



VEGA Sudan Agricultural Marketing and Enterprise Development Program

Quarterly Report:
January 1 – March 31, 2007

Leader with Associates Cooperative Agreement (LWA)
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Associate Cooperative Agreement
623-A-00-05-00314-00

Prepared for the United States Agency for International Development (USAID)

Implementing Organizations:
Winrock International
ACDI/VOCA
Citizens Development Corps
Citizens Network for Foreign Affairs
International Executive Service Corps

Submitted: May 1, 2007

Summary

During the first quarter of 2007, the VEGA/AMED program progressed well amid reviews and possible changes to USAID assistance efforts in Sudan, continuing socio-political instability, and an evaluation of the strategic framework of the program towards the end of the quarter. This strategic evaluation included travel to Juba, Wau, Malakal, and Yei by consultant Henry Winogron, field staff, and a representative from the Ministry of Commerce. An expanded approach to economic reform in Southern Sudan will be the result of this assessment and will be presented to the Mission to initiate a discussion about increasing the support of this sector in the coming year.

The VEGA/AMED team also provided support and briefing materials for the Congressional Delegation visit to Juba. Further, the program saw the completion of eleven short-term volunteer assignments and two long-term volunteers, including one Sudanese Diaspora volunteer. Assignments of five long-term business advisors (LTBAs) continue with two scheduled for completion in April.

The VEGA/AMED office and guest house buildings were upgraded during the quarter with the completion of solar energy installations for both buildings. A review was also made of the emergency security arrangements and a draft document addressing this has been prepared and needs to be finalized.

Activities Undertaken During the Quarter

VEGA/AMED has two primary objectives: (1) to strengthen market and enterprise development in selected urban areas as a means of increasing private sector employment; and, (2) to build the capacity of local community, county, and state level government and civil society organizations to provide effective support to livelihood development and employment generation initiatives with a focus on the reintegration of IDPs. Activities under each objective are briefly described below (see Appendix 2 for volunteer status report).

Objective One: Increased Private Sector Opportunities in Urban Areas

VEGA/AMED will improve the environment for increasing private sector employment opportunities in the selected urban areas through small business development, skills and asset building, improved governance, and increased business productivity. Activities will focus on selected urban areas of Juba, Malakal and Wau that serve as market centers for areas absorbing returning IDPs. Other urban areas may be selected on a limited basis due to strategic considerations. Four related tasks support the achievement of Objective One and are presented below with a discussion on each:

- 1-1 Support and Strengthen Chambers of Commerce and Business Associations*
- 1-2 Promote Business Skills Training*
- 1-3 Provide Business Advisory Services*
- 1-4 Develop Public-Private Partnerships*

To meet these, VEGA/AMED will work with local government authorities and civil society programs, responding to feasible and necessary requests for training of all potential stakeholders in a private-sector economy. Key partners are expected to include: chambers of commerce, associations, training institutions, cooperatives, businesses and other organizations. Although efforts will be directed at building the capacities and technical competences of local private-sector organizations, VEGA/AMED will also work with the GOSS and local governments to support modern market and regulatory policies. All activities of the VEGA/AMED program will work to leverage available resources, avoid duplication, and promote sustainability.

Objective Two: Enhanced Capacity of Local Institutions to Support Reintegration of Persons Affected by Conflict with Emphasis on Livelihood Development and Employment Generation

VEGA/AMED will support local partners (state governments, NGOs, or others) in building capacity in local public and private institutions to reintegrate more effectively persons affected by conflict, with special emphasis on livelihood development and employment generation. VEGA/AMED will work with local institutions whose actions have immediate impacts on livelihoods and the reintegration of persons affected by focusing on four tasks: prepare/revise reintegration strategies; strengthen the capacity of local government agencies; support local government initiatives to strengthen markets; develop agricultural cooperatives and associations; and, strengthen agricultural training centers. Objective Two is implemented through five tasks:

- 2-1 Strengthen Capacity of Local Government Agencies*
- 2-2 Prepare and Revise Reintegration Strategies*
- 2-3 Support Local Initiatives to Strengthen Markets*
- 2-4 Support Agricultural Marketing Associations and Cooperatives*
- 2-5 Support Agriculture Sector Training Centers*

VEGA/AMED will continue with a collaborative approach which brings in local partners from government, civil society, and the private sector. By partnering with other NGOs, local government organizations, and other donor organizations, VEGA/AMED will leverage resources for broader impact. The knowledge and resources of the Sudanese Diaspora will be important to achieve this objective. Assistance will focus on areas of Southern Sudan receiving or expected to receive high numbers of IDP returnees. In many cases, VEGA/AMED will work at the State level to build capacity in county and community level institutions.

Cross-Cutting Themes (CCT)

- CCT-1 HIV/AIDS Awareness*
- CCT-2 Young People with Focus on Former Combatants*
- CCT-3 Gender Equity*
- CCT-4 Long-Term Diaspora volunteers to support public institutions promoting economic development*

Objective 1: Increased Private Sector Opportunities in Urban Areas

1.1 Support and Strengthen Chambers of Commerce and Business Associations

- Volunteer Richard McAfoos began a two month assignment in February with the chambers of commerce in Southern Sudan to assist with expanding private sector opportunity through the growth of businesses and increased employment. The chambers presently do not function well and there is a critical need for strengthening the capacity of chamber leadership. Mr. McAfoos has also formulated a plan for funding support to the chambers, which would involve establishment of an internet café/business center at each chamber office. Mr. McAfoos worked with local chambers in Juba, Wau, and Malakal. A grant for US\$50,000 was finalized with the South Sudan Chamber of Commerce, Industry and Agriculture (SSCCIA). The grant will help strengthen SSCCIA institutional capacity so that it can continue to undertake formation of chambers of commerce at the state level, perform arbitration services, and conduct business advisory services to members.
- Volunteer Florence Wagner guided female entrepreneurs in Wau to develop the Wau Women Business Association (WBA). The 34 members of the association quickly held democratic elections for committee seat and instituted dues for membership and registration. Wagner provided instruction on business planning, financial planning, and organizational management. Emphasis was placed on private-public sector relations and the WBA plans to become an active member in the Western Bahr el Ghazal Chamber of Commerce.

1.2 Business Training

- A training course for business entrepreneurs in Wau was conducted by volunteer David Wagner. Training programs focused on basic management, record keeping, and P&L issues.
- Volunteer Gary Bullen conducted a training workshop, in Juba, on the topic of Farming as a Business, for farmer association leaders and agriculture extension specialists with the support of the Government of South Sudan (GOSS) Ministry of Agriculture.

1.3 Business Advisory Services

- LTBA's based in Wau and Juba continued to provide support to small businesses. Volunteers Susan Pratt and Russell Shockley designed and conducted training workshops for business owners, and continue follow-up with private businesses one-on-one.
- Chris Adams worked directly with the Trade Policy Advisor with the Ministry of Commerce, Trade, and Supply (MCTS) in Juba to develop a business market questionnaire. Adams also worked with the Private Sector Directorate providing input to a World Bank Project promoting private enterprise and is finalizing a training manual for business development services.
- LTBA's contributed to the final report on Sudanese businesses in the Kakuma Refugee Camp (see Appendix 3).

- Two LTBAAs also led a workshop on the use of Microsoft Excel in finance, using facilities in collaboration with the UNOPS and a workshop is being developed for the South Sudan Center for Census Statistics and Evaluation (SSCCSE).

1.4 Develop Public-Private Partnerships

- VEGA/AMED staff and volunteers have been involved in discussions at high levels regarding development of public-private partnerships. The acting COP held discussions with two multi-national companies, Total and Louis Berger, to explore the possibilities for their involvement in development activities.

Objective 2: Enhanced Capacity of local Institutions (to support reintegration of persons affected by conflict with emphasis on livelihood development and employment generation)

2.1 Strengthen Capacity of Local Agencies

- Return volunteer, Don Renquist worked with the SSCCSE to strengthen their ability to successfully manage human resources. Training was also provided in recruiting, conducting interviews, and managing staff.
- A training workshop on Agricultural Statistics for the Ministry of Animal Resources and Fisheries (MARF) was conducted by volunteer Tom Sallee. Twenty-five individuals, including 8 women, participated in the workshop.
- Long-term volunteer Samson Ronno provided technical assistance and training in information technologies to the Ministry of Commerce. Additionally, Ronno set up the Ministry's computer network.
- Diaspora volunteer Mabior Manyok, completed his six-month assignment with the Ministry of Environment in liaison with the USAID-funded STEP Project. Training was provided to Ministry staff in basic computer applications in addition to GIS operations. Manyok also worked to develop automated systems for the Ministry.
- Two LTBAAs finalized their activities with the SSCCSE in preparing for their upcoming departure in April. Volunteers Kirk Manhin and Alexandra Lepionka began their assignments with VEGA in January 2006 when the SSCCSE was still based in Rumbek. During this quarter, Lepionka worked with the SSCCSE to structure the human resources department, along with the assistance of short-term volunteer Renquist for on-the-job training. Manhin trained the finance department in computerized book keeping using Quick Books and general accounting procedures.

2.2 Prepare and Revise Reintegration Strategies

- Volunteer Rica Terbeck assisted the South Sudan Relief and Rehabilitation Commission (SSRRC) and other partners to develop a strategy for reintegration of returning IDPs and refugees in Juba County. The strategy focuses on the role of the recently established Reintegration Development Center (RDC). Terbeck's report included recommendations to the RDC on how to build and improve its service provision capabilities.

2.3 *Support Local Initiatives to Strengthen Markets*

- Job Okache, a regional fisheries expert worked with the Fisheries Directorate in the GOSS Ministry of Animal Resources and Fisheries to develop their capacity to plan, carry out, analyze and report on a baseline survey by conducting a trial survey of fisheries in Juba County (see Appendix 1 for volunteer success story). The next step will be for the Fisheries Directorate to replicate the survey in other selected areas. The survey will identify the landing sites, fishing gear, storage facilities, etc and establish baseline data for fisheries resources, ultimately leading to improved fisheries markets in Southern Sudan.

2.4 *Support Agricultural Marketing Associations and Cooperatives*

- Volunteer A.A. Nyamwanda, a regional expert, assessed the structure and function of the Young Family Multipurpose Cooperative Society in Juba and advised on ways to improve and expand activities. Training was provided on planning, budgeting, record keeping, procurement, and sales.
- John Moulton facilitated a workshop in management and leadership skills for staff of the Directorate of Cooperatives for Western Bahr el Ghazal State in an effort to build their capacity to revive the once thriving cooperative movement in the state.

2.5 *Support Agriculture Sector Training Centers*

- Transition Plans were nearing completion at quarter's end for the Padak Fisheries Training Center and Crops Training Center.

Cross-Cutting Themes

1. *HIV/AIDS Awareness*

- All VEGA/AMED efforts at capacity building and training involve discussions on HIV/AIDS awareness. All groups are considered vulnerable and public awareness efforts are integrated into all program interventions. HIV/AIDS awareness is discussed in all training workshops.

2. *Young People with Focus on Former Combatants*

- To the greatest extent possible, VEGA/AMED interventions explore ways of providing opportunities for youth and former combatants. This is a key element stressed in workshops and capacity building exercises with cooperatives and associations, as well as business service providers and chambers of commerce, as they work to create a favorable environment for business opportunities and job creation.

3. *Gender Equity*

- Volunteers Nora Weiss and Catherine Rogers, with the assistance of local consultant, Charity Kabutha, conducted a gender assessment during the quarter to review VEGA/AMED projects to date in supporting gender equity and recommend steps to achieve projected gender balance and women's empowerment needs (see Appendix 4).

4. *Long-term Diaspora Volunteers to Support Public Institutions Promoting Economic Development*
- Sudanese Diaspora have been utilized by the program both as short-term and long-term volunteers. Long-term Diaspora volunteer Mabior Manyok completed his six month assignment with the Ministry of Environment during this quarter. As an indirect result of the assignment, Manyok established his own IT consulting business in Juba and has submitted a business plan to VEGA/AMED in consideration for a small grant.

Grants

VEGA/AMED administered the following grants for the operational development of these centers. The three Agriculture Sector Training Centers slated to receive grants are transitioning from USAID funding support to GOSS support. This process is scheduled to begin in May 2007. Disbursement delays are anticipated from GOSS and each center is developing a transition plan in order to budget their funds allowing them to remain operational until GOSS funds are received.

1. Padak Fisheries Training Center
Amount earmarked: US\$100,000
Amount used: US\$56,326
Balance of funds: US\$43,674

Comments:

- First payment of US\$53,375 was made according to the agreement. A second payment of US\$25,815 was planned for the end of March but put on hold until the transition plan is finalized. This plan has been delayed due to unavailability of the director but, with certain preconditions to disbursement, the plan is being finalized. The first payment covered deferred salaries and operational costs from July 2006. This was the last time that the center staff received salaries from USAID through CRS, who was originally administering the grant.
- The center was supposed to start its training program during the quarter after receiving US\$11,000 from USAID. This money has not yet been received by the training center.

2. Crops Training Center
Amount earmarked: US\$100,000
Amount used: US\$1,368 (primarily VSAT/Internet monthly payment)
Balance of funds: US\$98,632

Comments:

- The center's director met with VEGA/AMED staff and plans are underway to distribute the first draft of the transition plan. The director is working in consultation with Dr Leju, Research Advisor for the center and the Ministry of Agriculture.
- The center's annual budget is being reviewed to assess operational costs/needs.
- The limited draw down of grant funds is due in part to the center's success at fund raising through hiring out facilities and conducting customized training programs on request.

VEGA AMED 1st Quarter Report (Jan – Mar 2007)

3. Agro-technology Training Center
Amount earmarked: US\$100,000
Amount used: none
Balance of funds: US\$100,000
Comments:
- No funds have yet been distributed to this center. The principal needs to work with VEGA/AMED to develop a transition plan.
 - Until recently, Yambio was put under security level 3 by the UN due to LRA related incidents.
4. South Sudan Chamber of Commerce, Industry, and Agriculture (SSCCIA)
Amount Earmarked: US\$50,000
Amount used: US\$12,000
Balance of funds: US\$38,000
Comments:
- Agreement signed
 - The majority of expended funds have been used for branch chamber formation and support.
 - Disbursement was halted at one point due to noncompliance with USAID procurement regulations calling for three bids; this was for furniture, which remains to be purchased.
 - The chamber is receiving technical support from volunteer Richard McAfoos, a chamber of commerce specialist from the US, who is acting as parallel/supporting executive director for a period of two months. His assignment has fostered increased participation of other leaders in the chamber providing increased capacity and much needed depth in leadership.
5. Women Self Help Development Group (WSHDO)
Amount earmarked: US\$39,000
Amount used: US\$36,000
Balance of funds: US\$3,000
Comments:
- The women are progressing well with their income generation activities with grant monies used for:
 1. Refurbishing existing office space and purchasing needed office supplies and equipment,
 2. Providing bread and pastry baking training to groups of women IDPs,
 3. Upgrading tea shops, kitchens, and cafeterias located on UN compounds.

Problems Encountered/Addressed/To be Addressed

Impact surveys: Due to the change in project location from Yei and Rumbek to Juba, Wau and Malakal it has been challenging to survey completed assignments since the project is no longer operational in those locations. It is also difficult to collect qualitative and quantitative information due in large part to difficulties contacting host personnel. There are presently high

VEGA AMED 1st Quarter Report (Jan – Mar 2007)

turnover rates of staff with NGOs and ministry departments. In spite of this, an all out effort is currently underway to collect this data.

Staffing: Due to the conditions in Juba, retention of qualified staff remains a challenge in Southern Sudan. During the quarter, both the COP and Senior Technical Advisor left the project. Winrock quickly recruited Jim Miller to serve as interim acting COP and recruitment for a new COP commenced immediately, resulting in the selection of Scott Allen to assume the position of COP in late April. Additionally, one Field Officer resigned to become Minister of Agriculture in his home state. Plans are being made to recruit a new staff member in the second quarter.

Communication with training center staff: Difficulties in communicating with principals or staff of the three Agriculture Sector Training Centers have delayed disbursement of grant monies. Completion of the centers' transition plans has also been complicated as a result.

Planned Activities for the Next Quarter

Completion of eligible impact surveys is a top priority for the second quarter. Special efforts are planned to increase information gathering.

As requested by USAID, VEGA/AMED will submit a plan outlining an expansion of the project to include a larger scale of economic development activities.

The program plans to expand activities into Malakal. VEGA hopes to locate suitable office and guest house facilities to rent.

It is anticipated that transition plans for the three training centers will be completed in the second quarter.

GOSS Capacity Building in Fisheries

In Juba, VEGA/AMED is working to strengthen the capacity of the Directorate of Fisheries for the Ministry of Animal Resources and Fisheries (MARF). Two volunteer fisheries specialists have intervened with very positive results in strengthening staff capacity and obtaining commitments for fisheries projects. Fisheries in Southern Sudan remain one of the last fisheries frontiers in the world, with vast potentials in capture fisheries. Sudan has 11.4 million hectares of inland waters for fisheries development, including five lakes, the Nile River and the Sudd. More than 65% of Sudan's capture fisheries are in the south, but little is known about this valuable resource with most exploitation at the subsistence level of investment. Even the coastal fisheries are little exploited. Studies indicate a potential yield of up to 140,000 tonnes per annum for Sudan's fisheries. Present yield is estimated at only 59,600 tonnes from all sources and at SD 600/kg, current domestic catch has a value of approximately SD 35.76bn (roughly, USD 178MM). Estimates by FAO have reported Sudan's inland waters as being under fished, a rare distinction, as most of the world's water bodies are over fished. Sudan has a major responsibility to manage and capitalize on its fisheries. This can best be done through "co-management" of the resource by the government and fishing communities near lakes and rivers. Governments typically lack the resources to properly manage fisheries, so community-based management has proven to be the best approach in most countries.

The two fisheries volunteers addressed some of these issues with practical training programs for staff capacity building. Visits were made to three fish landing sites and a questionnaire on fisheries and fisherfolk was administered to 135 fisherfolk to estimate their use of fishing gear and catch. MARF fisheries staff assisted in conducting surveys and inputting data into spreadsheets. This training has helped to prepare them for numerous future surveys. One volunteer also offered suggestions regarding fish preservation using the Chorkor Fish Smoking methods, as developed in Ghana some 40 years ago.

The volunteers also contributed to strengthening the capacity of the staff at the Padak Fisheries Training Center which was constructed in Jongeli State with USAID funds. A USAID grant to this facility has maintained its functionality with operational improvements as follows:

- improved facilities for training through classroom upgrades
- an enlarged outreach program for training of fishermen in different regions of the country
- prolongation of staff salaries



Fish Braids for Market

In Southern Sudan, the fishermen have no refrigeration and often fish in isolated locations where the only available method of preservation is sun drying of fish. Fish are cut up in strands and dried, then braided into chains or pigtails. In the example, five tilapia were braided into the strand which weighs about 0.5-0.7 kg. For transport, 25 strands or pigtails are bundled together.

Appendix 2. Volunteer Status Report

Volunteer	Travel Dates	Assignment Code, Title, Host	Other Info	Recruiter
Status: Filled				
Sudan				
Alphonse, Lucy	-	SUD096: Association Strengthening; Business Women Association of Wau		IESC
Semida, John	-	SUD092: Business Management Training for Veterinary Shop Owners; Jebel Tuli for Development and Trading Company Ltd		Winrock
Filled: 2				
Status: In-Country				
Sudan				
Limbo, Ismail	Apr 20, 07 - Jun 18, 07	SUD088: Computer Literacy Training; South Sudan Chamber of Commerce		IESC
Mukisira, Allan	Apr 23, 07 - May 11, 07	SUD090: (Regional) Staff Capacity Building in Business Skills; Padak Fisheries Training Center		CNFA
Collins, Demetra	Apr 20, 07 - May 13, 07	SUD037: Tailoring Training for Vocational Training Center- Akot; Save the Children - Sweden		Winrock
Adams, Christopher	Jul 23, 06 - Nov 30, 07	SUD068B: MBAEC Volunteer for Small Business Development; VEGA AMED (Agricultural Market and Enterprise Development)		CDC
Shockley, Evan	Jul 23, 06 - Nov 30, 07	SUD068: MBAEC Volunteer for Small Business Development; VEGA AMED (Agricultural Market and Enterprise Development)		CDC
Pratt, Susan	Jul 23, 06 - Nov 30, 07	SUD068: MBAEC Volunteer for Small Business Development; VEGA AMED (Agricultural Market and Enterprise Development)		CDC
In-Country: 6				
Status: Returned				
Sudan				
Edwards, Richard	Apr 15, 07 - Apr 29, 07	SUD085: Business Skills Training and Advisory Services to Natabo Farmers; Natabo Farmers		ACDI/VOCA
McAfoos, Richard	Feb 21, 07 - Apr 24, 07	SUD058: Chamber of Commerce Executive Director Training; South Sudan Chamber of Commerce, Industry and Agriculture (SSCCIA)		IESC
Manhin, Kirk	Jan 28, 06 - Apr 18, 07	SUD012: Administration and Management of Socio-economic Research Information Centers; Southern Sudan Center for Census, Statistics & Evaluation (SSCCSE)		CDC
Lepionka, Alexandra	Jan 28, 06 - Apr 18, 07	SUD012: Administration and Management of Socio-economic Research Information Centers; Southern Sudan Center for Census, Statistics & Evaluation (SSCCSE)		CDC
LePage, James	Aug 12, 06 - Aug 25, 06	SUD046: Cuibet County Accountants Training - Lakes; Cueibet County Administration		Winrock
Nyambane, William	Oct 29, 06 - Nov 4, 06	SUD077: (Regional) Peace Building and Leadership Training; Mongalla Development Association		ACDI/VOCA
Hughes, Jay	Aug 12, 06 - Sep 3, 06	SUD052: Strategic Planning for the State Ministry of Agriculture; Ministry of Agriculture, Western Bahr El Ghazal State		ACDI/VOCA
Bullen, Stephen	Feb 6, 07 - Feb 18, 07	SUD082: Farming as a Business (FAAB) for Agriculture Extension Officers; Ministry of Agriculture and Forestry, GOSS		ACDI/VOCA
Glover, Malcolm	May 30, 06 - Jul 17, 06	SUD051: Outreach for Involving Diaspora in Rebuilding South Sudan; Volunteers for Economic Growth Alliance (VEGA/AMED)		Winrock
Deng, Marol	May 11, 06 - Aug 31, 06	SUD060: Business Directory of South Sudan; Bread of Life Africa	LT-Diaspora	Winrock
Keter, Kipsang	Sep 25, 06 - Oct 7, 06	SUD072: (Regional) Training on Handling and Processing of Hides and Skins; Ministry of Agriculture, Animal Resources and Fisheries		CNFA
Rogers, Sarah	Jan 20, 07 - Feb 3, 07	SUD075: Gender Assessment; VEGA AMED (Agricultural Market and Enterprise Development)		Winrock

