

STAKERHOLDERS' WORKSHOP ON THE STATUS OF WOMEN IN THE NEW SUDAN:

**FACTORS AFFECTING WOMEN'S PARTICIPATION AND
ACCESS TO, CONTROL AND OWNERSHIP TO SOCIAL,
ECONOMIC AND POLITICAL RESOURCES**

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Lenana House, Nairobi-Kenya

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Development Assistance Technical Office (DATO), in
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Working Group

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THE NEW WOMAN

By Helen Wongo

**The hands which gently tend the leaves
Will now help banish darkness
They'll work hard to put down evil
And rise up for all new life**

**The hands which gently tend the leaves
Will help nourish all that is good
They'll work hard to weed out poverty
And bring new culture and art**

**The hands which gently tend the leaves
Will show new ways for humankind
They will work to build those structure
In which truth and right will be found**

EXECUTIVE SUMMARY

The goal of the workshop on the status of women in the New Sudan was to create awareness, establish a better understanding of women's development needs and related issues as well as increase women's participation in social and economic and political development. While the specific objectives were to share ideas, experiences, and lessons learned with all stakeholders; women, practitioners, policy makers, planners, NGOs and gender experts; identify major factors contributing to the marginalization of women; and develop a common strategy and action plan for improving their status.

It is hoped that after the workshop the stakeholders will have a better understanding of factors preventing the participation of women in social, economic and political affairs; identify a mechanism for coordination, commitment to pursuing women's development rights and a policy framework to guarantee equality and gender equity.

The workshop presentation was organized with an aim to giving background information on the status of women as well as an opportunity for women to tell their story. There were presentations from agencies to highlight their activities in the main areas of concern such as Civic Education, the role of women in natural resource management and utilization, political participation of women and their legal status under customary and statutory laws of the New Sudan.

There were many concerns and issues raised in relation to the participation as well as the marginalization of women, during the workshop. The most important were;

1. Non-adherence of donors and NGOs to the global policies on equity and non-discrimination and rights of women.
2. Differences in the way different actors perceive gender and empowerment of women.
3. Lack of accountability of the authorities and agencies to the local people.
4. Absence of a policy framework and guidelines for humanitarian interventions as well as for ensuring gender equity
5. Absence of gender impact assessment tools to ensure that any intervention undertaken in the New Sudan remains gender sensitive.
6. NGO operating in emergency mode, which focuses on saving lives rather than impact and community participation.
7. Absence of a network and forum for sharing, discussing and advocating for gender issues.
8. Limited participation of local authority, communities, and especially women in the identification, prioritization, design and implementation of humanitarian interventions
9. Weak institutional capacity of SPLM institutions, Civil society organizations including organization and groups.
10. Ineffective Legal and Judiciary systems of the New Sudan
11. Preoccupation of the SPLM authorities with other issues
12. Traditional beliefs and practices of many societies in the New Sudan limit the participation of women in the public domain as well as their access to, ownership and control of social, economic and political resources.
13. The low social, economic and legal status of women under the customary and statutory laws of the New Sudan of women in the New Sudan.
14. Low levels of Education in the New Sudan, particularly women.
15. General effects of the eighteen years of civil war which has caused cultural and moral decay, demographic changes resulting role changes and increase in women's workload

The issues raised during presentations on day one received good and thorough discussion as well as general and specific recommendations to the key players and stakeholders.

Sudanese communities

1. Introduction of Civic Education for civil authorities, community elders and women leaders
2. Education of communities about negative traditional practices e.g early marriages, wife inheritance and heavy workload on women and girls.
3. Sensitization of women and men about workload of women and girls and promotion of equal assignment of duties for girls and boys.
4. Women leaders to begin taking legal action against negative traditional practices on women and demand for appropriate punishment whenever necessary.
5. Campaign and demonstration of the importance of effective participation of men and women in socio-economic and political decisions through drama, workshops and dialogue.

Women institutions and organization

1. Women must complete the establishment of the structure of the Secretariat for Women and Child Welfare, develop Policies and guidelines, staff its offices and develop functional linkages with agencies and relevant SPLM institution.
2. The Secretariat for Women and Child Welfare in collaboration with women organizations and indigenous NGOs should establish a network, technical working groups and Coordination mechanism to promote, lobby and advocate and ensure that women's concerns receives attention at all levels of planning, policy formulation and decision making.
3. Women should be taught civic education and made aware about their human rights and how to pursue their interest with NGOs and SPLM authorities.
4. The Commissioner for Women and Child Welfare should establish the Secretariat's office in the New Sudan and quit staying abroad.

SPLM Authorities

1. Education should be made compulsory for girls and boys in the New Sudan
2. Girl child education must be promoted by addressing community and household level problems contributing to low enrolment and retention of the girl child.
3. Develop a policy and legal framework for ensuring gender equity in development interventions.

SINGO

1. SINGOs should take the campaign against negative traditional practices by acting as role models e.g. they should in-cooperate and influence gender issues and provide guidelines for activities being carried out within the SINGOs to avoid confrontations within the households/communities and ensure gender equity.
2. SINGOs should also influence Civil Authorities of the New Sudan (CANS) to accept women participation in public affairs, assist in the development of institutional capacities of women organizations including the Secretariat for Women.
3. Finally, SINGOs should explain to communities the roles of communities and that of humanitarian agencies in development.

Donors and International Agencies

1. Agencies should begin serious gender equitable development activities if the situation of women in the New Sudan is to improve
2. Donors and agencies should consider funding institutional capacity building processes for women organizations and offer scholarships for women in primary, secondary, post secondary institutions to boost the level of education, as well as increase the number of women who are competent to work health, management, policy formulation and Law.

3. Donors and agencies should respect and adhere to the global policies on gender equity and human rights, which should be reflected in their policies, guidelines, program design and impact

Way forward

- Dissemination and discussion of workshop report with all stakeholders with an aim of reaching a consensus on how to increase women's participation in social economic and political decision making
- To dialogue on the concept of women's empowerment and gender equity in the context of south Sudan.
- To organize a forum which will start immediate work on policy framework to ensure gender equity as well as a tool for assessing gender impact of programs.
- To conduct a baseline study on the status of women in the New Sudan and establish where things are with regards to women's empowerment and gender equity.

ACRONYMS AND ABBREVIATIONS

AAH	Action Africa Health
ARC	American Refugee Committee
ADRA	Adventist Development and Relief Association
ARC	American Refugee Committee
ADRA	Adventist Development and Relief Association
BYDA	Bahr el Ghazal Youth Association
CRS	Catholic Relief Services
DATT	Development Assistance Technical Team
NCA	Norwegian Church Aid
NPA	Norwegian People's Aid
MRDA	Mundri Relief and Development Association
WV	World Vision
SMC	Sudan Medical CARE
SUHA	Sudan Health Association
NSCC	New Sudan council of Church
SCF	Save the Children Fund
DOT	Dioceses of Torit
SPLM/A	Sudan People's Liberation Movement and Army
IDEAS	Institute of Development, Environment and Agriculture Studies
SUPRAID	Sudan Production Aid
WODRAN	Widows Orphans, Disabled Association
MALTESER	
ZOA	
MSF-Belgian	
GOAL-Ireland	
DIAKONE	
CEAS	Church Ecumenical Association of the Sudan
CONCERN	
SFS	Norwegian Group for Peace in the Sudan
UNICEF	United Nation's Children's Education Fund
WHO	World Health Organization
WFP	World Food Program
FAO	Food and Agriculture Organization of the United Nation
NSWF	New Sudan Women Federation
NESI	New Sudan Indigenous Organizations
FOSCO	Federation of Sudanese Organizations
SKILLS	Skills for Southern Sudan
SWAN	Sudanese Women Association in Nairobi
NSWA	New Sudan Women Association

Acknowledgement

I would like to thank the Agency for International Development (USAID) for funding the workshop and proposed study on factors affecting women's participation, access, control and ownership to social, economic and political resources in the New Sudan. Also my thanks go to CRS for the support in workshop arrangements. I appreciate the efforts of all participants including staff of agencies especially those who presented papers. It is hoped that the discussions that transpired during the workshop will lead to a better understanding and appreciation of issues contributing to the low status of women in the New Sudan as well as their development needs. I also hope that agencies, policy makers, planners and practitioners will take the concerns of women in the New Sudan seriously and make efforts to draw up policies and programs to reduce their discrimination.

Anne Itto (PhD)
Coordinator for the Women and Natural Resource Working Group
Member of DATT/SPLM

DAY ONE, THURSDAY, NOVEMBER 29th –30th 2000

1.0 **OPPENING ADDRESS**

1.1 Anne Itto (Development Assistance Technical Office)

The Commissioners for the Secretariats of Women and Child Welfare and Education, NGOs, Distinguished Guests, Ladies and Gentlemen, on behalf of my colleagues in the Development Assistance Technical Team (DATT), and the Women and Natural Resource Working Group (WNRWG), I would like to welcome, and thank you all for the contribution you have made and are making to improve the humanitarian situation in the Sudan. We appreciate and are truly grateful for the lives saved and livelihoods restored. I apologize for any inconvenience caused due to delays in fixing the dates for this workshop, but remain hopeful that we'd have a deeper understanding and appreciation for women's development needs and concerns by the end of this workshop.

What I would like to bring to the attention of this workshop are the changes that have occurred in the New Sudan since 1989, when the Operation Lifeline Sudan (OLS) was launched. Most of these changes have been positive and are important to acknowledge as they offer new opportunities for social, economic and political developments in the New Sudan. These changes include:

1. Establishment of structures of governance including legal and judiciary systems.
2. Clearly articulated vision for development in the New Sudan
3. Increased participation of indigenous NGOs, technical institutions and professional groups.
4. A more organized and vibrant civil society.
5. Increased interest to invest into the future; and
6. A bastion of economic and development activities resulting from relative peace and access to the outside world through East Africa.

I am very pleased that many agencies have recognized these positive social, economic and political developments and have responded by asking critical questions about the impacts of their programs on local communities, as well as the role they could play. For example, UNICEF responded to improved operational environment by establishing two bases in southern Sudan and hiring more Sudanese staffs. Other agencies have and are considering multi-year program funding.

One such agency is USAID, which has gone a step further to fund a development-type program---the Sudan Transitional Assistance for Rehabilitation (STAR), whose main objective is to enhance good governance and reduce heavy reliance on relief. The activities implemented under the STAR include economic rehabilitation, capacity building for civil administrators, Health and Education Departments, Judiciary and Strategic Analysis and Capacity Building in Agriculture and Natural Resource (SACB).

