end of the two year Preparatory Phase, the following 7 results were expected to be achieved:

- i. UNIFEM presence with adequate staffing especially in Khartoum and Juba;
- ii. Resource allocation by bilateral and multilateral organization consistent with gender equality priorities of Sudanese women;
- iii. Increased participation of women in governance structures and in Constitution making processes;

- iv. Strengthened capacities of NGOs and women of Sudan in gender planning, advocacy and action for women's rights and empowerment of women;
- v. Strengthened capacity of governance institutions to protect women's rights and facilitated gender responsive planning, budgeting and monitoring;
- vi. Gender and women's issues for peace building and reconstruction reflected in international forums and initiatives;
- vii. Strengthened reconciliation and peace building especially amongst the Sudanese women.

### **3.0 Program Achievements and Challenges**

This section of the report shows the findings of the evaluator through examination of the project achievements and challenges as they relate to the parameters of evaluation, namely relevance, effectiveness, efficiency and sustainability<sup>38</sup>.

#### **3.1. Relevance of the Preparatory Phase**

*The evaluator finds that the programme design (strategy, logical framework) was consistent with the context of the Sudan as it stood in October 2005. The objectives were clearly stated and designed to meet the needs of the most vulnerable women – those in IDP camps. The approach taken by UNIFEM was very strategic and enabled UNIFEM and partners to mainstream gender through the UN, government gender desks, LNGOs and civil societies<sup>39</sup>.*

The Preparatory Phase was consistent with the humanitarian, security, political, cultural and gender context in which it was designed and undertaken. First of all the project complemented the activities being undertaken by the government and other donors in the aftermath of the signing of the CPA and the Oslo donors' meeting. UNIFEM was able to set up an attractive strategy which placed it in a strong position to leverage women's voice and participation in the

---

38

#### **Definitions of the Evaluative Criteria**

**Relevance/Appropriateness:** assesses whether the intervention is in line with local needs and priorities as well as the policies of the agencies concerned.

**Effectiveness:** assesses the extent to which an activity achieves its purpose, or whether this can be expected to happen on the basis of the outputs. Implicit within the criteria of effectiveness is timeliness.

**Impact:** assesses the wider effects of the intervention – social, economic, technical, and environmental – on individuals, gender and age-groups, communities, and institutions. Impacts can be intended and unintended, positive and negative, macro (sector) and micro (household).

**Efficiency:** assesses the qualitative and quantitative outputs achieved in relation to the inputs and compares alternative approaches to see whether the most efficient approaches were used.

Source: Modified from ALNAP Evaluation of Humanitarian Action Guide (draft dated March 2005)

<sup>39</sup> Some examples of the UNIFEM Strategic Approach :  
Platform creation for sustained Advocacy and policy dialogue  
Building/Strengthening sustainable knowledge and action networks  
Capacity and cohesion building of women's governmental and non-governmental organizations  
Disseminating knowledge on emerging issues and innovative solutions  
Experimentation on the 'how to' of achieving gender equality

peace process. Working within the existing frameworks, this made it possible for UNIFEM to realize the objectives of the preparatory phase.

It was also important to be consistent with the political context of women's participation in making gender and women's issues visible before the Preparatory Phase started - . UNIFEM. Prior At the 2005 Joint Assessment Mission (JAM), UNIFEM was able to present guidelines for mainstreaming gender in the JAM which formed the basis for the inclusion of gender in the Multi-Year funding framework (MYFF) developed for the north and south. UNIFEM also took a strong role in April 2005 Donor's conference in Oslo, bringing out women's priorities and actions in the areas of governance and rule of law; gender based violence and capacity building and institutional development.

The Preparatory Phase activities were in line with the women's priorities as stated in Oslo. At the time of the evaluation, UNIFEM together with the Norwegian Government and Inclusive Security had sponsored women of Sudan to attend the 2008 donor conference and again the 2008 "women's priorities" were developed as a continued advocacy tool at a women's side event that also reviewed progress of the implementation of the 2005 priorities.

UNIFEM evolved and applied significant tact and diplomacy in policy dialogue with the GNU and GOSS, which was important to reduce resistance and gain support when implementing the activities. This was effectively done as both the GNU and GOSS have sustained the platform of dialogue. This is remarkable considering the GNU has not signed or followed several of the key UN declarations on the rights of women<sup>40</sup>.

Using the strategy of 'creating platforms for dialogue', UNIFEM consistently referred to the signed, unsigned and unratified<sup>41</sup> global conventions but was *highly focused* as well and therefore relevant in that emphasis was placed on key policies most relevant to the reconstruction process and the context of the Sudan.<sup>42</sup> The document most in the forefront was the CPA agreement to which both the GNU and GOSS were signatories and which spelled out the elements of peace, which later formed the basis of the JAM report and future funding. UNIFEM was able to negotiate with both the GNU and GOSS to engender the CPA so that women's rights were incorporated. This went far in meeting the needs of the women of the Sudan for recognition and enabled UNIFEM disseminate the CPA with the full cooperation of the governments<sup>43</sup>.

---

<sup>40</sup> In 1986 the Sudan signed the African Charter on Human rights. Article 2 of this convention refers to the elimination of discrimination against women. At the same time, Sudan has refused to ratify the 1981 Charter of CEDAW for the elimination of discrimination against women, despite 90% of the world's countries (185 countries) signing it by 2004.

<sup>41</sup> Note the terminology of 'signed, unsigned and unratified' are those used in the documentation provided to the consultant and reflect the terminology in the legal statutes themselves.

<sup>42</sup> Okonji, G, Kibiti, Dr. Ruth, et al. "Guidelines for Mainstreaming Gender in JAM for Sudan", 2006, p. 3.

<sup>43</sup>

***Another achievement in the areas of relevance was the flexibility with which the project was managed which enabled it to evolve to the changing context such as collapse of Darfur peace talks and increasing emphasis on elections. The project design consisted of a focused strategy implemented within the UN system in order to strategize for policy change to better meet gender and women's issues.***

The success of the project depended on a small core of UNIFEM country staff working in northern states (including the protocol areas, and Darfur) and in the south, in the backdrop of a signed CPA and the 'one country, two systems' principle.

During the life of the project, several events occurred. These were the collapse of the Darfur Peace process, yet to be resolved and emerging incidences of insecurity in the protocol areas. The GOSS slowly evolved into effective ministries and the GNU in the north, began to incorporate many new policy issues as well as cooperate with UNIFEM in the peace negotiations and in addressing VAW, to which it was not responsive at first. The latter issue required UNIFEM be more innovative in terms of IEC on VAW so as not to create animosity with the GNU while at the same time respect regions differences between the north and south, regarding gender based violence. This flexibility enabled UNIFEM and partners continue to address VAW in the north despite limitations.

UNIFEM was able to respond to the evolution of events in the Sudan as its choice of focus was appropriate and enabled the partners to build on achievements in order to go ahead. For example and as part of the CPA implementation programme, elections are planned for 2009 after the passing of the election act. At the time of the evaluation it was noted that UNIFEM was involved in the various committees for the election as well as hosting a Gender Elections Task Force on gender. UNIFEM has also undertaken a gender audit of the elections act.

In terms of response, it was also noted that the number of IDPs in critical need of livelihood support has also increased in the Darfur region. UNIFEM has been

---

*UN Resolution (S/RES/1325) passed in 2000 to which the Sudan is a signatory. This is the first resolution ever passed by the Security Council that specifically addresses the impact of war on women, and women's contributions to conflict resolution and sustainable peace.*

*UNIFEM also placed emphasis on UN Security Council Resolution 1509, signed by the Sudan in 2003, which states in Article 11 "Reaffirms the importance of a gender perspective in peacekeeping operations and post-conflict peace-building in accordance with resolution 1325 (2000), recalls the need to address violence against women and girls as a tool of Warfare", which served to put pressure on the GNU to support peace keeping measures and accept that Violence against women (VAW) was a reality.*

*UNIFEM placed emphasis on Millennium Development Goal (MDG) passed unanimously globally and which the Sudan is expected to follow with respect to capacity building and institutional development to address gender equality.*

able to respond to these changes, implementing a livelihood and protection program in South Darfur IDPs by working with UNMID police, UNFPA, WFP, UNDP and Committee for Combating VAW.

The UNIFEM strategy has also been effective in building up skills in gender budgeting, governance and justice empowerment for the UN, INGOs and some LNGOs.

***In the area of relevance, UNIFEM was able to choose the correct beneficiaries and partnerships for the project to succeed.*** The projects' initial design and its focus on engagement of women in both the public and private sector to participate in Darfur peace negotiations, creation of gender desks, conducting of justice workshops (and many others) meant UNIFEM had to identify partners. These partners had to play different roles; engaging in platforms for advocacy and peace building is one example. This role was often played by women in the Ministries of Social Welfare, Women and Child Affairs for the north and the Ministry of Gender, Social Welfare and Religious Affairs in the south. Women parliamentarians under-secretaries and gender desk director generals and their staff, were found to be well identified and committed to the gender and women's issues. This was particularly successful in South Sudan, where ministries for the most part were newly formed and under staffed. These were found to be very active.

UNIFEM also engaged with other UN agencies teaming up to mainstream gender in the MDTF for both the north and the south, engendering the UNDAF action plans for the Sudan and gaining support for security in places such as Darfur. UNDP and OCHA, played strong roles in supporting UNIFEM in coordinating activities and regulating security. The UNDP role in rule of law is also very compatible with the UNIFEM governance activities and the planned election activities. UNFPA worked with UNIFEM in many areas with respect to GBV and VAW.

***It was expressed by all UN parties interviewed by the evaluator that UNIFEM filled a gap in gender mainstreaming of donors' budgets and planning for multi-donor activities.***

The background of UNIFEM and its linkage with INSTRAW (the research body for UN research on women) meant UNIFEM was well placed to partner with UN, INGOs and LNGOs to carry out research and studies, or provide technical expertise to others doing this on behalf of the project.

***There were several challenges in the area of relevance related to effective partnering with LNGOs.*** UNIFEM worked very closely with national women's organizations and gender advocates with an aim to support their effort for their claim to gender equality and their efforts for achieving this. UNIFEM's convening role and its technical and financial support (globally) to women's organizations

was able to give voice to women's issues from all walks of life including grassroots women. To this end, UNIFEM in Sudan has played an important role in partnering women's organizations for advancement of gender equality and highlighting women's issues.

However, many of the women's organizations had limited substantial and organizational capabilities. This meant a series of training and interventions directed at the women's organizational capacity had to be carried out. This provided the greatest challenge for UNIFEM as such needs slowed the progress of achievement of the gender equality objectives. For example, many LNGOs receive a series of training, guidance and knowledge products on gender and justice. However, except for a few cases, many LNGOs were not able to expand in the concepts and deliver practical results.

***This means the design of the programme did not provide enough support to building the capacities of the gender advocates in the Sudan. There also remains a pressing need for meeting the immediate or practical needs of the women's organizations. There was not enough investment to stronger national organizations in the Sudan which can drive the gender agenda and help the weaker organizations to learn.***

Partnering with CSOs such as Mutanawit, Babikar Bandri Scientific Association for Women Studies and Darfur University peace centers are examples of such policy direction of UNIFEM. UNIFEM cooperates with these organizations in development of knowledge products that can be utilized in the efforts of wider LNGOs as well as building capacities of other LNGOs. For example through the cooperation with the Darfur University Peace Centers, many Darfur based NGOs that have outreach capacity to the communities have been trained in gender, peace and security, peace and reconciliation processes, have been provided with toolkits / manuals for utilization in their community based work.