Appendix 2. Volunteer Status Report

Claver, Peter	Oct 29, 06 - Nov 4, 06	SUD077: (Regional) Peace Building and Leadership Training; Mongalla Development Association	Winrock
Ike, Roberto	Aug 12, 06 - Aug 25, 06	SUD046: Cuibet County Accountants Training - Lakes; Cueibet County Administration	Winrock
Weiss, Nora	Jan 20, 07 - Feb 3, 07	SUD075: Gender Assessment; VEGA AMED (Agricultural Market and Enterprise Development)	Winrock
Ngwalla, Steven	Oct 18, 06 - Nov 11, 06	SUD066: (Regional) Training On Business Plan Development; Organic Foods Enterprise (OFE)	CNFA
Sparacino, JoAnn	Aug 21, 06 - Sep 18, 06	SUD070: (Regional) Capacity Building - Ministry of Commerce and Trade: Draft Trade Act; Ministry of Commerce, Trade and Supply Goss - Juba	Winrock
Renquist, Donald	Mar 15, 07 - Apr 5, 07	SUD080: Human Resources Training; Southern Sudan Center for Census, Statistics & Evaluation (SSCCSE)	Winrock
Okach, Job	Feb 24, 07 - Mar 17, 07	SUD087: (Regional) Institutional Capacity Building for MARF Fisheries Directorate; Ministry of Animal Resources & Fisheries - Central Equatoria State, Sudan	CNFA
Moulton, John	Feb 20, 07 - Mar 8, 07	SUD084: Cooperative Development, Management and Leadership Skills Training; Directorate of Cooperatives, WBGS	ACDI/VOCA
Ronno, Samson	Dec 1, 06 - Dec 15 06 Jan 19, 07 - Feb 28, 07	SUD078/A: Information Technology Support to the Ministry of Commerce, Trade and Supply; Ministry of Finance, Trade and Industry	Winrock
Allen, Cameron "Kent"	Aug 5, 06 - Aug 21, 06	SUD054: Helping Juba Carpentry to Position itself in the Growing Local Market; Abraham Akolino	ACDI/VOCA
Daniels, Safiya	Jul 23, 06 - Jan 15, 07	SUD068A: MBAEC Volunteer for Small Business Development; VEGA AMED (Agricultural Market and Enterprise Development)	CDC
Olewe, Donald	Jul 31, 06 - Aug 19, 06	SUD039: (Regional) Rumbek Community Computer Training; Nile Water Bottling Factory	ACDI/VOCA
Manyok, Mabior	Oct 9, 06 - Mar 31, 07	SUD076: Information Technology Support to the Ministry of Environment; Ministry of Environment, Wildlife, Conservation and Tourism	LT- Diaspora Winrock

Returned: 25

**Status:
Complete**

Sudan

Nyamwanda, Adonijah	Mar 16, 07 - Mar 31, 07	SUD081: (Regional) Effective Cooperative Society Management; Young Family Multipurpose Cooperative Society (YFMCS)	CNFA
Oliver, Beth	Apr 18, 06 - May 9, 06	SUD040: Basic Business Plan in Agriculture; Akot County Agricultural Department	ACDI/VOCA
Njuguna, Lucy	Mar 6, 06 - May 11, 06	SUD021: Agriculture as a Business (REGIONAL); Ministry of Agriculture GOSS	ACDI/VOCA
Oliver, Beth	Aug 29, 06 - Sep 20, 06	SUD067: Farming as a Business Training Manual Development: Ministry of Agriculture and Forestry, GOSS	ACDI/VOCA
Salle, Thomas	Feb 6, 07 - Feb 24, 07	SUD083: Agricultural Statistics & Market Information Systems Dept Support; Ministry of Agriculture and Forestry, GOSS	ACDI/VOCA
Alela, Robert	Aug 30, 06 - Sep 19, 06	SUD067: Farming as a Business Training Manual Development - 2nd Volunteer: Ministry of Agriculture and Forestry, GOSS	ACDI/VOCA
Day, Paul	Sep 9, 06 - Sep 30, 06	SUD069: Basic Business Plan and Farming as a Business: Wolo County Agricultural Department	ACDI/VOCA
Glenn, David	Aug 22, 06 - Sep 13, 06	SUD062: Basic Business Plan and Farming as a Business: Rumbek Central County Agricultural Department	ACDI/VOCA
Favi, Francoise	Jul 23, 06 - Aug 06, 06	SUD055: Marketing for Smallholder Farmers Association: Norwegian Peoples Aid (NPA)	ACDI/VOCA
Havlovic, Martin	Aug 7, 06 - Aug 27, 05	SUD048: Training and Capacity Building Needs Assessment: Ministry of Finance, Trade and Industry	ACDI/VOCA
Hawley, Robert	Aug 7, 06 - Aug 27, 06	SUD047: Basic Planning and Management Skills: Ministry of Physical Infrastructures and Urban Construction	ACDI/VOCA
Amodeo, Valerie	Aug 1, 06 - Aug 14, 06	SUD064: Management and Personal Development Training Volunteer for SSCCSE: Southern Sudan Center for Census, Statistics & Evaluation (SSCCSE)	CDC

Appendix 2. Volunteer Status Report

Semida, John	Sep 30, 06 - Oct 10, 06	SUD061: Project Management Volunteer for SSCCSE: Southern Sudan Center for Census, Statistics & Evaluation (SSCCSE)		CDC
Terbeck, Rica	Jan 10, 07 - Feb 3, 07	SUD079: IDPs and Returnee Reintegration Strategy in Juba County: South Sudan Relief and Rehabilitation Commission (SSRRc)		Winrock
Wagner, Florence	Feb 8, 07 - Mar 9, 07	SUD074: Women Business Association Strengthening: Business Women Association of Wau		IESC
Wagner, David	Feb 8, 07 - Mar 9, 07	SUD056: Small Business Training: Western Bahr el Ghazal State Chamber of Commerce (WBGS)		IESC
Kirui, Kibet	Aug 4, 06 - Aug 14, 06	SUD063: (Regional) NICODO Assesment and Development: Nile Community Development Organization (NICODO)		CNFA
Lubanga, Fanuel	Jun 19, 06 - Jun 30, 06	SUD053: (Regional) Capacity Building for COSHPAO: COSHPAO - Community Self Help Poverty Alleviation Organization		CNFA
Mwasi, Amos	Jun 03, 06 - Jun 14, 06	SUD050: (Regional) Training NICODO on Processing, Storage and Marketing of Milk : Nile Community Development Organization (NICODO)		CNFA
Yashkov, Vladislav	Jan 30, 06 - Feb 04, 06	SUD013: Civil Service Training - Lakes State Governor's Office		Winrock
Rice, William	Jun 11, 06 - Jun 30, 06	SUD001: Hospitality Management and Credit Mobilization Assistance ; Women's Empowerment Center - Yei		Winrock
Adongrech, Christo	Jun 11, 06 - Jun 30, 06	SUD001: Hospitality Management and Credit Mobilization Assistance ; Women's Empowerment Center - Yei	ST- Diaspora	Winrock
Kieti Makila, John	Feb 22, 06 - Mar 28, 06	SUD023: (Regional) Business Directory of South Sudan; Bread of Life Africa		Winrock
Bartel, Joseph	Feb 5, 06 - Feb 27, 06	SUD017: Institutional Development Plan; Southern Sudan Forestry Training Center	ST- Diaspora	Winrock
Bankston, Julian	Oct 28, 05 - Nov 14, 05	SUD002: Forestry Training Center Strategic Plan; Southern Sudan Forestry Training Center		Winrock
Emery, Nathan	Nov 5, 05 - Dec 1, 05	SUD003: Assessment of Honey Production and Other Revenue Generation; Agricultural Market and Enterprise Development (AMED)		Winrock
Falco, Tish	Nov 27, 05 - Dec 10, 05	SUD004: Capacity Building - Ministry of Commerce and Trade; Ministry of Commerce, Trade and Supply		Winrock
Wright, Rahamatu	Apr 10, 06 - May 03, 06	SUD005: Shea Products: Women's Empowerment Center - Yei		Winrock
McNeilly, Henry	Jun 11, 06 - Jul 1, 06	SUD007: Development of a Management Information System; Sudan Microfinance Institution (SUMI)		Winrock
Gwishiri, Velma	Jun 11, 06 - Jul 1, 06	SUD008: Finance and Accounting Support; Sudan Microfinance Institution (SUMI)		Winrock
Edwards, Richard	Apr 11, 06 - May 3, 06	SUD009: Crops Training Center Basic Business Plan Training; Crop Training Centre (CTC) / CRS SSARP		Winrock
Renquist, Donald	Apr 12, 06 - May 3, 06	SUD010: Human Resource Development Plan for CTC; Crop Training Centre (CTC) / CRS SSARP		Winrock
Harbour, Ron	Feb 18, 06 - Mar 16, 06	SUD015: Civil Service Training - Cueibet County Administration; Cueibet County Administration		Winrock
Barden, Kenneth	Apr 1, 06 - Apr 18, 06	SUD018: Implementation Plan - Ministry of Commerce and Supply; Ministry of Commerce, Trade and Supply		Winrock
Sabuni, Patrick	Sep 11, 06 - Sep 30, 06	SUD019: Capacity Building - Parliamentary Commission on Commerce and Trade; Parliamentary Commission on Commerce and Trade	ST- Diaspora	Winrock
Grover, John	Mar 19, 06 - Apr 10, 06	SUD020: Fisheries Development; Ministry of Livestock and Fisheries		Winrock
Fromm, Linell	Apr 30, 06 - May 30, 06	SUD024: Leadership Training for Bahrel Ghazel Youth Development Agency; Bahr el Ghazel Youth Development Agency (BYDA)		Winrock
Ladu, Godfrey	Jul 1, 06 - Sep 19, 06	SUD026: Management Support for PSI Field Operations; Population Services International-Sudan	LT- Diaspora	Winrock
Kau, Abram	Jul 3, 06 - Jul 18, 06	SUD033: (Regional) Basic Business Training; Rumbek Mayor (Mayor of Rumbek)	ST- Diaspora	Winrock
Stewart, Jonathan	May 21, 06 - Jul 2, 06	SUD034: Public Media Training Rumbek; Ministry of Information, Culture, Youth and Sports		Winrock
Cosgrove, Leslie	Jun 4, 06 - Jun 23, 06	SUD035: Peace Building and Conflict Management Training for Youth in Lakes State; Ministry of Information, Culture, Youth and		Winrock

Appendix 2. Volunteer Status Report

Sports

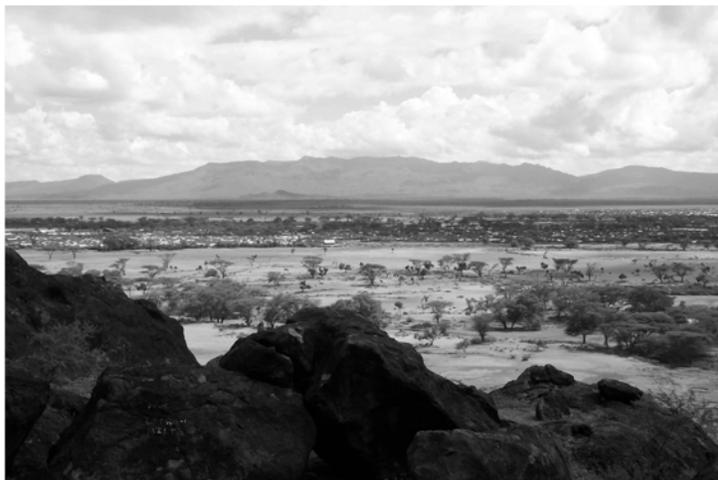
Mufandaedza, Oneas	May 16, 06 - May 30, 06	SUD036: Basic Agriculture Skills Training; African Christian Mission International	Winrock
Grieco, Mark	Jul 16, 06 - Aug 4, 06	SUD038: Carpentry and Masonry Training for Vocational Training Center- Akot; Save the Children - Sweden	Winrock
Doshi, Ritesh	Jul 4, 06 - Jul 22, 06	SUD041: CRS - Traders Profiling; Crop Training Centre (CTC) / CRS SSARP	Winrock
O'Sullivan, John	Jul 4, 06 - Jul 22, 06	SUD041: CRS - Traders Profiling; Crop Training Centre (CTC) / CRS SSARP	Winrock
O'Sullivan, Rita	Jul 4, 06 - Jul 22, 06	SUD041: CRS - Traders Profiling; Crop Training Centre (CTC) / CRS SSARP	Winrock
Gorsevski, Virginia	Apr 23, 06 - May 6, 06	SUD043: Geospatial Analysis; Creative Associates International	Winrock
Sadhvani, Ashok	Jun 25, 06 - Jul 9, 06	SUD044: Customs Department Human Resource Development Training; Customs Department	Winrock
Quarterman, Corine	May 31, 06 - Jun 25, 06	SUD032: Organizational Management - Bahr el Ghazal Women Development Centre; Bahr el Ghazal Women Business Centre	IESC
Friermuth, Connie	Jun 5, 06 - Jun 22, 06	SUD029: Hotel Services for Juba Restaurants: Women Self Help Organization	IESC
Elsbree, Andrew	Apr 22, 06 - May 13, 06	SUD028: Capacity Building - Women Self Help Development Organization, Juba; Women Self Help Organization	IESC
Elsbree, Carole	Apr 22, 06 - May 13, 06	SUD016: Tailoring and Basic Sewing - Women Self Help Organization; Women Self Help Organization	IESC
Kenyi, Lado	May 22, 06 - Jul 5, 06	SUD049: IT/Communication Assessment of Southern Sudan; Agricultural Market and Enterprise Development (AMED)	ST-Diaspora IESC
Whiting, Fred	Mar 31, 06 - Apr 22, 06	SUD027: Capacity Building for the South Sudan Chamber of Commerce, Industry and Agriculture (SSCCIA) and State Chambers of Commerce; National Chamber of Commerce, Industry and Agriculture	IESC
Muiruri, Peter	Dec 12, 05 - Dec 15, 05	SUD022: Chamber of Commerce Workshop; National Chamber of Commerce, Industry and Agriculture	IESC
Rao, Laban	Dec 12, 05 - Dec 15, 05	SUD022: Chamber of Commerce Workshop; National Chamber of Commerce, Industry and Agriculture	IESC
Klein, Leonard	Apr 21, 06 - May 16, 06	SUD042: BizAIDS Assessment of Southern Sudan; Agricultural Market and Enterprise Development (AMED)	IESC

Completed: 57

Filled:	2
In-Country:	6
Returned:	25
Completed:	57
Grand Total:	90

Appendix 3

Assessment of Sudanese Businesses in Kakuma Refugee Camp



Assessment of Sudanese Businesses, Sudanese Business Owner Capacity,
and Barriers to Repatriation in Kakuma Refugee Camp, Kenya



Volunteers for Economic Growth Alliance Sudan
Agricultural Marketing and Enterprise Development Program
Funded by the United States Agency for International Development
(USAID)

January 2007

LEADER WITH ASSOCIATE AGREEMENT (LWA)
EEM-A-00-04-00002-00

**Associate Cooperative
Agreement 623-A-00-05-00314-00**

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This assessment was conducted by Volunteers for Economic Growth Alliance Sudan (VEGA) team consisting of five long-term consultants (Chris Adams, Safiya Daniels, Kirk Manhin, Susan Pratt, Russell Shockley) and one field officer (Zachary Ileri), all from the Agricultural Market and Enterprise Development (AMED) program.

The project team is grateful for all of the information and support that were provided by the United Nations High Commissioner for Refugees (UNHCR), the Government of Kenya, and the partner NGOs listed in this document, with particular regard to the assistance provided in the coordination and recruitment of participants for the survey administration, focus groups, and the introductions to the Sudanese representatives in Kakuma Refugee Camp.

Chris Adams, Safiya Daniels, Kirk Manhin, Susan Pratt and Russell Shockley

January 19th, 2007

Table of Contents

Abbreviations & Acronyms	4
Executive Summary	5
1 Background of Assessment and VEGA	6
1.1 Objectives of Assessment.....	6
1.2 VEGA Sudan AMED Program.....	7
1.2.1 AMED Program Objectives	7
1.2.2 VEGA’s Implementing Organizations	8
1.2.3 VEGA’s Business Advisory Services	8
2 Kakuma Refugee Camp Background.....	9
2.1 Demographics	9
2.2 Security.....	11
2.3 Repatriation efforts	11
3 UNHCR Implementing and Operational Partners in KRC	13
4 Assessment Methodology	16
5 Overview of Business Environment	17
6 Findings and Observations	18
6.1 Barriers to Repatriation	18
7 Survey Development and Administration to Sudanese Business Owners.....	20
7.1 Survey Development.....	20
7.2 Sample Size	20
7.3 Survey Administration Methodology.....	20
7.4 Survey Trends and Observations	21
8 Focus Group Administration and Methodology.....	24
8.1 Focus Group Administration	24
8.2 Focus Group Methodology.....	24
9 Recommendations.....	25
9.1 Proposed Action Plans	25
10 Conclusion.....	30
11 Annexes.....	31

Abbreviations & Acronyms

AMED	Agricultural Marketing and Enterprise Development
DB	Don Bosco
GOK	Government of Kenya
GoSS	Government of Southern Sudan
GTZ	German Development Co-operation
IDP	Internally Displaced Person
IOM	International Organization for Migration
IRC	International Rescue Committee
KRC	Kakuma Refugee Camp
KSH	Kenyan Shillings
KSO	Kakuma Sub-Office (UNHCR)
LWF	Lutheran World Federation
MFI	Micro-finance Institution
NCKK	National Council of Churches of Kenya
NGO	Non-governmental Organization
SNADD	Sudanese North American Diaspora Database
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commissioner for Refugees
USAID	United States Agency for International Development
VEGA	Volunteers for Economic Growth Alliance Sudan
WFP	World Food Programme
WTK	Windle Trust Kenya

Executive Summary

The return and reintegration of Southern Sudanese refugees from camps in surrounding countries is critical to the further development of Southern Sudan. The education and vocational training services offered in these refugee camps provide Sudanese refugees with the very skill sets and business acumen that are needed to rebuild and develop Southern Sudan. Repatriation to the South remains a primary focus among many UN agencies and NGOs but the overwhelming majority is devoted to humanitarian assistance. Hence, Volunteers for Economic Growth Alliance Sudan (VEGA Sudan) identified an opportunity to conduct an assessment of the Sudanese business environment in Kakuma Refugee Camp (KRC) as there has previously been little or no information collected in this topic. This assessment was executed with the intent of collecting demographic and economic data of business owners and to generate broad findings, observations and recommendations that could be shared with the development community. The purpose was, therefore, to assist the community in any new or existing programmatic or strategic planning.

Information gathering efforts for this assessment included the administration of a survey to collect baseline data of Sudanese business owners, the organization of focus groups to collect more personal and in-depth feedback about barriers to repatriation, and personal interviews with mostly UN and NGO staff. As expected, most business owners have a strong desire to return to Southern Sudan, however, they are reluctant due to the lack of information about their home areas, lack of basic services and infrastructure, and the fear of leaving retail inventory behind. Business owners in particular provided feedback that seemed to center around the confusion of customs, duties and taxes, and perceptions of the Government of Southern Sudan's role in the private sector. Many business owners voiced similar concerns about the state and county level as well. Others were simply apprehensive about lack of personal resources (including money) and livelihood opportunities that would in turn increase their current hardships should they repatriate.

A surprising number of survey participants started their businesses in KRC using proceeds from selling their humanitarian food rations indicating a willingness to make sacrifices in the hope of a brighter future. The survey also revealed a distinct need for basic business training in areas such as procurement, logistics and recordkeeping. Such training would hopefully galvanize business owners to start thinking critically about how to make profits in their businesses as opposed to viewing business as purely subsistence. A staggering number of participants were also concerned about security in their home areas and asserted that it was a major barrier to not only their families' repatriation but a threat to their businesses as well.

With the right mechanisms in place and through open communication with GoSS, State, and County government bodies, it is possible to alleviate or remove many of the obstacles that Sudanese business owners and skilled workers in the refugee camps face during the repatriation and reintegration processes. This document outlines both broad and specific recommendations that, if implemented, will assist in the facilitation of the removal of such barriers. It is now the responsibility of Southern Sudanese authorities and the NGO community to engage in an open exchange with refugees about the economic and social climates in their targeted areas of repatriation and establish additional programs and support services to foster economic growth and private sector development in Southern Sudan.

1 Background of Assessment and VEGA

1.1 Objectives of Assessment

The primary goal of this assessment was to collect the data and information necessary to gauge the business capacities of Southern Sudanese entrepreneurs in the Kakuma Refugee Camp (KRC) in Northern Kenya and evaluate the business environment, as well as to uncover the reasons that Sudanese refugees perceive as social, economic and legal obstacles to repatriating and transferring their business models to Southern Sudan. Assessing the needs of these entrepreneurial refugees would be paramount before targeting groups for repatriation or resettlement.

Specific objectives of this assessment include identifying and analyzing:

- The general size (physically and fiscally) of Sudanese businesses in operation
- The business capacities, business skills and vocational skills of Southern Sudanese entrepreneurs
- The obstacles (social, economic, regulatory, etc.) that Sudanese refugees face in repatriating and/or in transferring their business models back to Southern Sudan
- Perceptions refugees have of the livelihood opportunities available to them upon return to Sudan

The intended use of this data and the underlying objective of this assessment are to determine what types of business support services would be needed to encourage repatriation of these groups. The nature of this project and the uniqueness of the findings would provide value to a number of potential stakeholders, including:

- VEGA/AMED volunteers
- USAID
- UNHCR
- GoSS entities: GoSS, State and county levels
- Other NGOs

Once the assessment was approved by VEGA management, The United Nations High Commissioner for Refugees (UNHCR) approved the proposed scope of work for the project and provided copious logistical and technical support. The UNHCR Community Services Unit facilitated the introductions to the Non-Governmental Organizations (NGOs). The District Officer (Government of Kenya) for the Kakuma Division willingly provided the necessary permissions to enter the refugee camps.

The assessment was conducted in Kakuma, Kenya between November 27th and December 9th, for a total of 10 working days.

The findings and subsequent recommendations listed in this document are intended to foster future projects and initiatives that could directly deliver value to the Sudanese refugee community.

1.2 VEGA Sudan AMED Program

The mission of VEGA's Agricultural Marketing and Enterprise Development program is to help achieve comprehensive economic recovery and growth in the presently recovering state of Southern Sudan. The program will achieve this goal through a flexible approach that supports the following project activities:

- Capacity building in agricultural and natural resource systems
- Direct support to private enterprises and producers
- Support to governmental and non-governmental agencies that must facilitate recovery
- Assistance to the GoSS in strengthening its economic policies and support systems
- Drawing upon the skills and participation of Southern Sudan's Diaspora to assist in economic development

The program, funded by the United States Agency for International Development (USAID), commenced in July 2005 and will continue through September 2008.

1.2.1 AMED Program Objectives

As Southern Sudan emerges from a period of conflict, it is essential to rebuild its private sector, strengthening its domestic and international trade capacities to lay the basis for an effectively functioning economy. To this end, AMED has two primary objectives:

Objective 1: Increased private sector opportunities in urban areas

AMED will improve the environment for increasing private sector employment opportunities in selected urban areas through small business development, skills and asset building, improved governance, and increased business productivity. Activities will focus on selected urban areas – principally Juba, Malakal and Wau – that serve as market centers for areas absorbing returning IDPs. In support of this objective, AMED will focus on: a) improving policy and regulatory frameworks for business and b) strengthening business development services, including business skills training, business mentoring and development, and other services. Objective 1 will address the stabilization and conflict mitigation issues that impede the growth and expansion of the private sector in the main urban areas of South Sudan.

Objective 2: Enhanced capacity of local institutions

AMED will support local partners (state governments, NGOs, or others) to build capacity of local (community, county and state level) government and private institutions to provide effective support to reintegration of *Persons affected by conflict, with special emphasis on* livelihood development and employment generation. AMED will work with local level institutions whose actions have immediate impacts on livelihoods and the reintegration of persons affected by focusing on four tasks: prepare/revise reintegration strategies; strengthen the capacity of local government agencies; support local government initiatives to strengthen markets, and; develop agricultural cooperatives and associations; and strengthen agricultural training centers.