The women and natural resource working group funded under the SCAB organized this workshop. The workshop aims to address the problem of low participation of women in rehabilitation and development activities, particularly in decision making in natural resource management and utilization, as this has remained a problem despite many years of humanitarian interventions. This concern has been confirmed by the result of a quick analysis of STAR program project beneficiaries, which showed that only 10-20% of the total beneficiaries are women. It was also evident that most skills training programs such as in the agriculture, health and economic sectors have not taken into account the fact that women not only constitute over 60% of the population but are the main producers and service providers in the New Sudan. You will hear more about how women view humanitarian assistance to Sudan from workshop presentations.

I would like to conclude by thanking you all for coming. My special thanks go to USAID in the person of Brian D'silva for his vision and support, the SPLM for creating political space for women and the New Sudanese women for rising up to the challenge.

1.2 Mama Kezia (Commissioner for Women, Gender and Child Welfare)

The Guest of Honor Mrs Kezia Layinwa, the SPLM Commissioner for Women and Child Welfare, Asked for a minute of silence in memory of the fallen icon of women fighting for freedom and liberation, the late Commander Ager Gum. One minute of silence was observed. She then went on to welcome and thank all invited guests, especially NGOs for the contribution they are making to empower women in the New Sudan.

The Commissioner, Mrs. Kezia told the workshop that women play a great role at household, community and national levels. She commended their contribution as mothers, wives, sisters, peacemakers, producers, farmers and income earners to the liberation struggle. She also pointed out that some women, like the late great Ager Gum have elected to pick up arms and fight along side men on the front lines. So, women shed blood and die for this country just like men and this should be recognized and appreciated. She said that she is saddened by the fact that women still live in poverty, are least educated, lack skills, have low legal and social status and do not participate effectively in social, economic and political decision making. She called upon the SPLM Leadership to be serious and increase their efforts to promote women.

However, since 1998 the Secretariat for Women, Gender and Child Welfare have made tremendous effort to promote the activities of women. One of the first activities organized by the Secretariat of Women and Child Welfare was the Women's Conference held in New Kush in August. During this conference women discussed issues affecting their lives and that of their families and the resolutions of the conference was presented to the SPLM Leadership for action. As a follow up to the New Kush conference, the Secretariat held another strategic workshop in Yambio in August of 2000. The workshop, which was aimed at bringing women together to draw a five year plan for the Secretariat, was attended by over eighty women from Equatoria and Upper Nile. The main weakness of this workshop was the lack of participation by women from Southern Kordofan, Southern Blue Nile and Bahr el Ghazal. However there is a plan to continue similar workshop in these areas as soon as funds become available.

In the Yambio Conference women came up with their Vision for the New Sudan, Mission, Strategy, Programs and a Structure for Women and Child Welfare Secretariat as well as resources required. A way forward and an action plan rather than a five years plan was drawn due to limited participation and information and data regarding the social, economic, legal and political status of women, as well as well as indicators to be used for measuring change.

She asked that NGO improve the coordination of interventions especially those targeting women to prevent or minimize duplication of efforts and gaps in services to communities. She also requested NGOs to begin working directly through the Office of the Commissioner for Women and Child Welfare because that would enhance coordination of activities as well as the institutional capacity of the Secretariat. She assured agencies that any assistance given to her Secretariat directly will increase benefits to women and their families as compared to the impact felt when her office is by-passed.

She concluded by thanking the SPLM for creating political space for women and welcomed ideas and suggestions that will contribute to improvement of the institutional capacity of the Women and Child Welfare Secretariat, which will in turn increase its ability to support the enhancement of the status of individual women.

2.0 PRESENTATION OF WORKSHOP GOALS, OBJECTIVES AND EXPECTED RESULTS

By Anne Itto, (Development Assistance Technical Team (DATT) and Chairperson, for the Natural Resource Management and Utilization Committee (NRMUC).

2.1 Background

Despite over a decade of humanitarian assistance to the Sudan and over 2.5 billion US\$ of aid, the situation of women remains desperate and their participation in social, economic and political decision making remarkably low. This has been blamed on many factors including the nature of humanitarian assistance to Sudan, some negative traditional practices, lack of political commitment on the part of the SPLM Leadership, educational levels, lack of appropriate information system and technology and gender desegregated data on socio-economic and political activities.

2.2 Purpose

The goal of this workshop is to create awareness, establish a better understanding of women's development needs and related issues and to increase women's participation in socio-economic and political developments in the New Sudan.

2.2 Objectives

1. Ideas, experiences and lessons learned from women programs have been shared between women policy makers and planners organizations, NGOs and gender experts.
2. Factors contributing to the current situation of women in the New Sudan have been identified.
3. A shared strategy and action plan for improving the status of women has been developed.

2.3 Expected result

1. A good understanding of factors affecting the effective participation of women in social, economic and political development.
2. A mechanism and policy framework to guide program designs for greater gender women's participation and gender equity.
3. Commitment to pursue women's right and access to social, economic and political resources and development needs.

3.0 PRESENTATION OF BACKGROUND PAPERS

Paper One:

The Status of Women in the New Sudan: Factors affecting the effective participation, ownership, access to and control of women to social, economic and political resources.

3.1.0 Introduction

So much has been published about the historical background to the conflict in the Sudan, the effects of which include over two million deaths, twice as many internally displaced and refugees in the neighboring countries and all subjected to the devastating effects of wars and conflicts. Until recently, very little was known about the dehumanizing practice of abduction and taking of southern Sudanese women and children as war booties by Sudan government troops and militiamen, being forced to work under slave-like conditions in farms and homes in northern Sudan.

What has perhaps been missed out completely is the central role women play in the Sudanese society, especially in peace and during times of conflict. This central position has made women targets of military operations, such as shooting, landmines explosions, high altitude bombing, as well as various forms of physical and psychological abuses leading to death and serious disabilities as they struggle to survive.

Despite all these, women have done the best they could, held their communities together, became innovative, learnt skills and assumed responsibilities for the social, economic and physical security of their families as well as communities, which has been at a very high personal cost. Women are indeed a resource and a force, which must never be ignored for any reconciliation, peace building, social reconstruction and development interventions to succeed in the Sudan.

3.2.0 Background

The tragedy for the Southern Sudanese people began centuries ago when outsiders from Europe and Middle East became attracted to the gold, ivory, copper and iron in the interior. This started with trade followed by slavery and colonization first, by the Arabs then Turks, then the Egyptians and the British. During the colonial period which extended from 1889 to 1956 there was consistent negligence of development in the south and other marginalized areas; the betrayal of the South to self-determination, and finally handing over politico-economic control of the country to northern Sudanese politicians. As a result, at independence the north had factories, roads, railway, steamers, the largest irrigated and mechanized scheme in the world, while the south and other marginalized areas had nothing.

Similarly, the governments in Khartoum after independence adopted policies that undermined any form of governance and focused on arabization, islamization and sustained ruthless exploitation of the resources of the south at the expense of its development. Consequently support to small holder farmers of which women make 80 %, health, education and physical infrastructure were given low priority and utterly neglected. These policies, coupled with the culture and traditions of southern Sudanese societies, which treat women as property, made it difficult for women to get education and learn skills. Hence the low levels of literacy, numbers of women working in technical and professional fields, as well as in public offices.

It should however be noted that things have started to change particularly, during the years of conflict. Some conservative communities have moved and got exposed to other communities where women have the opportunity to go to school and work, while other changes have been a result of demographic changes caused by the war, forcing women to assume new roles and consequently gaining self confidence. In addition, the SPLM has also made efforts to address the problems of gender imbalance and lack of women's participation through affirmative action. To some extent NGOs have also made contributions by funding women activities, making it possible for them to undertake projects in income generation and skills training.

To-day southern Sudanese women are more organized than any other common interest groups, using their talents and newly acquired skills to create new options and opportunities for themselves. They

however, have to deal with oppressive traditions and practices and ineffective legal systems and structures. Compounding these problems are the weakened social structures and institutions causing erosion of social norms and value, increased violence and abuse of human rights.

In order to understand and increase the participation of women in reconciliation, peace building, post-conflict reconstruction as well as social, economic and development in the New Sudan it is important to understand the role, challenges as well as the opportunities women have.

3.3.0 Roles of women in Southern Sudanese societies

a. Traditional roles of women in their households

In Sudanese societies, roles are allocated by gender, regardless of the community's main source of livelihoods. In agricultural societies; women's role in addition to child bearing, caring and teaching society norms and values, include preparation of food into usable forms, cooking meals, fetching water and firewood, fishing, collecting grass for construction of houses, land preparation, planting, weeding, harvesting and storage of food. In addition, many women keep small livestock such as chicken, ducks and occasionally goats, used as food, for earning income or exchanged for farm labor. Women also engage in economic activities such as sale of surplus farm produce in the local market, production of cash crops, sale of crafts, firewood and assorted services.

On the other hand, in cattle keeping communities lives and livelihoods revolve around the cattle. Social institutions such as marriages and divorce are highly influenced by the need to acquire and keep cattle. In these communities it is the women's responsibility to care for children, nurse the sick, fetch water and firewood, clear land, plant, weed, harvest, thresh, cut grass and reeds for houses, collect wild foods, and fish. In addition, women milk cows, process milk to sour milk, cream, butter and cheese.

b. Traditional roles of women in their communities

Men and women also have very distinct roles in their communities. Men are expected to participate in settling family disputes, marriages as well as guarantee community security. On the other hand, women are expected to provide services during ceremonies, offer their advice or opinion quietly through male members of the household, and are entrusted with maintenance of peace and harmony within and between households and communities. In most southern Sudanese societies women play a very important role in reconciliation, peace making and building processes. Women have the unique social role and ability in most Sudanese societies of being able to stop conflict or cause men to go to war, at family, community and trans-ethnic levels. On the other hand they often are permitted to move or trade across enemy territories, prepare ground for peace negotiations, as well as marry across enemy lines to protect or maintain peace agreements.

However, there has been significant change in roles during these 18 years of the civil war. Many women have been separated from their husbands while others have been widowed, or married to men who spend most of their time fighting on the war fronts. This has caused up to 50% of the women in southern Sudan to assume the role of heads of households and have become responsible for food, care as well as physical security. Luka Biong in his study on the impact of conflict on asset management reported that women in Northern Bahr el Ghazal, unlike their men walk 4-6 days to markets in government held territories to purchase grain, soap and salt for their families. This has not only increased their workload but exposure to danger and risk, a responsibility that used to be undertaken by men. The war in the Southern Sudan therefore has both negative and positive impact on women. On the one side women have assumed more roles resulted in increased workloads and exposure to risk women, while on the other, it has offered women opportunity to learn new skills and to become more self-confident.

c. Role of women in public domain

The SPLM pledged to liberate every individual and society from all forms of political, economic, 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. However, despite sentiments about the protection and promotion of women's rights as expressed in the National

Convention in 1994, there is still a wide gap between the current status of women and what is desired (Judiciary Committee report 2000). Very few women work in key decision position in SPLM institutions including the military. The various resolutions on policy and prescriptions including affirmative action in favor of women, to ensure equity still have to find their expression. For example, women have been guaranteed 25% representation at all decision making level in the SPLM. The challenge has been how to get women to fill these positions, moreover those women already in the liberation councils are complaining of being made to cook during council meetings rather than attending meetings with their male colleagues.