The UNIFEM concept paper for the programme proposed CSO mapping in the Sudan, but so far this has only been Darfur region and at the time of the evaluation was yet to be printed. It is a costly time consuming exercise but of value to the partnering process. This exercise should have been carried out throughout the Sudan as it provides the possibility for better informed engagement with LNGOs and CBOs.

There is also the question as to whether or not some of LNGOs and CSOs are ready and willing to do the work, as well as being committed. Unfortunately in the case of South Sudan, LNGOs may lack the technical and management capacity to carry out projects, while in the northern region, they may have better capacity but not the ability or will to represent a wide spectrum of women. The challenge of partnering is also common in the Protocol areas where long term conflict and displacement of the more educated LNGO staff; mean LNGOs have a low presence on the ground.

In the case of the north, it is also common to find LNGOs more interested in research and peace building than in engaging in wide aspects of gender equality, such as VAW, women's political participation, economic empowerment of women, women's access to justice, etc. Apart from capacity and area of interest, the very narrow space for human and women's rights in the Sudan hinder the LNGOs, especially the ones that are very local on issues of political, social and cultural rights.

***UNIFEM placed emphasis both to practical and strategic needs of women. Hence it concentrated on legal and policy changes, as well as day-to-day needs of women on the ground, such as women in IDPs. This was a good decision.***

The efforts for changes at policy level are important, as such efforts increase the space for equal participation of women in all spheres of life, and prepare the ground for future generations' equal participation, directing support to those most needy and vulnerable. Concentration on practical needs meant women in the north in the many IDP camps surrounding Khartoum benefited from dissemination workshops and justice conferences held inside the camps themselves. This was very empowering. The women in camps in the protocol areas and women returnees in South Sudan were also the beneficiaries. The consultant notes this decision was correct as the most vulnerable women affected by violation of their human rights were those in the camps.

***There is a growing challenge with respect to selection of beneficiaries for UNIFEM projects, due to rapidly rising incidence of HIV/AIDS and lack of experienced grassroots partners to work with.***

There are a growing number of women suffering from HIV/AIDS and various other reproductive disorders, related to long term conflicts and its consequences. These should have been identified more specifically as beneficiaries within the category of 'women in IDPs'— but at the time the project was implemented the bodies dealing with HIV/AIDS did not exist - the Southern Sudan HIV/AIDS Commission formed in June 2006. This organization has worked with UNIFEM developing a strategic M & E framework, but needs support in many areas (PLWHAs, OVC, census on HIV/AIDS) where they feel UNIFEM has to be in the forefront. The same applies to the South Sudan Human Rights Commission which was established in 2000 and lacked capacity at the time of the evaluation to do most of its activities. They have worked closely with the UNDP Rule of Law section, but need UNIFEM support to prepare regionally for the election. They also have a large gap in being able to monitor human rights in the south.



### **3.2. Effectiveness of the Preparatory Phase**

***The consultant finds that the UNIFEM strategization combined with high quality staff recruitment of the country program staff, and in the context of high relevance (with respect to gender rights, equality and equity) ensured the purpose of the Preparatory Phase was achieved and milestones met. These contributed to the Preparatory Phase being satisfactory, as on balance, the positive effects are higher than negative ones and there is strong evidence of satisfaction of the beneficiaries.***

***The seven expected results of the participatory phase contributed to the project purpose, which was to ensure that the reconstruction efforts in Sudan taken into account the human rights protection and leadership of women and women's organizations.***

The potential benefits of the seven results shown below were largely realized, especially for Results 3 – 7. There was less realization of Result 2, 'UNIFEM presence with adequate staffing especially in Khartoum and Juba' as the project has expanded to such an extent, staffing is not adequate. With respect to resource allocation by bilateral and multilateral organizations consistent with gender equality priorities of Sudanese women, organizations such as SIDA and the Government of Norway, made sure UNIFEM got the funds to enable UNIFEM to have a presence. However, the priorities and demands of Sudanese women in such a vast country far surpass what the resources could provide.

***In terms of challenges, the consultant notes that although the strategy was effective in meeting the results, UNIFEM did not use a results-based approach (management, monitoring and evaluation) whereby indicators of benefit set in a logical framework, could be measured from quantifiable activities. The results are therefore mostly qualitative.*** It is therefore difficult to measure (quantitatively) whether or not the planned benefits have been delivered and received and the degree of change as a result of the Preparatory Phase.

The seven expected results were:

1. UNIFEM presence with adequate staffing especially in Khartoum and Juba;
2. Resource allocation by bilateral and multilateral organizations consistent with gender equality priorities of Sudanese women;
3. Increased participation of women in governance structures and in constitution making processes;
4. Strengthened capacity of NGOs and women of Sudan in gender planning, advocacy and actions for women's rights and empowerment of women
5. Strengthened capacity of governance institutions to protect women's rights and facilitated gender responsive planning, budgeting and monitoring.

6. Gender and women's issues for peace building and reconstruction reflected in international forums and initiatives;
7. Strengthened reconciliation and peace building especially among the Sudanese women.

***Each of the seven expected results is well linked to the others. This contributed to the high achievement level found at the time of the evaluation. Some examples of Achievements of the 7 results are shown below:***

- ✚ Working with its partners in the UN, AU, INGOs and LNGOs, UNIFEM made many notable achievements. These were largely due to the UNIFEM strategy of creation of platforms in the north, south and in Darfur for advocacy and policy dialogue between GNU and GOSS organizers of Peace Conferences and Gender Desk officers working with Parliamentarians and others for change. UNIFEM also managed to build up action networks with legal and para-legal societies, universities, and LNGOs. Action networks stretched as far as grassroots due to dissemination of the CPA and justice workshops in IDPs. These enabled women and others to get knowledge on the CPA and understand their rights. UNIFEM managed to create cohesion between women in the north and south of the Sudan for sustained peace building and dialogue on conflict resolution.
- ✚ At the level of the UN, in particular working in collaboration with UNDP, UNMIS and UNFPA, UNIFEM provided technical backstopping for gender mainstreaming in planning and budgeting, as well as being the focal point for gender during thematic meetings on various issues (VAW, FGM, Reproductive Health, to name a few). Despite the challenges faced in the Darfur Peace Process, in which UNIFEM played a big role, there is a balance of achievement in all parts of the Sudan.
- ✚ The UNIFEM presence on the ground in Darfur has strengthened the capacity of government and UN policing to protect women's rights in the camps. VAW is a daily occurrence in the IDP camps of the Sudan and women have little representation in the camp system of government, which is controlled by sheikhs and to a lesser extent by women sheikhas. UNIFEM responded to VAW in general, including in the IDP camps;--addressing women's human rights issues in Darfur through a livelihood program; training of UNAMID police units in VAW and protection of women, training the sheiks, working for inclusion of women in camp managements, trying to address VAW that happens outside of camps through the firewood collection that started with working with UNAMID for increasing firewood patrols, and now trying other mechanisms like providing women with transport and encouraging group collection, trying to find out alternatives to firewood (both as livelihood and for daily use

through exploring alternative fuel options, etc. UNIFEM responded to the human rights gaps in the Darfur regions which existed at the start of the programme.

- ✚ By its involvement in international forums and initiatives, UNIFEM has brought to the forefront gender and women's issues. UNIFEM succeeded in high level advocacy in the UN Security Council, and in cooperation with partners for lasting solutions to protection of women in conflict. UNIFEM is also documenting lessons learned in protection of women in conflict, as well as managing portals for documenting good practices of peace and security practitioners in strategies for protection of women—UNIFEM has managed to bring women in Darfur to high level forums on protection of women, including to the UN Security Council. At Sudan country level, UNIFEM's partnership with UNAMID and UNFPA in Darfur, UNDP and UNFPA in the South and North, cooperation with Ahfad University, women's groups and communities for highlighting issue of VAW, its efforts in protection of women through services (legal aid, building community self help response, cooperation with government and peace keeping missions etc.) and in prevention through awareness raising /lobbying were effective avenues for response to the Darfur context.
- ✚ The UNIFEM involvement in the election process has contributed to strengthening reconciliation and peace building. UNIFEM has previously worked with the GNU and GOSS for developing a gender policy that would address women's participation in the governance (and access of women to government services). It has also worked with the parliament for legislative change that would facilitate women's participation but also gender equitable legal and judicial reforms. UNIFEM has worked with women's groups in advocacy/lobby efforts for changing political party law and election law in the way that will support women's equal participation in governance, supported women's organisations in national and international lobby and advocacy effort to increase women's participation in governance and in recovery/reconstruction processes and in peace processes.
- ✚ By participating in country analysis on gender policy, policy documents etc, UNIFEM has strengthened the capacity of governance institutions and non-governmental organizations. UNIFEM has provided several country analyses, amongst them JAM, and shared these with donors, government and NGOs for lobbying and advocacy in various national forums. UNIFEM has developed knowledge products, at times together with partners, at times directly/ at times in cooperation with research institutions—hence UNIFEM has offered its gender expertise to all stakeholders (UN, donors, NGOs).

- ✚ Due to the UNIFEM strategy of platform creation for sustained advocacy and policy dialogue, capacity building of action networks, there developed greater cohesion amongst UN, INGO and governmental bodies (gender desks, human rights bodies) by the time of the evaluation. Examples are gender mainstreaming in the MDTF (a women fund in the MDTF for women specific programmes is now established). gender budgeting in various ministries, and engendering the CPA and ICSS, followed by their dissemination, which served to help Sudanese women internalize them.
- ✚ Gender mainstreaming (supported by UNIFEM) in the post CPA period when the JAM was being developed defined the post conflict reconstruction priorities of Sudan as presented at Gender Symposium and the Oslo Donors Conference; This greatly added to the positive image of UNIFEM.
- ✚ UNIFEM contributed on an unprecedented scale to the achievement of MDG 3 in the Sudan by its presence. First of all the Ministries in both north and south dealing with women and gender equity were strengthened by technical support and backstopping. This resulted in stronger decentralized gender desks (in various government sectors) and clarity within government (GNU & GOSS) on the way forward. UNIFEM partnered with Norwegian People's Aid (NPA) in supporting the Ministry of Gender, Social Welfare and Religious Affairs to develop a Gender Policy Framework document which is soon to be finalized into a policy document.
- ✚ Due to technical backstopping and financial contribution of the preparatory phase there is a clearer formal role for women's organizations, research institutions and university peace centers in advocacy for women's human rights. In this area, UNIFEM as managed to get partners keep focus on 'Women in IDPs' and these vulnerable groups were also included in many cases, in the justice training programmes. This created an additional benefit – empowerment of many women in IDPs.
- ✚ UNIFEM also empowered women parliamentarians to negotiate for gender equity, seek political positions in the government structures and work within parliaments for issues of justice and gender balance, to name a few. Empowerment of women parliamentarians enabled them to bring resolutions in 2007 to the UN security council on behalf of the women of Sudan.
- ✚ UNIFEM has made a significant contribution to the peace process, especially in Darfur where UNIFEM facilitated and organized consultations with the Darfurian women in Khartoum and Darfur to discuss the Abuja Women's Priorities for early recovery (2006 – 7). Although peace negotiations in the Darfur were suspended by the time of the evaluation, the steps taken by UNIFEM to develop the Darfur project document and

an MOU with the DDDC has paved the way for resumption of peace talks. A strategy document has also been approved for the collaboration between UN and the AU/UN Joint Medication Support Team (JIST). By providing technical backstopping and financial support to women organizations in some of the other protocol areas (Kardofan, Blue Nile, Nuba Mountains, etc) UNIFEM also contributed to the process of peace building.