1.2.2 VEGA's Implementing Organizations

VEGA is the world's largest consortium of economic growth volunteer organizations, with more than 350 years experience in mobilizing American volunteers to support economic growth in developing countries (including post-conflict and transitional), and in designing and implementing successful technical assistance projects across the spectrum of economic growth activities worldwide. The VEGA/AMED program will draw upon its five implementing organizations' existing field capabilities to achieve the program's stated objectives. The implementing organizations are: Winrock International, ACDI/VOCA, Citizens Development Corps/MBA Enterprise Corps (CDC), Citizens Network for Foreign Affairs (CNFA), and International Executive Service Corps (IESC).

1.2.3 VEGA's Business Advisory Services

The AMED program currently has five long-term consultants in Southern Sudan (Juba and Wau). These consultants (and authors of this report) specialize in business advisory services and are charged with identifying projects and creating programs that will drive private sector development in Southern Sudan. They also provide consulting services to a number of GoSS and state-level Ministries in financial management, strategic planning, organizational development, policy development, and other institutional capacity building activities. In 2007, the long-term consultants will host and deliver several rounds of small business development workshops to business owners in Juba, Wau and Malakal, in addition to providing business advisory services to these owners once the workshops are complete. The small business development workshops will assist entrepreneurs in acquiring the business management skills needed to operate a small business and will cover basic business content, including accounting, competition and markets, assessing market information, business expansion and marketing. The objectives and scope of the assessment in this report were created with the AMED business advisory capacity in mind.

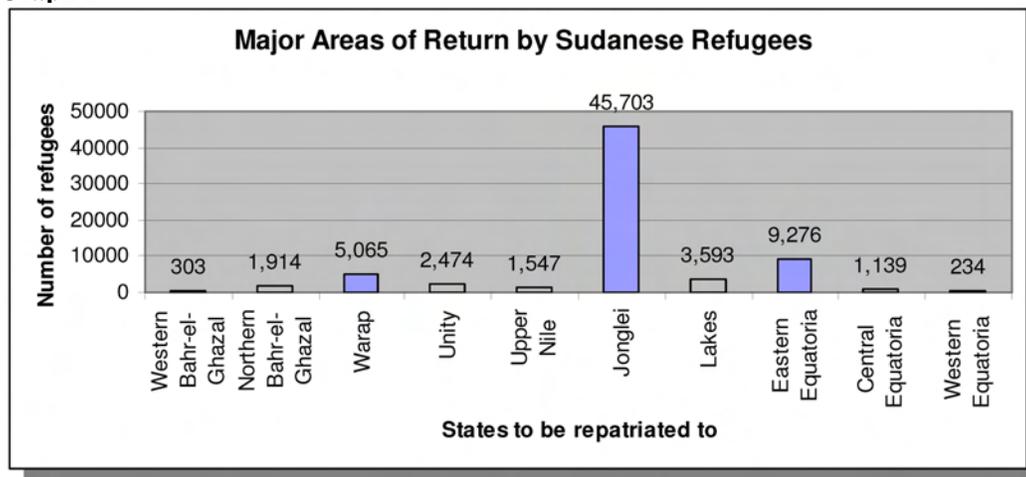
2 Kakuma Refugee Camp Background

The Kakuma Refugee Camp (KRC)¹ is located in the Turkana District of North Western Kenya, 95 kilometers south of the Sudan border. It was established in 1992 with the permission of the Government of Kenya (GOK) after the arrival of approximately 12,000 Sudanese refugees. This group primarily consisted of children, who have since gained recognition as the “Lost Boys”. Continued conflict in Sudan fueled the population growth throughout the decade and the closure of several refugee camps throughout Kenya led to an influx of Ethiopian and Somalian refugees. Today Kakuma has four sites: Kakuma I (mixed nationalities), Kakuma II (predominantly Sudanese refugees), Kakuma III (mixed nationalities) and Kakuma IV (predominantly Sudanese refugees).

2.1 Demographics

As of 27 November, 2006, the official number of refugees at KRC stood at 87,154². These individuals came from 10 countries, including: Burundi, Congo, Eritrea, Ethiopia, Namibia, Rwanda, Somalia, **Sudan**, Tanzania, and Uganda. The Sudanese caseload represents approximately 80 percent of the total camp population (70,292 as of 27/11/2006³). Somalia at 13% and Ethiopia at 5% represent the other significant populations; the seven other nationalities comprise the remaining 2%.

Graph 1



As shown in Graph 1, approximately 65% of the Sudanese refugees are from Jonglei state, while an additional 13% are from Eastern Equatoria⁴.

¹ A map of KRC is included in this document as Annex 1

² UNHCR Briefing Kit on the Refugee Protection and Assistance Programme in Kakuma Refugee Camp, November 2006

³ Based on informal conversations with partners, this number is likely to be inflated as many Sudanese refugees leave KRC without informing UNHCR

⁴ Numbers provided by UNHCR based on their Intended Places of Return (2004) Kakuma to South Sudan Assessment

As **Table 1** shows, males comprise approximately 60% of the Sudanese population, and almost 50% is under the age of 18.

Table 1

	AGE				Total
	0-4	5-17	18-59	59 & Over	
Male	4,448	15,117	21,732	455	41,752
Female	4,055	10,543	13,302	640	28,540
Subtotal	8,503	25,660	35,034	1,095	70,292
Male	52%	59%	62%	71%	59.4%
Female	48%	41%	38%	29%	40.6%
Subtotal	12%	37.5%	50%	1.5%	100%

In 2005, a total of 8,198 new arrivals came into Kenya from Southern Sudan, while in 2006 (as of the end of October) Kakuma has received 5,294 new asylum seekers. Essentially, since the signing of the Comprehensive Peace Agreement in January 2005, the Sudanese population has **increased** by almost 25%. The major causes attributed to this influx relate to inadequate assistance and a general lack of infrastructure throughout Southern Sudan. Perhaps a more significant pull factor is the camp's vastly superior educational and training opportunities when compared to those of Southern Sudan.

2.2 Security

Due to KRC's close proximity to the Sudanese, Ugandan, and Ethiopian borders, the area is vulnerable to political instability. While there are no organized rebel groups operating in the area, cattle raiders do occasionally strike from the neighboring countries. Even though the refugees are not permitted to own livestock (as this could compete with the host community of Turkanas), safety issues still remain. Armed banditry is rampant and has sometimes affected the security in the refugee camp and along the highway to Southern Sudan. Refugees have been both killed and maimed in the camp by armed robbers, while along the highway unescorted vehicles have been ambushed and the occupants either injured or killed.

KRC and the surrounding area are classified as UN Security Phase 3⁵, but the responsibility of the security of humanitarian staff members, refugees, and visitors rests with the GOK. In addition, the GOK also provides armed escorts for all staff convoy movements outside Kakuma, in addition to patrolling the main highway.

2.3 Repatriation efforts

Starting in mid-2004, when the prospects for peace in Southern Sudan were promising, UNHCR and its implementing partners carried out a detailed registration of the Sudanese refugee population in Kakuma. Voluntary repatriation began in December 2005 and through September 2006, 1,521 Sudanese refugees have voluntarily returned to Southern Sudan via road and air under the auspices of UNHCR. Repatriates are being flown back at this point, however, because of increased security risks on the roads. Rita Mazzocchi, UNHCR's Repatriation Officer for Kakuma stated that UNHCR planned to operate weekly flights until the end of the year. "Our aim is to have at least 2000 people repatriated by air to mostly Warab, Unity, Jonglei, and Northern Bahr-el-Ghazal states in Southern Sudan by the end of this year," she said.⁶ The Officer in Charge of the UNHCR Kakuma office, Mohammed Arif, confirmed plans to repatriate 4000 people **by road** to Jonglei state through the towns of Kapoeta, Torit, and Juba by year-end and hopes to resume this level of repatriation once the security situation has been resolved and clearance has been given from the UNHCR office in Southern Sudan.

There is a protection database that is in the process of being developed that should be capturing most data about existing refugees who have been and would like to be repatriated. Thus far, this database, through its fingerprinting and photographing initiative, has discovered an additional 1,216 Sudanese who have spontaneously returned without assistance from UNHCR. As this program is not yet complete, the agency expects to find significantly more spontaneous returns.

The registration rate for voluntary repatriation averages 40 persons per day, or about 800 per month. Of those choosing repatriation thus far, about 80% have been youth (under 18), many of whom were here 'unaccompanied' (without parents, but usually with some other adult to look after them) whose parents have called them back home. The next most eager groups to go are mothers with young children and the elderly. These vulnerable groups are given special allowances for repatriation and are ensured caretakers, necessary medical supplies, etc. In 2007, UNHCR estimates that 12,000 refugees will voluntarily repatriate.

⁵ Phase 3 refers to a "tense operational situation"

⁶ From Issue 5 Special Edition November 2006 The Kakuma Update UNHCR

To further facilitate voluntary returns, UNHCR has created a Mass Information Unit which serves to dispense information regarding repatriation opportunities and development in the areas of interest for refugees. Weekly updates are shared with Sudanese as well as NGOs. Although most contact and information sharing remains informal, UNHCR funds and arranges both “Go and See” (visits to Sudan by camp leaders) and “Come and Tell” (visits from community leaders in Sudan to Kakuma). Along with the Mass Information Unit, UNHCR’s Community Services Unit advises NGOs on what ‘should’ be done to implement programs for repatriation.

Once a critical mass of registered refugees is identified by area of repatriation (generally between 30 and 45), UNHCR organizes the return then provides 3 months of food rations from WFP and facilitates access to services from various NGOs on the other side. These returnees are issued a Refugee Status card which entitles them to certain benefits upon return. Without it, they will simply fall under IDP status. Although in most circumstances the luggage allowances are quite strict, advance arrangements can be made for some income generating equipment (tool kits, grinding mills, sewing machines, etc) and equipment for refugees with special needs (i.e. wheelchairs.)

In an effort to reduce the “pull” factor, KSO has moved the registration center from Lokichogio to Kakuma and it has begun reducing services within the camp. Specifically, no new housing is being permitted for Sudanese and educational programs have either been ceased or scaled back. While some of this is due to decreased demand because of returns, much of this is intended to encourage voluntary repatriation in a phased manner. UNHCR has committed to supporting KRC until the 2011 referendum, but it does seek to create an environment that increases the momentum for repatriation. In the meantime, UNHCR, its implementing partners, and the GOK will continue to develop an exit strategy for KRC.

3 UNHCR Implementing and Operational Partners in KRC

Since Kakuma's inception, UNHCR has sponsored a number of agencies and NGOs tasked with a wide variety of responsibilities; however, there are a few major players remaining in the camp. The following list includes information derived from focus groups and personal interviews. This list is not inclusive of all NGOs operating in KRC.

- Don Bosco -Offers vocational training in 11 trades (carpentry, welding, vehicle maintenance, masonry, plumbing, electrical, typing, tailoring, dress-making, computer training, and joinery). They also have a separate training center that offers training in advanced rural development, basic agriculture, farming instruction and a 38 hour business management course. Though Don Bosco does not track its graduates, they estimate that 75% of their students are Sudanese (25% of which are women)⁷. Many of these students enroll in several classes in order to broaden their skill sets and increase their chances of getting work upon repatriation. Graduates from Don Bosco programmes receive certificates recognized by the Kenyan Education Commission.

Don Bosco also manages a micro-finance program funded by UNHCR which consists of group loans for refugees (3 to 5 people) wishing to operate a business within the camp. The loan limit is 80,000 Ksh (about \$1100 USD, roughly the cost of a maize grinder) with an interest rate of 2% per year. The default rate of 33% suggests a significant number of business failures and the subsequent decision to halt funding for the program within the year. In its place, a second incentive program was started only for students enrolled in the masonry, carpentry, plumbing, and electrical classes. Instead of money, these students are given a toolkit of supplies in their respective trades that they can use to start a business.

Prospects for Students

Many students believed that it was necessary to return to Sudan, get a job, and scout out the opportunities available in their areas before starting a business. They said that a job with the government or an NGO was necessary for self-sufficiency because Southern Sudan was poorly developed. Most agreed that having the promise of employment was necessary before repatriating and eventually starting their own businesses.

DB has worked with some NGOs in Sudan this year to help them recruit trained staff. Most notably, World Vision in Sudan recruited agricultural training graduates to work in Southern Sudan. These types of opportunities are highly coveted by Don Bosco students.

- German Development Co-operation (GTZ) -The German organization offers environmental conservation training, provides seedlings for vegetable gardening, and enhances agro forestry. They promote the use of environmentally friendly charcoal stoves and are responsible for firewood distribution. Extension workers train refugees on agriculture, cultivation, irrigation, and gardening which can be translated into income generating opportunities upon repatriation. They created 6 pilot projects at primary schools teaching children how to cultivate home gardens so that the families caring for them will regard them as valuable members of the household.

⁷ From personal interview with Father Sebastian Chirayath at Don Bosco

Prospects for Students

Students of the kitchen garden program (it involves training people to grow certain vegetables and to harvest seeds on their own property) are able to grow more than they need for personal consumption and, therefore, generate income.

Many of those recruited for GTZ programs are able to return to Sudan and use their skills to find suitable employment. GTZ also teaches these trainers to plant kitchen gardens to plant the vegetables that offer nutrients not found in the rations handed out by WFP (which are often not enough to last the average family the whole month). Some refugees sell the produce from their gardens in the market.

- **International Organization for Migration (IOM)**⁸ facilitates documentation and movement of refugees for resettlement to third countries and manages the airlift movements of Sudanese refugees to Sudan. They conduct medical check ups for refugees bound for resettlement.
- International Rescue Committee (IRC) – Responsible for health, sanitation, nutrition, adult literacy, HIV/AIDS prevention and counseling, rehabilitation of physically/mentally challenged and return monitoring. Services also include information gathering and dissemination regarding legal and social developments in Sudan (i.e. key dates (census, elections, etc.), security, employment outlooks, etc.) They have begun door-to-door outreach campaigns for information sharing in addition to billboards (health messages), notice boards and weekly meetings. They developed and implemented a business skills education certification program offering the following curriculum:
 - Bookkeeping
 - Operations
 - Business Planning
 - Management of Business Activities
 - Costing & Pricing

Graduates are issued certificates. These certificates are also in the process of being translated into Juba Arabic for that potential employers know what the course material covered. The goal is to provide live skills to the Southern Sudanese which will create an easier transition for repatriation. They do not have the resources to do follow-up on their students to discover who gets loans and who has started a business.

Prospects for Students

Since 1996, 8000 people have been certified through this program⁹. Of that number, roughly 29% were women graduates and the majority of those were in the one-month certificate program. Per year, approximately 566 participants attend the two-month training programs and 320 attend the one-month programs. They hope to engage in more monitoring and evaluation activities as they have plans to expand their presence in Southern Sudan.

- **National Council of Churches of Kenya (NCCCK)** -The church council mainly coordinates the efforts of various denominations in Kenya that desire to work in the camp. This organization primarily focuses on HIV/AIDS awareness and reproductive health and concentrating on vulnerable populations. NCCCK has recruited and trained a large number of “reproductive health motivators” among the community to reach

⁸ UNHCR co-ordinates its activities with two other UN Agencies namely WFP and IOM

⁹ From personal interview with Adult Education Instructors at IRC

out to vulnerable groups (sex workers and brewers) and organize information gathering and dissemination.

NCKK staff offer training in empowering community leaders, youth leaders, and women leaders. In these capacities they help facilitate awareness workshops for vulnerable groups and interested participants. They have organized groups of between six and ten within these vulnerable groups and offered grants of up to 10000 KSh if they generate a legitimate business opportunity. Examples have included selling of fish and beans. These grants (originally loans) intend to offer disincentives for prostitution and home brewery.

- **Lutheran World Federation (LWF)** -The main implementing partner handling camp management, food distribution, education (pre-School, primary and secondary), peace education, water, and community services. Additional training is offered in such areas as:
 - Tailoring (mostly women)
 - Small Business Management
 - Typing (mostly men)
 - Language Training

90% of participants in these training programs are Sudanese with 75% of total participants being women¹⁰. Graduates sit for nationally-recognized exams and if they pass, they get a recognized certificate. No monitoring and evaluation exists, LWF will gauge the capacity of participants before the class begins and then do another assessment near the end of the class.

Prospects for Students

LWF ran teacher training courses in conjunction with UNISA (University of South Africa) and many teachers have been recruited by government officials from Sudan.

Graduates are loaned sewing machines to be used for the period of one year until they make enough money to purchase their own. Many of their graduates will move on to Don Bosco training programs for further skills development.

LWF often provides graduates with income generating opportunities. For instance, if LWF gets a contract to provide uniforms for guards, NGOs, and students they will pay their graduates to produce these goods. Other students who are able to take their own measurements have started businesses in the camp. Typing graduates have also begun businesses after completing these courses, and have often repatriated to Sudan.

- **Windle Trust Kenya (WTK)** -Offers English Language courses for Adults and runs a scholarship program attached to the World University Service of Canada (WUSC). In addition, WTK in collaboration with the Ministry of Education, Kenya provides special in-service teachers' training program for refugee teachers in Kakuma. The training program is tailored to assist Sudanese refugees develop skills in readiness for the voluntary repatriation program. Also, WTK offers training in paralegal skills, after which examinations are organized by the Examination Council of Kenya and certificates are considered legitimate by the GOK. They also provide scholarships for refugees to study abroad (Canada, Switzerland, U.K.) and teach English.

¹⁰ From personal interview with LWF

4 Assessment Methodology¹¹

In addition to several informal interactions with individuals within the Sudanese community, among UNHCR staff and other Kakuma and host community residents, the methods of data collection used for this assessment included focus groups, personal interviews¹², and a field survey administered to business owners. The survey was developed using available data and preliminary interviews with IRC and UNHCR staff. The specific methods and participants are as follows:

Collection Method	Targeted Respondents
Baseline survey	39 Sudanese Business Owners ¹³
Personal Interviews	<ul style="list-style-type: none"> ▪ UNHCR – Community Services Unit, Repatriation Unit, Mass Information Unit ▪ Don Bosco – Director, Headmaster, Students, Instructors, Graduates ▪ IRC-Regional Return Manager, Repatriation Unit Officer, Adult Education Director ▪ Windle Trust – Program Manager ▪ NCKK-Community Outreach Officers, Program Manager, Community Facilitators ▪ GTZ – Program Manager, Field Coordinator ▪ LWF – Community Services Officer, Projects Coordinator ▪ Sudanese Community Administration ▪ Sudanese Business Leaders in Hong Kong Market ▪ Some Survey Participants
Focus Groups	<ul style="list-style-type: none"> ▪ Graduates from Don Bosco Agricultural Program (about 30) ▪ Women graduates of Don Bosco dressmaking training (8 or 9) ▪ LWF women’s groups engaged in tailoring and catering (about 14) ▪ Community groups including men and women who had gone through various training initiatives at Don Bosco, IRC and others (+ 20) ▪ Vulnerable women assisted and trained by NCKK to create cooperative businesses (10) ▪ Teachers trained by Windle Trust as well as graduates (15) ▪ Teachers and graduates of IRC adult education certificate programs (10)

¹¹ Survey and focus group methodologies are outlined in detail in sections 7 and 8 of this document.

¹² Outside of survey and focus group participants, a listing of persons who provided information is included in Annex 6

¹³ Refer to survey questionnaire in Annex 2

5 Overview of Business Environment

The largest markets in Kakuma operate in Camp I¹⁴ and are largely segregated by nationality. The largest and most successful markets are in the Somali and Ethiopian communities despite the large population distortion. In addition to many retail operations, these markets offer more advanced services such as cyber cafes, money transfer services, and banking.

The main Sudanese market in Kakuma is the Hong Kong market. It is organized into an informal business association, having a leader and a deputy. The association's main responsibilities involve promoting proper hygiene, maintaining a roster of businesses within the market (31 would be considered 'Big Businesses' and are mostly hotels), and ensuring that shops close down at the proper times. The presence of a business association also seems to promote a strong network amongst the business owners who maintain a more uniform and organized structure than one would see in markets in urban centers in Sudan (i.e. Juba, Rumbek) There are a variety of shops similar to those that would be found in Sudan; however, additional services seem to have sprung up based on new demand and competition from the larger Somali and Ethiopian markets, and has led to better marketing practices (e.g. better signage, cleaner stalls, customer service, etc.). Examples of businesses found in the Hong Kong market include:

- Video Stores
- Photo Studio
- Bicycle Repair Shop
- Electronics & Mobile Accessories
- Restaurant/Bar
- Butcher
- General Stores/Foodstuffs
- Movie House
- Furniture Workshop for Retail
- Tailor
- Lumber
- Hotels

The vast majority of businesses in the market are run by men, and some of them are fairly successful. One hotel operator in particular grosses around 18,000 to 20,000 KSh per day (around \$300). Vocational graduates tend to possess better business acumen and are able to invest soundly enough to grow their businesses. With tool kits and support from Don Bosco, a particular group of refugees interviewed were able to maintain a high quality carpentry shop, although profits were highly influenced by uncertain supply and demand conditions.

The businesses mainly seem to have been started with something small (e.g. food rations, firewood, etc.), and profits have been invested back into the businesses. For example, the \$300 per day grossing hotel operator started with only 50 shillings in 1992 and is now employing 10 people, and the carpentry shop started with only 2 tools in 1999 and is now a fully equipped workshop.

Women in the markets mainly sell tea, bread and mandazi, although there are also some women tailors. Having less access to certain vocational and business training skills, women are less likely to grow their businesses and are relegated to more traditional tasks in the home. Women, however, are more likely to organize themselves into cooperatives in order to increase profits while maintaining their domestic responsibilities. A single woman bread-maker might make 100 shillings or less in a day, but a group of 3 to 5 women might make 500 shillings or more to split amongst themselves.

Most men and women business owners stressed, however, that money earned by the businesses was only for survival.

¹⁴ A map of Kakuma Refugee Camp is included in Annex 1

6 Findings and Observations

The vast majority of people interviewed expressed a strong desire to return to Sudan. Although most of them had not signed up for repatriation, some were very clear and confident about their intent to return and were even able to articulate a timeline for their plans. Many of these were remaining specifically for the purposes of completing education – either secondary school or a specific training program for which they had already registered. Others’ desire to return was more in “theory,” but they were waiting for some combination of issues to resolve themselves. Those who had no interest in returning to Sudan were very few and mainly cited bad memories of witnessing the death of loved ones during the war and the lack of basic infrastructure and services in Southern Sudan.

6.1 Barriers to Repatriation

Although interest in voluntary repatriation by the Sudanese community in Kakuma is increasing, the program is facing limitations. Some of the major constraints that the program is facing are: limited funding affecting the voluntary repatriation operations, limited absorption capacity and inadequate road infrastructure coupled with the problems of land mines.