The opportunity for women to participate effectively has been limited further by the lack of gender sensitive development policies, and re-enforced by the absence of a law to enforce gender equity. Below is a summary of concerns, which have their origin in negative traditional practices, as well as absence of Laws and policies to protect individual and collective social, economic and civil rights:

1. In most Sudanese societies, women spend most of their time and effort on food production and providing care to their households and communities. They also involve in economic activities such as cash or surplus food crop production and production of goods and services for the local markets. As a result women rarely find time from their already crowded schedule for leisure and attending to public issues. However, in practice very few agency programs target women—these include programs in areas considered traditionally women's domain such as agriculture production, processing, teaching and commerce. Nor has there been an attempt to address the factors causing their low participation, such as heavy workload, negative traditional practices and insensitive and ineffective statutory laws.
2. The lack of recognition and appreciation for the material and monetary contribution of women to the household and community as these are considered mere domestic chores. This is because women's contributions have been obscured and have the tendency of becoming invisible as all most all is converted to invaluable resource—the human capital as a basis for a nation's development.
3. Women produce substantial amounts of goods and services for the domestic markets. However, in most cases the income realized is spent on household requirements such as food, soap, salt, clothing, payment of school fees and health services. Whatever is not spent on meeting household requirements is often managed and controlled by male members of the family, making it difficult for women to build assets, business capital or save for further investment and expansion of their businesses.
4. Women's contribution to peace building, conflict resolution and reconciliation are more pronounced at household and community levels and this is recognized and appreciated by most south Sudanese societies. Recent examples of such contributions are the grassroots people to people peace initiatives and treaties at Wulnit and Lirlir, which hold to date. However, beyond their own communities for instance in IGAD, women have played very minimal role. This has been attributed to the attitude of the SPLM Leadership that regard women as incompetent or ineffective as peace builders and negotiators at international levels.
5. The lack of adequate gender desegregated information and database and insufficient institutional support to women institutions and organizations suggest lack of interest, understanding and appreciation for women's social, economic and political development.
6. The strong negative correlation between the level of women's participation and decision-making authorities and policy formulation, where the constitution of women approximately 60 % of the population in the New Sudan forms a challenge to those committed to equity and principles of human rights. In fact it deserves immediate attention and action.

7. Finally, limited participation of women in socio-economic and political activities as well as in policy formulation and decision making does not only cause under-utilization of the human resources but imbalances in development. The worst fear is that when the guns finally stop and peace is negotiated there will be no women on the negotiating table, in the law and policy formulation, judiciary and planning of post-war reconstruction and development. ***This will not only compromise the vision for the New Sudan, which promises all Sudanese individuals and society liberation from all forms of economic, political, social and natural constraints to freedom, self-fulfillment, equity, social justice, democracy and human rights for all, irrespective of ethnicity, religion and gender”; but will also violate many global policies on equality and rights of women. Such as, the universal Declaration of Human Rights, the international Covenant on economic, social and cultural rights, the International Covenant on civil and political Rights, and especially the covenant on the elimination of all forms of discrimination against women***

3.4.0 Factors contributing to low participation of women

4.1 Breakdown of social support systems

Families in the Sudanese societies depend very much on the social support system for labor, physical and psychological well-being. Peaceful environment where support from the extended African family system could be accessed and utilized, has been torn apart by war and is becoming scarce. Young children particularly in female-headed households are often left alone unattended, as their mothers go to work on farms or look for food, water, firewood or other household requirements. The result is that children tend to eat less frequently causing malnutrition and poor health. The concern here is that the number of female-headed households in the nation increased from 32% in 1990 to over 50% by 1998 (UNICEF). This alarming situation has a serious bearing on women's workload and effective participation in community and public affairs. For instance, fetching water and fuel wood is time consuming and effort required for their collection tend to increase with the distance a woman has to walk to access them. Similarly, preparation of food including processing of cereals and other crops into usable forms is tedious and time consuming. There are cases of malnutrition among children in Western Equatoria, which have been linked to maternal workload, as these families seem to have sufficient food supply.

4.2 Limited access to health services

Another very important contribution of women to the household and community is the assurance of physical and mental health. ***Often women are the first to recognize illnesses and make decisions on where to seek treatment, modern healthcare facilities or traditional healers.*** Where the choice is to use traditional treatment women either go to traditional healers, or collect roots, flowers, leaves, barks of various trees and herbs from the woodlands and forests for treating various ailments, including headaches, nutritional deficiencies and various disorders (mental and psychological). On the other hand, if they choose to go to a modern health care facility their knowledge of where to go for what kind of illnesses could save lives. ***Furthermore, women's health both physical and psychological, as primary food producers and caretakers is of great importance.***

It is important to note that the effect of many years of conflict has caused severe weaknesses in social structures and the institutions of governance. These have led to, lawlessness and erosion of social values, increased violence and cases of human rights violation. For instance in many conflict areas of the Sudan, women are exposed to violence as they work in their fields, looking for indigenous wild foods, water or fuel, when they get blown up by landmines or bombed. These have affected women's mobility, an important component of their food production and economic activities. In addition, women are increasingly exposed to incidences of rape, which affect their health (STD and HIV/AIDS) or self-esteem. Although no study has been done to determine the prevalence of the HIV/AIDS pandemic in the Sudan, the problems in the neighboring countries of Uganda and Kenya, the porous borders and the high traffic of aid workers causes real concern.

The psychological state of women is also affected when they are subjected to injury, torture, imprisonment and sustained threat to death; violent and humiliating death of loved ones, loss of homes, property, livelihood and forced migration. Similarly, trauma could result from increased economic and emotional pressures and reduced family support. It is presumed that many people suffer from posttraumatic experiences in the southern Sudan, given the effects of the 18 years.

4.3 Limited access to production resources, financial assistance, business skills and information.

In addition to family food production, women engage in a range of economic activities that include sale of farm produce, milk and milk products, individually or assisting their husbands in cash crop production, selling firewood and other forest products, handcrafts, commerce and production of other services. Women require access to resources such as fertile land, forests, woodlands, rivers and lakes. From forests and woodlands, women get fuel wood, medicinal plants, indigenous food plants and other forest products, such as honey, mushrooms, etc. While rivers, swamps and lakes are a source of fish, used as food and for earning incomes. In addition, women need to have access to financial services for establishing or expanding their businesses. Until recently, when a few NGOs started to offer financial assistance to business groups, women depended on their friends, family or traditional saving groups for credits or loans. Under the current situation in south Sudan, women have difficulties financing their businesses, while their access to credit is very limited..

Trade and commerce in the Sudan used to be dominated and controlled by northern traders, who had the capital and support from the government. The civil war has not only changed the direction of trade but the players, commodities and markets as well as creating opportunities for southern Sudanese to engage in business. An example is the local grain-purchasing program supported by USAID through international agencies operating in the food surplus areas of Western Equatoria. This organization marketed over 6000 MT of locally produced cereals each year to the relief market. Given that women produce over 50% of the food grain, their contribution to the local grain purchasing though not assessed is assumed to be substantial. Despite women's contribution in agriculture production no efforts have been made to increase the participation in marketing and transportation business.

Other economic activities supported by NGOs in the New Sudan for women include local oil and soap production. Both businesses were very profitable as nearly all soaps and cooking oil in the New Sudan are imported or obtained from relief distribution. Yet due to lack of sufficient financial and technological support local oil and soap production industry remain undeveloped despite the availability of raw materials and basic production skills locally. Absence of good macroeconomic policy, limited availability of financial credit and other inputs for their businesses prevented the women from developing the oil and soap making industry.

4.4 Literacy and professional skills

The literacy level of Sudanese women is low and the same is true for professional skills, making it difficult for women to get opportunities for influential decision making and public positions. The same problems have greatly affected the institutional capacities of women organizations and agencies. Similarly, the absence of women in agriculture extension, technology development, planning and policy formulation, makes it very difficult to influence development policies and strategies.

4.5 Ineffective Legal and Judicial systems

Customary Laws

Many Cultures and traditions in the New Sudan view and treat women as properties and lacking capacities. It is therefore not surprising that those resources that represent real wealth such as cows, goats and assets such as houses are all in the hands of men. While, resources such as farming and grazing land belong to the community and its use is guaranteed to each family through male members. This tradition seriously limits women's access, ownership and control to resources and consequently violates their rights. The women who are victims to these practices are those divorced, widowed, have no children or sons in their marriage. By tradition these women cannot inherit nor participate in decisions

relating to these assets or properties. Control in such cases are automatically transferred to community or self-appointed male members of families who often tend to abuse or exploit these widows and their children. Yet, some cultures and traditions allow women to use assets but not its ownership. For instance, in cattle keeping communities women are allowed to use and trade in all livestock products such as milk, cream, butter and cheese but not ownership. A woman may also be allowed to buy or obtain a loan buy a pair of bulls for ox-plowing and increasing her production and consequently food security. However, in the culture of cattle keeping communities these bulls belong to her family and any male member of the family can pressurize her to sell or use them for other purposes. Complaints from women in the areas where ox plowing has been introduced has been documented.

Similarly, many southern Sudanese traditional practices, are harsh to children especially girls. For instance, among conservative communities female children are regarded as source of family wealth, kept out of school, to be married off at the earliest available opportunity when they attain puberty (Judicial Committee report, 2000). Interviews in rural southern Sudan indicate that many girls marry at age 15-16 years. This has contributed to high number of child-mothers, high rate of school dropout, as well as low literacy rate among southern Sudanese women.

Unfortunately for women and girls many cases related to families are handled by the traditional courts systems. Going through these courts is not only too costly in terms of time but self-esteem to pursue. Many women give up pursuing serious cases such as rape (which could lead to sexually infected diseases including HIV/AIDS) and abusive husbands as they expect no justice to be delivered to them.

SPLM/A Statutory Laws

The basis for the laws in the New Sudan is the resolutions of the 1994 Convention, which guarantees participation, equality, and justice for all irrespective of ethnicity, religion or gender. However, despite this sentiment, there are constraints that face the administration of justice in the New Sudan. These constraints are quite considerable and they originate from the prevailing environment of immense psychological pressures, lawlessness, and high level of disrespect for life, private or public property.

The above problems coupled with an ill defined basis for legal systems, weak internal governance and limited investment in the wider civil society has contributed to inefficiencies of the legal systems and consequently the quality of legal services available to the people especially women. For instance, according to the Judiciary Committee report prepared in 2000, ***the New Sudan Penal Code of 1994 Section 196 have provisions aimed at either protecting female victims of crime or mitigated the conditions of women in conflict with the Law in penalty terms. However, the same report admitted that there is a marked difference in the treatment of women who have rubbed shoulders with the Law.*** In support of this there are reports that women who have received jail sentence are kept in custody with their babies under very poor and unsanitary conditions, while some have to sleep with their babies under the verandah of prison buildings due to lack of space.