- ✚ UNIFEM has built the capacity for UN, UNMIS, INGOs and many LNGOs in the area of gender planning, gender analysis (and gender budgeting) which will contribute to gender responsive government and resource allocation for development projects.
- ✚ Several key workshops and conferences (such as the Gender Justice Workshop, April 2007) were organized by government ministries with support from the project which strengthened partnerships between government ministries and other bodies such as the Peace Commission, Human rights Commission and National HIV/AIDS Commission. These bodies have now set a way forward to address inequities in the area of gender and human rights through their national agendas.
- ✚ The gender frameworks and machineries were either weak (in the north) or non-existent in the south. Due in part to support from UNIFEM the Department of Womoen Affairs in the Federal Ministry oof Welfare, Women and Child Affairs (MSWWCA) plays a stronger role as the national machinery for women. Gender departments exist in all northern states with gender advisors. They are now more experienced but have a shortage of funds. The Ministry of Gender, Social Welfare and Religious Affairs in the south are also very active in gender mainstreaming in all ministries. They also benefited from technical support from UNIFEM but faced constraints due to lack of staff and funding.

### **3.3. Efficiency of the Preparatory Phase**

In this section the evaluator examines efficiency of the UNIFEM Preparatory Phase. Due to the quality of day to day management (relations/co-ordination with GNU & GOSS, gender framework institutions, civil society, donors and beneficiaries, combined with the quality of technical support, the Preparatory Phase of the UNIFEM support is satisfactory in terms of efficiency. This can be attributed mainly to operational capacity and also to programme efficiency.

In October 2005, UNIFEM and the government of Sweden signed an agreement for the funding of the Preparatory Programme at USD 1.2. million. The government of Norway provided additional funding at USD 450,000. this funding was expected to support the projects', entitled Protecting and Promoting

Women's human rights and Leadership in Sudan' (2005 - 2006) and 'Gender Justice in Sudan' (2005 – 2008) mainly in terms of human resources and other operational expenses.

***The time period in which the Preparatory Phase was started was pivotal to the successful start up of the CPA and at the same time bringing gender into the forefront of development activities.***

UNIFEM works in a partnership with other UN agencies enabling it to provide a concerted effort in the area of women's rights along with the UN, UNIFEM mainstreaming gender in all UN activities at the same time. This approach was not only strategic but also enabled UNIFEM to lead the activities with a small core of staff. There was significant cooperation with the UNDP in both the north and south, including Darfur which contributed to the efficiency of coordination. There was additional cooperation from UNFPA in the south and Darfur on issues of elimination of VAW and UNDP in the area of gender justice and VAW.

Initially the UNIFEM Sudan project was managed from the Regional Offices in Nairobi, Kenya, through the Regional Manager, M & E Officer and other support staff. However, with the establishment of the Sudan office in 2005, many responsibilities were devolved to the offices in the Sudan. Although operationally, the Regional office has the final financial approval authority, this is done with the advice of the offices in the Sudan and all the processes in lead to final financial approval are handled by the Sudan offices. The Sudan staff comprises two managers, one in Khartoum responsible for overall activities in the Sudan as well as activities in the north and the protocol areas and one in Southern Sudan. The Khartoum manager is supported by three Programme Specialists: gender and governance, gender, peace and security and VAW. In the south, the Programme Manager is supported by one Specialist and one is to be recruited.

***In terms of challenges, the programme has expanded at a rapid pace, which the current staff size is too small to meet.*** This means the pace of organizational growth of UNIFEM in the Sudan was not balanced with the high demand for UNIFEM support. The programme started mainly on time, but was delayed for four months due to problems finding Programme Specialists and the team faces some challenges due to the rapid expansion and increasing demand for UNIFEM support. The demand for UNIFEM services come from UN, government, NGOs as well as donors, and stimulated by the expertise and positive input UNIFEM has managed to demonstrate in the country. For example, following an initial training for the UNAMID police unit, UNAMID has written to UNIFEM demanding continuation of such trainings, and is in the process of completion of an MoU with UNIFEM for police training that will span over two years. Another example is the demand of civil society organizations from UNIFEM for creation of platform that bring them together, and facilitation for their inclusion especially in international forums and the demand for UNIFEM to assist on gender and election, as well as documenting this process.

UNIFEM has started to live up to this challenge; at the time of the evaluation several recruitment were under process, including an overall Country Program Manager (in addition to two existing program managers), gender and 2 justice specialists (one for South and one for North), communication specialist and election specialists.

UNIFEM has developed a Human Resource Strategy covering 2005-2008, however is revising this strategy in line with its Country Program Strategy and the realities of Sudan (the size of the country). However, UNIFEM's expansion will be determined in line with the country strategy and realities of the Country, within the UNIFEM's operational framework determined by the General Assembly, and its consultative board.

Another challenge is related to monitoring and evaluation. Although the tasks of program specialists also entails for them to monitor and document activities, due to volume of work and the size of the country, UNIFEM has to consider hiring at least one M& E specialist for better tracking of the activities and results.

With expansion of staff, UNIFEM will need to establish clearer management hierarchy and greater autonomy in the Sudan so that the Country team continues to produce results.

***With addition of an overall Country Program Manager at a higher rank, it is likely that this hierarchy will be established, and the roles of existing managers and program specialists will be reassessed in terms of relationship, responsibilities and authority.***

The HR strategy suggests an office in Rumbek in the south, but the geographical size of Sudan and uniqueness of the various regions, mean that UNIFEM needs a human resource strategy which considers both regional and state level operations in terms of their political and other contextual differences. The research needs are also great with respect to GBV and VAW data, as well as wider gender analysis in the country, and UNIFEM is addressing this need through its cooperation with research institutions.

***At the same time, the role of the Regional Office with respect to supporting the country level operations is in need of reassessment to ensure that roles are redefined and responsibility more in the hands of management in the Sudan.***

The role played by the Regional Office in the first year, was instrumental in the project jumpstarting. Staff from Nairobi came to Khartoum and Juba and gave support – this role should continue but expanded in the area of support for research and expanding the partnership process.

Like in many post-conflict countries, Sudan has experienced brain-drain, and the return of Diaspora to support the reconstruction process has not been at expected level; due to many reasons. The demand for national staff is much higher than available competent human capital, hence recruiting and retaining national staff is an important challenge, and once employed, the organization needs to invest in building capacities of national staff, especially in the South. This limits the performance of the program, and the team, especially in the South, as managers spend much time mentoring the staff.

***The greatest challenge in the area of efficiency is that the budget is inadequate.*** The budget and support from other UN bodies was inadequate to support the achievement of the seven project results. The project also grew so rapidly that demand from UN, government, INGOs and LNGOs combined meant additional staff and inputs should have been budgeted for. It is also important to consider that the benefits of the resources differ depending on the region. For example, where LNGOs do not have the capacity, training may be diluted and UNIFEM staff have to provide the training themselves, or recruit more staff. This is often the case in the south, where there are fewer professional groups, than in the north.

Some of these gaps in the project budget inputs are shown below:

- Specialist staff for democracy, governance, gender justice
- |Para-legals for refreshers in gender justice
- Election support staff to prepare for 2009
- Staff for research, media, public relations, logistics and secretarial services
- Vehicles, communication equipment
- Funding for peace exhibition, documentation of lessons learned and best practices
- Regional offices (in the Sudan ) for Protocol areas and each of three regions in the south to serve the 10 regions there

***Some LNGO and civil society groups are not efficient.*** The role of UNIFEM in the Preparatory Phases was intended to be one of a facilitator & catalyst and less in the area of implementation. Many of the partners were able to jumpstart gender activities when UNIFEM provided technical support. Examples are the UN (,UNFPA and UNMIS) who had ability and authority to take on gender activities, such as awareness creation, gender mainstreaming and facilitation. However, the technical input to LNGOs needs to be longer term and sustained.

There were many other partners, locally based, who were less able to partner with UNIFEM. In the north, legal and par-legal bodies, peace centers in universities (these mainly in the north and in the Darfur) due to their capacity (means of income, office space and networking). However, there was an even



larger group, local non-governmental organizations (LNGOs) in the north and the south, who did not have the capacity to sustain gender activities without donor support. Many from the two groups were legitimate, while others lacked legitimacy, commitment to the project, and recognition by local communities.

UNIFEM had an assessment tool as well as a simple contracting method, when partnering with the various organizations. This was relatively successful, but many LNGOs were totally dependant on UNIFEM and expected more financial support. Others remained concerned that their capacity was far below what was needed to carry out the expectations of the project. ON the other hand, there were significant successes, where LNGOs on their own initiative had gone further after justice training, to expand the awareness creation process.

UNIFEM placed much emphasis on professional relations and co-ordination with partners, which was appropriate in this preparatory or piloting phase of UNIFEM assistance to the Sudan. There was effort for accountability with respect to receipts and records, but many LNGOs needed much support in proposal writing, which UNIFEM staffing could not accommodate. There was some concern amongst LNGOS with good platforms that they did not link up with UNIFEM as they were unable to submit their proposals on time due to lack of expertise. It is also noted that UNIFEM did not have the capacity to closely monitor the activities, and instead placed emphasis on technical support and mentoring. This was appropriate in the first year, but at this point the various networks need to be consolidated and reliable partners brought closer together for concerted action.

The consultant found that In relation to partnerships, not enough was done to bring enough high quality partners on board and to define what support to their capacity building was needed. In the Darfur region, UNIFEM approach of community mapping had identified many reliable LNGOs, but this activity was expensive and was not conducted in the other parts of the Sudan.

### **3.4. Sustainability and Replicability**

#### **3.4.1. Sustainability**

In terms of *sustainability*, the Preparatory Phase has made some achievements with respect to governments taking over gender desks and the peace process. These have been significant, but at this point although gender has been mainstreamed in the ministries related to welfare and social services, they have not reached the other ministries. In addition, to push gender beyond policy making level, much has to be done in terms of gender training and gender budgeting. Local organizations dependant on donor funds (such as LNGOs working in the south) are greatly in need of support from UNIFEM for justice workshops, research and getting official recognition from their own government and the UN. This could not be expected to be achieved within the project period or with the funds available.

The most important issue with respect to sustainability is that the UNIFEM approach is consistent with the needs of the most vulnerable women – those in IDPs as entry points for support and focus. The projects are also consistent with the post CPA period and the upcoming elections, evidenced by the high support for the projects by NGOs, government and the UN. The UNIFEM approach, findings as well as newly visible statutes and resolutions are widely quoted by peace centers, universities, government gender desks and this is a precedent.

The support to women's involvement in political structures (parliament, judiciary) are also likely to be sustained with future funding as they have impacted on the ability of legislators to seek justice for women in the Sudan. Some issues will require more research followed by lobbying to make an impact – an example is gender based violence and violence against women which require more attention if the governments are to respond more positively.

The gender and development frameworks in which UNIFEM has participated still need much work to be translated into new legislation and enacted, An example is the CPA which has to be expanded in the area of gender dimensions in relation to security, wealth and reconstruction. This is challenging in an environment where reconstruction is given more importance. Another gap is the lack of a Gender Commission in the Human rights Commission necessary in order for it to better focus on women and justice.