The following were cited as the main barriers to repatriation:

1. **Government Support** – From a GoSS perspective, the repatriation of refugees is conflicting with their simultaneous effort to reintegrate the IDPs that are currently in Sudan. There are several tribal and cattle issues that arise as a result of attempted resettlement on the part of GoSS. State and county governments are not always providing the necessary help in resettling returnees. The efforts of county commissioners from Sudan trying to hire people from the camp do not appear to be coordinated by the federal or state governments in Sudan.
2. **Security** – Security concerns seemed to be somewhat greater among women than men but were widely cited as a reason why people were not yet ready to return home. The recent outbreak of fighting in Malakal was a particular concern. However, we also received feedback from some people that, although security was a concern, it was not a complete barrier to returning – that, after all, there are security issues in Kakuma and many people have family members who have been living in Sudan throughout the war despite insecurity. It was never clear from any conversations what specific conditions would constitute ‘sufficient security.’
3. **Basic Services** – Health and education were frequently cited reasons for not wanting to go back as Kakuma provides superior access to these and other services that may or may not be available in Sudan. However, there also was recognition by the community that these services would not be developed if people did not return.
4. **Livelihood Opportunities** – Many people were afraid to return to Sudan without being sure of a source of income. This was a particularly important issue for business owners who were unsure of how they would transfer their businesses and for elderly people, particularly widows caring for children. Individuals who had gained training/skills but who were not currently utilizing them in business were interested in finding a job rather than starting their own business, and were mainly looking to NGOs or the government to hire them (interestingly, they were not thinking about private companies). Most people without a businesses, formal income, or skills planned to rely on (subsistence) agriculture as a means of supporting themselves, and most were confident that they would have access to plenty of good land for farming. Not many planned to rely on

large-scale farming as a business, except those who had been formally trained in agriculture, and these were concerned about their ability to get start-up seeds and tools, and cash to pay farm workers.

5. **Inability to transport personal belongings** – This was cited as an issue by most people. The weight restrictions, particularly on flights, are felt to be very burdensome. People would like to take with them the basics they need for setting up house – things such as stoves, but also jerry cans, utensils, etc. It was also clear that the desire to take more household items was also a result of many people fearing having to start from scratch and not having family or friends back home that could assist them with household set up. Transport of goods was especially a problem amongst established business owners who had a lot of inventory and/or tools.
6. **Transport to homestead** – Many people brought up the issue that UNHCR would transport them only as far as the nearest way station and that they would then have to pay to transport their family and belongings the remainder of the journey to their homestead.
7. **Communication** – Many people seemed well informed of the situation in Sudan, and major channels of communication included listening to the radio, reading news, talking with people in Sudan either by phone or two-way radio, and talking to people who had gone back to Southern Sudan and returned to Kakuma. However, many others were uninformed of the situation and were eager to hear from the project team what things were like there in terms of security, living conditions, opportunities, etc.
8. **Skilled tradesmen and women** – Don Bosco, IRC and other NGOs have trained a number of people in various trades as well as in business skills. While some of these individuals have gone on to start their own businesses, many of them are idle in Kakuma because of lack of capital to get started. Most of the Don Bosco graduates have even taken exams and hold certificates honored by the Kenyan government but they may need refresher courses in their trades in order to be brought up to date.
9. **Social Ties** – The war severely disrupted social ties and social networks in Sudan due to the length of time many refugees have been away and the fact that many of them lost all or most of their family in the war. The importance of this should not be underestimated in looking at willingness to return. Social ties provide a security net and the fear of returning home without them can be very great, especially in a society where family is so important. This seems to be a major issue underpinning the reticence to return. The fact remains that there will need to be an extra push to encourage many Kakuma residents that they can have a better life in Southern Sudan. Helping people to believe that they can support themselves and their families in the absence of an extended family network, particularly while relying on a subsistence farming based economy, will be key in accomplishing this.
10. **Gender Issues** – Very few women have received any business or vocational training. This is due in part to the fact that very few of them have any formal education beyond a few years of primary school and also to culturally embedded gender roles which confine women to domestic roles. This is reflected in the dearth of women in the marketplace and is in stark contrast to the current situation in Sudan where a large percentage of the marketplace consists of women business owners, with or without education, and where many men do not work. Women who have had the opportunity to get training in Kakuma seem to have had less opportunity than the men to actually start a business. Some vulnerable women have been targeted by NGOs for income generating activities, but many of these women have extenuating circumstances that may preclude them from returning to Sudan.

7 Survey Development and Administration to Sudanese Business Owners

7.1 Survey Development

A baseline survey was developed by the project team with the goal of attaining a clear understanding of what the Sudanese business environment was like in the KRC.

This involved collecting the following key indicators and data:

- Demographic and social information about the Southern Sudanese business owners
- Their refugee history in the camp
- Their geographical origins in Southern Sudan
- Types of businesses that they operate
- Their business skills and capacity and their perceived challenges in repatriation and transferring their business models back to Sudan.

A copy of the survey, titled the VEGA Sudan Business Assessment Survey, is included as Annex 2 in this report.

The survey consisted of 21 multiple choice questions which were administered directly by the project team. The objective of the survey was basically to attain data about the business climate of Sudanese businesses in KRC that would fill primary gaps in existing information. The project team was careful to phrase the survey questions in a Sudanese context, mindful of the fact there may have been language barriers.

7.2 Sample Size

There were a total of 39 respondents to the VEGA Business Assessment Survey, which was not as large of a sample size as the project team had hoped to target. Many business owners were not available as they could not leave their businesses unattended, one survey date conflicted with food ration distribution, or the location of the meeting was far from the business site or home of the owner. For scheduled survey administration, lack of incentive may have played a significant role in the lower turnout.

7.3 Survey Administration Methodology

Data collection consisted of organized groups of business owners referred to VEGA by many of the NGOs operating in KRC (many of the business owners had been graduates of vocational training programs administered by the NGOs¹⁵), as well as scouting of the market by the project team. A listing of participants, dates and the partner organizations that referred the participants is included in the annexes of this report (Annex 3). For most survey administration, an overview of our project scope and introduction to VEGA was explained to the respondent before the survey was conducted.

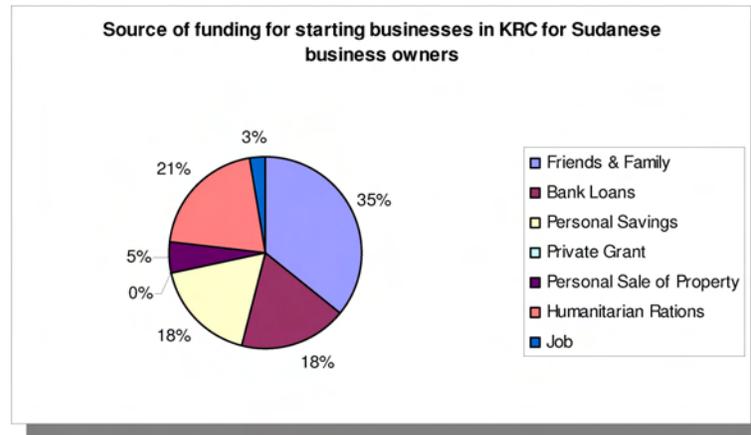
In addition to collecting the survey data, some of these sessions were used to have more in depth conversations with the business owners and probe for further explanations on some of their responses, particularly with their barriers to repatriation and their views on doing business in Sudan. Overall, the participants were highly responsive to the survey questions and often willing to volunteer additional information.

¹⁵ Survey participants for planned sessions were referred by Lutheran World Federation and Windle Trust Kenya.

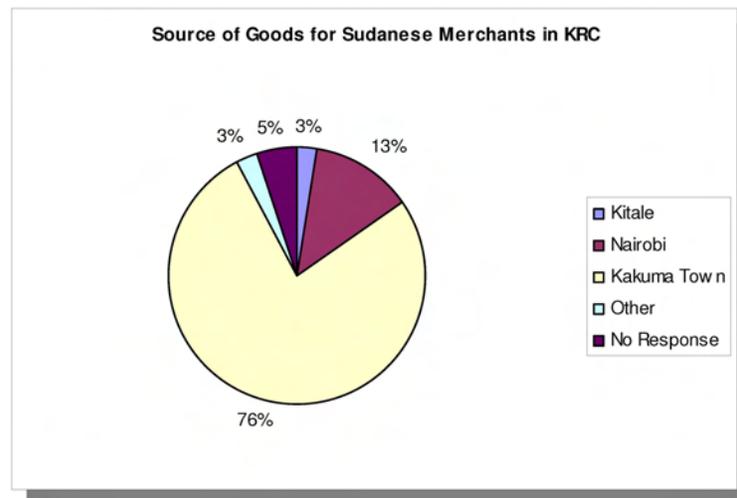
7.4 Survey Trends and Observations¹⁶

Based on the data collected from the 39 respondents, the project team found the following key observations:

- 21% of respondents started their businesses with seed money from selling their shares of humanitarian food rations (Question 10). This indicates a willingness and desire to succeed despite the absence of resources. There is a recommendation included in this report based on this finding¹⁷.



- If they were merchants, 77% of survey participants procured their goods directly from wholesalers in Kakuma town (Question 7). Although very few are given the opportunity to purchase goods from elsewhere, some fail to realize that the profits being made on the goods are marginal and could be more if they would form cooperatives and/or pool resources to obtain goods from other locations such as Nairobi or Kitale. Procurement and supply chain logistics would be something that the VEGA long-term consultants could assist business owners such as these on the Southern Sudan side¹⁸.

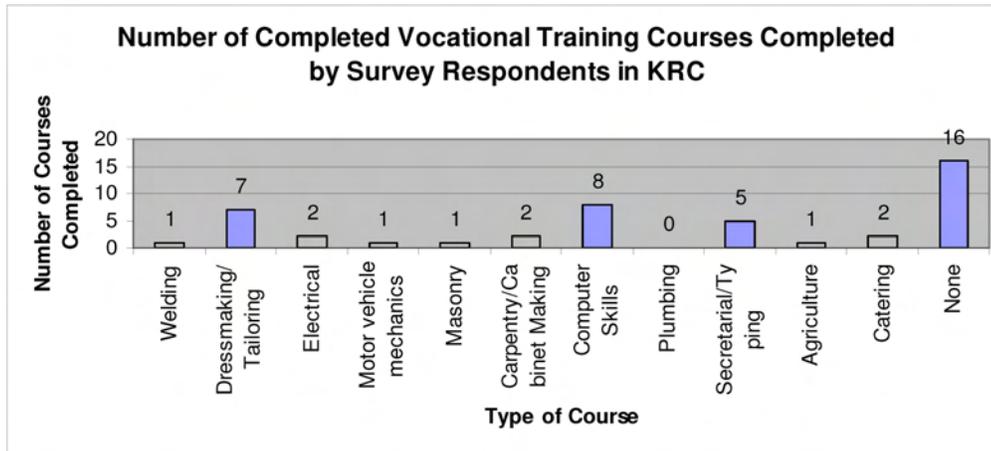


¹⁶ Items 3 and 5 allowed respondents to select more than one multiple choice answer. These responses were cumulated in the data analysis to highlight broad feedback regarding these topics

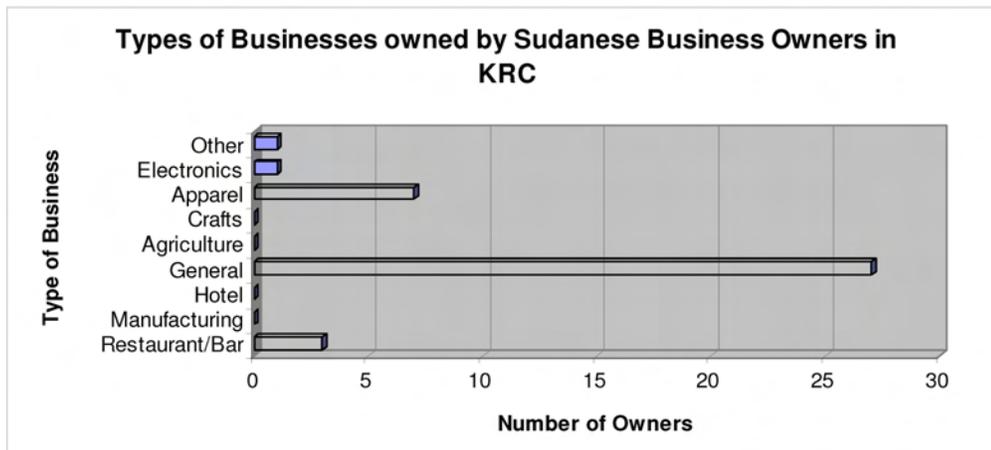
¹⁷ See Action Plan 3 for more details in section 8.1 Proposed Action Plan

¹⁸ See Action Plan 2 for more details

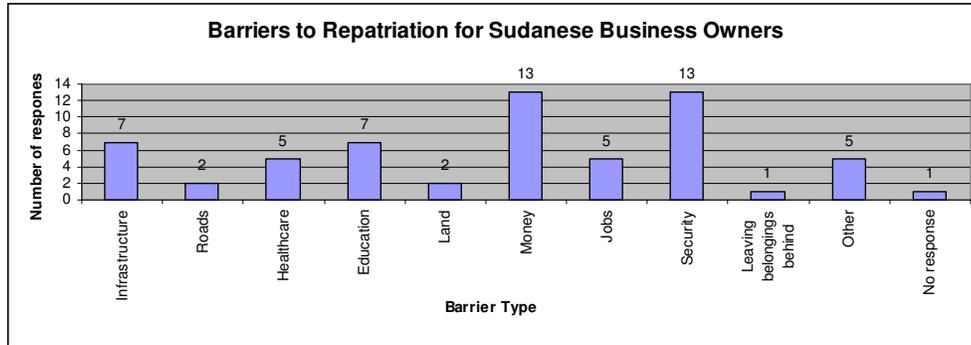
3. There is a definite need for business owners to go through a formal business training course should they decide to repatriate to Southern Sudan. Although only 41% of respondents indicated they kept no records for their business (Question 9), the percentage is likely to be much higher due to the informal environment of KRC and the observation that they is no real motivation to keep records as they own businesses to subsist rather than to make profits and grow their enterprises. A formal business workshop in addition to business support services in Sudan will give them the tools and confidence that they need to succeed in their endeavors. Interestingly enough, 41% of the business owners have NOT been through any sort of vocational or business training (Question 12), further indicating the capacity gap for such training.



4. Based on the survey results, 69% of business owners are in the “general trade/foodstuffs” industry, followed by the apparel trade (18%). Although this is a direct supply and demand issue in the KRC, there are probably opportunities for diversification if the business owners were to be exposed to a more innovative line of thinking or given information and training in additional trades that would be identified as viable and potentially profitable in Southern Sudan.



5. Survey results indicated the top two challenges that Sudanese business owners face regarding repatriation is uncertainty regarding security (21%) and lack of funds (21%). Basic infrastructure and access to education and healthcare were also primary concerns among respondents.



8 Focus Group Administration and Methodology

8.1 Focus Group Administration

The purpose of holding focus groups apart from personal interviews and survey administration was to take advantage of “group-think” type dynamics among various Sudanese populations within the camp. The team felt that, by giving these targeted groups an opportunity to openly discuss their concerns, more issues would be uncovered through a build-up of information sharing. Using information weaned from personal interviews and prior research, the team was able to target the seven groups used in this assessment in the hopes of gaining a more robust understanding of the overall business environment which would meet the stated objectives and would lead to unique recommendations. A large number of focus groups were conducted in conjunction with personal interviews and survey administration. Particularly, the survey was administered to focus group participants among the graduates of the Don Bosco programs, the LWF women’s group, and graduates of the IRC adult education programs who had already started a business. The information gathered from the focus groups was then incorporated into the findings and observations section of this assessment and fed into all three action plans in the recommendations.

8.2 Focus Group Methodology

Most of the focus groups comprised of between 10 and 15 participants, enabling even participation. Questions used for starting points on topics were generated ahead of time and adjusted as the project team collected more information about the Kakuma environment and general obstacles to repatriation for Sudanese refugees. Additional questions were also formulated during the actual focus group session as issues were identified and needed to be addressed. Each focus group was led by one member of the project team with support provided by two or three additional members. At the end of each day, the entire project team met to debrief. These sessions were used to review and discuss the information and material collected during the focus groups, resulting in the re-tooling of questions in order to further uncover underlying barriers to repatriation.

9 Recommendations

While the decision to repatriate is, in the end, an individual or family decision, the Government of Southern Sudan (GoSS), UNHCR, and NGOs can work together to create an environment that is more return-friendly. As VEGA's mandate is to focus on economic development, this assessment targeted Sudanese refugee business owners and Persons with Skills. Therefore, the recommendations outlined in this section reflect this concentration. That is, three Action Plans have been developed by the project team that focus on encouraging the return of these two segments of the refugee population that are critical to the future development of Southern Sudan. Some of the biggest obstacles to repatriation – lack of public services and security – are not addressed. Such concerns are items on which VEGA's AMED program is not focused, nor can it have much impact in reducing as a barrier. These Action Plans are considered to be viable in the current context, and it is believed they would be even more effective given improvements in these other areas.

Each of the individual recommendations that comprise an Action Plan would have an impact in isolation. However, synergies would be attained by approaching each Action Plan as a coordinated strategy rather than individual tactics from which to choose.

Lastly, this assessment was based out of KRC. Moving forward, however, emphasis must be placed on “Sudanese refugees” rather than just “Kakuma Sudanese refugees”. Due to the scope of this particular assessment, the project team cannot comment on other refugee camps with authority, but based on conversations with several refugee experts, similar conditions exist in most of the other established camps that contain Southern Sudanese, particularly those in Ethiopia and Uganda. Therefore, these recommendations target all Sudanese refugees, not just those in KRC.

9.1 Proposed Action Plans

Action Plan 1: Facilitating the Return of Persons with Skills

As discussed above, there are many programs in refugee camps that empower individuals through skills training. These programs, sponsored by the various UNHCR implementation partners, range from masonry to welding to teaching. Given the current state of Southern Sudan and its dire need for development, these are precisely the people needed within its borders. Therefore, it should be a priority for both GoSS and the NGO community to ensure Persons with Skills repatriate to Southern Sudan. In light of this, it is recommended that the following coordinated plan for GoSS and the NGO community be implemented:

1. Increased linkage of refugee camps and Southern Sudan

While there is already some bilateral information sharing between the governments and the camps, this channel could be improved. For instance, UNHCR already arranges both “come and tell” (government officials coming to camps) and “go and see” (refugee leaders visiting Southern Sudan) visits. During this study, several problems were uncovered with both types of visits. “Come and tell” visits are often performed by administrators at the state and local levels, not by GoSS officials. The benefit of having visits from GoSS-level officials is two-fold:

- 1) GoSS officials gain a better understanding of the programs within the camps, their value to the future of Southern Sudan, and the value of Persons with Skills; and
- 2) Refugees gain a better understanding of the vision of Southern Sudan and not just that of their desired locale. This serves as a motivation for repatriation.

“Go and see” visits can also be improved. Currently, UNHCR takes leaders from the Sudanese community to an area of interest, allows a brief visit, and then has the person meet with his/her constituency in the camp to discuss the conditions in Southern Sudan. This process could be improved by extending the length of the visit. This would allow more people to gain a more complete understanding of the environment. Therefore, a more complete picture would be available to those considering repatriation. Obviously this is a budgetary issue, but this should be a higher priority. At the very least, the visits of Kakuma community leaders should be longer than their current duration.

2. Recognition of training programs/certificates by GoSS

An NGO advocacy/lobbying partnership should be established whose mission it is to educate GoSS and the state and local governments about the details and criteria of the training certificates/programs in the various refugee camps. It is suspected that there is both ignorance and misperception among government officials about the training opportunities available in the camps. If greater awareness existed within the government, the demand for Persons with Skills would undoubtedly be higher. This would further encourage repatriation.

Not only should GoSS receive the details about these programs, but they should be encouraged to recognize the validity of the training certificates and the skill of their bearers. An issue that arose during the assessment was that GoSS will not hire individuals without diplomas or degrees. GoSS should thoroughly examine the training/certificate programs and decide if its needs can be met by such curricula. Additionally, GoSS should make it a priority to have its contractual work completed by fellow citizens who have the skills to aptly perform the work.

3. Develop an employment brokerage system

A large number of NGOs in the refugee camps have delivered various training programs to Sudanese refugees. While most of the trainees have not been tracked following graduation, the NGOs do maintain rosters for prior training sessions. Therefore, a registry of persons with skills should be created. Utilizing the training rosters, a database could be created that provides updated information about potential job candidates to the consumer. While further research is necessary to determine what type of registry would prove most beneficial (electronic, paper, etc.), there is little doubt that this would prove useful to both Southern Sudan and persons with skills.

While the registry focuses on the suppliers of labor, a complementary system should be created that would target the consumers of labor. Potential employers (which are mostly NGOs and GoSS currently) with labor needs could submit their needs as a means of gaining Persons with Skills, creating an Employment Notification Registry. If owned by the same organization (or partner organizations), it is envisioned that these complementary registries could be used by government bodies, NGOs, and private companies to provide a formalized channel for matching skilled workers with jobs, thereby encouraging repatriation.

An NGO, Skills for Southern Sudan, does currently keep an employment database, but the outlined plan above suggests that there is a coordinated effort to target persons with skills who are being reintegrated from outside of Southern Sudan. This would warrant increased partnerships with the database owners and the UN agencies and NGOs who are facilitating the repatriation process.

term assignments with projects and programs to build capacity and contribute to the development of Southern Sudan. This database currently houses contacts from North America, but it can be used as a model for establishing a similar database in Southern Sudan or should be expanded to incorporate communities in the region including East Africa, Egypt and other areas where there are significant populations of Sudanese.

4. Establishment of skills cooperatives prior to return

Throughout KRC, there were numerous instances of cooperatives that had been established. For instance, cooperatives were common in both tailoring and catering. This could prove to be a successful model upon return to Southern Sudan. Pre-arranged cooperatives would not only act as a source of income generation and incentive to return, but its social support mechanism upon return could be invaluable.

Using KRC as an example, 65% of the Sudanese refugees are from Jonglei. Many of these are originally from the town of Bor. If individuals trained in tailoring are returning to Bor, then cooperatives could be formed in KRC with three people around a single sewing machine.

One area that would prove invaluable for both Southern Sudan and the individuals involved is the formation of cooperatives around the technical trades. With the technical training occurring in the camps, comprehensive light construction companies could be formed. For instance, there are programs in masonry, electricity, welding and plumbing. If graduates of these programs were to be organized together, forming a cross-functional team, the group could bid on both government and private sector projects. There is much need for this type of assistance in Southern Sudan and much of this work is currently being performed by people from outside of Sudan. This would help spur entrepreneurship and it is our belief that the group would find technical work easier than an individual.

Not only do cooperatives assist in income generation and provide social support, but they also make obtaining financing easier. Many of the financing programs in Southern Sudan will only disperse money to groups. By having a cooperative formed prior to repatriation, it is more likely the group can establish their businesses faster upon return by obtaining both work and financing.

Action Plan 2: Facilitating the return of business owners

During our visit to Kakuma, the project team met many successful business owners who expressed a desire to bring their business models back to Southern Sudan. However, through these conversations, several barriers were identified that prevent the repatriation of business owners. The Action Plan below is intended to address these issues:

1. Define Business Processes

As most of the business owners left prior to the signing of the CPA, many of the refugees were unclear as to what the business processes are now in Southern Sudan. Compounding this was often a lack of information regarding the business environment in their native land. Therefore, GoSS and its state governments should define a clear, simple process for registering businesses. This would help not only the refugees, but IDPs and current business owners inside Southern Sudan. Additionally, business issues and opportunities should be addressed on “go and tell” visits.