Furthermore, girls have been kept out of school or are being married well before 18 years, the legal age for marriage, and without their consent. There is also very high number of forced marriages, wife inheritance and all forms of abuses including rape in many areas of the New Sudan (1998 SPLM Women Conference report) which the legal and judicial system have not been able to prevent or settle fairly. This is despite ***Section 207 and Section 202 of the Penal Code of 1994, which are provisions against kidnapping and abduction of a woman with intent to compel marriage against her will or to forceful seduction or illicit sexual intercourse.*** So far, no man forcefully married to a girl under 18 years of age has been convicted of rape, which by definition is an offense.

Finally, the judges and lawyers who work in the courts and are involved in drafting of the Laws and the legislation of the New Sudan are heavily influenced by the values and norms of a male dominated society. This is being re-enforced by the almost complete absence of women in the legal profession, and the exclusion of the wider civil society from effective participation in decisions related to legal systems.

4.6 Gender Insensitive Development Policies

The development policies in the Sudan have been based on the economic theory that excludes domestic economy from the calculation of GDP. This meant that the contribution of women to the social and economic welfare of their household and communities are not recognized and consequently excluded in the preparation of development policies, plans and budgets. Thus, women's developmental needs such as inputs for food production; extension services, improved labor saving and cost effective production technology, credit and market support services receives little or no attention. Other factors contributing to further negligence of women's development needs include absence or low numbers of women in extension, agriculture production technology development, environmental technology, planning, and research, management and policy formulation. It is therefore important to note that unless SPLM enacts a law or laws that makes gender equality a legal base for development policies in the New Sudan it may be difficult if not impossible to realize the vision and objectives for the liberation struggle.

5.0 Recommendations for enhancing the participation of women

The fourth women world conference among other things requested governments to recognize women's contribution as producers and decision-makers to formulate policies that ensure that their needs and social economic realities are taken into consideration. The conference also considered the accountability of government for their policies and program, including national budgets and for cooperate and agencies for the social impacts of their operations, as very important. There was also a concern that the conventional economic policy leave out much of the work that women do especially the unpaid for care that women do for their families and communities. In south Sudan these conditions are very far from being addressed despite the political will and the signing of the UN conventions for human rights through the Operation Lifeline Sudan (OLS) ground rule. This is mainly due to the high cost of the liberation struggle, which causes social, economic and political development to take secondary place.

In general, to facilitate as well as prepare women for a more effective participation in post-conflict reconstruction processes and development, efforts must be made to understand the issues underlying the conflict and what needs to be done to reverse or address these situations. This should be done by undertaking a baseline study on the status of women in the New Sudan.

Secondly, women should occupy a central place in planning to reflect the role they play in southern Sudanese societies. For instance, women's ability to survive and support other members of their family must be seen holistically including elements of their personal physical and psychological well being, protection of economic resources and activities, community support, and national and international issues of governance, representation and human rights. ***In other words, women's ability to provide economic security to their households does not depend only on access to means of production, but to community in which their needs can be addressed as equal and active community members.***

Furthermore, women's health issues are key to performing of their duties, and therefore must be seen in a context of support systems that can address the range and depth of problems women experience. **These include psychological and social adjustment, personal integrity, injury and disability as well as physical and reproductive health.** A careful examination of the health policy and programs in the south Sudan will demonstrate that not enough attention has been paid to develop health care strategy that is sensitive to the situation of women and children. Although New Sudan has developed a comprehensive health policy, which includes cost sharing, it is not yet clear if this will not overburden women particularly widows, and consequently reducing their access to health services.

It is also very important to recognize the positive and negative aspects of conflict. **Difficult conflict situations have provided opportunities for women to experience and demonstrate their ability to protect and promote peace, food and economic security through their emerging organizations and networks.** Women in New Sudan have learnt many skills including local oil and soap production, business, organizational and grassroots peace negotiations such as at Wulnit and Liliir, and gained tremendous self-confidence. Developing a strategy to build the capacities of individuals and women

organizations, agencies and the SPLM institutions to incorporate gender in their policies and programs is key to effective participation of women in issues affecting them and their nation.

Table 1: Areas of concern for women in south Sudan and suggested solutions

Areas of concern	Specific problems	Suggested Solutions
LAWS (believes) Customary:	<p>violates rights to Reproductive health</p> <p>Affects access, control and ownership of resources</p> <p>violates right to when and who to marry</p> <p>violates right to education and personal freedoms</p>	<p>Education of women and members of their communities about human rights and the rights of women. Campaigns for girls' education Awareness campaigns about impact of some of the oppressive culture and traditions on communities and women in particular. Creating community awareness about Legal services</p>
LAWS (believes) Customary:	<p>violates rights to Reproductive health</p> <p>Affects access, control and ownership Of resources</p> <p>violates right to when and who to marry</p> <p>violates right to education and personal freedoms</p>	<p>Education of women and members of their communities about human rights and the rights of women. Campaigns for girls' education Awareness campaigns about impact of some of the oppressive culture and traditions on communities and women in particular. Creating community awareness about Legal services</p>
LAWS Statutory:	<p>Does not offer women adequate Protection against the violation of their human, civil and political rights</p>	<p>Campaign and lobby for drafting of the basic law; the constitution of NS Review, redrafting, enacting and Dissemination of the law Improving internal governance of the Legal systems Investing in the wider civil society</p>
Weak Law Enforcement and Judiciary structures And systems	<p>Legal system not accountable to the People. Lacks systems, structure, procedures and guidelines. Inadequate police force and prison personnel Insufficient number of qualified Legal Personnel Gender insensitivity and balance</p>	<p>Review of the judiciary and the law Enforcement structures</p> <p>Institutional building for the judiciary and law enforcement agencies</p> <p>Training women lawyer, para - legals and as law enforcement officers.</p>

Areas of concern	Specific problems	Suggested Solutions
Health Education: formal Informal Cultural development Physical infrastructure	Physical: e.g. threat of HIV/AIDS Mental: trauma Low levels of literacy and high rate of girls school dropout lack of training in management, planning, research, policy formulation and work in public offices in general Vocational training Culture of silence, violence, gender insensitivity, harmful practices Poor physical infrastructure:	Preventive and curative health Program that involves women at all levels Affirmative action Peace education Promotion of primary education through law and affirmative action Specialized training in administration, management, technology development, research, policy formulation, politics, conflict resolution and prevention, information technology Integration of norms and social Values and communal engagement across all communities Civic education Roads, bridges and waterways. Transport systems and services Improvement of roads
Financial institutions	Undeveloped Financial Institutions	Establishment of microfinance and credit institutions Micro enterprise development Development of goods and services Banks and currency
Technology	Inefficient and time consuming Technology development Unaffordable	Cost effective, time and labor saving technology , Environmentally friendly production and processing technology, Industrialization Introduction and development information and communication systems and technology
Political conciousness	Lack of a common political agenda and advocacy capacity	Political empowerment through civic and political education Political mobilization Peace and reconciliation processes Developing women's political agenda Protection of women's human, civil and political rights

Second Paper:
The Role of Women in Natural Resource Management and Utilization
 by Birgitta Grosskinsky

Women in Africa are key actors in the utilization and management of natural resources, which include land, crops, water, forests (timber and non-timber items) and wildlife (Food and Agriculture Organization of the United Nations and Swedish International Development Authority FAO/SIDA). They are the main producers and providers of food and do 70-80% of subsistence farming in Africa (J. Green and L.A. Trupp). In addition to food crop production women are increasingly involved in cash crop, although very often their incomes is controlled by male members of the family Table 2. Shows the general gender division of labor in Africa and the average time spent by men and women performing different household tasks..

Women not only have a rich knowledge of natural resource but spend a great deal of their time and effort in collecting, processing and storage of the edible fruits, oils leaves and nuts collected which form 10-50% of food consumed by household in certain time of the year, regions and seasons in the New Sudan. Despite the fact that indigenous wild foods are collected mainly by women, girls and sometimes boys, it is eaten by all including men (see table 3a and 3b). In addition, they also collect fiber, fuel wood construction materials, tans, gums, medicinal herbs, forage.

Table 2. General gender division of labor in Africa: How the work is divided (percentage of total labor in hours)

Tasks	% of total labor	
	men	women
Feeding family	6	94
Hunting	90	10
Domestic stock	50	50
Fuel and water	10	90
Marketing	40	60
Processing	10	90
Storing	20	80
Transportation	20	80
Harvesting	40	60
Hoeing and weeding	30	70
Planting	50	50
Turning soil	70	30
Clearing	90	10

Table 3a. Who collects which type of food during the year.

	Members of the household				
	Women	Men	Girls	Boys	Total food type
Bor	69.51	0.09	91.46	47.56	
Fruit/berry	22	0	46	38	50
Grain	10	0	8	0	10
Leaf/stem	40	0	40	6	44
Seed/kernel	14	0		14	10
Tuber/root	26	0	40	24	44
	114	0	150	78	164
Yirol	85.83	4.00	89.604	54.404	
Fruit/berry	33	1	42	35	43
Grain	7	0	4	1	7
Leaf/stem	34	1	35	6	35
Seed/kernel	22	1	16	13	22
Tuber/root	13	2	13	12	17
	109	5	112	68	125

Table 3b. Who is most likely to eat which food

	Members of the household				
	women	Men	Girls	Boys	Total food types
Bor	74.29	68.29	95.12	98.78	
Fruit/berry	28	22	50	90	50
Grain	10	10	10	10	10
Leaf/stem	42	40	42	42	44
Seed/kernel	14	12	14	14	14
Tuber/root	26	26	38	44	44
	122	112	156	162	164
Yirol	87.20	76.80	97.60	99.20	
Fruit/berry	33	21	43	43	43
Grain	7	7	7	7	7
Leaf/stem	35	35	35	35	36
Sedd/kernel	22	22	22	22	22
Tuber/root	13	12	16	17	17
	109	96	122	124	125

Because of the different purposes, and uses of the common natural resources within a community there are instances where the interest of women and men conflict in the use and management of natural resources. For example there are frequent disagreement between male and female members of the community about when to burn the grass, where shea tree grows. Shea tree is used by women to produce a very valuable oil used for food, cosmetic and for earning income. Men normally like to burn grass late in the dry season for hunting game, which unfortunately, coincides with the flowering of the shea tree. On the other hand, women prefer early burning of grass to avoid the same. But in these communities women have very little say about forests, land and burning of grass. So very often women can not prevent burning of grass, which destroy their source of food, income and livelihoods. Yet, in other places shea tree is cut and used for charcoal production. Without legislation to protect this useful tree, women might loose an important source of livelihood.