Partnerships with LNGOs and para-legal research bodies may not sustain without a change in the UNIFEM partner selection process combined with capacity building of a smaller number of committed partners.

Finally, much remains to be done to get the Sudan to ratify key charters related to women's rights, such as CEDAW and the African Charter on Women's Rights, and the Beijing Declaration to name a few. The Darfur peace negotiations remain suspended and when resumption occurs women need to be in the forefront. The same applies to peace negotiations in the other Protocol areas, where the consultant noted UNIFEM has done much work.

Despite integration of many of the activities in the GNU and GOSS development and gender frameworks, the future is uncertain, in light of rising HIV/AIDS, the upcoming elections and the lack of experience of the people of Sudan in democracy. The potential for violence and increased insecurity is high and women will suffer the most. Without the sustained presence of a UN body committed to women's justice and able to deliver – UNIFEM – the groundwork laid by the various partners will not sustain.

### **3.4.2. Replicability**

The Preparatory Phase projects provided an opportunity for UNIFEM to firmly establish its position in post CPA Sudan. The interventions which have been completed in this phase have created a demand for more support from UNIFEM – technical backstopping, research and training are several examples.

At the time of the evaluation the interventions had not been replicated in different parts of the country, as the approach used in the north, south and Protocol areas varied according to the context in those areas.

Although replicability has not been tried with respect to all components of the interventions, there are possibilities for the future. Two examples are noted. First of all the use of community mapping with a view to identifying civil society organizations / local non-governmental organizations, in the Darfur has the potential to improve the quality of partnerships. In many cases the partners found the exercise of mapping helped them to better understand their capacity and their role in the area of gender and supporting women's rights. The mapping exercise, although expensive is an in-depth method of identifying good partners. It can be replicated in other parts of the country. If translated into local languages it can be administered by some of the stronger partners to identify smaller partners. These can then work together under an umbrella of LNGOs / CSOs.

A second area of important mention with respect to replicability is the UNIFEM livelihood program being carried out in IDP camps of South Darfur. The program is linked to the preparatory phase 'justice for women' activities conducted in the Darfur region. In this project, a UNIFEM consultant works directly with IDP camps, leaders (including religious leaders), women and law enforcers (GNU and UNMID). Women receive support in the camps in the form of livelihoods, and at the same time issues of justice are addressed along with the local leaders. This project, although relatively new, has been largely successful. It can be replicated in other IDPs and in vulnerable communities.

#### **4.0 Lessons Learned**

In terms of *Lessons Learned*<sup>44</sup>, there are several generalizations which can be made highlighting the strengths or weaknesses preparing, designing and implementing that affect performance, outcome and impact. The following findings on 'lessons learned' are drawn from interviews with the UNIFEM team working in the north, south and the Darfur region. At the time of the evaluation the lessons had been identified as a result of the Participatory Phase projects, and follow-up action still remains to be taken. From the interviews, the evaluator has synthesized the following lessons learned:

1. 'Establishment' of UNIFEM goes far beyond office space if it is to be responsive and recognized. UNIFEM has managed to respond and gained recognition and its prestige has increased due to the competency it has demonstrated. However, the more prestigious the organization (such as UNIFEM is at the moment) the greater the attention needed to human resources which can respond and also maintain the positive image that is created. Hence UNIFEM will need to increase its resources to live up to the positive image it has gained in the last few years in the Sudan and respond to the increasing demand for its services.
2. The greater the resistance to change (example, changing society to fight VAW instead of accepting/ignoring it) the greater the need for innovative, concerted, focused approaches by institutions such as UNIFEM. This means funding for research and use of the media.
3. Whether a project is preparatory or longer terms, it has to set indicators within a clear log frame. This means achievements can be measured and used as milestones for future activities. It can also prevent mistakes and duplication.
4. The selection of partners has to take in to consideration their capacity or, ability to reach maximum capacity in the shortest time. There is a risk where capacities are built up extensively of partners (NGOs) becoming very dependant.
5. There are unique differences between the north and the south with respect to issues such as political will and human resource capacity. Where political will is low, advocacy and lobbying activities may take long to implement, and where the human resource capacity is low, programmes may be poorly articulated and managed.

---

<sup>44</sup> 'Lessons learned' are general conclusions that are likely to have a potential for wider application and use.

## **5.0 Conclusions**

The Preparatory Phase was largely successful in terms of its seven expected results. However, without additional funding UNIFEM's global strategy will not be realized. Several activities have the potential to take root in the Sudan while others have laid the groundwork for future sustainability. Partnerships with other UN bodies, gender desks in the GNU and GOSS are most likely to succeed. This is because the new gender frameworks have received a positive response from the two governments. The other UN bodies are also ready to work closely with UNIFEM.

The expected *outcomes* of the two projects 'Protecting and Promoting Women's rights and Leadership in Sudan' (Preparatory Assistance 2005) and 'Gender Justice in Sudan' have been largely met due to strategic partnerships with UNIFEM and official recognition of UNIFEM as the focal point for consultative mechanisms for women. These outcomes were:

Sudanese women engaged at the international level to make visible the critical gender and women's issues for peace-building and reconstruction within the context of the Comprehensive Peace Agreement (CPA) and ii. Improved participation of women in governance institutions and peace monitoring mechanisms in Sudan.

Sudanese women from the north and the south met in key fora (Gender Symposium, Oslo Donors Conference, and Gender Justice Workshops) during which they participated and negotiated to put gender on national and international agendas. This filled a gap in the CPA and ICSS whereby gender and women's issues were mainstreamed into the CPA. This has stimulated further discussions on ratification of CEDAW and Protocols on the rights of women in Africa as well as key resolutions 1325 & 1509 as well as placing emphasis on the MDG 3 as it relates to the CPA.

Women parliamentarians and women leaders in local institutions (congresses, umbrellas, LNGOs) have worked through gender fora, gender desks alongside international bodies with their own gender desks (UNMIS, UNFPA) to lobby and advocate for women's rights with respect to elections, VAW and GBV.

Various activities were facilitated by UNIFEM working with traditional partners (UNDP, UNFPA) and new ones (university peace centers, para-legal groups and established and emerging LNGOs). These activities included workshops, training, research, resource mapping and formation and strengthening of gender desks. These activities have been largely successful and have worked, within the context of the one country, two systems approach. Some areas have met with resistance from government authorities at first. Examples are the 25% minimum for women elected to parliament which women leaders had to fight hard for in the

south. The idea of 25% women elected to parliament is now taking root in the north with women leaders there trying to lobby using the same methodology as women leaders in the south. There has also been resistance to making VAW and GBV visible in the north, where many leaders dismissed it as a non-issue or too sensitive to Islam. Despite this UNIFEM has been able to support the gender desk offices, gender parliamentary focal groups and VAW for fora to bring the issues out.

There have been many challenges to the successful completion of the Preparatory Phase. Some of these are the small size of the UNIFEM team in light of a rapidly expanding demand for partnerships and consultation, late start of research activities on VAW and GBV in the Sudan, and funding limitations. The projects have nonetheless been very successful due to the competence of the UNIFEM team, strategic partnerships with UN agencies and other institutions and the relevance of the projects in light of the signing of the CPA, continued fighting in Protocol areas and subsequent increasing numbers of IDPs and violations against women and the upcoming elections.

There were several lost opportunities due to not consolidating activities geographically by establishing regional offices in the Sudan. Other factors were shortage of staff and staffing gaps which made UNIFEM increasingly slow to respond. There has also been a lack of monitoring and targeting using quantitative indicators. This means at this end point, it is difficult to quantify achievements.

## **6.0. Recommendations**

In order to provide support on the way forward with the completion of the Preparatory Phase, the following two recommendations are made by the consultant to be implemented within the framework of the Sudan UNIFEM Country Programme 2008-2011 and at the same time taking into account the lessons learned:

### **6.1. Restructuring, Recruitment and Human Resource Strategy**

UNIFEM Sudan implemented the two Preparatory Phase projects with funding from SIDA and Norway. This funding enabled UNIFEM to set itself up as an institution and carry out the project activities. One of the major constraints was the size of the management team as compared to the demand for support from various stakeholders / partners (UN, UNDAF, UNMIS, and hundreds of NGOs) which was far too small to meet growing expectations. In addition, time constraints due to need to strengthen the autonomy of UNIFEM decision making (financial and some administrative) in the Khartoum offices, meant an increasing number of potential partners were kept waiting for support. Finally the underestimation of setup needs when compared to the size of the Sudan, different contexts in the north, south and Protocol areas was not given enough attention. Setting up offices in Khartoum and Juba instead of several additional regional offices was not practical.

It is recommended that UNIFEM design a new human resource strategy to include staff with the following specialties:

- 1) Country director to be based in Khartoum (this is under process)
- 2) Additional Program managers for the Protocol areas
- 3) Specialist staff to be shared by programs( gender justice for Darfur and rest of Sudan), democracy ( for Sudan, for Darfur and other protocol areas), democracy ( for Darfur and other protocol areas and for rest of Sudan)
- 4) Support staff with expertise in administrative and financial skills
- 5) Monitoring and evaluation staff ( in the north and in the south, shared with Protocol areas)
- 6) Consultant research media and public relation experts to support documentation, research and campaigns (VAW, GBV)
- 7) Consultant para-legals for gender justice refreshers in the Sudan
- 8) Consultant partnership experts to identify LINGO partners
- 9) Consultant election staff to support upcoming elections

The support from the Regional Offices has been critical to the start-up and consultative needs of the Sudan team; however, there is increasingly a need for review of current positions to increase the authority of the UNIFEM Sudan office.

As much as possible recruitment should be made locally where specialties are available. Recruitments are already handled at country level as the office in the Sudan has the full responsibility for designing and implementation of the program, program delivery ,allocation of resources, reporting, etc. UNIFEM need to consider this high level responsibility with appropriate delegation of authority. The consultant also understands that the Regional Office has already taken the discussion of the delegation of authority with the HQ and UNIFEM HQ is working on the delegation of authority to the country office.

Since as much as possible recruitment should be made locally, where specialties are made available, regional recruitment is also a possibility but UNIFEM's approach of mentoring its local specialist staff (as observed in South Sudan) should be encouraged. The consultant notes a human resource strategy has been developed. This strategy along with UNIFEM review results of staff efficiency can serve to support a new strategy for restructuring, recruitment and human resource management for the Country program.

## **6.2. Fundraising / Funding**

Fundraising is urgently needed for the areas in 6.1.. There is also need for programming funding. The Sudan UNIFEM Country Programme 2008 - 2011 is in line with the completed activities of the Preparatory Phase. The document proposes several areas of intervention as follows:

- ❖ Institutional capacity –building and development
- ❖ Advocacy and networking for policy reform
- ❖ Documentation, communication and dissemination<sup>45</sup>

It is recommended that these three areas be linked to each other in separate projects directed at different entry points (women parliamentarians, gender desks, local non-governmental organizations. Advocacy and documentation can only be delivered by parliamentarians, gender desks staff and LNGOs which have had their capacities built in an enabling environment.