2. Support for Established Business Owners

Persuading owners of established businesses to repatriate is a sensitive issue. While they often have more financial resources than other refugees, many are doing too well in Kakuma to choose to leave without the proper incentives and assurances. For example, one owner argued that business owners face more risk in returning than non-business owners because they stand to lose more. However, business owners are the type of people Southern Sudan needs to repatriate for development purposes. GoSS and NGOs both have potential roles to play in facilitating this process. GoSS should develop the proper incentives to entice the return of business owners, which could include allotting space for businesses upon return to Sudan. NGOs could provide business training and consulting to those wishing to return either prior to or immediately after repatriation. As our survey shows, there is a need for such training, even amongst successful business owners. Only 36% of the owners we spoke with had received formal instruction and only 59% maintain records for their business.

3. Resolve Customs issues

Another issue that, if resolved, could entice the return of business owners is the dissolution of customs charges upon return to Sudan for refugees. As many of the business owners participated in general trade & retail, they were concerned about inventory. Essentially, UNHCR will not bring store inventories into Sudan for them, so if they wish to transfer their business, they must arrange for transportation. Some owners expressed the willingness to do this, but they were concerned with customs and tariffs along the way. From previous discussions with Southern Sudanese business owners, we know that goods can be charged as many as three times (be they legitimate or not) before they reach the sales floor. To encourage repatriation, GoSS should waive customs taxes upon entry and ensure that no charges are collected along the route home. This is suggested only for the initial return entry back into Sudan. There is also a concern that charges will be incurred when leaving Kenya. If this is in fact true, GOK should be persuaded to make exceptions for the initial return transportation as well. To address the concern that refugees are only taken to the way station and left to get to their destinations on their own, local county and state government should assist to provide additional transportation.

4. Subsidize the transport of income-generating equipment & goods

The main concern of business owners, other than security, was the ability to transport income-generating equipment & goods. UNHCR has a limit of 30 kg per individual, and often there is not space for equipment and inventory. For instance, many graduates of the LWF tailoring program have saved enough money to purchase their own sewing machine. However, the machine usually does not make the trip back to Southern Sudan, jeopardizing the financial security of its owner upon repatriation. Other examples included grinding mills, hand tools, and store inventories. Therefore, either a subsidy or grant program be devised that will assist these individuals in the transportation of their goods and equipment.

Action Plan 3: Increase in microfinance & grant activities in Southern Sudan

Microfinance activities are scaling down in Kakuma to reduce the pull factor and to encourage repatriation. However, to complement this, there is a need for better access to microfinance and grant programs in Southern Sudan. Coordination with Sudan-based MFIs to set aside funds for returnees could create a pull, particularly for skilled refugees who have not yet started a business in Kakuma. Naturally, a set-aside for refugees has the potential to be controversial. Therefore, an alternative could be a grant program targeting those that are repatriating. Such a program could purchase tools, equipment, or goods and have them waiting for the grantee upon his/her return.

Such a program would also help to alleviate the concerns on the fact that Sudan is more expensive in which to live and to operate a business. This concern was expressed by multiple business owners, and such a program could reduce this anxiety. Loans & grants can provide the vital working capital necessary upon return to re-establish a successful business.

10 Conclusion

VEGA's Potential Role in Proposed Action Plans

The VEGA AMED program supports USAID's new Foreign Assistance framework and the Economic Growth Objective, which is to "assist in the construction or reconstruction of key internal infrastructure and market mechanisms to stabilize the economy." VEGA is already playing a part in identifying and addressing the needs of returning IDPs, refugees, ex-combatants, and youth by reintegrating them into communities and a private sector-based economy with the capacity to expand and create employment and increased income. Based on the findings outlined in this report, VEGA can also play a significant role in implementing the Action Plans identified above.

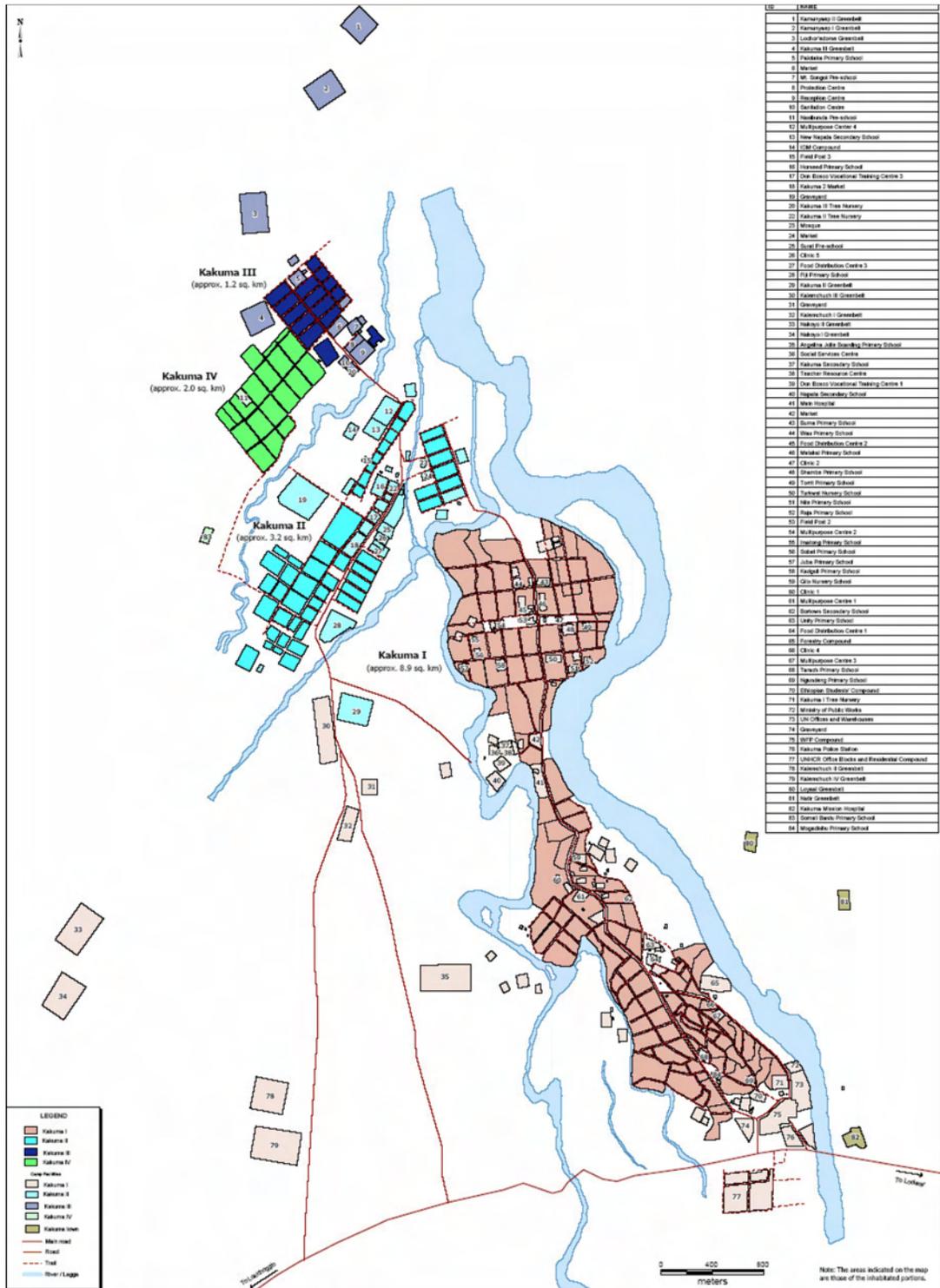
In the end, a more enticing environment can be created for those considering repatriation. The Action Plans, which were developed based on our study of persons with skills and business owners in the Kakuma Refugee Camp, would help to create such an environment.

11 Annexes

List of Annexes

- Annex 1 Map of Kakuma Refugee Camp
- Annex 2 Copy of VEGA Sudanese Business Assessment Survey
- Annex 3 Listing of Survey Participants
- Annex 4 Survey Results and Data
- Annex 5 Sources of Information
- Annex 6 Listing of Persons who provided information

Annex 1 – Map of Kakuma Refugee Camp



Annex 2: Copy of VEGA Sudanese Business Assessment Survey Page 1 of 2



Volunteers for Economic Growth Alliance Sudan

Business Assessment Survey

Name of Respondent: Occupation:

1. Gender Male Female
2. Age Range Under 18 18-25 26-35 36-45 46-55 Over 55
3. Where are you and your family from in Southern Sudan?
 Bahr-EI-Ghazal: Northern BEG Western BEG Warrap Lakes
 Equatoria: Western Equatoria Central Equatoria Eastern Equatoria
 Upper Nile: Jonglei Upper Nile Unity
 What town or village?
4. How long have you lived outside of Southern Sudan?
 Less than 3 years 3-5 years 5 -10 years 10-15 years 15 - 20 years
 20+ years I have never lived in Southern Sudan
5. If you lived in Southern Sudan, did you operate a business there?
 Yes No
6. What is your type of business?
 Restaurant/Bar Manufacturing Hotel General Trade/Foodstuffs
 Agriculture Crafts Apparel Electronics Other:
7. If you are a merchant, where do you obtain your goods to sell?
 Kitale Nairobi Kakuma Town Other:
8. How do you attract more customers than your competitors?
 Lower Price Better Quality Better Service Bulk Discounts Credit Extension
 Other:
9. Do you currently keep records for your business?
 Yes No
10. What was the primary source of funding to start your business?
 Friends & Family Bank Loans Personal Savings Private Grant
 Personal Sale of Property or belongings (cows, goats, land) Humanitarian Rations

Annex 2: Copy of VEGA Sudanese Business Assessment Survey Page 2 of 2

Job

11. What is highest level of education that you have completed?

Primary Secondary Vocational certificate No Education

12. Have you had any formal training in running a business?

Yes No

13. Have you completed any vocational training in Kakuma?

Yes No

14. Have you completed or had vocational training in any of the following trades?

Welding Dressmaking/Tailoring Electrical Motor vehicle mechanics
 Masonry Carpentry/Cabinet Making Computer Skills Plumbing
 Secretarial/Typing Agriculture Catering None

15. Do you have any family in Southern Sudan?

Yes No

16. Do you intend on moving back to Southern Sudan?

Yes No Maybe

17. If Yes, when?

1-6 months 7-12 months Over 1 year Unsure

18. What part of Southern Sudan would you repatriate to?

Bahr El Ghazal: Northern BEG Western BEG Warab Lakes

Equatoria: Western Equatoria Central Equatoria Eastern Equatoria

Upper Nile: Jonglei Upper Nile Unity Do not know

What town or village?

19. What are the challenges that you face in moving back to South Sudan (Check one)

Infrastructure Roads Healthcare Education Land Money

Jobs Security Leaving belongings behind Other:

20. Would you consider relocating your business to Southern Sudan?

Yes No I would look for a job

21. Do you think you have a good idea of what business opportunities exist in Southern Sudan?

I have a clear idea I have some idea I have little or no idea

Annex 3: Listing of Survey Participants

Date Info Collected	Survey #	Participant Name	Business Type	Referred by NGO
8-Dec	1	Daniel Lak	Shopkeeper	Market Solicitation
8-Dec	2	Matthew Agau Nyok	Shopkeeper	Market Solicitation
8-Dec	3	Lucky George Deteu	Apparel	Market Solicitation
8-Dec	4	Angelo Kongor	Shopkeeper	Market Solicitation
8-Dec	5	Mzee Wilson	Shopkeeper	Market Solicitation
8-Dec	6	James Thiong	Shopkeeper	Market Solicitation
8-Dec	7	John Kot	Electronics	Market Solicitation
8-Dec	8	Arop Deng	Shopkeeper	Market Solicitation
8-Dec	9	Wilson Kwelt	Butcher	Market Solicitation
8-Dec	10	John Mawin	Shopkeeper	Market Solicitation
7-Dec	11	Machot Lual Machot	Shopkeeper	Market Solicitation
7-Dec	12	Kumbo Paul	Shopkeeper	Market Solicitation
7-Dec	13	Akuot Manjok	Shopkeeper	Market Solicitation
7-Dec	14	David Abot	Shopkeeper	Market Solicitation
7-Dec	15	Aleer Pech	Shopkeeper	Market Solicitation
7-Dec	16	Paul Mayel	Shopkeeper	Market Solicitation
7-Dec	17	Daniel	Shopkeeper	Market Solicitation
7-Dec	18	Jacob Bol	Shopkeeper	Market Solicitation
7-Dec	19	Peter Guy	Shopkeeper	Market Solicitation
7-Dec	20	Malual Geu	Shopkeeper	Market Solicitation
7-Dec	21	Daniel Nyuon	Photography Studio/Haircutting	Market Solicitation
7-Dec	22	John Kut	Electronics	Market Solicitation
8-Dec	23	Jacob Thuch	Shopkeeper	Windle Trust Kenya
8-Dec	24	Santo Magai	Shopkeeper	Windle Trust Kenya
8-Dec	25	Ezibon Jodi	Shopkeeper	Windle Trust Kenya
8-Dec	26	Juma Ajojk Chol	Shopkeeper	Windle Trust Kenya
8-Dec	27	David Majok	Restaurant	Windle Trust Kenya
8-Dec	28	David Kyed	Shopkeeper	Windle Trust Kenya
8-Dec	29	Abraham Maker	Shopkeeper	Windle Trust Kenya
8-Dec	30	Gabriel Bor	Shopkeeper	Windle Trust Kenya
8-Dec	31	Mayen Muower	Bicycle Operator	Windle Trust Kenya
5-Dec	32	Getu Kiday	Catering	Lutheran World Federation
5-Dec	33	Mary Adith Por	Tailoring	Lutheran World Federation
5-Dec	34	Rebecca Deng	Tailoring	Lutheran World Federation
5-Dec	35	Elizabeth Ajith	Tailoring	Lutheran World Federation
5-Dec	36	Rebecca Adol	Tailoring	Lutheran World Federation
5-Dec	37	Martha Panpor	Tailoring	Lutheran World Federation
5-Dec	38	Mary Keji	Catering	Lutheran World Federation
5-Dec	39	Este Muchar	Tailoring	Lutheran World Federation

Annex 4: Survey Data and Results
Total of 39 Respondents

Question

Gender	Male	Female
Number of Responses	31	8
Percentage of Total Responses	79%	21%

Age Range	Under 18	18-25	26-35	36-45	46-55	Over 55
Number of Responses	0	18	18	1	1	1
	0%	46%	46%	3%	3%	3%

	NBEG	WBEG	WARRAP	LAKES	WE	CE
Number of Responses	0	0	1	3	2	1
	3%	0%	3%	8%	5%	3%
Where are you and your family from in Southern Sudan?	EE	JNG	UPNILE	UNITY		
Number of Responses	1	30	0	1		
	3%	77%	0%	3%		

How long have you lived outside of Southern Sudan? (Years)	<3	3-5	5-10	10-15	15-20	>20	Never lived there
Number of Responses	3	2	7	15	7	5	0
	8%	5%	18%	38%	18%	13%	0%

If you lived in Southern Sudan, did you operate a business there?	Yes	No
Number of Responses	8	31
	21%	79%

What is your type of business?	Restaurant/Bar	Manufacturing	Hotel	General Trade/Foodstuffs
Number of Responses	3	0	0	27
	8%	0%	0%	69%

What is your type of business?	Agriculture	Crafts	Apparel	Electronics	Other
Number of Responses	0	0	7	1	1
	0%	0%	18%	3%	3%

If you are a merchant, where do you obtain your goods to sell?	Kitale	Nairobi	Kakuma Town	Other	No Response
Number of Responses	1	5	30	1	2
	3%	13%	77%	3%	5%

How do you attract more customers than your competitors?	Lower Price	Better Quality	Better Service	Bulk Discounts	Credit Extension	Other	No Response
Number of Responses	7	10	8	3	3	5	3
	18%	26%	21%	8%	8%	13%	8%

Do you currently keep records for your business?	Yes	No
Number of Responses	23	16
	59%	41%

What was the primary source of funding to start your business?	Friends & Family	Bank Loans	Personal Savings	Private Grant	Personal Sale of Property	Humanitarian Rations	Job
Number of Responses	14	7	7	0	2	8	1
	36%	18%	18%	0%	5%	21%	3%

What is highest level of education that you have completed?	Primary	Secondary	Vocational certificate	None	No Response
Number of Responses	4	22	7	1	5
	10%	56%	18%	3%	13%

Have you had any formal training in running a business?	Yes	No
Number of Responses	24	15
	62%	38%

Have you completed any vocational training in Kakuma?	Yes	No
Number of Responses	24	15
	62%	38%

Have you completed or had vocational training in any of the following trades?	Welding	Dressmaking/ Tailoring	Electrical	Mother Vehicle mechanics	Masonry		
Number of Responses	1	7	1	1	1		
Number of Responses	0	0	1	0	0		
Have you completed or had vocational training in any of the following trades?	Carpentry/Cabinet Making	Computer Skills	Plumbing	Secretarial/Typing	Agriculture	Catering	None
Number of Responses	1	7	0	1	1	2	16
Number of Responses	1	1	0	4	0	0	0

Do you have family in Souther Sudan?	Yes	No
Number of Responses	29	10
	74%	26%

Do you intend on moving back to Southern Sudan	Yes	No	Maybe
Number of Responses	30	7	2
	77%	18%	5%

If yes, when? (months)	1-6	7-12	Over 1 year	Unsure	No Response
Number of Responses	6	2	7	17	7
	15%	5%	18%	44%	18%

What part of Southern Sudan would you repatriate to?	NBEG	WBEG	WARRAP	LAKES	WE		
Number of Responses	0	0	1	2	1		
	0%	0%	3%	5%	3%		
What part of Southern Sudan would you repatriate to?	CE	EE	JNG	UPNILE	UNITY	DO NOT KNOW	NO RESPONSE
Number of Responses	2	1	25	0	1	1	5
	5%	3%	64%	0%	3%	3%	13%

What are the challenges that you face in moving back to Southern Sudan?	Infrastructure	Roads	Healthcare	Education	Land	
Number of Responses	7	1	3	5	0	
Number of Responses	0	1	1	2	2	
Number of Responses	0	0	1	0	0	
What are the challenges that you face in moving back to Southern Sudan?	Money	Jobs	Security	Leaving belongings behind	Other	No Response
Number of Responses	10	1	8	1	2	1
Number of Responses	1	3	4	0	3	0
Number of Responses	2	1	1	0	0	0

Would you consider relocating your business to Southern Sudan?	Yes	No	Look for Job
Number of Responses	32	3	4
	82%	8%	10%

Do you think you have a good idea of what business opportunities exist in Southern Sudan?	Clear idea	Some idea	Little/No idea
Number of Responses	13	9	17
	33%	23%	44%

Annex 5: Sources of Information

- United Nations High Commissioner for Refugees (UNHCR), 2005 Global Refugee Trends, June 2006
- UNHCR Brief Kit, Kakuma Sub-Office, July 2006
- UNHCR Briefing Kit on the Refugee Protection and Assistance Programme in Kakuma Refugee Camp, November 2006
- The Kakuma Update, UNHCR, Issue 5, Special Edition, November 2006
- Rapid Assessment of Learning Spaces Draft Report, GoSS Ministry of Education, Science and Technology and UNICEF, November 2006

Annex 6: Listing of Persons who provided information

- Fr Sebastian Chirayath, Project Manager, Don Bosco
- Erica DePiero, Regional Return Reintegration Advisor, Sudan, IRC
- Dorcas, Project Coordinator, NCKK
- Mazengia Getahun, Business Training Instructor, IRC
- Isaac Igeui, Programme Manager, Windle Trust Kenya
- Francis Kahihu, Regional Return Manager, IRC
- James Karanja, Community Service Unit, UNHCR (Nairobi)
- Seda Kuzucu, Protection Officer, UNHCR
- John Macheche, Windle Trust Kenya
- Rashmi Mathias, Associate Community Services Officer, UNHCR
- Rita Mazzochi, Repatriation Officer, UNHCR
- Matueny Mayen, Acting Vice Chairman, Sudanese Administrative Center
- Simon Chol Mialith, Return Counterpart Manager, IRC
- Arif Mohammad, Officer in Charge, UNHCR
- David Mwangi, Information Assistant, UNHCR
- Fortunata Ngonyani, Community Services Officer, UNHCR
- Raphael Nyabala, Project Manager, NCKK
- Mark Oloya, Field Officer, GTZ
- Augustus Omalla, Community Services Clerk, UNHCR
- Charles Otieno, Community Services Office, LWF
- William Pembu, Projects Coordinator, LWF
- Siyad S. Samatar, Project Manager, GTZ
- Makonnen Tesfaye, Programme Officer, UNHCR
- Ukash , Adult Education Coordinator, IRC

Appendix 4

AMED Gender Assessment Report

Gender Considerations in the Sudan VEGA/AMED Program: Assessment and Recommendations

**Juba, Southern Sudan
February 2007**

Authors:

Charity Kabutha
Catherine Rogers
Nora Weiss

TABLE OF CONTENTS

I. INTRODUCTION	1
A. Background on VEGA/AMED and the Gender Assessment	1
B. Assessment Methodology.....	2
C. Use of Terms.....	3
II. MAJOR FINDINGS	4
A. The Situation of Women and Men in Southern Sudan (Context and Culture)	4
1. Post-war Context.....	4
2. Women.....	4
3. Men.....	6
4. GOSS Position and the Gender Environment.....	7
B. Findings Among Sudanese Institutions (in Juba)	8
1. GOSS Agencies.....	8
2. NGOs/CBOs/Private Sector.....	12
C. Findings at the Project Level.....	14
1. AMED Project Structure and Efforts toward Gender Equity.....	14
2. AMED Human Resources.....	15
3. Technical Approaches.....	15
III. RECOMMENDATIONS	18
A. Top Five Recommendations for VEGA/AMED.....	18
B. Additional Recommendations Compiled from Staff and Volunteers.....	20
C. Recommendations that may be beyond the scope of VEGA/AMED.....	20
1. For GOSS.....	20
2. Other.....	21
D. Gaps in the Assessment (e.g. Areas for Further Analysis).....	22

Appendices

1. VEGA/AMED Gender Assessment Respondents
2. For Volunteers: Interrelationships of Gender and Culture in Southern Sudan
3. AMED Program Staff: Tips for Staff for Integrating Gender
4. Resources on Gender Mainstreaming, for VEGA AMED Team and Partners
5. Interview/Focus Group Questionnaires

ACRONYMS

AWLAE	African Women Leaders in Agriculture and Environment
AMED	Agricultural Market and Enterprise Development project
CPA	Comprehensive Peace Agreement
CBO	Community Based Organization
GOSS	Government of Southern Sudan
IDPs	Internally Displaced People
NGO	Non-Governmental Organization
SOWs	Scopes of Work
SPLM	Sudan People's Liberation Movement
WID	Women in Development
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Fund for Women
USAID	United States Agency for International Development
VEGA	Volunteers for Economic Growth Alliance

EXECUTIVE SUMMARY

This report presents the findings of a volunteer gender assessment team commissioned by the VEGA/AMED project and conducted in January 2007¹. The assessment is a clear indication from the project team of a serious commitment to gender equity, and a candid recognition of the difficulties of achieving such balance in the current political and cultural context. Since – like many development projects in Southern Sudan – the project has not reached its participation targets for women, the team’s primary assignment was to analyze AMED’s relevant strategies and results. By reviewing project documents, analyzing data, and conducting on-site interviews with project staff, volunteers, Sudanese host agencies in the public and private sectors, training beneficiaries, and collaborating organizations, the team produced the findings and recommendations detailed in the pages below.