Women also collect, process, preserve and store food and other materials from fruits, leaves, flowers and stems of tree, shrubs or vegetables, planted or natural, or animals to meet household needs for food, shelter and income. Improved technology for processing, preservation and storage might increase production and consequently availability of food and incomes for their households. As in the case of Shea tree there is possibility for conflict of interest to develop between different users including government, which often involves investment in modernization and industrialization. For example, more likely governments will invest in timber production and this could lead to degradation of natural and

plantation forests. This in turn reduce women's access to fuel wood, construction materials, fibers and indigenous food plants.

Similarly, when governments invest in livestock production it often involve large livestock and animal products such as skins and hides processing and marketing. While in most Sudanese communities women deal largely with small livestock and processing of milk in milk products. It is therefore very important to understand and appreciate the different ways in which men and women and other members of the community use different types of natural resources, to ensure equity and preservation of livelihoods.

Constraints for women in natural resources utilization and management

1. **Heavy workload**
2. **Lack of institutional support:**
 - Education
 - Agriculture Institutions
3. **Lack of awareness** (about such practices as water catchments systems, potentials of medicinal plants)
4. **Lack of more efficient, time and effort conserving appropriate technologies** (for production and processing such as oil processing, soap production, fruit and vegetable drying and preservation)
5. **Resource degradation** (complaints about how hard it is to get fire wood, construction materials and fibers near settlements)
6. **Economic barriers** (access to credit and loans, while most cash is controlled by men)
7. **Access, control and ownership to resources** (property rights, and societies attitude towards women in general limit their business and investment options).
8. **Insufficient involvement of women in decision and policy-making**

Recommendations

1. Build and strengthen women's knowledge and skills on natural resource utilization potentials
2. Ensure access to and control of natural resources
3. Increase the development of and access to appropriate technology
4. Increase opportunities for women involvement in social, economic and political decision making
5. Strengthen the capacities of institutions to respond to women needs

**Paper Three:
Women's view of humanitarian assistance to the New Sudan and how it has met their needs and aspiration**

By Lona Lowila

Lona started by listing the contribution of women to social and economic well being at household and community levels, which included their role as teachers and promoter or custodian of social values and norms. In addition women are councilors, doctors, nurses, and chemists, making them responsible for social, physical and psychological well being of their households as well as communities. Women are also regarded symbols of peace though often they can encourage or aggravate conflict situations.

Women get involved in commerce and trade especially during the period of conflict, as most traditions allow passage for women through enemy lines for visits or trade. They earn substantial incomes to their households although these are often spent on other household requirements or could be controlled by male rather than being used for acquisition of assets or investment into more profitable businesses.

In the early and recent Southern Sudanese history there were women who commanded armies and queens who were heads of states. Until three years ago there was a powerful female chief in Ibba in Western Equatoria This should serve as examples of women's competence and acceptance as leaders or top decision-makers among their societies. Yet in practice the SPLM leadership seem to forget women's capabilities and reserve leadership positions for men however incompetent.

She then summarized the type and nature of humanitarian assistance to Sudan since the Operation Lifeline Sudan was launched in 1989. These started as relief distribution of food and non-food items followed by distribution of agriculture production inputs including extension services to enable affected population to return to self-reliance in food. The distribution of agriculture production inputs is often referred to as food security. In the last few years many agencies have expanded their programs to include skills training, education and economic activities. Unfortunately 3 to 20 % of the program beneficiaries are women despite the contribution women make to this sectors, at households and community levels.

On the other hand, under income generation, tailoring, tea-making and operation of restaurants were promoted for women. These businesses were not only low-income earners but tend to keep women away from their children. More profitable businesses like local oil and soap production only added more work to women and were not develop beyond experimental stage. Yet NGO continued to design and implement programs without consideration for problems expressed by women which include; low levels of education, their status under the customary and statutory law and their significant absence in decision making positions in SPLM institutions.

She then recommended that agencies should begin to engage women in dialogue through their organizations and develop a strategy that will ensure that women's development needs are addressed and met more effectively.

Comments and Questions on background papers

Comments

- The biggest failure of humanitarian assistance to Sudan is its refusal to invest into the Sudanese people and institutions. As a result most interventions are emergency oriented and civic education takes secondary importance. It is therefore important that south Sudanese begin feeling responsible for diagnosing and addressing their own needs for social, economic and political, rather than depending on NGOs.
- Among other things socialization of girl child to feel inferior and be tolerant to abusive treatment as well as agencies consideration of knitting, tailoring and cooking as the most appropriate skills to be promoted for women instead of addressing the root causes of their marginalization have been detrimental. This has effectively diverted attention and funding for addressing important issues such as low levels of education, traditional practices and the ineffective laws, which have had serious effect on the level of women in socio-economic and political affairs of the New Sudan.
- Women must prioritize issues affecting them and advocate with donors and agencies for their development needs, especially support to institutional development. This should be supported by more stakeholders workshops, guidelines for the design of gender sensitive interventions, impact assessment as well as creating awareness among women leaders, local authorities, decision makers and NGO staff. This will minimize the biases introduced into design of development programs as a resulting of most agency staff being male or lacking gender awareness.
- Women in the New Sudan are not organized, This makes it very difficult for them to advocate and lobby for their concerns and interest.
- Sudanese women must determine their role in the social, economic and political development of the New Sudan now otherwise it will be very difficult for them to influence the process of liberation.
- Men in the New Sudan are the main offenders or violators of women's right and it is therefore important that they are included in the general education of communities and institutions on the rights of women.
- Women have interest to develop their capacities to enable them participate more effectively in social, economic and political decision-making. But this has always been an uphill battle characterized by lack of support from the SPLM political office.
- SPLM is not serious about the advancement of women in social, economic and political affairs and this is reflected in the lack of programs to enable women take advantage of the 25% representation in all decisions-making levels of SPLM institutions.
- While some women at the workshop blame women elite for neglecting or working against the broader social, economic and political needs of grassroots women for fear of competition, others accuse of promoting men's political agenda at the expense of women.
- The absence of a gender sensitive policy and laws to enforce gender equity has contributed to both SPLM plans and humanitarian interventions not meeting the needs and aspirations of women.
- The workshop unanimously agreed that the Sudanese culture and traditions as well as the general effects of war and conflict present a big challenge to the effective participation of women, as these affect their status, access, ownership and control of social, economic and political resources..
- Many participants also wondered whether the M.O.U. signed between the SRRA and humanitarian agencies was gender sensitive and how far SRRA has gone in effecting its implementation

Questions

- What is the role of men in the liberation of women?
- What is the role of women NGOs in the liberation of women?
- When will men relinquish or share some of their powers to women?

Paper Four: Civic Education and Political Participation of Women in the New Sudan

Adriaana Abuk for BYDA

BYDA's vision is to contribute to the process of realization of peaceful, just and prosperous New Sudan that preserves the positive traditional and new values; ensures harmony between the communities in a cultural and social diversity; tolerance for different religious and political beliefs. In a way BYDA considers itself an agent for this civil and democratic changes through practical interventions at the grassroots levels.

Conceptual Analysis for Transformation

Framework for reflection

Reduction in oppression and dependency; disunity and culture impoverishment; breakdown in social, economic and political relations; vulnerability and powerlessness of the people of the new Sudan.

Framework for action

To promote autonomy, justice, liberation, unity, revival of culture, good governance and economic reliance in the New Sudan.

Definition of civic education

Civic education is education in self-governance; whereby citizens are actively involved in their own governance, aimed at creating an informed and responsible citizenry and aware of obligation and rights, capable of self appraisal and sacrifices for general good and welfare, committed to freedom of self and other social emancipation, respect for human rights and civil liberties.

Targets for Civic Education

1. To achieve change in programs or behavior in institutions and policy decision-makers at policy level.
2. Empowering NGOs and grassroots groups so that they are capable of holding the liberation movement accountable and responsive to community needs.
3. Expansion of democratic space in which NGOs and popular organizations function at Civil society level.

Civic education in the context of women political participation

BYDA believes that the ideals of democracy are truly realized when every member of political community (the citizens) actively participates in the process of decision-making. Citizen participation in matters that affect their lives must be based on informed, critical reflection and on the understanding and acceptance of the rights and responsibilities that go with citizenship. This in the context of political participation of women should necessarily focus on issues such as:-

1. **Cultural Revitalization:** Promotion of positive cultural and traditional values and discarding cultural aspects that discriminate against women.
2. **Illiteracy as factor in women marginalization:** The importance of education of girl-child; literacy and empowerment of women for political and social participation in society.
3. **The institution of marriage:** And the need to struggle against backward traditions and customs; customary marriages; forced and pre-arranged marriages; divorce, wife inheritance (co-habitation); ghost husbands; etc. and all other custom that restrict the freedom of women.
4. **Women's Human rights:** Women's rights are human rights and should be enshrined in basic laws of the New Sudan.
5. **Gender mainstreaming and development:** Why is women participation in development and leadership generally low?
6. **Strategies for increasing equity:** Why women access to social, economic and political resources is low?

Strategies for civic education in the New Sudan

1. Linking peace, reconciliation and civic education for democratic change at the grassroots to the issues of food security, gender, restoration and promotion of possitive cultural and traditional values of people of south Sudan.
2. To contagiously develop and implement a genuinely people led approach and practice in all its activities.
3. Creation of awareness of the people to amicably solve their problems.
4. Encourage dialogue and tolerance of other people's opinion.
5. Share experiences, reflect and look deeper into the challenges facing families, communities, organizations and question the systems that they work in
6. Organizational capacity building as a tool for promotion of civic education

Paper Five: Rehabilitation of Judicial Structures and capacity building

By Paul Savage of Christian AID

Christian AID's legal and judiciary reform program falls under BASIS, which stands for Building Accountable Societies in Sudan. The BASIS program aims to contribute to the building of responsible civil authorities, civil society and citizens so that together all the people of the south Sudan can make a positive contribution to their own social, economic and political rehabilitation and development.

This will be achieved through contribution to the building of just and representative governance structures at the institutional, organizational and communal levels, which respect and serve the people of south Sudan and seek the opinions and active participation of the people on whose behalf they govern.

Approach and practice

The BASIS Program has three main components. These are

1. A legal component
2. A civil Society strengthening and civic education component
3. A capacity building Component.

The Legal Component

The aim of this component is to effect the rehabilitation of the legal structures and systems in the south Sudan and especially in the SPLM controlled areas in order to improve the administration and delivery of justice to the people of south Sudan.