Additional programming for livelihood and protection projects should be considered. The consultant was able to visit a livelihood project in south Darfur managed by a UNIFEM consultant. Although not part of the two projects under evaluation, it was noted that the approach although in early stages was successful. Not only were women in IDP camps empowered due to UNIFEM presence, but the women received training, and a meeting centre which had the potential to help them generate incomes. This type of activity could be replicated in different IDP camps using the same approach.

---

<sup>45</sup> UNIFEM Country Strategy 2008 – 2011, page 25.



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

### **End of Programme Evaluation**

*(Protecting and Promoting Women's Rights and Leadership in Sudan (Preparatory Assistance, 2005), and Gender Justice in Sudan 2005 – 2008)*

### **Background**

The signing of the Comprehensive Peace Agreement (CPA) for Sudan on 9 January 2005 is a landmark event. However, women have been marginal in their participation in the peace negotiations and very few women are aware of the content of the agreement and its protocols, and yet these instruments form the framework of reconstruction, development and reintegration in the next six years.

Following the signing of the CPA, UNIFEM with the support of the Governments of Norway and Sweden implemented two programmes in Sudan. The first was a preparatory assistance programme on *Protecting and Promoting Women's Rights and Leadership* that sought to address immediate priorities identified by Sudanese women, in the post-conflict reconstruction of Sudan. Building on the preparatory assistance, another programme *Gender Justice in Sudan 2005 – 2008* was formulated and implemented. The programme sought to contribute to the realization of Sudanese women's human rights and security. Its immediate objectives were: (i) to build the capacity of women and women's organizations to advocate for and secure their human rights through gender justice; and (ii) to strengthen institutional, legal and policy mechanisms for promoting gender justice towards greater accountability to women's human rights in conflict and post conflict Sudan. It is against this background that UNIFEM in partnership with the Governments of Sweden and Norway, are seeking a consultant/consulting firm to undertake an evaluation of the two programmes.

### **PURPOSE OF THE EVALUTION:**

The overall goal of this evaluation is to assess the **progress towards the achievement of results**<sup>46</sup> following the implementation of the two projects so that lessons are learned to guide future programming by SIDA/NORWAY and UNIFEM. This evaluation specifically aims to:

- i. Assess progress made towards the achievement of planned results, mechanisms to ensure sustainability, and the potential for replication of the initiatives and strategies used;
- ii. Draw lessons learned from the projects; and
- iii. Make recommendations the implementation modalities to ensure achievement of planned results

---

<sup>46</sup> The evaluation focus will be progress towards achievement of results rather than programme impact because this was a programme preparatory phase.

The evaluation results will be used by UNIFEM to further improve the implementation modalities of future planned programmes in promoting women's human rights and gender equality in democratic governance. Although the development of a long term programme for Sudan is already underway, this evaluation will specifically be used by all partners to revise the programme document to address those issues that are strategic and catalytic in the realization of the women's rights in Sudan.

Formatted: Bullets and Numbering

## SCOPE OF THE EVALUATION

Assess **performance** of the projects in regard to:-

- whether the objectives, outcomes, outputs and indicators were clearly stated in the project documents;
- whether the indicators used (if any) were specific, measurable, attainable relevant, trackable;
- the extent to which (progress towards) the projects achieved their stated objectives - effectiveness (the results achieved both qualitative and quantitative); and
- The optimal transformation of inputs into outputs - efficiency; and the timeliness of the inputs and outputs.

The **success** of the projects will be assessed in regard to: -

- Results expected as linked to outcomes spelt out in UNIFEM's Multi Year Funding Framework, and project documents;
- Progress towards the achievement of outcomes;
- factors contributing/hindering achievement of the results ;
- strategic positioning of UNIFEM, key UNIFEM contributions including outputs and of assistance (e.g. advocacy, networking);
- Assess the partnership strategy, formulation, performance and outreach;
- Assess the direct and indirect benefits to women organizations;
- Determine whether or not there is consensus among UNIFEM actors that the partnership strategy designed was the best one to achieve the outcomes; and
- Whether the projects were implemented as designed.

Assess the **Relevance** of the projects in regard to:

- Consistency of projects with the country context (political, social and economic);
- Technical adequacy of projects to address the issues identified in the project documents;
- Potential for replication of strategies;
- Complementarity of projects with initiatives supported by other donors; and
- Identification process of beneficiaries and users of the results.

Evaluate the **Sustainability** of the projects:

- Consistency with beneficiary priorities and demand;
- Support of projects by local institutions and integration with local social and cultural conditions;
- Satisfaction of local ownership requirements ;
- Participation of partners in planning and implementation of intervention;
- Financial/programmatic capacity of partners to sustain the project results from the intervention when donor support has been withdrawn; and
- Extent to which steps have been taken to ensure that activities initiated by the projects will be completed and continued on cessation of donor support.

Evaluate the **Partnership Principles:-**

- How has UNIFEM adhered to partnership principles identified in project documents;
- Assess the choice of stakeholders and reasons for their involvement;
- Manner of their involvement, justify meaningfulness; and
- To what extent has the projects contributed to capacity development and the strengthening of Partner institutions

Evaluate the **Programme Management Modalities:**

- Strategies adopted to ensure integrity in programme management and implementation; and
- What has worked well and why and what needs to be strengthened.

Evaluate the **Lessons learned:**

- Lessons drawn from the implementation of the programme so far; and
- What has worked or not worked.

## **EVALUATION METHODOLOGY**

The evaluation will adopt a participatory approach ensuring ongoing interaction of the evaluation team with UNIFEM and UNIFEM Partners. At the onset, the evaluation team, SIDA, Norway and UNIFEM will have an inception meeting to clarify the terms of reference and plan for the evaluation. The evaluation will also include a feedback session where the preliminary findings will be shared with SIDA, Norway, UNIFEM, and partners.

Literature review through revisiting various reports existing at UNIFEM and partners offices. The literature review should also include but not be limited to other relevant documents including UNIFEM multi year funding frameworks, cooperation agreement, partner review meeting reports and progress reports submitted to donor partners.

Direct observation by visiting supported organizations in the intervening areas and conducting interviews and focus group discussions. Key informants for the evaluation will include (state key agencies of government, CSOs, UN Agencies, donors and other partners, women's groups) as well as staff of UNIFEM Sudan

and the Regional office in Nairobi. Worshipping approach will be applied for the data collection as well as the feedback sessions.

The evaluation team will select the evaluation sample at the onset which will be shared with SIDA, Norway and UNIFEM.

### **EXPECTED DELIVERABLES**

The following will be the deliverables by the consultants:

- i. Evaluation inception report containing
  - Interpretation of TORs
  - Design of evaluation
  - Work plan
  - Evaluation tools
  - Sampling frames
- ii. Project site visits
- iii. Participation in feedback of results with UNIFEM and donor partners
- iv. Evaluation report (first draft for discussion followed by a final report). The consultants should submit four hard copies and two soft copies (in CD ROM) of the final report.

### **EVALUATION TEAM**

#### **Qualifications and requirements**

The evaluation team will be composed of independent consultants who possess the following combination of skills and expertise: (i) knowledge of issues concerning women's human rights and gender equality specifically in the area of democratic governance in the context of conflict and post conflict environment, (ii) familiarity with the relevant context of the Sudan, (iii) experience in evaluation, especially rights, gender and results-based evaluation; (iv) facilitation skills and the ability to deal with multi-stakeholder groups; and (v) excellent communication skills and the ability to write succinct and focused reports.

The Evaluation Team Leader will be responsible for the timely submission of the expected products.

### **EVALUATION TIMEFRAME**

The evaluation is expected to start begin in Mid August and End by September 2008. The evaluation location and partners will be identified during the inception meetings with UNIFEM and the donor partners.

Interested consulting firms/evaluation organizations should email expressions of interest (including CVs of the evaluation team) to [jobs.eharo@unifem.org](mailto:jobs.eharo@unifem.org) by close of business **8<sup>th</sup> August 2008**. All expressions of interest should quote "**SUDAN EVALUATION**" on the Email subject.

## ***Annex 2: List of References***

- 1) Amnesty International (AFR).2008. "Sudan Displaced in Darfur. Generation of anger" AFR 54/001/2008.
- 2) AU. "Annex 1 technical mission Darfur report"
- 3) AU.2007. "Ratification of African charter"
- 4) AU-UN joint mediation support team report. 2008. "Strategy for participation of civil society Constituencies in the Darfur Peace Process". JMST strategy to engage civil society constituencies.
- 5) BBSAWs. 2007. "Darfur call for peace Issue No. 22,23 and 24" periodical journals published by Babiker Badri Scientific Association for women studies
- 6) CHF sudan.2008. "Briefing paper"
- 7) Commonwealth "Signature or ratification status of human rights instruments by commonwealth countries".
- 8) Darfur JAM. "Cross cutting gender final report"
- 9) Darfur Women's Forum (DWF).2008."Key discussions and recommendations" section 1 & 2
- 10)Douglas Saltmarshe and Sari Kouvo. 2007. "Supporting Women's Leadership in Rebuilding Afghanistan 2002-2006" Evaluation of UNIFEM's programme.
- 11)Dr. Ahmed Mohammed Hamed. "Annex 2. Women and wealth sharing"
- 12)Dr. John Garang De Mabior/UNIFEM. 2006. "Sudanese Women are the Marginalized of the Marginalized" Partners Consultative Planning Workshop held at the Meriden Hotel, Khartoum
- 13)"Eastern states peace agreement"
- 14)European coalition on oil in sudan.2007. "The economy of the Sudan's oil industry-fact sheet 2"
- 15)"Guiding principles for the conflict and peace situation"

- 16) "Guiding principles for the conflict and peace situation" annex to protocol.
- 17) GNU. 2006. "Framework for sustained peace"
- 18) GOS. 2005. Comprehensive peace agreement between the government of the republic of the Sudan and the SPLM/A
- 19) GOS. 2005. "the draft constitutional text"
- 20) GOS/SLM/JEM. "Darfur peace agreement"
- 21) GOSS. "Gender justice: moving the comprehensive peace agreement forward to achieve justice, equality and development in southern Sudan" Juba outcomes and undertakings.
- 22) GOSS. 2005. "Interim constitution"
- 23) GOSS. 2005. "comparative gender analysis of the interim national constitution of the Sudan 2005 and the interim constitution of southern Sudan"
- 24) GOSS. 2008. "The parliamentarian-The house Diary" A brief highlight of house business vol. 3.
- 25) GOS. "Declaration on the measures for the elimination of violence against women in Darfur"
- 26) Inter-commission of inquiry (ICI). 2005. "Report on Darfur to the UN secretary general".
- 27) International republican institute (IRI). 2003. "Report on Sudan women assessment"
- 28) JAM. 2005. "framework for sustained peace, development and poverty eradication-Sudan volume 1"
- 29) Jane Kiragu. 2005. "Gender audit of the interim constitution of southern Sudan final report"
- 30) Joint Government of Sudan. 2008. "sustaining peace through development volume 1" the third Sudan consortium, Oslo.
- 31) NESI. 2006. "Sectoral teams and member organizations profile"