History and culture in Southern Sudan greatly affect gender relations, limiting opportunities and benefits for women and contributing to destructive pressures on men. For example, the vast majority of women lack education, are illiterate, have limited economic options and no access to loans or capital. High unemployment has particularly affected men as providers (during the war and now). Unaddressed violence and trauma from the war affects the entire population. Interviews revealed a widespread recognition of the insufficient understanding of gender, among both men and women, in government, NGOs, and individuals. GOSS Ministries acknowledge that they are working in a context of strained resources and, therefore, lack capacity to effectively attend to gender, as well as other national priorities. At the same time, there is a clear recognition that if women are, as estimated, at least 65% of the population – then disadvantages to them extend to families, children, and negatively impact the entire country.

Southern Sudan is in a unique position to mainstream gender well and innovatively, and there is a genuine desire for institutions to increase both women’s involvement and staff’s gender capacity. The CPA requirement for employment of at least 25% of women in GOSS provides a visible example in the progression towards gender equity and equality. Another opportunity is the 2007 census for Southern Sudan, which will provide openly available, up-to-date, comprehensive gender disaggregated data.

Within VEGA, there is a high commitment to gender equity, and strong awareness of the importance of involving both women and men in development. Staff acknowledged the emergency orientation of much of the life of the project so far, working within the newly established postwar environment. Staff and volunteers have a strong understanding of their own (and the project’s) needs, and are open to suggestions. Volunteers have been well received by host organizations and are well-placed to increase opportunities for women - particularly in training – by advocating for balanced numbers and for gender-relevant training plans.

In summary, the VEGA AMED team is committed, aware, and highly motivated to revisit gender mainstreaming in new ways in the next phase of the project. While considerable challenges remain, there is great momentum for change in gender relations and for new ways of including women and other vulnerable groups as the society and government of Southern Sudan redefine, rebuild, and move forward at this unique time in their history.

¹ The assessment was originally planned in 2006, but security concerns and visa issues resulted in postponement to early 2007.

I. INTRODUCTION

A. Background on VEGA/AMED and the Gender Assessment

The Agricultural Market and Enterprise Development (AMED) Program in Southern Sudan, funded by USAID and implemented by Volunteers for Economic Growth Alliance (VEGA)², supports local organizations toward stability and economic growth within the environment set by the Comprehensive Peace Agreement (CPA). The project began in July 2005 and is scheduled to end in September 2008. The program's goal is to enhance Southern Sudan's peace dividend by creating opportunities for improved livelihoods, employment, and recovery. AMED has two primary objectives: 1) to strengthen market and enterprise development in selected urban areas as a means of increasing private sector employment; and 2) to build the capacity of local community, county, and state level government and civil society organizations to provide effective support to livelihood development and employment generation initiatives. Internally displaced persons (IDPs), former combatants, youth, women, and war-affected populations are all target groups within the program.

The main actors affecting program results are the AMED staff, long- and short-term volunteers, and Sudanese partner host agencies (including GOSS Ministries, businesses and business associations, and local NGOs). Training participants (e.g. entrepreneurs, tradespersons, Ministry staff) are also stakeholders. The principal activities through which AMED achieves its objectives are technical assistance or training provided by volunteers, and advisory services and small grants (in-kind and some financial assistance) managed by project staff.

The AMED project exists in a challenging environment in general, with particular obstacles to gender equity. Southern Sudan has just emerged from two decades of protracted war during which, more than anything else, institutional resources and individual efforts have been directed toward survival, basic livelihoods, and progress towards a peace agreement. Focus on gender and other matters of human rights and justice are fairly new on the development agenda, and to the culture as a whole. The clear lack of skills on how to address these issues is therefore not unexpected. While there are no comprehensive statistics, all respondents acknowledged the high level of inequality between men and women in virtually all spheres of life-including education, law, the economy, and decision-making, among others.

Gender-based economic disadvantages include women's limited access to and control over productive resources such as land, credit, and other assets. Women are also disproportionately represented among the illiterate-women's illiteracy in some cases is cited at 98%. Other concerns for women include limited access to reproductive health services, violence (including rape and abduction), and under-representation at policy levels despite their contributions to the liberation struggle. Although some new laws begin to address the history of discrimination against women and promote gender equality, women are still discriminated against due to inconsistencies between different sets of laws – Government of National Unity, Southern Sudan, State and Customary laws – and the corresponding complexities of enforcement. Cultural traditions also contribute to all of these disadvantages.

² AMED is implemented by five member organizations of VEGA; the team is led by Winrock International and includes ACDI-VOCA, International Executive Services Corps (IESC), Citizens Development Corps (CDC), and Citizens Network for Foreign Affairs (CNFA).

B. Assessment Methodology

The VEGA/AMED program is currently operating in three locations, Juba, Wau and Malakal; the gender assessment covered only Juba due to limitations of time and some security concerns in the other two regions. Working in Juba, where the program Headquarters is now based, the team was able to assess a wide range of activities and talk to a variety of staff, volunteers, and beneficiaries. While evaluation of the other two areas (and of work accomplished in Rumbek and Yei) would have added to the overall picture, the assessment team believes that the results do reflect overall patterns since the program employs a fairly consistent strategy.

Respondents. The assessment worked with four categories of respondents: (i) AMED staff, management and volunteers, (ii) institutional partners, host agencies, and collaborators of the program; (iii) individual beneficiaries (women and men); and (iv) international organizations with a major focus on gender. A meeting was convened with a ‘men only’ group to further investigate attitudes and perceptions that specifically disadvantage men and that may in general contribute to sustaining other gender disparities. [See [Appendix 1](#) for a list of respondent institutions and individuals.]

Collection of data. In order to capture unique institutional roles, mandates and relationships to VEGA/AMED, the team developed questionnaires for each respondent group. The questions were addressed orally to respondents in group discussions. Some questions were common or quite similar for all organizations, in order to allow comparison. In general, the team sought to understand the mandates and major work of each organization (or scope of work, if staff or volunteer); the nature of collaboration with VEGA/AMED; the extent to which gender had been integrated into guidance or support provided by AMED; and general impressions about roles of women and men in the current environment of Southern Sudan. Thus the assessment data is largely qualitative. [See detailed questionnaires in [Appendix 4](#).]

Methodology. Two key methods were used to gather the information, namely focus group discussions and “key informants.” Focus groups were held with sets of similar respondents (e.g. program staff; women farmers; men who stayed in Juba during the war) who had similar experiences relevant to the project’s activities and attention to gender factors. The “key informant” approach was used with the majority of respondents, including VEGA management and host agency representatives. Most volunteers were interviewed as individuals because each had a unique assignment and experience. The majority of respondents in all categories were men.

C. Use of Terms

Gender is a complex variable bound in social, cultural, economic and political contexts, as well as regional or area-specific contexts within a given country.

Gender refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviors, values, relative power and influence that society ascribes to the two sexes on a differential basis. Whereas biological sex is determined by genetic and anatomical characteristics, gender is an acquired identity that is learned, changes over time, and varies widely within and across cultures. Gender is relational and refers not simply to women or men but to the relationship between them. **Gender equity** means fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but considered equivalent in terms of rights, benefits, obligations and opportunities. In the development context, a gender equity goal often requires built-in measures to compensate for the historical and social disadvantages of women. Gender equality is the desired result of these steps and measures.

Gender equality entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, or prejudices. Gender equality means that the different behaviors, aspirations, and needs of women and men are considered, valued, and favored equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equity strategies are used eventually to gain gender equality. Equity is the means; equality is the result.

Gender Integration means inserting gender factors into programs and documents that take into account both the differences and inequalities between women and men in program planning, implementation and evaluation. Gender integration can mean looking at how the roles of women and men and their relative power affect who does what in carrying out an activity and who benefits. It is a more limited term about process than Gender Mainstreaming.

Gender Mainstreaming implies an entirely new way of doing business for an organization – in other words, mainstreaming a gender perspective from the top to the bottom of an organization, from CEO communication to personnel policies to partner agreements and project activities on the ground. More simply, gender mainstreaming is a way to transform how an organization does business, so that addressing gender inequalities and valuing both men's and women's full participation become integral to an organization's operations and effectiveness. This process helps institutionalize gender in organizations.

II. MAJOR FINDINGS

A. The Situation of Women and Men in Southern Sudan (Context and Culture)

As in any country, attention to gender balance in interventions in Southern Sudan requires knowledge of the factors that have left women with fewer skills and opportunities than their male counterparts. Understanding the perceptions of both men and women about gender relationships (in private and public life) and access to resources is vital in designing effective program activities.

1. Post War Context

Significant challenges for all of Southern Sudan result from the recent 20-year period of war: poverty; lack of education, housing, sanitation; lack of infrastructure; lack of employment; violence as a commonly used problem-solving strategy. In addition, the war brings unaddressed trauma issues for the entire population. The gravity and scope of these challenges can make gender issues appear to be a low priority in the timeline of developing Southern Sudan as a whole. At the same time, there are many current opportunities to create a government and a society that addresses the rights and the needs of all of its citizens.

2. Women

Although there are some variations in the status of women between and within different communities that form Southern Sudan, interviewees unanimously described the overall situation of women as subordinate to that of men. The vast majority of women in Southern Sudan lack formal education and have low social and economic status. Women are discriminated against by laws that favor men on inheritance and divorce, and in some areas still are unable to testify in court. Consequently, few women occupy positions of power and influence. Nearly all respondents for this assessment affirmed this position. Some of the concerns raised included the following:

Particular **challenges** for women:

- High levels of illiteracy. Although there are no comprehensive and up-to-date education statistics, the majority of women are said to be illiterate: the Ministry of Gender cited a figure as high as 90%. This is because many families do not send girls to school at all, and those who do enroll in early grades usually drop out after a few years to be married. (Marriage of daughters is a key source of wealth here, since families receive dowries in the form of livestock.) The apparently diminishing cultural tradition of using girls as labor to tend livestock has also contributed to high levels of illiteracy among women.

Since this challenge was so universally cited, we include some secondary data here:³

Table 1: Education Status for Household Members over 20 years, Mundri and Yei Counties

Level	Mundri				Yei			
	Male	%	Female	%	Male	%	Female	%
None	98	22.5	336	62.5	55	17.3	176	49.0
Nursery	1	0.2	3	0.6	0	0	2	06
Primary	222	50.9	151	28.1	109	34.3	95	26.5
Junior	42	9.6	27	5.0	69	21.7	64	17.8
Secondary	65	14.9	18	3.3	51	16.0	15	4.2
University	1	0.2	2	0.4	30	9.4	6	1.7
Graduate	7	1.6	1	0.2	4	1.3	1	0.3
Total	436		538		318		359	

Table 2: Primary School Enrollment⁴

School information	Upper Nile	Equatoria	Bahr el Ghazal	Total
Schools	261	361	396	1018
Pupils enrolled	51,755	75,894	86,834	214,483
Boys	37,999	48,075	73,241	159,315
Girls	13,756	27,819	3,593	55,168
% Girls	27%	37%	16%	26%

- Under-representation at decision-making levels. Although all government institutions are working hard to achieve the mandatory 25% women representation set by the CPA, the majority of these women are in the lowest ranks, often working as clerks, messengers and cleaners. This situation is largely explained by women's low level of education, but some cases of discrimination were cited. One senior female professional in a Ministry, currently a Deputy Director, reported that she had to fight hard to get that position even though she had met all the requirements.
- Limited access to credit- no ownership of assets. Women are still viewed as property of their husbands and families. Once widowed, the woman is inherited by next of kin who takes control of her and property previously held by the husband. Women therefore lack collateral required to access loans in institutions such as banks.
- Lack of protection and psychosocial services. A culture of violence remains, leftover from war, including banditry, extortion, and gender based violence by former soldiers. Unaddressed trauma and mental health concerns exist for the whole population, from the war, and there is a lack of ameliorative services.
- Women lack marketing skills and information. Information is key to effective marketing. Because many women are illiterate and often operate within a narrow radius, they fail to remain competitive in a fast moving world where electronic marketing is taking root.

³ Itto, A., PhD. (2004) Baseline Study on the Status of Women in the New Sudan: Report from Mundri and Yei Counties, Western Equatoria, Southern Sudan.

⁴ Stakeholders' workshop on the status of women in New Sudan: Factors affecting women's participation, access, control and ownership of social, economic and political resources. (29-30 Nov 2001) Nairobi, Kenya

Particular **opportunities** for women:

- The momentum and environment set by the CPA – particularly its requirement of a minimum 25% women in government agencies – is widely discussed and has led to real commitments for change.
- There appears to be genuine interest in gender equity within GOSS.
- Footholds and openings for women in small business: Many businesswomen are in the service sector, concentrated in small restaurants and hotels, because the sector is socially unattractive for men. The assessment team learned that “if you tell a man to clean dishes, he will pack and go home.”
- There is a common perception that women are more bankable than men.
- A shift in gender roles during and due to the war has allowed women access to more options in subsistence business activities. Their responsibility as primary caretakers for family has also contributed to their increased skills and confidence.

3. Men

Men hold substantially more jobs and positions of leadership, are better educated, and have more access to financial and capital resources within the family and in society. Yet men too face particular issues in Southern Sudan. Traditionally, men have been considered the heads of the families and “kings of the house.” Along with this role, men are looked to for solutions to problems and blamed when solutions can’t be found. Often with multiple wives and children, they face increased pressures to provide. Their sense of self-respect and credibility with others has a strong base in their ability to provide for family. In the public sector, men face collective pressure to secure peace and pursue economic gains for their newly stable country, while at the same time learning new rules on power sharing with women and international stakeholders.

Particular **challenges** for men:

- Men are affected by the significant challenges affecting the whole society: poverty, lack of education, housing, sanitation; lack of infrastructure, employment, business opportunities, and lack of programs targeting men and former soldiers.
- Many “male roles” were by necessity taken on by women during the war. Specifically in Juba, women have taken on men’s roles in traveling beyond the city limits to engage in subsistence business-related activity that was previously done by men. The cultural tradition of polygamy creates added pressures on men as providers in a context where providing is virtually impossible.
- Cultural traditions that allow, without question, the degradation and oppression of women. A culture of violence leftover from war.
- Unaddressed trauma and mental health concerns, and lack of services to address them.
- Alcohol abuse as a means of escape from the negative economic and social impacts of the war. Peer support for drinking and lack of peer support for positive activities.
- Men’s particular issues and challenges are in general left out of high-level discussions about gender. Although gender work is described as intending to make sure men and women benefit, there may be little actual precedent for considering men’s particular gender-based challenges and issues.

Particular **opportunities** for men:

- A strong desire for peace at all levels of society, coupled with recognition that the social landscape has totally changed since the war, can provide momentum to support change in gender roles and issues.

- Great potential for including men's issues in long term planning.
- Chance for GOSS (with support and funding) to provide programs addressing these dynamics and targeting vulnerable populations of men.
- The growing recognition that many cultural norms limiting women and women's roles were imported from the North. Ethnic pride can add to the momentum for change and for reversing many of these negative gender-based trends.

4. Government of Southern Sudan (GOSS) Position and the Gender Environment

Southern Sudan has made efforts during the last decade to create the necessary structures for addressing gender issues, in clear recognition of the fact that ignoring gender undermines human integrity and economic growth. Some of the important milestones are:

The National Convention of 1994. The Sudan Peoples Liberation Movement (SPLM) pledged to liberate every individual and society from all forms of political, economic and social and natural constraints to freedom, development, pursuit of happiness and self fulfillment, social justice, democracy, human rights and equity for all irrespective of ethnicity, religion and gender. Gains in reduction of gender gaps have remained small (Judiciary Committee Report 2000). There are still few women in key positions in SPLM despite the 25% guarantee for women

Bill of Rights in Comprehensive Peace Agreement (CPA) and the Interim Constitution of Southern Sudan. These progressive documents include the following provisions toward promoting equality for women and men:

- Women shall be accorded full and equal dignity of the person with men.
- Women shall have the right to equal pay for equal work and other related benefits with men.
- Women have the right to participate equally with men in public life.
- Women shall have the right to own property and shall share in the estate of a deceased husband together with any surviving legal heirs of the deceased.

All levels of the Government of Southern Sudan shall:

- Promote women's participation in public life and their representation in the legislative and executive organs by at least 25% as an affirmative action to redress imbalances created by history, customs and traditions;
- Enact laws to combat harmful customs and traditions which undermine the dignity and status of women; and
- Provide maternity and childcare and medical care for pregnant and lactating mothers.

Ministry of Gender, Social Welfare and Religious Affairs. The establishment of the Ministry has provided an institutional structure and framework for promoting and guiding gender mainstreaming in all public and private sectors.

The Oslo Donors' Conference on Sudan-April 2005 brought Sudanese women together to define their priorities for gender equality and women's rights in post-conflict Sudan. The resulting document makes

specific recommendations in the following areas, in addition to work on issues of economic policy, livelihoods, and basic social services (health and education):

- Governance and Rule of Law: E.g. 50% equal representation of women and men; programs to redress negative customs and practices; representation of women in monitoring of the CPA; women's participation in Darfur peace process
- Gender-Based Violence: E.g. establishment of agencies to handle cases of GBV; recognition of HIV/AIDS in relation to human security
- Capacity Building and Institutional Development: E.g. establishment of Women's Fund within the Multi-donor Trust Fund; Support for women's NGOs and businesses

Development of the Gender Policy Framework (October 2006). Main areas of focus:

- The legal framework, focusing on harmonization of different laws (Government of National Unity, Southern Sudan, State and customary laws)
- Gender and Poverty-removing constraints to women's access to productive resources
- Education and Health concerns for women
- Violence Against Women; Human Security
- Gender and Reconstruction: Shelter and Housing, Social Welfare
- Gender Considerations in Land, Agriculture and Environment
- Gender and the Economy
- Gender, Power and Decision-making; Rural women and local government

B. Findings Among Sudanese Institutions (in Juba)

The gender assessment team conducted interviews with a variety of governmental and nongovernmental organizations in Juba. GOSS ministries interviewed included some that were host agencies with the VEGA AMED project and some that were not. These latter ministries were consulted for a broad based picture of the social and cultural contexts for gender and the level of support within the government sector for gender equity and equality. As stated already, for purposes of security and logistics, the team's interviews were limited to organizations and institutions based in Juba. Of all host agencies represented in the interviews, 50% were government Ministries or Commissions and 50% represented nongovernmental organizations.

1. GOSS Agencies

Overview. The assessment included six interviews with five Ministries and one Commission: Ministry of Gender, Ministry of Environment, Ministry of Labour, Ministry of Agriculture, Ministry of Commerce, and Center for Statistics (a Commission within the Ministry of Commerce). Sixteen individuals participated in these interviews: 14 were men and two were women. The assessment was not intended to evaluate gender mainstreaming within GOSS ministries that were not host agencies; getting information from the various ministries was a way to gain valuable insights into the context of gender for the society as a whole. In general, within GOSS, working with gender is fairly new, skills and knowledge are low, and therefore the picture emerging from these interviews is by necessity incomplete.

Of those represented, five out of six Ministries or commissions acknowledged that GOSS lacks capacity for dealing with gender. The gaps they identified were lack of gender training, lack of qualified women to fill

positions, and lack of infrastructure to follow through on gender objectives or other objectives. Although officials from all ministries stated that they gave priority to women, IDPs, former soldiers, and other vulnerable groups, little information was accessed to show what specific and concrete strategies, initiatives, and programs are in place or planned. Although there is growing acceptance within GOSS of the need to address gender issues there is still reluctance, as well, particularly from men. Therefore there is a need to adopt a Gender and Development approach which clearly and visibly addresses issues of men **and** women, in addition to using (where applicable) the “WID”⁵ approach which just focuses on women.

In all GOSS interviews, representatives articulated clear support for gender inclusiveness. All could describe in detail how their particular entity was or was not succeeding in following the “25% standard” for women’s involvement from the CPA. Most acknowledged that they had not succeeded at employing 25% women in the middle and higher level positions, mainly because women’s exclusion from education during the war left them under-qualified, without the basic requirements for the jobs advertised. The Ministry of Labor put it this way, “If a woman applies and I hire her when she does not meet the requirements, I will be accused of corruption.” Most women are in lower job grades (7-10) including clerks, messengers and cleaners.

The strong correlation between culture and gender roles in Southern Sudan is also a factor in the employment of women, with huge impact on identities and roles of men and women in society. Since gender equity challenges the social norms which sustain gender disparities, many people (particularly men) see a conflict. This conflict was well articulated by one respondent from one of the Ministries. “There are two things here, the family and the office. If we don’t separate them, we will have a problem. If my wife is my boss at the office and then doesn’t respect me at home, there will be trouble.” He gave an example of a woman who, after becoming a high level government official, refused to take a subservient role at home and also was perceived as showing behavior disrespectful to males at the office.

Because most respondent agencies presented male interviewees, the assessment may not have gotten a fully accurate picture of realities for women working within the GOSS. Other than a general acknowledgement from all ministries that women held lower positions and that it was hard to hire women for higher positions because of their lack of education, only two statements suggested that women faced discrimination in employment within GOSS. One such remark came from a woman employed by GOSS and the other from an outsider (a long term VEGA volunteer). Men in the ministries may be less aware than women of issues negatively impacting women staff, since they are not affected directly.

Given the gaps and challenges described in virtually every GOSS interview, it is clear that there are concrete ways that VEGA and other organizations can work with GOSS ministries to support their work in gender inclusiveness. In addition to providing training and technical advice through VEGA AMED staff and volunteers, a number of straightforward print resources could be made available to ministries to help promote inclusiveness of women and vulnerable groups in all aspects of their work.

⁵ Women in Development (WID)

MINISTRY-SPECIFIC FINDINGS

Ministry Of Gender

Challenges:

- No reliable data on gender exists by which the Ministry could establish baselines and benchmarks for evaluating progress. (For example, there are a variety of estimates on what percentage of the population women actually comprise, what percentage of women are illiterate, what percentage of households are headed by women, etc.)
- Inadequate infrastructure (phone, office space, computers, internet), difficulty communicating with field offices in the states, and the smallest budget of any Ministry.
- Inadequate access to funds available to other ministries.
- Mandate not backed by a budget or systems within the GOSS which would ensure accountability on gender issues; for example, the CPA's 25% standard is not clearly linked to Ministry of Gender for follow-up (nor to the Ministry of Labour).

Opportunities:

- Pride within GOSS that the Ministry of Gender is the first such Ministry in all of Sudan. Unique opportunities to impact issues affecting women in all aspects of life (health, education, economics, legal aspects, and judicial oppression).
- Having senior men in the Ministry (Deputy Secretary and Deputy Director General) helps to clarify that gender is not about women but about how women and men relate to each other; this exemplifies that GOSS does not consider gender work only "women's work" - they have provided visible male advocates for gender equity.
- Women are represented even at the ministerial levels of GOSS for the first time in history.
- The Ministry has recently developed a gender policy framework that will guide gender mainstreaming within GOSS and other partner organizations

Ministry of Environment

Challenges:

- Protecting the environment can have negative impacts in the short term on women/families and other vulnerable groups. (E.g., the ban on poaching affects impoverished women, who may do subsistence poaching for food. Protections against deforestation affect women collecting wood for cooking or selling.)
- Overcrowding from large numbers of returnees and IDPs (both populations include a majority of women) also contributes to these problems and strains natural resources.

Opportunities:

- Awareness within the Ministry of the interactions between environmental issues and gender issues.
- Removal of landmines will benefit women in particular, who are especially at risk as they gather firewood, etc.
- Some programs implemented by the Ministry pay attention to gender issues and can be role model projects.

Ministry of Agriculture

Challenges:

- The subsistence farms of Southern Sudan do not produce enough food for their own families.
- Concerns with food security may lead to the development of agricultural policies and large-scale agricultural development that provide for food security but threaten the livelihood of women.