The past 12 years of international involvement in the Sudan has largely been in the area of emergency relief with an emphasis on food delivery, basic health services and other livelihood security interventions to stave off famine or food insecurity. Increasingly seen as a limited response to the real needs of the people there has been a call for more rehabilitative and developmental support for south Sudan--- particularly to develop local capacity to manage their own affairs. In response to this call, in the last few years there have been attempts to develop effective civil authority structures and encourage the establishment of indigenous civil society organizations. There have also been efforts to rehabilitate the economy of the south Sudan in certain places.

In doing this it has become clear that the legal framework and the good administration of justice are key to the success of these other activities. ***It has become increasingly recognized that it is effective rule of law that provides the protective environment for people to undertake productive activities and contribute to their own livelihood security and civil society as a whole.*** The safety and security provided by a functioning legal system, is the foundation on which society can develop and operate. It defines and protects people's rights and responsibilities and gives them recourse to justice should those rights be infringed.

The BASIS program has undertaken the task of assisting local partners towards the rehabilitation of the legal systems in south Sudan. This is a new area of work for Christian Aid and means working with partners---notably the SPLM's Secretariat of Legal Affairs, the Office of the Chief Justice and the Judiciary generally, as well as the South Sudan Law Society. These partners represent the institutional and organizational structures and need to be linked to the communal and societal norms and values so that their rehabilitation is comprehensive and inclusive.

After a baseline assessment of the present legal context and through a series of meetings and workshops the present reality has been analyzed and the issues identified which impact on the Law and order environment and the overall legal system. From this analysis and the stakeholders discussions which followed the priority areas have been identified and plans made to rehabilitate those areas.

The administration and rehabilitation of the judiciary and the court system in SPLM areas--- through the development of management structures and systems—such as proper procedures and guidelines of operation will be achieved through the provision of basic forms and stationary and through the development of financial accountability for resources.

- **The physical rehabilitation of courts and judicial offices**—providing material inputs to enable decaying court structures to become fully functional once again.
- The training of the judiciary in their legal duties.
- The training of other essential court staff in their roles and responsibilities.
- The provision of more transport and communication resources to improve oversight and monitoring of the justice system.
- The development of a paralegal training program to enhance access to legal knowledge and advice in south Sudan for ordinary citizens including through legal aid as well as institutions themselves.
- The review and redrafting of the laws (and supporting policies) of the New Sudan and the dissemination of those new laws within the legal system and to wider society. This will include discussions about the relationship between customary and statutory Law.
- The education of the public in the new laws and their rights and responsibilities under the law and their relationship to the law and the legal structures

Key elements for capacity building

- **The Judiciary management Committee:** Recently established and presently based in Rumbek, the JMC is a team of three mandated to oversee the rehabilitation and management of the judicial structures and systems in SPLM areas. Headed by a senior High Court Judge- and assisted by a finance Controller and administrator the team will be crucial for the development and implementation of good systems and practice. Their skills need development for the legal system.
- **The Joint Oversight Committee:** is a key body established recently with the mandate to oversee the whole legal rehabilitation and give it direction and coherence. Formed from the heads of the 3 main legal partners- the Legal Secretariat, the Chief Justice and Chairperson of the Law Society and including a member of civil society and someone from DATT of the SPLM this committee may need support in order for it to oversee the plans made for the legal system.
- **The Judiciary and court Officials:** There are only a few trained lawyers operating in the judiciary (about 16) and in the south Sudan generally (33) so there is a huge need for training. Refreshing these few lawyers and training the mainly non-lawyers working in the court systems on the law itself, on legal procedures and court systems is essential for the effective administration of justice.
- **The Law review Committee:** mandated to redraft old and draft new laws. There is a limited drafting skills in the legal fraternity so developing drafting skills is an essential part of getting good laws written and passed.
- **The south Sudan law Society:** with only 33 members the SSLS is a small organization representing all the lawyers in south Sudan. with a broad mandate to improve the delivery and administration of justice and monitor the human rights environment in south Sudan it faces many challenges and demands. The Executive council has 1 members and need skills training across a range of areas to be able to deliver their high ideals providing legal aid, train para-legals and monitor human rights.
- **Civil society:** needs training in legal literacy and human rights to advocate for better justice and good governance. The need to build skills in this area links to the civic education program as well as to capacity building within the legal partners and SINGO community.

Comments and questions

Comments

- The statutory Laws of the New Sudan are gender insensitive and often not effectively enforced. Unless women are supported in the current Law review process, training them as lawyers and paralegal, increasing their knowledge of the laws of the New Sudan and their human rights, they will always be discriminated against.
- One participant cautioned the workshop about arriving at the conclusion that Sudanese culture is bad. He advised the New Sudanese against avoiding being sucked into the global cultural values at the expense of their won values and what they want to pursue.
- The recognition of customary law by the 1994 convention which somewhat denied women's right is a big dilemma. In the light of this, he advised women to identify specific areas of the customary and statutory laws that deserve attention and advocate for change rather than blaming culture.
- The workshop acknowledged that most issues regarding law are important but intricate and recommended that the laws of the new Sudan be taught to administrators, local community leaders including women leaders to increase awareness about the laws of the New Sudan and human rights.

Questions

- Does Christian Aid have any guidelines for assessing programs for gender sensitivity?
- How will Sudanese women participate in the law review being organized by the Legal Affairs Secretariat about which women have not been consulted?
- What is Christian Aid doing to resolve the fundamental problem resulting from very few south Sudanese women having legal background?
- What are the criterion for appointing judges and magistrate?
- When will laws allowing advocates and paralegal to practice be enacted?

**Paper Six:
Adult and girl child education in the New Sudan**

By hon. Kosti Manibe, SPLM Commissioner for Education

The Commissioner for education admitted that there was no adult literacy education program in the New Sudan. Only very few agencies offer this in very limited way. However if education and literacy level is to improve in the New Sudan, adult literacy is key and must be taken seriously.

He sighted two important articles from the SPLM Education policy that is particularly relevant to this workshop. These are;

1. Article 1.1 “education shall be the right of every child regardless of ethnic, cultural, religious and socio-economic background.” and
2. Article 1.4 “Education shall contribute to create gender equity by encouraging schooling of female students and provision of female teachers.

Many workshops have emphasized the education of girl child, however the statistics of school enrolment and dropout rate for girl child gives a different picture. This is because the realities in the New Sudan do not allow these ideals to be realized. As a result the enrolment and retention of girls in schools remain far behind that of boys (see tables below).

Table 4a. Primary Schools

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	13,593	55,168
% girls	27%	37%	16%	26%

Table 4b. Teachers

School information	Upper Nile	Equatoria	Bahr el Ghazal	Total
Total number of teachers	1324	2810	2206	6340
Male teachers	1283	198	125	364
% female teachers	3%	10%	6%	7%
Trained teachers	2%	7%	8%	7%
In-service teachers	51%	43%	36%	54%
Untrained teachers	47%	50%	58%	41%

The secretariat of education recognized that the lack of special focus on girls education in the policy document is a deficiency that needs to be addressed. This is because girls continue to be grossly under represented in schools and this tends to worsen as the academic levels get higher.

Low girl child enrolment is attributed to many factors and this include;

1. **Cultural attitudes**
2. **Domestic chores**
3. **Lack of awareness about the benefits of girls education**
4. **Poverty**
5. **Flowed past education policy**

- 6. *Distance to school***
- 7. *Absence of a girls school***
- 8. *Scarcity of women role models***
- 9. *Lack of clothing***
- 10. *Persistent famine***
- 11. *Effect of armed conflict***

The questions to ask about low girl enrolment are;

- *What practical things can be done to overcome the hurdles already identified?*
- *What concrete actions can we undertake within the next two to five years?*
- *And what milestone can be put in place for measuring progress?*

**Paper Seven:
The Enrolment of women and girls in vocational and skills training programs in the New Sudan**

By NPA staffs

- NPA provides skills training in agriculture and health, and two vocational training schools, located in Equatoria and lakes.
- In the agriculture sector NPA offer training to farmers and refreshment courses for NGO agriculture workers. The concern is while the number of female farmers attending farmers training is reasonably high their enrollment in the Agriculture Training Centers is very low. For example, out of a total 200 students trained at the Yei Agriculture Training Center, only 9 were women.
- No figures have been provided for the number of women receiving training at the medical training for nurses but the situation is assumed to be the same as similar selection procedure is applied. An NPA medical staff explained that they try to reduce dropout rate for female enrolling for medical training, due to pregnancy and having young babies by providing full board for mother, baby and care taker at the school.
- NPA has two vocational training centers, one in Yei and the other in Chukudum. The students at this training centers come from all the five regions of the new Sudan; Equatoria, Upper Nile, Bahr el Ghazal, Southern Blue Nile and Southern Kordofan. These centers offer a number of theoretical and practical courses in carpentry, masonry and black smith. Although no figures have been given, far less women enroll for vocational training than in agriculture and health.

Comments and questions

- Why aren't women benefiting from the scholarships for higher education being offered by friends (Eritrea and Ethiopia) to the SPLM?
- What is the standard of the schools for which the Commissioner for Education gave statistics given the fact that most teachers are volunteers and have not received teachers training?
- Most girls are unable to attend schools because of the heavy household chores, which she must share with her mother. What is the Secretariat for education to address this problem?
- Many girls drop out of school after the first four years because they do not see employment and other benefits by remaining in school. What plans does the Secretariat for education have for dealing with this problem?
- What is NPA doing to increase the number of women in their training programs?
- There are no post secondary institution or scholarship for girls in the New Sudan. How can girls and women then achieve the level of education that is required for employment at higher decision making levels?
- Many parents do not see the value of education for girls though some try to put their boys and girls in school especially when schools are close to home and fees are affordable.

The response of the Commissioner of Education to comments and questions

- He admitted that the quality of education in the New Sudan is low and asked the participants to accept these facts and work from there.
- Training of teachers does not solve all the problems related to quality of education as many teachers, after receiving teachers training education, leave teaching in schools for NGO jobs which pay better salaries.
- Vocational training centers are very expensive to establish. It cost over US\$ 500,000 to establish a single one and it might take a while before sufficient numbers could be established in the New Sudan
- The secretariat of education has plans to open primary schools, which offer life skills and vocational training so that when kids leave schools they can be self-sufficient.
- Dropout rate of girls could only be dealt with through a comprehensive approach. In this regard non-formal and adult literacy education for parents to help them appreciate education is very important.
- The Secretariat of women and child welfare must actively seek information on opportunities for education to ensure that women and girls also benefit from scholarships.
 - The scholarship offered by Ethiopia and Eritrea governments only cover tuition so individual students have to raise US\$ 1200 per year for their maintenance. If women can raise this money there is no reason why they could not apply and begin to participate in the scholarship program.