- 32) Pamela Tuiyott, Gender Advisor. 2006. "DJAM-track 1 Darfur early recovery report on gender" December 2006.
- 33) Republic of Sudan, Ministry of social welfare, women and child affairs. 2007. "Sudan national policy for women and development" women empowerment policy.
- 34) Tabitha Mulyampiti and Edith Okiria. 2008. "Draft Gender Policy Version"
- 35) Tamadur. 2008. "Gender profile for Northern Darfur State"
- 36) UN. 2007. "Building on and Strengthening UN Action to Prevent and Respond to Gender-based Violence in Darfur" final inter-agency-report to Darfur, UN action Darfur mission Sudan.
- 37) UN. 2004. "consolidated appeal for the Sudan assistance programme" volume 1 and 2
- 38) UN/AU/ICGLR. 2006. "Draft second summit of the international conference on the great lakes region"
- 39) UNAIDS. 2008. "Report on the global HIV/AIDS epidemic errata sheet"
- 40) UNDAF. 2008. "Draft report"
- 41) UNDAF. 2008. "Framework of Assistance in Sudan-2009-2012"
- 42) UNDP "Promoting Rule Of Law-Linking Justice Providers And Communities"
- 43) UNICEF. 2004. "Early marriage. Child spouses"
- 44) UNFPA. 2007. "Women Empowerment National Policy" Republic of Sudan, Ministry of Social Welfare, Women & Child Affairs
- 45) UNIFEM and JMST. 2008. "Strategy note of engagement with the Darfur peace process"
- 46) UNMIS. 2007. "News bulletin"
- 47) UNIFEM. 2003. "Monitoring & Evaluation framework for Africa"

- 48) UNIFEM. 2004. "Protecting and Promoting Women's Role in Peace Building and Recovery in Darfur" programme progress report prepared by Mary Mbeo, April-Dec 2004
- 49) UNIFEM. "East and Horn of Africa Sub-regional MYFF results framework 2004-2007"
- 50) UNIFEM. 2005. "Protecting and promoting women's rights and leadership in Sudan" project proposal document.
- 51) UNIFEM. 2005. "UNIFEM Partners Planning Consultation Workshop 13<sup>th</sup> December 2005, Grand holiday Villa Hotel" Executive Summary
- 52) UNIFEM. 2005. "Sudan Programme Human Resource Strategy 2005-2008"
- 53) UNIFEM. " UNIFEM's Evaluation strategy 2008-2011"
- 54) UNIFEM "List of proposed partners supported during the establishment/inception period of UNIFEM(2005-2007)activity
- 55) UNIFEM/JAM. 2005. "Report on gender situation and priorities"
- 56) UNIFEM. 2005-6. "protecting and promoting women's human rights and leadership in Sudan" Final report to Government of Sweden.
- 57) UNIFEM/Norwegian Ministry of foreign affairs. 2005. "Gender and MDGs"
- 58) UNIFEM. 2006. "Project matrix"
- 59) UNIFEM. 2006. "Darfur women's forums 2006 – 2007 promoting the Implementing of 1325 in Sudan" key results and recommendations, Edited by Nyaradzai Gumbonzvanda and Ruth Kibiti
- 60) UNIFEM. 2006. "concept note on gender justice" a concept paper on a women's conference in the Sudan.
- 61) UNIFEM/royal ministry of foreign affairs. 2006. "partnership agreement with Norway Darfur"
- 62) UNIFEM/UNDP/Mutawinat Group. 2006. "Annex 8 of gender justice conference in Sudan"



- 63) UNIFEM. 2007. "Gender budgets and sustainable development" a presentation during gender responsive budgeting training for the parliamentary women caucus in Sudan.
- 64) UNIFEM. 2007. "Project registration sheet" 2007 work plan for Sudan" SUD-07/GRL 100
- 65) UNIFEM. 2007. "Financial report for year ended December 2006"
- 66) UNIFEM. 2008. "Sudan UNIFEM country programme 2008-2011"
- 67) UNIFEM. 2007. "Annex 3 Darfur women's forum 2007"
- 68) UNIFEM. 2007. "Annex 6 gender mainstreaming in UN work plan"
- 69) UNIFEM. 2007. "Deliverables from the UNIFEM 16 days of activism initiative in south Sudan Darfur state" by Mary Okumu.
- 70) UNIFEM. 2007. "report on 16 days of activism initiative" by Mary Okumu.
- 71) UNIFEM. 2007. "Partnership agreement with Italy for the education"
- 72) UNIFEM. 2007. "Project document for Italian co-operation funds"
- 73) UNIFEM. 2007. "Protecting and promoting women's role in peace building and recovery in Darfur"
- 74) UNIFEM/UUSC. 2007. "Signed partnership agreement with Unitarian Universalistic service Committee"
- 75) UNIFEM/Partners in developing services (PDS). 2007. Report of women civil society mapping in Darfur"
- 76) UNIFEM. 2008. "Mobilizing and Capacity Building on Peace Building, Leadership and Decision Making Skills" A report to the Italian cooperation.
- 77) UNIFEM. 2008. "Darfur quarterly report" January-march 2008 report prepared by Mary Mbeo.
- 78) UNIFEM. 2008. "Concept Note on the Proposed Gender Mainstreaming Workshop(s) in Darfur"

- 79) UNIFEM. 2008. "Mobilizing and Capacity Building on Peace Building and Leadership and Decision Making Skills" Implementation plan for the Italian Funds.
- 80) UNIFEM/JMST. 2008. "Framework agreement between UNIFEM and the Joint Mediation Support Team (JMST)"
- 81) UNIFEM. 2008. "Building Capacities for Women in Peace Building and Recovery in Darfur". Progress report to Norway-April-Dec 2007.
- 82) UNIFEM. 2008. "Quarterly report to Darfur" April-June 2008 report by Mary Mbeo
- 83) UNIFEM. 2008. "Quarterly report to Darfur" July-sep 2008 report by Mary Mbeo.
- 84) UNIFEM. 2008. "Quarterly report to Darfur" July-sep 2008 report by Rabab Baldo.
- 85) UNIFEM. 2008. "Gender Responsive Planning and Programming" a report of partner organizations in Darfur.
- 86) UNIFEM. 2008. "Women's Participation in the Darfur-Darfur Dialogue, consultation and Peace Building"
- 87) UNIFEM. 2008. "sub-regional strategic planning workshop"
- 88) UNIFEM. 2008. "project proposal on women protection and livelihood support in south Darfur submitted to UUSC"
- 89) UNIFEM. 2008. "CIDA gender governance and women political participation proposal".
- 90) UNIFEM. 2008. "Logical framework for CIDA proposal"
- 91) UNIFEM. 2008. "Sudan final evaluation TOR- Protecting and Promoting Women's Rights and Leadership in Sudan (Preparatory Assistance, 2005), and Gender Justice in Sudan 2005 – 2008)
- 92) UNIFEM. 2008. "Proposed areas of support for elections in south Sudan"
- 93) UNIFEM. 2008. "Sudan PAC minutes"

- 94) UNIFEM. 2008. "Building capacities for gender equality in governance and protection of women's rights in Sudan". Sudan semi final project proposal.
- 95) UNIFEM. 2008. "Building capacities for gender equality in Governance and protection of women's Rights in Sudan" Sudan UNIFEM Country programme 2008-2011
- 96) UNIFEM/Dr Mary Okumu. 2008. "Women human rights protection and livelihoods support program-South Darfur" activity Report for December 2007.
- 97) UNIFEM. "Rapid survey of programme and activities in gender in Sudan" a survey on who, what and where.
- 98) UNIFEM. "Institutional Assessment Tool"
- 99) UNIFEM. "Guidelines for mainstreaming gender in joint assessment mission for Sudan" Draft document prepared by Grace Okonji (gender expert for the North) and Dr Ruth Kibiti (Gender expert for the south) in Consultation with Jon Bennet (UN JAM co-team leader)
- 100) UNIFEM. "UNIFEM East and Horn of Africa Sub Regional Strategic Result Narrative"
- 101) UNIFEM/Norway. "Partner agreement with Norway" South Sudan third party cost-sharing agreement.
- 102) UNIFEM/IDEA. "Women's political partnership and promotion of gender and good governance in Sudan" draft partnership strategy.
- 103) Universal Autonsma de Madrid (UAM). "Oil industry in Sudan-facts and impact on Sudanese domestic and international relations"
- 104) WFP. 2004. "Sudan Gender Profile"
- 105) UNIFEM. "Women Protection and Livelihood Support Programme in South Darfur – Implementation Plan 2008 – 2009."
- 106) Refugees International. Bulletin, December 13, 2007.
- 107) Humanitarian News and Analysis UN Office for Coordination of Humanitarian Affairs (IRIN). East Africa. 5 December 2005.
- 108) IOL. March 22, 2007.

**Annex 3: Names of People met**

<b>NO</b>	<b>NAMES OF PEOPLE MET</b>	<b>POSITION &amp; ORGANIZATION</b>
1	Maryem Aslan	UNIFEM, Regional Coordinator
2	Ruth Kibiti	UNIFEM Program Manager, Sudan
3	Mary Adhiambo Mbeo	UNIFEM Programme Specialist For Darfur
4	Rahab M. A. Baldo	UNIFEM Programme specialist M & E
5	Lucie Andrew Luguga	UNIFEM, Programme Manager, South Sudan
6	Maha Hussein Fraigon	Ass. Sec. Gen. for International & Regional Org. Relation, Sudanese women general union
7	Dr. Duria Mansour Elhussein	Babiker Badri Scientific Association for Women Studies
8	Samia Ahmed Nihar Tagir	Program Manager/Co-ordinator, Gender And Development Unit, University of Khartoum, DSRI
9	Fawszia Saeed Hamour	Associate Professor, Documentation Unit Gender And Development Unit, University of Khartoum, DSRI
10	Mrs. Viana Kakuli Aggrey	Deputy chairperson, South Sudan HIVAIDS Commissions(SSAC)
11	Peter Meirik	First Secretary-Development Cooperation(Embassy of Sweden, SIDA)
12	Helga Einarsdottir	Adviser, Royal Norwegian Consulate General
13	Kristine Nordengen	Program Officer, Royal Norwegian Embassy
14	Maria Nakabiito	Gender Affairs Officer, United Nations Mission in Sudan(UNMIS)
15	Nehal Mohammed Ibn Idris	Director, Zenab for Women Development Organization
16	Amina Adam	Senior gender advisor, chief of gender unit-UNMIS, united nations mission in Sudan
17	Husameldin Mustafa Mohamed	Program associate, UNIFEM, Khartoum
18	Samuel Yanga Mikaya	Director General, Finance and Administration, Southern Sudan Human Rights Commission(SSHRC), Government of Southern Sudan
19	Thomas Dut	
20	Anastasia Akujo Zacharia	Director of Gender, Ministry of Gender, Social Welfare and Religious Affairs, Government of Southern Sudan
21	Ms Dolly Anek Odwong	Programme Assistant, Gender and Civil Society, SKILLS for Southern Sudan
22	Dr Fred Yiga	Commissioner of Police-Senior Advisor, Ministry of Internal Affairs and the Inspector General of Police, UNDP Southern Sudan-Juba