Opportunities:

- Clear recognition by both GOSS and state authorities that women constitute the majority of small farmers (60%) in Southern Sudan (and the associated recognition that any agricultural policies will have an impact on women).
- Support for women doing small farming is available - the Ministry has made it a special priority to target women and IDPs in provision of tools and seeds.

Ministry of Commerce

Challenges:

- Based on the past two years, the Ministry does not see practical impacts for women of its policies designed to promote gender equality.

Opportunities:

- The Ministry recognizes the high level of poverty of women.
- Recognition by the Ministry that women need to do well in order for men to do well.

Center for Statistics

Challenges:

- Although methods of data collection are gender sensitive in some ways, family interviews were designed to address men, in respect to their status as heads of household. Since men may be less informed on various family and home issues, some census information regarding or affecting women may be absent or inaccurate.

Opportunities:

- The first time in the history of Sudan that population data for the South will be collected separately and included in statistics (2007 Census).
- A number of methods of data collection are gender sensitive (several priority indicators specifically refer to and elicit information from women as well as men, and disaggregate data by gender; survey teams have at least two women per team, so that women respondents will be interviewed by women).
- The Center is committed to making the information available for use in all sectors and to the public at large – which can be used to gain greater understanding of the specifics of gender issues in Southern Sudan.

Ministry of Labour

Challenges:

- Existence of a wide gender gap in women's employment within GOSS and the historic factors and obstacles to employment of women at high levels.
- No evidence of concrete policies and structures to ensure accountability within GOSS in regards to the affirmative action policies of 25% representation of women at all levels.

Opportunities:

- Clear affirmative action policy promoting women's representation in GOSS ministries at a mandatory level of at least 25%.
- Indication of an understanding that gender equality has benefits for both men and women and for Southern Sudan as a whole.

2. Private Sector and Non-Governmental Organizations (NGOs)

Private Sector (Chamber Of Commerce)

The Southern Sudan Chamber of Commerce is an internationally linked private association which assists business owners and entrepreneurs, with the broad goal of country-wide and household-level economic development. The business community of Southern Sudan faces the particular challenge of having been closed down for 20 years of war, during which time the only businesses allowed to operate were owned by Northerners. The private sector to date consists only of small, subsistence businesses operating within a small geographic area (most only within their locality). So far, there is no economic activity large enough to involve exports.

These challenges affect everyone, and many men – as well as almost **all** women – need skills training and education. References were made during the interview to planned programs to support IDPs and former soldiers, but no details were given.

Challenges:

- Women's participation in the business sector is limited by their lack of education. In particular, women need literacy and math classes, business skills, entrepreneurial skills, and social freedom to start and operate businesses (even if their husbands resist). At the same time, men must be shown how entire families benefit make when women can make additional cash, in order to ensure their support and avoid family conflict.
- The Chamber of Commerce (COC) supports mainly those business areas which are traditionally male-dominated, including agriculture, livestock, tea cultivation, logging, and fisheries.
- Large-scale businesses (i.e. the most profitable enterprises) are seen as men's domain.
- The possibility exists that cultural taboos regarding gender are sufficiently strong to limit the Chamber of Commerce's (and other supportive groups) ability to advocate for gender equality. The Chamber requested that the international community put pressure on Sudan to develop laws establishing and protecting women's rights to start and run businesses, but did not specifically indicate their own willingness to advocate directly for such laws.

Opportunities:

- Clear articulation (in interview) of the benefits of involving women in the economic development of Southern Sudan.
- Self-described capacity to function as a “watchdog” or “whistle blower” in regard to legislative advocacy affecting the private sector. The capacity for legislative advocacy can be adapted to support gender equality.
- Women are prominent in businesses related to food and restaurants (as well as small scale agriculture).

NGOs and CBOs. Organizations interviewed: Women’s Self Help Development Organization (a CBO with a mission to benefit women, including two for-profit enterprises operated by/for men and women; NICODO a cooperative milk marketing and sales NGO; and ‘Mary’s Group,’ a farmers’ cooperative and member organization of NICODO.

General Perceptions by Interviewees

- Women have a stronger work ethic and more effective work habits than men.
- Women are more trustworthy and accurate in managing money than men.
- When women earn money, the entire family benefits (while men use cash primarily to benefit themselves).
- When women make and control money, they become more outspoken and have more control over their own lives.
- Women’s increased control over money and their lives has put visible strains on marriages. (It is unclear how unusual or widespread this phenomenon is seen to be).
- It is common for men to spend time and money drinking, which has negative impacts on them and on their ability to provide for their families.
- Given the cultural context, there are clear benefits to organizing separate groups for women and men (for training, cooperatives, for-profit enterprises) so that women can benefit more fully from their efforts⁶.
- There is an expressed need for training on gender and related issues (including training for men about work habits and drinking) in all three organizations.

Challenges:

- Lack of funds and capacity to implement their work in community development.
- Lack of funds and capacity to develop and expand enterprises and markets in their for-profit work.
- Unclear numbers of men and women beneficiaries.

Opportunities:

- Commitment to gender equity.
- Recognition of traditional gender-defined roles for men and women in business, and willingness to depart from established gender-based roles.
- Awareness of the positive personal and societal impact of women’s participation in private sector activities.

⁶ This perception was echoed by VEGA AMED staff.

C. Findings at the Project Level

1. AMED Project Structures and Efforts toward Gender Equity

The VEGA AMED team has clearly stated commitments to pursue gender balance in its work. The starting point is the AMED revised program description⁷, which presents a clear commitment to pursuing women's involvement (in addition to that of men and youth) with the following illustrative language:

Sixty percent of Southern Sudan's population is women. While there are strong gender roles in most vocations of Southern Sudan, the AMED team will ensure that associations and enterprises that employ women are included in the project's activities. The expertise of the African Women's Leadership in Agriculture and the Economy (AWLAE) project, which shares office space with VEGA in Nairobi, will be applied to leverage these activities. We will carry out gender impact assessments on key activities and will work with existing programs for women, e.g. the Women's Self Help Organization in Juba and the 'Women and the Law' project in Rumbek.

The AMED team refers to the following **guiding questions provided by USAID** to projects in its economic growth portfolio for Southern Sudan:

- Are women or men disadvantaged by the market conditions that will be affected by the project? ("Project" can mean activity, volunteer assignment, etc.)
- How can the project address current inequities?
- Do women and men have equal opportunities to participate in the project? Also, **do** they participate equally, and how? If not, why not?
- What changes has the project led to? (Positive and negative)
- How can the project monitor impacts on men and women? What indicators and methodologies are used?

A clear example of attention to gender comes in the form of disaggregated training targets set and tracked within each relevant volunteer assignment. Volunteers' final reports include numbers of women and men trained. In some cases, these reports also provide qualitative data relevant to gender. Other information is anecdotal; for example AMED staff told the assessment team that in a training on peace building for youth (mainly boys) in Rumbek, the volunteer (a woman) challenged the boys about their perceptions of gender, and afterwards several boys said they felt encouraged to send their sisters to school and even to bring their wives to the training.

2. AMED Human Resources

Staff. The VEGA AMED staff team includes about 20% women in Juba. The project faces many of the same challenges affecting the population in general, including lower qualifications among local women and the fact that many educated Sudanese women have not yet returned to Sudan. As part of its overall commitment to re-development, the project is committed to hiring Southern Sudanese staff whenever possible (rather than expatriates or third-country nationals). The AMED project has not provided specialized

⁷ The project revision was approved in late 2006.

gender training for staff; however, several staff members have had some such training in previous professional or academic settings.

Volunteers. Staff and management agreed that over the life-of-project so far, many more volunteers have been men than women. Program staff felt that having more women volunteers – particularly African women – would allow the project to set an example for Sudanese host agencies and trainees about women’s abilities in business and other fields. There was some disagreement as to whether women (especially international) were less inclined than men to volunteer in Southern Sudan due to harsh conditions, particularly outside of Juba, but staff had examples of both women and men who had chosen to leave assignments early for such reasons.

Given their varied backgrounds and selection based on specific technical capacities, understandably most volunteers do not have a background in gender equity. However the volunteers interviewed during the assessment were open to gender training and orientation in order to increase the effectiveness of their assignments, whatever the field.

3. Technical Approaches

The AMED project conducts technical activities under two objectives and nine different task areas, as laid out in the revised program description:

Objective 1: Increased private sector opportunities in urban areas

Task 1. Support and Strengthen Chambers of Commerce

Task 2. Promote Business Skills Training

Task 3. Provide Business Advisory Services

Task 4. Develop Public-Private Partnerships

Objective 2: Enhanced capacity of local institutions

Task 1. Strengthen Capacity of Local Government Agencies

Task 2. Prepare and Revise Reintegration Strategies

Task 3. Support Local Initiatives to Strengthen Markets

Task 4. Agricultural Marketing Associations and Cooperatives

Task 5. Institutional Transition for the Agriculture Sector Training Centers

Since volunteer assignments are the principal vehicle for achieving these tasks, the development of Scopes of Work (SOWs) – and later supervision and management of assignments while they are underway – is an essential technical task accomplished by AMED staff. Staff consult closely with host agencies (e.g. Ministries, business associations, NGOs) to determine which activities will contribute most to maximizing the peace through economic growth and job creation, while at the same time building local capacity. It is clear that AMED staff forge relationships with key individuals within the host agencies and may serve as mentors and collaborators beyond the fact of individual assignments.

Principal activities within the volunteer assignments are (1) technical assistance/advisory services; (2) training in a specific topic area (e.g. carpentry, dairy production, entrepreneurship); and (3) organizational development. While designing the SOWs, AMED staff have opportunities to discuss with host agencies

how activities will be affected by gender considerations, and how the assignment can involve and have impact for men and women in substantial ways. One example where this has happened: a small firm in Rumbek that manufactures plastic bottles for water from an artesian well requested that AMED provide a volunteer computer instructor to work with them for three weeks. AMED program staff agreed to design the SOW and recruit a volunteer if the group agreed to involve a minimum of 30% women, and they did it. Such discussions are not yet routine, but may be going forward.

Beyond volunteer inputs, AMED includes a component for small grants to strengthen local institutions. To date the main grant recipient has been a local NGO called the Women’s Self Help Development Organization; support has also gone to strengthen agricultural vocational training centers. The project staff consider AMED’s work with WSHO to be a major success of the program, both in pursuing gender equity and in terms of the impact achieved: “WSHO has seen a big change because there has been lots of follow-up with them on their small grant, plus some of the women have been there the whole time and have really increased their skills. The office is now set up, they have the right attitudes, a business plan, etc.”

Data on Participation by Men and Women

The greatest number of persons benefiting from the project are local trainees and agency staff who attend volunteer-led trainings. In general, many of the organizations interviewed do not have well-organized data that is disaggregated by sex. This is in part due to the newness and to the lack of systems for doing so. For example, the host agencies could not readily provide written data on people trained by AMED volunteers. They also could not provide hard data on numbers of men and women employed by or assisted by their agencies.

The team was able to get fairly complete data from the NGO NICODO, included here for illustrative purposes only:

Table 3: NICODO Staff

Category/position	#Men	# Women	Total
General Assembly (farmers selling milk to NICODO)	180 ⁸	20	200
Board of Directors	13	2	15
Staff	4	4	8
Milk collectors	4	0	4
Milk sellers	0	4	4
Cleaners	0	2	2
Security guards	2	0	2
	203	32	335

⁸ Men form the majority in the general assembly, yet the respondents (men) said that most of the work done by women. Farms headed by women are said to be the most productive.

III. RECOMMENDATIONS

A. Next Steps in Support of Gender Equity for VEGA /AMED

The assessment team's principal recommendation for the project team is to develop a comprehensive in-house gender mainstreaming strategy-consistent with USAID/Ministry of Gender expectations. As far as resources allow, this should involve developing baselines relevant to project activities so that progress can really be measured. In developing the strategy, the assessment team suggests that VEGA AMED incorporate the following specific recommendations, which came from staff, volunteers, Ministry officials, and NGO/CBO/private sector host agency respondents.

1. Develop training curricula for current staff and long-term volunteers, including specific "tips" on ways to pursue gender equity in the everyday work of the project⁹. Develop the program in collaboration with existing VEGA staff who have a gender background, and offer them leading roles in the training development and implementation. This could be facilitated by a dedicated long-term volunteer with a background in gender mainstreaming or gender in development.

Justification: Staff, management and volunteers expressed interest in gender training. In every interview, it was noted that gender and culture are intertwined. Local and East African staff are valuable resources on culture, gender, and how they interact.

2. Provide clear, concrete guidelines on gender mainstreaming in formal orientation for incoming volunteers¹⁰, to include:

- SOWs that make specific reference to how men, women and vulnerable groups will be included or represented in services delivered, and to how these services are relevant to gender issues.
- Clear deliverables regarding gender.
- Information about ways for trainers to consider the needs of men and women participants.
- Program regularly scheduled times for volunteers to consult with Sudanese and East African staff on issues of gender and culture.
- In cases where a fully-fledged training might not be provided in the needed timeframe, develop print versions of general gender guidelines for volunteers.

Justification: Staff, management and volunteers expressed interest in adding value to their various assignments by incorporating gender focus into preparations.

⁹ Appendix 3 includes tips for staff to consider gender in their work.

¹⁰ See Appendix 2 for suggested draft document to be used in training for volunteers.

3. Develop and/or update a gender mainstreaming strategy for staff to apply throughout project implementation, including:

- General guidelines about gender for new staff in cases where a fully-fledged training might not be provided in the needed timeframe.
- Inclusion of gender responsibilities among other priority areas in job descriptions, timelines, accountability components and M & E components of the project; for example gender-sensitive impact indicators to track who benefits from each activity. (Details of how training programs can address gender issues would fall under this umbrella.)
- Tools and resources for promoting gender mainstreaming and mentoring with GOSS or civil society counterparts. Include practical ways to advocate for greater participation of women in partner institutions (e.g. including a session on gender during business training).
- Program changes to allow for more small grants and loans to NGO/CBO partners (including participation of women).
- For government and non-governmental partners: scheduled follow-up to supplement training programs, to include check-ups on progress with gender equity).

Justification: Staff and management expressed a desire for clearer, more practical expectations of how to incorporate gender into the overall design of the program, as a way to keep focused on gender among their many responsibilities. Staff particularly expressed the need for grants, loans, and concrete tools for mentoring – in recognition that gender is long-term issue that takes time, repetition, flexibility, (and in this context, the reality that information alone is not enough to reduce gender gaps) - it's not just a numbers game.

4. Adjust practices and strategies for recruitment of staff and volunteers to include targeting of women and Africans.

Justification: Interviewees shared examples of how effective women volunteers and staff have been a model for target groups on women's potential and abilities. The project can be an example for host agencies, donor agencies, etc., on gender balance.

5. Ensure gender-sensitivity in each impact indicator, and designate a staff person to ensure that partners and volunteers can report this way.

- a.) Review current program indicators; if necessary add impact indicators relevant to gender
- b.) Evaluate the kinds of data being tracked, to ensure that some indicators measure change for women and men
- c.) Evaluate the project monitoring system and specify who tracks data and how; how and when it's reported (and to whom?), and who provides analysis.

Justification: In order to be responsive to changes in USAID's strategy and framework, VEGA is in a position to provide more data on disaggregated project impact.

B. Additional Tips

- Keep in mind that in some cases, separate organizations for men and women are the most effective approach for developing long-term gender equality. While overall gender mainstreaming is the goal, sometimes cultural factors mean that women can advance more effectively in partnership with each other and then join mixed groups later. (For example, the women in “Mary’s Group” see men’s participation as a drain on the organization, but they need support to change and strengthen their structure. The men’s group, if they wanted to continue or reform, would also need support.)
- Empower women by training them in bookkeeping, business skills, English.
- Provide practical skills for uneducated/ illiterate women about ways to get income, including handicrafts.
- Computer training is widely needed in the population as a whole. People have not had exposure to computers during the war.
- Training requires a time investment, and repetition - two weeks without follow-up may be inadequate.
- Keep in mind the possibility that training, without grants/loans or follow-up, is not always relevant to women or to other disadvantaged constituencies. Remember this if women are not coming to the training, even though language and schedule is considered. There are reports of beneficiaries telling staff – ‘we don’t need more workshops, we need help (concrete support).’

C. Recommendations beyond the scope of VEGA AMED

1. For GOSS

- Collaborate with the Ministry of Gender and UNIFEM, other relevant NGOs, and local women’s NGOs to develop a comprehensive long-term training program on gender (including men’s issues and gender-based violence) for all levels and sectors of society, with clear guidelines on who’s doing what. Include a component to strengthen the capacity of women’s NGOs.

Justification: Requests and recommendations for training came from every local group, entity, individual, and Ministry that we interviewed. GOSS officials in particular said that the whole society, at every level, needs training to help them understand new gender policies.

- Assist the Ministry of Gender to implement its Gender Policy Framework, partnering with all Ministries (not only those in social/humanitarian sector) and to facilitate meaningful work beyond gender-related employment quotas.
- Develop gender programs focused on men’s issues also, including substance abuse education and services; mental health/trauma services; training in gender, culture, and gender based violence.
- Empower both women and men – “Empower both so they can understand themselves, and so all can understand that men and women should not go alone.”
- Support GOSS and the Ministries of Gender and Labour in developing national priorities for employment of women/vulnerable groups, with strong accountability measures and a tiered approach to goals and benchmarks for longer-term criteria (including scholarship programs, adult literacy for vulnerable groups, etc.).

Justification: To implement the 25% standard on employment of women set in the CPA in a comprehensive, planned way, attending to more urgent or more quickly achievable priorities first.

Work with the Ministries of Gender, Labour, and Commerce to:

- Offer incentives within the government for making or exceeding 25% women's participation, and monitor at which levels women are involved.
- Offer incentives to the private sector for achieving a minimum of 25% employment of women.
- Offer incentives for local government to establish policies supporting businesses and employment for women and vulnerable groups (e.g., reduced market fees for operating market businesses).

Justification: All ministries described the difficulties of achieving 25% employment of women. The Ministry of Labour noted that they have no way of enforcing employment of women in the private sector.

Extend capacity building to support the GOSS Ministries in implementing stated plans and strengthening their attention to gender in these plans, to include:

- Promotion of girls' education, and development of boarding schools for girls.
- Improved access to health care for women all over Southern Sudan.
- Dealing with landmines and poaching bans and their impact on families.
- Increase agricultural capacity of subsistence farmers.
- Developing mental health services to address trauma issues for the entire population, especially targeting former soldiers, refugees and IDPs.
- Strengthening laws to protect women and children, provide child support for families that are abandoned by the father, and to provide legal protection for women reporting rape and other violence by SPLA soldiers.
- Facilitate cross-Ministry work on programs specifically targeting women and vulnerable groups.
- Develop capacity throughout GOSS to plan with considerations of the impacts on women and vulnerable groups of any broad based development programs (agriculture, commerce, labour).

Justification: Ministries are able to articulate problem areas and plans for gender related programs to address them but lack infrastructure, resources, and capacity to carry them out.

2. Other

- Coordinate efforts in micro-lending and small business development (and related training) by large and small NGOs, the government, and UN bodies, with attention paid to gender and vulnerable groups and to avoid duplication, note gaps, etc.
- Link gender issues and vulnerable groups to children's well being in public awareness campaigns. (Include both men's and women's issues.)
- Establish a coordinating committee of all registered NGOs working in Southern Sudan – to meet monthly and link NGOs with each other, local groups, and government.
- Work to mobilize the women's community (NGOs) to promote sustainability of gender work over the long term in Southern Sudan.

D. Gaps in the Assessment (e.g. Areas for Further Analysis)

The usual time limitations of the in-country portion of the assessment limited the team's ability to get a full overview of the activities of the project and gender-related issues. Finally, the team's work in Juba gave a rich view of the government sector but did not address issues or examples that may be particular to host agencies in Wau, Yei, Rumbek, or other areas.

As stated elsewhere, there is no full and comprehensive data on gender in Southern Sudan. The team recognizes that the snapshot provided by the interviews and meetings is valuable while at the same time incomplete.

The team did not get to know or explore the Women's NGO (local NGO and CBO) world. More information from this sector would have strengthened the assessment team's perspective on the larger context for gender issues and women's realities.

APPENDIX 1: VEGA AMED Gender Assessment Respondents

January 24 – February 1, 2007 Juba, Southern Sudan

24 Jan 07

Ministry of Gender

Peter Sukole, Under Secretary
Ajak Kuol, Deputy Director General of Gender

VEGA Long Term Volunteer, Information Technology
Juke Mabior, Ministry of Environment

Ministry of Labour

James Tipo, Acting Under Secretary
Nyingwi Livo, Director of Labor

Ministry of Environment

Victor Wurda Lo Tombe, Director General, Environment
Laura Tete Lino, Deputy Director, Tourism
Bismark George Lowoh, Senior Inspector, Tourism
David Batali Oliver, Deputy Director, Environment
Kapuki Tonguni Lado, Asst. Inspector, Environment
Cecilia Mogga, Senior Inspector-Pollution, Environment
Joseph Lamu, Director-Biodiversity & Natural Heritage, Environment

25 Jan 07

UNICEF

Maury Mendenhall, Child Protection

NICODO

Stanley Ladu, Acting Coordinator

UNIFEM

Lucie Luguga, Programme Manager
Joy Zacharia, Programme Specialist

VEGA Staff Focus Group

Isaac Bazugda, Senior Field Operations Manager
Zachary Ileri, Program Officer
Peter Lomnit de Karl, Senior Field Operations Manger
Eunice Phillips, Senior Field Officer

26 Jan 07

Center for Statistics (within the Ministry of Commerce)

Isaiah Chol Aruai, Chairman
Eliaba Yona, Senior Statistician

VEGA Management

Mohammed Hago, Deputy Chief of Party

VEGA/CDC Long Term Volunteer, Organizational Development
Alexandra Lepionka, Center for Statistics

27 & 30 Jan 07

VEGA Short Term Volunteer, Refugee Reintegration
Rica Terbeck, RDC

Farmers Cooperative Group - Member of NICODO
“Mary’s Group”

29 Jan 07

Women’s Self Help Development Organization

Margaret Komoyanga, Community Development Officer

29 Jan 07

South Sudan Chamber of Commerce

Ngor Ayuel Kacdgor, Chairman
Agnes Dokey, Executive Council Member

30 Jan 07

Ministry of Agriculture

Francis Luala, Central Equatoria State Ministry, Deputy Director
Mikaya Gamundi, GOSS Ministry, Deputy Director for Planning

Ministry of Commerce, Trade & Supply

John K. Pan Paguir, Director General, Trade

VEGA Staff (interviewed separately)

Eunice Phillips, Senior Field Officer
David Githaiga

VEGA Long Term Volunteers

Kirk Manhin, Center for Statistics, Finance and Administration
Christopher Adams, Ministry of Commerce, Business Advisory and Organizational Development

Men’s Focus Group ((Two men were unable to attend)

Stanley Ladu, NICODO Acting Coordinator
Juke Mabior, VEGA Long Term Volunteer

VEGA Management

Greg Olson, Chief of Party

APPENDIX 2*: For Volunteers – Interrelationships of Gender and Culture in Southern Sudan

** Pending edits by local AMED staff, this appendix can be used as a three-page handout for volunteers, and/or as the basis for a longer volunteer orientation and training package.*

GENERAL ISSUES

- Traditionally in Sudan, a man is considered to be the leader of the family, ruler of the household, “king of the house.” Along with this role, men are looked to for solutions to problems and blamed when solutions can’t be found. With multiple wives and children, they face increased pressures to provide. Their credibility is somewhat based on their ability to provide for family.
- Until recently (and currently, in some locations), women in Southern Sudan:
 - Have been unable to own land or buildings
 - Have been restricted to activities taking place in and around the house
 - Are regarded as property or investment in marriage
 - Are required (with their birth families) to pay back their dowry if they want to end a marriage to an abusive husband
 - Are faced with complications regarding care and responsibility of children when married to a man with multiple wives
 - Often are faced with heavy responsibilities for family, corresponding with little power or access to resources
 - Are considered property to be inherited by their husband’s relatives, if he dies
 - Generally lack power or voice in society
- During the past 20 years, due to the civil war, men have been stripped of some of their most important duties as providers for the family (e.g. leaving Juba to collect firewood or drive cattle could have resulted in death; business activities), with strong impacts on them psychologically and socially.
- Many of these same duties during the war were by necessity taken on by women. This has in many cases been positive in promoting women’s greater self-confidence and self-reliance, but has had a part in the psychological impact on men and on families. Some men feel that their children do not respect them if they are not the one bringing the income into the family.
- Southern Sudanese culture has been impacted by Arab/Muslim cultural norms brought in from the North. Some Southern Sudanese recognize that their African cultural norms have been displaced by these other norms, and for them it may be a matter of ethnic pride to move forward in society, promoting gender roles that are more balanced for men and women. For others, proposed and anticipated changes threaten to undermine social order and structures, not the least of which is the family.