DAY TWO (30th November 2001)

4.0 DISCUSSIONS OF WOPRKSHOP PRESENTATION

4.1 Key issues, problems and opportunities

The main concerns and issues raised on day one were summarized and presented to workshop participants for further discussion. It was clear that many factors are responsible for the current situation of women and many have their origin in the traditions and culture of the Sudanese societies as well as Laws and Policies. The main issues identified were grouped on the basis of the actor/stakeholder most suitable to deal with the issue and these were donors, international NGOs, Indigenous NGOs, SPLM authorities (Secretariat for Education, Women and Child Welfare and Health, Administration and Legal Affairs), civil Society institutions and community elders.

1. Donor and International NGOs

1. Most humanitarian assistance to the Sudan are emergency oriented as a result it focuses on life saving rather than building the capacities of the affected communities.
2. Most interventions are externally driven and may not be representing the local need.
3. Most NGOs do not place women's development needs central to their rehabilitation and development programs.
4. Most donor and NGOs address gender issues as projects rather than strategically.
5. Most humanitarian agencies avoid working with local authorities and SPLM institutions directly.
6. Focusing on addressing symptoms and effects rather than root causes of problems eg oppressive traditional practices, access, ownership and control of resources etc.
7. Non adherence to global policies on equity and non-discrimination and rights of women.
8. Minimal involvement of communities especially women in the identification, planning and implementation of community based programs
9. Competition between NGOs resulting in limited coordination of programs and consequently overlaps and gaps.
10. Most NGOs lack institutional competence, personnel number and committed to gender equality as well as willingness to assign funds for gender related programs.

Problem

Interventions not effectively meeting all the development needs of women.

Indigenous NGOs

1. Many indigenous agencies are new and suffer severely from weak institutional and organizational capacity as well as limited resources and funding
2. Because indigenous NGOs depend very heavily on external support it is very susceptible to manipulation of donors. Very often they are forced to implement programs which may not be a priority need for the local communities.
3. Many donor do not trust indigenous NGOs to manage large funds and often they are forced to work under International NGOs who may not have the capacity and competence to provide guidance.
4. Many indigenous NGOs lack legitimacy and are not accountable to the local communities they serve; and finally
5. Most indigenous NGOs are not committed to gender equality and may lack the competence to design gender sensitive programs.

Problems

- Limited contribution towards meeting local demands for humanitarian assistance
- Women not central objectives for interventions

SPLM/A institutions

Issues

1. Absence of policy framework for mainstreaming gender issues
2. Lack of political commitment to address the root causes of gender inequality

3. Lack of commitment to devolve power and authority to institutions responsible for organization and social, economic and political empowerment of women.
4. Preoccupation of the SPLM Leadership with other issues
5. Lack of capacities of the SPLM institutions to plan and effect gender sensitive policies
6. Lack of financial capacity of the SPLM institutions to implement their own development plans.

Problem

Tokenism rather than real commitment to the liberation of women as equal citizens of the New Sudan

Women Institutions

Issues

1. Unclearly defined roles, responsibilities, lines of authority and often their activities are influenced or interfered with by the SPLM authorities
2. Many women institutions and groups lack organizational and institutional capacity to articulate and pursue their own social, economic and political agenda.
3. Due to lack of a common political agenda, most women in decision-making positions promote SPLM/men's political agenda rather than their own
4. Most women institutions are not aware of the politics of humanitarian assistance and often are unable to present and pursue their interest with agencies.
5. Oppressive traditional practices influence the attitude and behavior of individuals in decision making positions towards women. These often affect their status and access to many resources.
6. Ineffective statutory laws allow agencies, institutions and individuals to get away with violations of women's rights and many social, economic and political injustices.

Problems

- Significant absence of women in decision-making positions in the SPLM
- Low levels of education, school enrolment and retention
- Inefficient production, processing and marketing technology
- Lack of access to production resources including technology and credit
- Weak institutional capacity
- Forced and early marriages
- Heavy workload
- High percentage of women headed house holds
- Lack of access to social and especially legal services
- General effects of the 18 year war i.e. lack of respect for human rights especially violence towards women)

Communities/societies in the New Sudan

1. Break down of social structures and systems due to displacement and other war effects
2. Cultures and traditions that treat women as properties
3. Inability to understand the politics of humanitarian assistance and how to influence it
4. Lack of understanding and awareness of the universal human rights and the rights of women.
5. Moral decay
6. Lack of awareness about the New Sudan Laws

Problems

Appreciation and protection of women's rights

Household level

1. Changing roles due to demographic differences resulting from effects of the civil war and ethnic conflict.
2. Limited access, ownership and control of resources
3. Lack of awareness about women's human rights.

Problems

- Food, social, economic, psychological and physical security
- Heavy workload
- Hunger, malnutrition and diseases
- Domestic violence and other conflict related violence

4.2 Opportunities

The workshop also recognized that despite the myriad of factors contributing to the discrimination of women, many opportunities exist for addressing some of the structural and practical issues raised during the workshop. These include the following;

1. Structures of governance established and to some extent functional in SPLM administered areas
2. The SPLM vision for development is based on five key elements; the last three include empowerment of the civil society, developing the economy and provision of services. Women constitute 60% of the population of the New Sudan and certainly any thing to do with civil society empowerment must take their interest in consideration.
3. SPLM has created a political space for women even though nothing much has been done to promote the effective participation of women.
4. SPLM's liberation objectives focuses on equity, justice and prosperity for all citizens
5. Some donors have shown interest to move from emergency to development in the more stable areas of the south Sudan.
6. The SPLM Leadership is committed and ready to create the social, economic and political environment that will promote good governance and sustain peace. Such is demonstrated by the SPLM's willingness to begin work on the rehabilitation of the Legal and Judiciary systems and a Law review process.
7. Many professional groups, including NGOs are willing to participate in rehabilitation and development of the New Sudan.
8. Many areas under the administration of SPLM is experiencing relative peace and have access to regional and international trader through east Africa.
9. There has been some positive effects of the war, especially those that helped to strengthen women organizations and build their self confidence

4.3 Responses of the participants to the issues and problems raised

After presenting the main issues and problems contributing to the marginalization of women the workshop participants were invited to respond in the form of comments, questions and any kind of suggestions that will contribute to both short and long term solutions. Below are suggestions proposed to the main actors;

Donors and Agencies

- Donors and humanitarian agencies must deal directly with SPLM institutions and authority as in the long run it will be the responsibility of the Sudanese to deal with the problems of discrimination of women as most are structural and will require a long time to change behavior and attitudes.
- Women must be central to any rehabilitation and development interventions rather than having to accommodate them in development programs.
- The Women and Child Welfare Secretariat must be recognized and funded to enable them take more responsibilities of the changes they desire.
- A technical body of women should be formed and supported to provide technical advice to NGOs, DATT and the Secretariat for Women and Child Welfare on the development needs of women and ensure gender equity.
- NGOs must be requested to highlight the gender elements of their programs and accept gender impact assessment of their programs before implementation.
- Donors and NGOs should provide technical and financial support to the Women and Child Welfare Secretariat to enhance its capacity to coordinate, advocate and lobby for issues of concerns to women.
- Donors and NGOs should improve its coordination and networking on gender concerns and mainstreaming.

SPLM institutions

- The relevant SPLM institutions have been too weak to follow up on the implementation of MOU particularly the elements of this agreements referring to program quality
- SPLM must make efforts to develop a policy to address gender parity.
- SPLM must identify a different mechanism for ensuring more effective gender sensitivity as SRRA has not been effective in presenting women's priority to NGOs.

Secretariat for Women and Child Welfare

- The Secretariat for Women and Child Welfare should officially request SRRA to transfer the duties of the family affairs desk to the secretariat.
- The Secretariat for Women and Child welfare should work closely with indigenous agencies (FOSCO and NESI) to identify needs, areas of cooperation and collaboration, how to address women's concerns and systematic discrimination.
- The Secretariat for Women and Child Welfare should come up with a strategy and plan to increase the participation of women in social, economic and political decision making.
- The Secretariat for Women and Child Welfare should develop a policy guidance for mainstreaming gender in all programs implemented in New Sudan

Women civil society groups and institutions

- Women should develop a network and forum for sharing their concerns, experiences and advocate with agencies and SPLM institutions.
- Some of the oppressive and harmful traditional practices must be identified and addressed
- Women should develop a strategy for making the customary and statutory laws of the New Sudan become women friendly
- Women should campaign to create awareness among Sudanese community about the international human rights standards

Sudanese Communities

- Sudanese communities must make the distinction between bad and good practices so that they know what values to promote and eliminate.
- In the New Sudan culture and traditions controls every one including men and women. This is as a result of fear of rebuke and annihilation. Any changes involving change of attitude or behavior must involve men and women in their communities for it to succeed.
- In the New Sudan Culture and traditions touches many things; education, human rights, etc. There is need for a support mechanism to help women and their communities cope with the social and legal changes that will create a situation favoring the participation of women in social, economic and political decisions.

Group discussion and recommendations

After an hour of open flour discussion, participants broke up into groups. Each group was given an assignment to continue discussion on a specific set of issues and make recommendations. These recommendations were directed to Sudanese communities at large, the Secretariat for Women and Child Welfare, Women organizations, Indigenous NGOs, International NGOs and Donors.

Sudanese Communities

1. Introduction of Civic Education for civil authorities, communities elders and women leaders
2. Education of communities about negative traditional practices e.g early marriages, wife inheritance and heavy workload on women and girls.
3. Sensitization of women and men about workload of women and girls and promote equal assignment of duties for girls and boys.
4. Women leaders to begin taking legal action against negative traditional practices on women and demand for appropriate punishment whenever necessary.
5. Campaign and demonstration of the importance of effective participation of men and women in socio-economic and political decisions through drama, workshops and dialogue.

Women (organizations/Secretariat)

1. Women must complete the establishment of the structure of the Secretariat for Women and Child Welfare, develop Policies and guidelines, staff it and develop functional linkages with agencies and relevant SPLM institution.
2. The Secretariat for Women and Child Welfare in collaboration with women organizations and indigenous NGOs should establish a network and Coordination mechanism to promote, lobby and advocate for women's concerns and development needs and ensure that they are understood and considered at all levels of planning and policy formulation and decision making.
3. Women should be taught about civic education and made aware about the human rights and how to pursue their interest with NGOs and SPLM authorities.
4. The Secretariat for Women and Child Welfare should establish its head office in the New Sudan and have personnel representing the Secretariat at all levels.

SPLM Authority

4. Education should be made compulsory for girls and boys in the New Sudan as a matter of policy.
5. Girl child education must be promoted by addressing community and household level problems contributing to low enrolment and retention.
6. Develop policy and legal framework for ensuring gender equity in development interventions.

SINGO

4. SINGOs should take the campaign against negative traditional practices, act as role models e.g. they should in-cooperate and influence gender issues and provide guidelines for activities being carried out within the SINGOs to avoid confrontations within the households/communities and ensure gender equity.
5. SINGOs should also influence CANS to accept women participation in public affairs, assist in the development of institutional capacities of women organizations including the Secretariat for Women.