23	Silje Moholdt Heitmann	Gender Officer, UNFPA, South Sudan Office
24	Dr. Dragudi Buwa	Head of Office, UNFPA, South Sudan Office
25	George Conway	Deputy Head of Office (Programme) UNDP Southern Sudan Office
26	Ms Mary Apayi Ayiga	Advisor of the Governor on Economic Affairs for Central Equatoria State also Founder of the Organization "Raise the Women's Hope" (RWH)
27	Ms Elizabeth Enoke Lubang	Director for Gender, Ministry of Social Development CES-Juba
28	Hon Betty Ongwaro	State minister for agriculture, forestry animal resources and fisheries and cooperatives
29	Agnes Lox	Gender Advisor to the Governor
30	Sonny Jesca	Programme/Administrative Assistant, UNIFEM
31	Joy Zakaria Wani	Programme Specialist, UNIFEM
32	Dr Julia Aker Duany	Under Secretary, Ministry of Parliamentary Affairs, Government of Southern Sudan (GOSS)
33	Jackson Elia Harihar	Deputy Director of Training for Southern Sudan Police Service (SSPS) in charge of Academic Affairs and Liaison for GBV
34	Khadiga Asuel Gassim. H. Hamed	Deputy Under Secretary/Director General/General Directorate for Women and Family Affairs.
35	Dr. Nagla Mohamed Bashir	Center Director, Peace Studies and Community Development Center, University of Nyala
36	Simon P. Opolot	Humanitarian Affairs Officer/Gender Adviser, El Fasher Darfur, OCHA
37	Layla Ali Alhaj	Legal Aid Office Co.O
38	Dr. Amna Ahmed Rahama	Chairwoman, Women Empowerment for Peace and Development Network
39	Germain Baricako	Sr. Adviser on Human Rights & Humanitarian Affairs-Ag. Head AMIS Liquidation Team, African Union
40	Safaa Elagib Adam	Secretary General & Gender Advisor, Community Development Association (CDA)
41	Francesca Fraccaroli	Child Protection Specialist, UNICEF, Nyala-Sudan
42	Maya Morsey	Programme Co-ordinator, UNIFEM
43	Ahlam Mahdi Salih	Ehlam Charity Organization for Women Empowerment & Child Care
44	Elnoor Shareef Ali	Secretary of Camp
45	Shakh/Abdulaziz Boshara	Camp member
46	Adam Abdala Mohammed Fadol	Camp member
47	Mary Okumu	UNIFEM Consultant
48	Dr Mohamed Ali Sherif	Director of medical services and deputy chairperson, state committee for combating SGBV, south Darfur "Italian" hospital-Ministry of health

49	Dr Mohamed Sala	Senior Programme Officer, FAO
50	Amira Ahmed Hassan	Human rights officer, UNAMID
51	Ibrahim Sory Yansane	Head, child protection unit, UNICEF
52	Joseph Ababio	Senior police advisor, UNAMID Nyala team site
53	Samuel Asobo	Community Policing Center, Al Salaam IDP Camp, UNAMID police
54	Ehlam Mahdi	Executive Director, Ehlam Charity Organization
55	Mohamed Elmagdi	Programme Officer, Ehlam Charity Organization
56	Osman Ibrahim	Programme manager, NAHDA for Women and Children Organization.
57	Anazatizia Akujo	Director of Gender, MGSWRA(GOSS)
58	Joy Kwaje	Chairperson, SS Human Rights Commission
59	Bangout Amum Okick	Chairperson, SSLA Women Forum
60	Dr. Bellario Ahoy Ngong	Chairperson, Southern Sudan HIV/AIDS Commission
61	Joel Dumba	Member, Central Equatoria HIV/AIDS Commission, Southern Sudan HIV/AIDS Commission
62	Liz Gaere	Head of Joint Donor Team, JDT
63	Sjarah Soede	Advisor, Governance and Rule of Law, JDT
64	Madelina Keji Philip	Chairperson, SWAAP
65	Lona Elia	Chairperson, Voice of change
66	Agnes Nyoka	Chairperson, SuWEP
67	Jennifer Kujang	Chairperson, Women Union Women Union
68	Rachel Nyandak	Chairperson, UNNWA
69	Zeinab Osman	Chairperson, SWAN
70	Lise Grande	UNDP
71	Hon Abuk Payit	SSLA Chairperson, Standing Committee for Gender and Committee Members.
72	Aping Malel	Skills for South Sudan
73	Christine Alalo	UNMIS
74	Regis Muntaradzi	UNMIS
75	Helen Kila Wongo	Women's Limu Centre
76	Lucia Sebit Didi	Widows Umbrella
77	Lucy Lola Lox	Mission to Promote Women
78	Elizabeth Nyaguan	New Sudan Women Federation
79	Kenyi Chaplain Duku	Voice for change (VFC)-Sudan
80	Amwony Jackie	South Sudan Youth Participation Agency(SSYPA)
81	Mary Sadia Elipaz	Women Unionces
82	Dr Mohamed Ali El Haj El Shareey	State Committee Combating Genger Based Violence
83	Osman Ibrahim	UNFPA, GBV Association
84	Mohammed Ahmed Nour Ali	University of Nyala Peace center
85	Sahir Adam Hassan	University of Nyala Peace center
86	Fombo Euphresia	Gender officer, Kalma 2

87	Victor Manfred Williams	Coordinator, Sakali CPC
88	Bani Younes Youset	Member of Community Policing
89	Setina Aboague	Gender OIC Nyala T/S
90	Asobo Nyong Emmanuel	Coordinator El Salam
91	Entisar Abdelsadig	Director, Badya Center for Integrated Development
92	Hala Hassan Mohammed Sidding	Badya center for Integrated Development
93	Ahmed Alasha	Badya center for Integrated Development
94	Samia El Hashmi	Chairperson/Co-Founder, Mutawinat
95	Mona Osman Ali	Public Relations, Depar of Media Development
96	Leila Idmess	Jinnja Development For Women
97	Lemia Ahmed Fadl El Molu	Friend of children society
98	Philister Baya Lawiri	Chairperson, Southern Women Solidarity for Peace and Development(SWSPD)
99	Lina Stanley Oroya	Treasurer, Southern Women Solidarity for Peace and Development(SWSPD)
100	Hala Khamis	Member of Executive Committee, Southern Women Solidarity for Peace and Development(SWSPD)
101	Samya Abdelrahman	NUWEDA
102	Rawda Fadulel	NUWEDA
103	Nafartiti Lixon	NUWEDA
104	Daniel Bood	CIDA
105	Jemina Baricako	AU
106	Jackson Elia	UNMIS Gender
107	Kamilia kuku	NUWEDA
108	Petter Meirik	First secretary-development cooperation(SIDA embassy of Sweden)
109	Per Karlsson	SIDA/Embassy of Sweden-Telephone interview
110	Heidi Jonansen	First secretary, Royal Norwegian embassy-Telephone Interview
111	Helga Einorsdottir	Royal Norwegian embassy-Telephone Interview
112	Anne Hauncer	Senior advisor, Royal Norwegian embassy-Telephone Interview

## ***Annex 4: Inception Report***

### ***Introduction***

The following report is intended to provide guidance for a process review of the UNIFEM Preparatory Programmes (“Protecting and Promoting Women’s Rights and Leadership in Sudan” and “Building Capacities for Gender Equality in governance and Protection of Women’s Rights in Sudan”) (00044927) which started in 2005. At the same time the report will outline the evaluation action plan for the study.

### ***Background***

UNIFEM support to the Sudan began in 1994 when offices for East Africa were established. This marked the beginning of UNIFEM support to the inclusion of Sudanese women in ongoing peace negotiations as well as the inclusion of gender equality commitments in the text of any peace settlement. The signing of the Comprehensive Peace Agreement (CPA) in 2004 and the Oslo Donors meeting in the Sudan in 2005 provided the necessary impetus for UNIFEM to establish offices in Khartoum and Juba. The context of the situation in parts of the north and south of the Sudan remains one of conflict, insecurity, abuse and violence. This has further exacerbated the status of women in the Sudan, which was characterized by disparities in literacy, political representation, and participation in the workforce. Ongoing conflicts in the north and south have worsened this situation and resulted in increasing gender based violence inflicted on women.

In light of this situation UNIFEM and its collaborating partners (INGOs, LNGOs, academic institutions, women groups and networks, to name a few) began implementation of the “Protecting and Promoting Women’s Rights and Leadership in Sudan” project with funding mainly from SIDA/ NORWAY and UNIFEM. The development objective of the project was to ensure that reconstruction efforts in Sudan took into account the human rights, protection and leadership of women and women’s organizations. Using a strategy of advocacy with donors, capacity building of women’s networks and advocacy & lobbying for protection of women’s rights and participation, the project has several landmarks, amongst them peace monitoring mechanisms and formation of new governance structures such as Women Parliamentarians Associations. With these developments, UNIFEM will now embark on the “Building Capacities for Gender Equality in governance and Protection of Women’s Rights in Sudan” directed at ongoing remaining preparatory activities. These include disseminating information and knowledge on the CPA and building capacities of NGOs and national women’s associations.

By December 2006, UNIFEM had fully operational offices in Khartoum and Juba, inclusive of secure offices, staff and equipment. According to various reports, there is evidence of strong Strategic partnerships between UNIFEM and development partners engaged in development activities especially at grassroots levels i.e. civil society and women’s organizations.



An evaluation will serve to understand these efforts with respect to learning and accountability and at the same time review lessons learned, providing UNIFEM with findings and recommendations which can support the project's ongoing activities for the next six years and at the same time support partnerships in the wider national context.

### ***Purpose of the Evaluation***

The Terms of Reference states that the purpose of the evaluation is to assess the progress towards the achievement of the results following the implementation of the two projects so that lesson learned are documented to guide future programmes by SIDA/NORWAY and UNIFEM. Three specific aims are:

- i. Assess progress made towards the achievement of planned results, mechanisms to ensure sustainability and the potential for replication of the initiatives and the strategies used;
- ii. Draw lessons learned from the projects; and
- iii. Make recommendations on the implementation modalities of future planned programmes in promoting women's human rights and gender equality in democratic governance.

The primary audience for the evaluation results are UNIFEM, to enable UNIFEM, its management and employees to make specific decisions about the current phase. The project evaluation information, specifically strategic and catalytic issues which can help realize women's rights in the Sudan. The report is therefore expected to be organized and presented in a certain manner to be useful to all partners to revise their programme documents where necessary.

### ***Scope and Focus***

The scope of the evaluation is expected to cover key operational areas of the project while at the same time evaluating using evaluation criteria (relevance, effectiveness, efficiency) for an ongoing program. Key players are UNIFEM, donors and partners, mainly in Khartoum and partly in Juba. There are many other stakeholders, such as the UNIFEM team in Kassala and Darfur, and local implementers in both the north and the south. The evaluation is also expected to involve UNIFEM and UNIFEM partners in a participatory approach within a flexible time period. This means a flexible approach to the study with a balance of approaches within an initial time period in October 2008, supplemented by literature review, telephone interviews and additional field visits.

### ***Evaluation Methodology***

Taking note that the evaluation is a process evaluation rather than an impact evaluation the evaluator will place more emphasis on the outputs and process used to carry out the project activities. Therefore there will be emphasis in the study on evaluation questions (with focus on the evaluation criteria shown below in a framework) and an 'objectives' format whereby UNIFEM staff and partners discuss the current objectives/aims of the project with regards to their

appropriateness with respect to the development objectives. UNIFEM Khartoum and Juba are expected to participate in facilitation, clarification of findings, as well as being interviewed and contribute to any meetings held to synthesize findings.

The study will be conducted mainly in Khartoum and Juba and additional visits in Darfur and other field sites depending on timing.