If you come from a culture that is very different from Sudan, small things that seem of no importance to you can actually have a big impact on gender issues and participation. For example, a former COP of VEGA AMED told of a situation in one of the outlying towns (Wau) where a woman would not take a job at the VEGA office because it was located in an apartment building that had a bedroom. For her to work there would have been perceived as disgraceful. Therefore in order to ensure the greatest impact from your work, it is important to challenge your own thinking and talk to local colleagues to determine whether project plans are locally appropriate.

TIPS FOR TRAINING

Scheduling and Attendance

1. VEGA AMED staff will keep gender considerations in mind when setting up trainings and workshops for volunteers. Through experience, staff have noticed that women's attendance decreases on certain days and times (market days, certain times of day for tasks of childcare, etc.). Find out from them what these days and times are, about any special scheduling issues for men, and about how they've prepared a training schedule that is accessible to both men and women.
2. Remember these issues as the training progresses and if there are times when participants come late, leave early, or don't show up at all. Take note of how and when men's and women's attendance is affected and let staff know in detail, for future planning.
3. Be careful to avoid assumptions that the trainees are missing training time because they are not interested or motivated. It's quite likely that there's a good reason, invisible to outsiders, for their behavior. Remember that many of the trainees are likely to face daily challenges like accessing shelter, water, or food for their families. Work with people at whatever level they are able to attend and encourage them to get the maximum benefit when they do come.

Participation

4. Because of their circumstances in the past 20 years, many women do not have strong English skills and this can affect their participation in training. If you notice women are not speaking up in your training and think the reason might be language issues, tell staff as soon as possible; find out if arrangements can be made for an interpreter. If possible, find out information about the training participants before the sessions begin (through a questionnaire or interviews) so that you can incorporate their reality into the design.
5. It is possible that in a mixed training group of both men and women, women will be hesitant to speak up, ask questions, and participate fully and freely. If you notice these patterns, report the issues to staff and ask their suggestions.
6. In mixed training groups in which women are not speaking freely, if possible find a way to divide participants into small groups to do tasks together and make sure that one small group is women-only. Check in on each group and interact with them to find out the extent to which the training activities are assisting their learning. If you get stuck, ask the advice of the staff.
7. Particularly if your training involves discussions, pay attention to how you ask questions. Give people a chance to tell about and learn from their own and others' experience. When possible, answer a question with a question and see if members of the group can answer. Avoid asking questions that trap people in wrong answers. Be sure to noticeably point out the correct parts of answers that are not completely accurate. When someone's answer really needs to be corrected, do it gently. This is a skill that takes time to develop, but can go a long way to increase both men and women's comfort level in speaking out in the training.
8. Other ways to increase participation in discussions can be used to encourage people who aren't speaking to participate. Ask staff to suggest which of the following sample questions might work best with your training group:
 - This time when I ask a question, I want somebody to answer who has not spoken yet today.

- This time when I ask a question, I want a woman to answer (or a man, if they have not been speaking).
 - This time when I ask a question, I want someone under 30 to answer (or over 30 or whatever relevant age).
 - This time when I ask a question, I want someone who is not a parent (or who is a parent) to speak.
 - This time when I ask a question, I want someone who is wearing blue or green to speak (or whatever applies to the number of people who aren't participating).
9. If you find that after one or two days, a few of the same people are dominating the discussion and others don't have a chance to speak, you can try to make a game of it. This is a good way for anyone of any culture to get feedback on how much or how little they are talking:
- Give every person 5 stones (or sticks or any object you can easily get).
 - Tell people that every time they speak, they have to put aside one of their stones.
 - Tell people that after they have used all 5 of their stones, they cannot speak anymore that day (or that morning or that discussion), even if they want to.
 - Tell people to use the opportunity to choose their words and participation carefully and speak only when it's especially important.

If you do this activity, make sure to give participants a chance to discuss afterwards how it felt for them to have their participation structured in this way.

Self-Management and Awareness

10. Depending on your age, gender, culture, values, and life experiences, you may naturally notice how women and men attend, participate, and behave similarly and differently during training sessions and in other interactions -- or you may not notice these things at all. As a VEGA AMED volunteer, it is part of your job to notice gender. If it seems unnatural for you to have to pay attention to these things, consider that noticing small dynamics and being adaptive and flexible to them can actually make a big difference in the value of the training experience for participants. Both sexes stand to gain when volunteers pay attention to and respond to differences in how men and women are involved with and participate in VEGA training and technical support.
11. Occasionally we may encounter situations, opinions, and people in other cultures who have opinions that really bother us, make us feel angry or hurt. It can be especially challenging for foreign and Diaspora volunteers to hear men make statements that they find degrading to women. If, during your role as volunteer, you suddenly get strong emotional reactions to someone's expressed opinions, take note and respond with care. It may be best in such moments to say very little or nothing at all.
12. Recognize that in such situations, discomfort is an indicator but the experience itself can be strengthening.
13. When recalling moments or situations that are strong challenges to your deeply held values, take a moment to consider the challenges men and women in Southern Sudan are facing. Men in particular may be feeling similarly threatened – the whole society is being asked to rethink and change gender roles that have been in place for generations. In your role, consider finding a way to be non-threatening even as you are acting as a change agent.

APPENDIX 3: AMED Program Staff: Tips for Integrating Gender

Questions to Ask While Developing Scopes of Work (SOWs)

Host Agency Considerations

1. Who will benefit from the proposed partnership between VEGA AMED and the host agency? (Consider primary and secondary beneficiaries.)
2. Will those receiving technical assistance, trainees, and other beneficiaries include both women and men? Has the issue of gender equity been explicitly discussed with the host agency? Does the host agency have a strategy for including both women and men? (Or if not, do we have a plan to help and advise them on this?)
3. Are there external barriers that will affect our ability to equitably distribute benefits through this assignment? If so, is there anything we can do to correct or compensate for these? (In a generic but widely applicable example: women's low level of literacy and English language training may mean that they are not selected as participants for a small business training. Can we conduct parallel sessions with methodologies aimed at illiterate populations? Can we budget for a translator to accompany the volunteer? A second example: women's lack of access to credit means they may not be able to launch a business even after training. Can we work with a bank on this issue? Or with the Chamber of Commerce?)
4. Does the host agency itself pursue gender equity in terms of staffing (with women in meaningful positions) and programs? How can we encourage gender equity ourselves, or link the agency to resources and services outside of VEGA AMED (e.g. UNIFEM, USAID, etc.)?

Volunteer Considerations

1. Would this assignment benefit from a volunteer with some background in gender in development (in addition to other technical expertise), or someone willing to learn about and integrate gender considerations?
2. Does our recruitment strategy for this assignment include ways to reach both women and men volunteers?
3. While the volunteer is preparing for the assignment, contributing to refinement of the SOW, etc.: have we already provided him or her with information on gender and cultural considerations in Southern Sudan, so that this can be considered in planning?
4. When the volunteer arrives: have we scheduled orientation and training for the volunteer on gender and cultural considerations? Is there a knowledgeable staff person available and ready to answer the volunteer's questions and assist with any modifications to the SOW that may improve equitable participation and benefits?
5. Have we scheduled a check-in meeting about gender and cultural considerations for the volunteer with Sudanese staff with gender expertise (and gender volunteer, if there is one) a week or two (or halfway) into the volunteer's assignment?

Results Monitoring

1. Before the volunteer assignment begins: have we already developed participant tracking sheets (disaggregated by gender), post-training questionnaires that track economic and social benefits for men, women and families, and other tools to reflect the project's gender impact? Are the volunteer, host agency, and VEGA AMED staff all aware of these tools and clear on their use?

2. Who will ultimately be responsible for monitoring the results for this assignment, including gender impact?

Mentoring Relationship

1. For past host agencies and agencies with which VEGA AMED collaborates but has not worked directly: are there project-funded trainings or discussions to which we can invite them, to motivate their continued consideration of gender equity?
2. Can we as staff be an on-call resource to these agencies to mentor and advise them on gender?

APPENDIX 4: Resources on Gender Mainstreaming, for VEGA AMED Team and Partners

Specific Publications

1. March, C., Smyth, I., Mukhopdaya, M. (1999) *A Guide to Gender Analysis Frameworks*. An Oxfam Publication.
2. Gianotten V., Groverman, V., van Walsum, E., Zuidberg, L. (1994) *Assessing the Gender Impact of Development Projects*. Royal Tropical Institute-The Netherlands.
3. International Fund for Agricultural Development. *A Manual for Gender-Focused Field Diagnostic Studies*. (www.ifad.org)
4. FAO/ILO. *Socio-Economic and Gender Analysis Programme (SEAGA): Field Handbook* (www.FAO.org)
5. The World Bank. *Toolkit on Gender and Agriculture*. Gender Toolkit Series. (www.worldbank.org)

Relevant Web Resources

1. United Nations International Research and Training Institute for the Advancement of Women. <http://www.un-instraw.org/en/index.php?option=content&task=section&id=6&Itemid=80>
(The ones on Gender Mainstreaming and Gender Action Planning may be of particular use to VEGA AMED and its partners)
2. "Programming to Address Violence Against Women: 10 Case Studies" UNFPA, 2007.
Link: http://www.crin.org/docs/UNFP_VAW.pdf
3. Gender checklists by development sector, by Asian Development Bank (ADB). <http://adb.org/Gender/checklists.asp>
(The first one – for Agriculture – may be useful for VEGA AMED)
4. United Nations' Development Programme (UNDP) resources on Gender Mainstreaming www.undp.org/women/resources.shtml
5. Consultative Group on International Research (CGIAR) www.cgiar.org
(Gender and Diversity Program; CGIAR Program on Participatory Research and Gender Analysis)
6. The International Center for Research on Women (ICRW) www.ICRW.org
(E.g. Women, Land and Sustainable Development)
7. IIED. Participatory Planning and Action (formerly PRA Notes). www.iied.org
8. Gender Policy, Millennium Challenge Corporation www.mcc.gov/countries/tools/2007/policy-2007-gender.pdf

International Conventions

1. The Beijing Platform for Action (<http://www.un.org/womenwatch/daw/beijing/platform>)
2. The Convention on the Elimination of all Forms of Discrimination against Women (www1.umn.edu/humanrts/instree/women/engl-wmn.html#cedaw)

APPENDIX 5: Interview/Focus Group Questionnaires

MINISTRY OF GENDER

Can you give us an assessment of the status of men and women in southern Sudan? (Situation analysis. Key areas of gender inequality.)

What is the status of women in the business/formal employment sector? What are the barriers?

Do you have a strategy for training and awareness raising?

Who are the IDPs (sex, age, ethnic groups, etc.)? Who are the most disadvantaged? Are there leaders among them, with whom GOSS negotiates? What are the economic and educational opportunities for them?

How many staff do you have in the Ministry, and how many are women? At what levels? Throughout Southern Sudan?

How do you relate to the GOSS & other Ministries? Do you offer guidance and technical assistance on gender mainstreaming throughout GOSS?

What are the successes of the Ministry? What are you most proud of?

What are your key challenges?

Are any development partners working with you? Do you advise and coordinate on gender mainstreaming in development projects going on here?

What is to be gained by seeking gender balance?

Do you have any impressions about how VEGA/AMED is integrating gender considerations? Aware of any strengths or gaps?

MINISTRY OF LABOUR

Can you explain your mandate to us?

As the Ministry of Labor, do you oversee hiring practices within the GOSS? Are there issues in terms of gender equity?

What are the main sources of employment in Juba or Southern Sudan? In what sectors do you see women employed and what sectors are men employed? Are there any plans to encourage gender equity in any of the sectors?

What might be gained by employing women and making sure women are included?

What might be lost by including women?

Any recommendations?

MINISTRY OF ENVIRONMENT

What is your overall mandate as a ministry?

What is the link between the work you have described and women or gender equity?

How do these issues relate to returnees or IDPs?

Describe your collaboration with the VEGA AMED project.

What are your impressions of the way the project is integrating gender considerations?

What kind of contribution has the volunteer made? Has there been a gender angle to it?

If the volunteer provided training to the Ministry staff, what was the breakdown of participants in terms of women and men, and what explains this pattern?

How do you think a gender mainstreaming approach reflects or clashes with different cultural traditions in Southern Sudan?

When you look at the profile of government employees, are there issues of equity (i.e. total numbers, positions in the hierarchy)? Do you work on the Ministry of Gender on this?

MINISTRY OF AGRICULTURE

What is your overall mandate and focus as a Ministry?

What is the status of professional women within the Ministry? (What positions do they hold, what status, etc.?)

Please describe the agricultural sector and how men and women participate in both subsistence and commercial agriculture. (Are there differences in how men and women participate, in production of both agricultural crops and products? How do you explain these differences?)

How do returnees or IDPs participate in the agricultural sector?

What is to be gained by attending to gender equity in the agricultural sector in Southern Sudan?
What is to be lost?

How do gender issues either impede or facilitate the performance of the agricultural sector?
What strategies does your Ministry take to address gender issues and with what level of success?

What about men's issues?

What kinds of psychological effects has the war and postwar situation had on men?

Do you work with the Ministry of Gender? If so, how?

What suggestions do you have for dealing with gender issues in your Ministry?

What suggestions do you have for VEGA AMED?

MINISTRY OF COMMERCE

What is your overall mandate and focus as a Ministry?

What is the status of women within the Ministry?

Which kinds of businesses are represented in Southern Sudan? Where do you find the most women, and where men? Are there differences in scope and profits between women and men?

What are your licensing systems for new business owners? How friendly are these procedures for both men and women?

Are there exemptions or considerations for IDPs, returnees?

Please give an overview of the gender issues in commerce and trade.

Do you work with the Ministry of Gender? How?

What has your interaction and collaboration with VEGA AMED been like?

What suggestions do you have for dealing with gender issues in commerce and trade?

CENTER FOR STATISTICS

What is your mandate and major areas of work?

Can you tell us about your challenges?

What can you tell us about data analysis, regarding gender?

How do you address population movement?

What types of data do you already have?

What gender issues affect your work?

What is your relationship with VEGA AMED?

How does Southern Sudanese culture help or constrain gender balance?

How can data be used to promote gender balance?

Did people notice that women were singled out for questions?

CHAMBER OF COMMERCE

Please describe your organization and your mandate.

What types of business and trade are you likely to support?

What is the percentage of women among your membership?

What keeps women backward in Upper Nile? (*Follow-up question)

In what types of businesses are women involved?

How do you involve IDPs?

What challenges are unique to women?

Do you see a need to help women in business to thrive and catch up?

Describe your interaction and collaboration with VEGA AMED.

How can women's potentialities be realized in the various sectors?

WOMEN'S SELF HELP DEVELOPMENT ORGANIZATION

Please describe your organization and your major focus.

How did WSHDO become involved with VEGA AMED?

Did VEGA AMED give technical assistance?

Can the bakery and restaurant sustain WSHDO?

Did VEGA AMED supply a grant or in-kind donations for the bakery?

Describe the impact of collaboration with VEGA AMED on WSHDO.

Any good change for men?

Any changes in women's workload as a result of the project?

How could collaboration with VEGA AMED be improved?

What are the challenges and opportunities for women in Southern Sudan?

Recommendations for the biggest impact for women?

Special challenges for women?

“MARY’S GROUP”

Please describe your group, what year you were formed, your purpose, and your membership (in terms of men and women).

Who participates in management of the group? How many men, women, what types of roles?

Main activities?

Nature of collaboration with VEGA AMED? With NICODO? (e.g. training, in-kind support, other)

What support has proved most useful and why? Who has benefited most?

What support has proved least useful and why? Who has been affected most?

Specific positive changes that have occurred to group members? (e.g. economic gains, income, changes in workload, changes in power relations – control over resources and benefits, other?)

Any negative changes?

What suggestions do you have for improving this collaboration?

NICODO

Please describe your mandate and your organization (including what roles are filled by men and by women)

What gender issues do you encounter in your work – among staff, or membership, etc.? Has VEGA AMED had any role in addressing these issues? Were you asked by VEGA AMED about your understanding of gender?

How do men and women participate in the program?

How do you think gender issues fit in the cultural traditions of Southern Sudan?

What roles in your program are men’s roles and what are women’s roles?

What gained by including women?

In regards to increased income from your enterprises, who benefits? Do women and men benefit differently? Are women involved in job skills training?

What kinds of changes have you seen in men and women as a result of the program?

Any recommendations?

MEN'S FOCUS GROUP

What issues in Southern Sudan concern men differently than women?

What was it like to be a man during the war?

Alcohol – does the war contribute to some men drinking a lot?

What is it like to be a man now?

What issues concern soldiers? Former soldiers?

Are there barriers for former soldiers? Economic opportunities for former soldiers? Other disadvantages? (Advantages?)

We heard described in one of our interviews that a “culture of violence” remains from the war time. What do you think about that?

How did VEGA AMED provide for men's issues in the program?

UNIFEM

What is your major focus in Sudan?

What partners are you working with, and in what capacity?

What do you see as the critical gender issues? Opportunities? Challenges?

What is your national strategy for addressing gender issues?

Where do you think you have made the greatest impact?

What do you see as the greatest needs? What gaps have you identified where services or programs are needed?

Would you have any recommendations for a project like VEGA, or other development projects, on how to be successful on gender equality in Southern Sudan?

UNICEF

What is your major focus in Sudan?

What partners are you working with, and in what capacity?

What do you see as the critical gender issues? Opportunities? Challenges?

What is your national strategy for addressing gender issues?

Where do you think you have made the greatest impact?

What do you see as the greatest needs? What gaps have you identified where services or programs are needed?

Would you have any recommendations for a project like VEGA, or other development projects, on how to be successful on gender equality in Southern Sudan?

VEGA AMED VOLUNTEERS (short and long term)

What is your area of expertise?

What is your main assignment?

How do you relate to host agency?

What are your biggest successes? Challenges?

What is your understanding of gender? Have you ever participated in gender training?

Were you asked by VEGA AMED about your understanding of gender issues?

Did VEGA AMED express expectations of you with regard to gender mainstreaming within your assignment?

Were you provided with guidance on involving women and men in your assignment? Were you provided with cultural considerations?

How did women and men participate in your assignment? What differences did you notice?

How would you explain the differences?

What recommendations do you have about how these issues can be addressed?

What kinds of changes have you seen in men and women (and the institution) as a result of your assignment?

What recommendations do you have about how these issues can be addressed?

Would gender training for women be useful?

What do you see as the purpose of gender component of project?

VEGA AMED STAFF FOCUS GROUP

What is your understanding of gender? Have you ever participated in gender training?

What are your expectations and hopes of what the project can achieve in terms of gender?

What are the requirements for accessing the fund?

How does AMED integrate gender?

Do you know of any prior social analysis in the project's design phase?

Are volunteers aware of gender issues?

Does your job description include any responsibility to pay attention to gender considerations?

Have you given consideration to gender?

What kinds of changes have you seen?

What are your biggest successes? Challenges?

What recommendations do you have?

VEGA AMED SUDANESE FEMALE STAFF (the only one)

How is it to work with your coworkers and management, being the only woman staff in the project?

Comments on gender in regards to AMED project?

With host agencies/partner agencies – what more can you do besides tell them? (follow-up from answer to previous question)

Specific types of training or grants? (follow-up question)

Is it keeping women at a low level to train them and support them in things like handicrafts? (follow-up question)

Training women in computers - is it a good idea? (follow-up question)

What about issues and training for men/about men?

Any suggestions for gender at VEGA or for the gender assessment team?

VEGA AMED STAFF: Operations/Grants Manager

What is your understanding of gender? Have you ever participated in gender training?

What are your expectations and hopes of what the project can achieve in terms of gender?

Can you describe how AMED integrates gender? How does the project integrate gender into each component (work with government; volunteers; economic enterprises, etc.)?

What is to be gained by involving men and women equitably? What may be lost?

Does your job description include any responsibility to pay attention to gender considerations?

How have you given consideration to gender issues in your job, in your work with the local partners, in your work with volunteers? Honestly speaking, how important do you think this is among all of your job responsibilities?

What is the role of southern Sudanese culture in all of this?

What kinds of changes have you seen in men and women (that you connect to this program)?

What successes are you most proud of? What are your greatest challenges?

Do you see areas that are weak, gaps, and have any recommendations on how to strengthen them?

VEGA AMED MANAGEMENT: Deputy Chief of Party

Review of project description and recent changes on the project.

Have you had gender training? Have you had an opportunity to apply it in your programs?

Gender issues in recruiting trainees.

What are your expectations and hopes of what the project can achieve in terms of gender? What is to be gained by including gender? What is to be lost by not including gender?

In practical terms, how is VEGA pursuing these goals?

Is there a baseline survey which includes gender considerations?

How do your monitoring systems work in regards to gender?

Describe staff recruitment practices and any gender considerations.

Describe volunteer recruitment practices and any gender considerations.

VEGA MANAGEMENT: Chief of Party

Review of AMED project description and recent changes.

Have you had gender training? Have you had opportunities to apply it in your work and how?

Has there been any gender training for staff? (If not, is there any budget you could allocate for this?)

What are your expectations and hopes of what the project can achieve in terms of gender?
What is to be gained by paying attention to gender? What may be lost?

In practical terms, how are you (the project) pursuing the goal of gender mainstreaming? (give examples)

Is there a baseline survey that includes gender considerations?

Beyond tracking numbers of people, do you track economic impact? What about application of skills by trainees (in terms of follow-up, etc.?)

What are your staff recruitment practices? How do you ensure that women get the information and are able to apply? (Consider language, literacy, etc.)

Same question, for volunteers. Also, have you tried to recruit African women volunteers?

Do you think that staff and volunteers are well-informed and have the skills to adequately assist both women and men in their work?

Do staff job descriptions include any responsibility for integrating gender?

Does volunteer orientation include imparting gender and cultural awareness? How?

How do you think the different cultural traditions and values in S Sudan approach reflect or clash with gender considerations both in the project and in the organization?

Do you have recommendations on how VEGA could strengthen the project's gender components?

Do you have any complete data tables that include all volunteer assignments?