The methods used for evaluation will be:

i. ***Review of existing literature sources***

To date the consultant has been provided with more than 100 documents, amongst them proposals, report and research. Emphasis will be placed on the two project proposals, their log frames, UNIFEM action plans and End of Project Reports. The evaluator will study and refer to the reports during interviews with key stakeholders in order to verify the findings, explore lessons learned and identify the degree of achievability within the current project timeline.

ii. ***Focus Group Discussions (or mini workshops) and Key Informant Interviews***

The consultant anticipates meeting UNIFEM staff in Khartoum first, followed by donors, academic / political / parliamentary groups, women's organizations to pose a series of leading questions which can serve as discussion points. The questions will focus on the evaluation criteria shown below. Additional questions will seek to verify the degree of achievement of results as shown in the reports. The evaluator anticipates spending significant time in Khartoum, followed by Juba, with additional trips to Darfur and other sites if timing allows. An alternative approach would be to bring Darfur and Kassala staff to Khartoum to be interviewed. As the evaluation is a formative one, there will be much emphasis on the management approach and systems and partnership approaches used to meet the objectives.

The questions annexed to this report are expected to provide answers on how to improve the project, information on staff/partners concerns, costs of the project and changes expected from having participated in the project. Sources may be individuals heading INGOs, operational staff (including M & E) and beneficiaries. Both individual and group interviews will be held.

The evaluator will take into consideration context-sensitive issues such as the north/south ongoing divide, culture and, religion. On an organizational level, the consultant t notes features of leadership and management which may influence how information is gathered.

Finally, the report will undergo draft (s) to be circulated by UNIFEM before being finalized.

#### **iv. Sample Evaluation Questions based on Evaluation Criteria**

The questions below will be used to guide the evaluator to understand the project better, make an assessment with respect to current achievements and constraints and review the expected results versus achieved. Efficiency questions will be directed mainly at the project implementers (UNIFEM, women's organizations), while relevance questions will be administered to INGOs, LNGOs, government departments. Questions on effectiveness to date, progress towards sustainability will be directed at all parties. In this respect where INGOs, LNGOs have sub-projects, there will be focus on effectiveness at the level of the sub-project.

Other than impact which will be approached in terms of whether or not the project could have positive and negative impact (and how this can be done), the questions place emphasis on efficiency, relevance and effectiveness. The degree to which the project objectives can be achieved and sustained by 2011, will also be explored. Global evaluative criteria will be followed based on existing models, such as evaluation logic and current definitions<sup>47</sup>. The consultant will also assess whether or not the interventions reached women as expected and whether or not there is consistency/connectedness between the activities.

---

47

##### **Definitions of the Evaluative Criteria:**

**Relevance/Appropriateness:** assesses whether the intervention is in line with local needs and priorities as well as the policies of the agencies concerned.

**Effectiveness:** assesses the extent to which an activity achieves its purpose, or whether this can be expected to happen on the basis of the outputs. Implicit within the criteria of effectiveness is timeliness.

**Impact:** assesses the wider effects of the intervention – social, economic, technical, and environmental – on individuals, gender and age-groups, communities, and institutions. Impacts can be intended and unintended, positive and negative, macro (sector) and micro (household).

**Efficiency:** assesses the qualitative and quantitative outputs achieved in relation to the inputs and compares alternative approaches to see whether the most efficient approaches were used.

**Coverage:** assesses whether the interventions reached the major population groups facing life-threatening risk wherever they are.

**Coherence:** assesses whether there is consistency between the different types of intervention pursued (direct humanitarian response, advocacy, protection, etc.) and that all policies took into account humanitarian and human rights considerations.

**Connectedness:** assesses whether activities of a short-term emergency nature were carried out in a context that takes longer term and interconnected problems into account.

Source: Modified from ALNAP Evaluation of Humanitarian Action Guide (draft dated March 2005)

**Questions on Relevance / Appropriateness:**

- Was the project / sub-project consistent with the humanitarian, security, political, cultural and gender context in which it was designed and undertaken ?
- What were the needs at the start of Phase 1 and how have they evolved since then? Has Phase 11 addressed those design needs?
- How were the beneficiaries and users of the project identified? Issue of free, fair and gender sensitive?
- To what extent has the project addressed the needs for assistance of the different groups of women in geographical areas?
- To what extent has the project conformed to the national and global policies and those of UNIFEM, Norway and SIDA?
- What other activities have been funded or undertaken by key players and others separately from the project which also address women? What has been the nature of the relationship between the UNIFEM and key players and these other activities?
- What has been the nature of the partnership between the different international and national agencies working with UNIFEM? How does this fit with the UNIFEM Partnership strategy?
- How appropriate were the UNIFEM strategies pursued for building the capacity of national partners and staff?
- Are the technical designs of the sub-projects adequate to address the issues stated in the two project documents?
- Has the operational design for the projects changed since design and has the project adapted?
- How might relevance and appropriateness be improved for this phase?
- Was/Were the strategy(ies) adopted the most relevant and appropriate to meet the needs?
- Were gender issues appropriately identified in the strategy (ies)? What is the potential to replicate the strategies used in different sites?

**Effectiveness:**

- Are the expected results linked to outcomes in the UNIFEM Multi Year Funding framework? How?
- To what extent have the different implementers worked towards achieving the outcomes?
- What factors (external and internal) have served to enhance, delay or impede delivery of the programme? Which have been the most significant?
- How strategic is UNIFEM placed (and other key contribution) to address advocacy and networking?
- What role in effectiveness has been played by the Partnership strategy in terms of its formulation, performance and outreach? (Note- Is there consensus amongst players as to its appropriateness to achieve outcomes)

- To what extent has the achievement of outcomes/objectives varied between implementing partners, regions ? Why/
- How have the benefits (direct and indirect) of the resources provided differed within and across the target populations with respect to women organizations?
- How timely was the response?
- How effective have been the strategies for developing the capacity of national partners/women organizations?
- How might effectiveness be improved?

### ***Sustainability***

- In terms of moving towards sustainability, how consistent are the activities with beneficiary priorities?
- To what degree have local NGOs, government supported the projects and integrated them in the local socio-cultural context?
- Is there evidence of growing ownership by locals of the projects\
- What role did partners take in the design, plan and implementation of the intervention?
- For the future, what are plans of local partners to sustain the results in the event donors are not there?
- What steps have local partners taken to ensure completion of the activities?

### **Efficiency (Partnership principles, management modalities, lessons learned):**

- Were there any delays on implementation? Why?
- How realistic are implementation schedule and management arrangements (financial and budgeting)?
- Were objectives, outcomes, outputs and indicators clearly stated in the project document and followed?
- How successful is the project in terms of qualitative and quantitative results?
- How well has UNIFEM adhered to partnership principles?
- To what extent have the project activities contributed to capacity building and strengthening of partner institutions?
- What strategies/principles are in place to ensure integrity in programme management and implementation?
- What has worked and not worked in this area?
- What lessons can be drawn from the implementation of the program so far?
- How have unit costs and costs per beneficiary varied across the sectors?
- To what extent could the project become more cost-effective through a geographical or sectoral consolidation of its activities? (Assuming that other organizations were prepared to take over sectors/areas that the project wished to withdraw from.)

- In what ways could the efficiency and cost-effectiveness of project activities be improved?
- What have been the coordination arrangements for humanitarian agencies working in the same area as UNIFEM? How effective have they been?
- To what extent has UNIFEM participated in such coordination arrangements?
- How best to transform the inputs into outputs in the time period?
- How have such activities been coordinated with the INGO and how might such coordination be improved in the future?

**Impact:**

- Who has benefited from the project's activities? What patterns emerge in the different geographical areas and sectors?
- What have been the principal impacts (intended and unintended, positive and negative) of the project in relation to: gender, age-groups, ethnic groups, displaced and non-displaced communities and institutions, to date?
- What impacts are discernible Where has the project had unintended can be intended and unintended, positive and negative, macro (sector) and micro (household).
- How might the project's impact be enhanced?

### Annex 5: Statistics (MDG, HDI)

Meeting the MDGs in Sudan - Selected Challenges (1999/2000 unless indicated)	North	2015 Target	South	2015 Target
<b>MDG 1: Poverty and Hunger</b>				
Estimated poverty incidence (% of total population)	50-90%	25-45%	90%	45%
Prevalence child malnutrition (underwt for age; % under 5)	35%	16%	48% *	24%
Prevalence acute child malnutrition (underwt for height; % under 5)	16%	8%	21%	11%
<b>MDG 2: Education</b>				
Gross primary enrolment ratio	62%	100%	20% ‡	100%
Percentage of cohort reaching grade 5	66%	100%	28% §	100%
Youth literacy rate (% ages 15-24)	78%	100%	31% ‡	100%
<b>MDG3: Gender Equality</b>				
Ratio girls to boys in primary education* (%)	88%	100%	36%	100%
Ratio literate females to males (% ages 15-24)	84%	100%	35%	100%
Seats in parliament (South, National Liberation Council) held by women (%)	10%†	-	18%+	-
<b>MDG4: Child Mortality</b>				
Under-5 mortality rate (per 1,000)	104	35	250 *	83
Infant mortality rate (per 1,000 live births)	68	-	150	-
One-yr-olds immunized against measles (%)	50%	-	12%†	-
<b>MDG5: Maternal Mortality</b>				
Maternal mortality ratio (per 100,000 live births)	509	127	1700	425
Births attended by skilled health staff (%)	57%	90%	5%	90%
<b>MDG6: HIV/AIDS, Malaria, and TB</b>				
Contraceptive prevalence (% of women ages 15-49)	7%	-	<1% •	-
HIV/AIDS Prevalence (% adults ages 15-49)	1.6% †	-	2.6% *	-
Incidence of TB (per 100,000 per year)	90 §	-	325 §	-
Children under 5 with fever treated with anti-malarials(%)	33%	-	36%	-
<b>MDG7: Environment</b>				
Access to an improved water source (% of population)	70%	85%	27%	64%
Access to improved sanitation (% of population)	64%	82%	15%	58%
<b>MDG8: Partnership</b>				
Fixed line and mobile phones (per 1,000 people)	26.5 §		<1 *	

### Demographic and Health Survey Statistics

State / Region	IMR x 1,000 live births	UFMR x 1,000 live births	MMR x 100,000 live births	Attended births	Contra- ceptive Use
----------------	----------------------------	-----------------------------	------------------------------	--------------------	---------------------------

North	68	104	509	60%	7%
South	150	250	1,700	5%	<1%
Darfur (North-South-West)	61-64-71	101, 96 and 105	525	33% - 69%	--

HIV/AIDS indicator	Country estimate	Low estimate	High estimate
Adults and children 2001	270 000	180 000	350 000
Adults and children 2007	320 000	220 000	440 000
Adults (15+) 2001	250 000	170 000	320 000
Adults (15+) 2007	290 000	190 000	420 000
Adult (15-49) prevalence percent 2001	1.4	1.0	1.8
Adult (15-49) prevalence percent 2007	1.4	1.0	2.0
<b>Women (15+) 2001</b>	<b>140 000</b>	<b>100 000</b>	<b>180 000</b>
<b>Women (15+) 2007</b>	<b>170 000</b>	<b>120 000</b>	<b>250 000</b>
Children (0-14) 2001	20 000	8400	33 000
Children (0-14) 2007	25 000	18 000	33 000
<b>Young women (15-24) rate (%) 2007</b>	<b>1.0</b>	<b>0.6</b>	<b>1.5</b>
Young men (15-24) rate (%) 2007	0.3	0.2	0.5
Deaths in adults and children 2001	21 000	9200	35 000
Deaths in adults and children 2007	25 000	17 000	32 000