6. Finally, SINGOs should explain to communities the roles of communities and that of humanitarian agencies in development.

Donors and International Agencies

1. Agencies should begin serious development activities if the situation of women is to improve
2. Donors and agencies should consider funding institutional capacity building processes for women institutions and organizations and offer scholarships for women in primary, secondary, post secondary institutions, especially in the areas of health, management and Law.
3. Donors and International NGOs must be held accountable for non-compliance with the international standard on gender, equity and human rights.

5.0 DISCUSSION OF THE WORKSHOP RESULT

5.1 To what extent has the workshop objectives been met?

The first two objectives of the workshop were a) sharing experiences and b) identification of factors that contributes to the current status of women. These have been adequately achieved. On the other hand the third objective involving the development of a shared stakeholders strategy and action plan for improving the status of women was not completed due to time factor. There was however proposals to the different stakeholders and actors, which include establishing a network for sharing gender concerns and lessons learnt, developing a gender impact assessment matrix, developing a policy framework and guideline to ensure gender sensitivity in all programs implemented in the New Sudan and proving support for establishing a forum for advocacy and lobbying for the social, economic, legal and political issues affecting women.

Another major concern was that many of the big UN and international agencies such as UNICEF, WHO, WFP, CRS and others and a couple of key indigenous agencies like MRDA, NSWF and SUPRAID did not attend the workshop. This created a big gap in the discussion of experience as together they implement large relief and rehabilitation operations in many areas of the New Sudan. However, most of the issues raised are crosscutting as they originate from the local traditional, social, economic and political power structures and relations, as well as policies of humanitarian interventions in the Sudan. The key issues identified during the workshop and which have been recommended for action, are summarized below;

5.2 Summary of key issues

1. Non-adherence of donors and NGOs to the global policies on equity and non-discrimination and rights of women.
2. Differences in the way different actors perceive gender and empowerment of women.
3. Lack of accountability of the authorities and agencies to the local people.
4. Absence of a policy framework and guidelines for humanitarian interventions as well as for ensuring gender equity
5. Absence of gender impact assessment tools to ensure that any intervention undertaken in the New Sudan remains gender sensitive.
6. NGO operating in emergency mode, which focuses on saving lives rather than impact and community participation.
7. Absence of a network and forum for sharing, discussing and advocating for gender issues.
8. Limited participation of local authority, communities, and especially women in the identification, prioritization, design and implementation of humanitarian interventions
9. Weak institutional capacity of SPLM institutions, Civil society organizations including organization and groups.
10. Ineffective Legal and Judiciary systems of the New Sudan
11. Preoccupation of the SPLM authorities with other issues

12. Traditional beliefs and practices of many societies in the New Sudan limit the participation of women in the public domain as well as their access to, ownership and control of social, economic and political resources.
13. The low social, economic and legal status of women under the customary and statutory laws of the New Sudan of women in the New Sudan.
14. Low levels of Education in the New Sudan, particularly women.
15. General effects of the eighteen years of civil war which has caused cultural and moral decay, demographic changes resulting role changes and increase in women's workload

5.3 Actors and stakeholders key in addressing issues raised during the workshop

Despite the fact that most interventions in the New Sudan are emergency in nature and as such do not focus on impact and local capacities; there are a few indigenous and international NGOs, donors, as well as churches who have started to ask questions especially on equity and local capacities. Norwegian Church Aid (NCA) for example has developed a gender impact assessment matrix, which it is attempting to promote to its partners and other agencies. Some international and indigenous agencies are supporting institutional building and civic education. While, Christian Aid has gone a step further to support the rehabilitation of legal and judiciary structures and systems through partnership with local organization and institutions. On the basis of the nature of interventions, expertise and programs, NGOs were categorized and these categories of NGOs could develop specialized units capable of pooling their resources, expertise and creating fora for addressing specific issues such as civic education, campaign and promotion of girl child education, addressing issues related with the economic and legal status of women in general. Below is a list of agencies and SPLM institutions grouped on the basis of their program focus/expertise;

Table 5. STAKEHOLDERS AND THEIR AREAS OF ACTIVITIES

No.	Program area	Group of agencies/ institutions
1	Agencies involved in Legal and judiciary issues	Christian AID**, SSLS, NSWF, SPLM Secretariat for Legal affairs and Judiciary**
2	NGOs having program to address gender related issue	NCA**, NSWF, OXFAM-UK**, NSCC, SPLM Secretariat for Women and Child Welfare**
3	NGOs and institutions involved in Education	ADDRA, UNICEF, MRDA, CRS, NCA , World Relief Radda Banner, DOT, WODRAN SPLM Secretariat for education ****
3	NGOs and institutions supporting Skills and vocational training	NPA(health, Agriculture and vocational training) VSF- (vet), IRC (health), IPCS (Boma councilors) SRRRA/AMREF (health), ADDRA (education, Agriculture), MRDA (education) IDEAS (distance learning)
4	Agencies implementing health programs	NSCC**, IRC **, AAH, ZOA, SUHA, MRDA, ARC MSF-Belgium, MSF-France, MS-SWISS, Health-NET WV, CRS, ADRA, NPA, SMC, MALTEZER, DIAKONE CEAS, GOAL, SCF-UK, SCF-US, DOT SPLM Secretariat for Health**
5	NGOs involved in livelihood rehabilitation and development	CRS, WV, AAH, OXFAM-UK, SCF, ADRA, ARC, NPA NCA, MRDA, SUPRAID, BYDA, WODRAN SPLM Commission for Economy and Production **
6	UN agencies who are expected to lead in ensuring international standard on gender equity, working in the Sudan include	UNICEF, WHO, FAO, WFP
7	Involved in economic rehabilitation activities	CRS, WV, AAH, OXFAM-UK, OXFAM-QUEBEC, ACCORD, NPA, NCA, MRDA, SUPRAID, BYDA, WODRAN DATT**

5.5 Proposed action plan

The expected results of this workshop are a) a good understanding of factors affecting the participation of women in social, economic and political development and b) a mechanism and a legal and policy framework for institutionalizing gender concerns. Certainly all these could not be achieved in a two days workshop. What is important is that the workshop participants unanimously agreed to continue work and below are the four important action points.

1. Disseminate the workshop report to all stakeholders to get their response, ideas and suggestions.
2. Develop legal and policy framework for institutionalizing gender as well as tools for assessing gender impact of programs on communities
3. Conduct a baseline study on the status of women in the New Sudan
4. Organize technical working group comprising of gender experts, women organization. SPLM institutions and NGOs that will work out gender training for agencies, organizations and assist in gender policy formulation and monitoring its implementation.
5. Organize workshops for stakeholders on the basis of the issues raised to develop a strategy for working out long-term solutions for the problems identified. Consideration should be given to work already done by agencies and SPLM institutions. For example, the Secretariats for Education and health have already developed policies and policy implementation guidelines. The Secretariat of Education has already conducted a workshop on Girl 's Education and has statistics on enrolment and retention.

BYDA and Christian AID are addressing issues of civic education at grassroots levels, which is beginning to have some results. On the other hand, Christian Aid, SSLS and the Commission for Administration, Legal Affairs and Judiciary are involved in the rehabilitation of legal and judiciary structures and education to increase peoples awareness and access to legal services. While OXFAM, NCA and a few agencies have been making attempts to address gender issues and increase the participation of women in development activities. Yet traditional NGOs like CRS and many others which deal mainly with emergencies have started to move to development where the focus is on impact. Detailed work on agency activities can be found in organizational reports.

The Matrix below is an attempt to link problems and proposed interventions to major players and stakeholders to enable sufficient examination of the issues raised, and pool together experience and resources, and propose a strategy for long-term solutions.. On the other hand DATT, SRRA and the Women and Natural Resource Working Group will continue to advocate the importance of women's participation in development activities and work towards influencing behavioral, attitude and policy changes. DATT will also try to secure funds for implanting the proposed interventions

A problem, solutions and stakeholders' matrix

ISSUES	PROPOSED INTERVENTIONS	WHO RESPONSIBLE	WHEN 2002
Humanitarian agencies not Meeting all the development Needs and aspiration women in the New Sudan	<p>Develop gender assessment Matrix</p> <p>Define policy framework for regulating NGO Programs and ensuring gender equity</p> <p>Networking and coordination to standardize Approach and practices for ensuring gender Sensitivity in program design, planning and implementation</p> <p>Hold donor and agencies responsible or Accountable for non-compliance to international standards gender equity</p> <p>Funding for the process of developing guidelines and Tools for impact measuring</p>	<p>SRRA, DATT, NGO</p> <p>DATT,SRRA, SECRETARIAT FOR WOMEN CHILD WELFARE</p> <p>DATT,SRRA, NGOS SECRETARIAT FOR WOMEN</p> <p>DATT, SRRA, SECRETARIA WOMEN LOCAL AUTHORITY CBOs</p> <p>DONORS, NGOs SPLM</p>	<p>JAN-APRIL</p> <p>JAN-JULY</p> <p>FROM JAN. 2001</p> <p>FROM MARCH</p> <p>FROM FEBRUARY</p>
Low participation of women in social, economic and political development activities	Conduct a baseline study on the current status of women and determine factors contributing to The low participation	DATT, NRTC	

ISSUES	PROPOSED INTERVENTIONS	WHO RESPONSIBLE	WHEN 2002
	<p>Develop and advocate for a women development agenda w donors, agencies and SPLM policy decision-makers.</p> <p>Support institutional development for women Groups organizations.</p> <p>Establish a forum for women to discuss their Problems, from grassroots to policy formulation and decision making levels</p> <p>Support campaign for adult literacy, girl child education and training for women and girls</p> <p>A Campaign to increase the number of women in technical and policy decision making positions.</p> <p>Civic education (general)</p>	<p>DATT, NSWF, FOSCO, NESI, BYDA, MRDA WOMEN AND CHILDWELFARE SECRETARIAT</p> <p>DATT, NSWF, BYDA CHRISTIAN AID</p> <p>DATT, NSWF, SWVP, BYDA, CHRISTIAN AID, Sec. WOMEN</p> <p>NSWF, BYDA, NESI, FOSCO SEC. WOMEN SEC. EDUCATION</p> <p>DATT, BYDA, NSWF, XAID</p> <p>BYDA, NSWF, NESI, FOSCO</p>	<p>AS SOON AS WORKSHOP REPORT HAS BEEN CIRCULATED</p>
Low level of education	Promote the enrolment and retention of girl Child.	SEC. WOMEN SEC. EDUCATION SPLM AUTHORITIES COMMUNITIES NSWF, BYDA, NESI, FOSCO	AS SOON AS WORKSHOP REPORT HAS BEEN CIRCULATED

ISSUES	PROPOSED INTERVENTIONS	WHO RESPONSIBLE	WHEN
	<p>Encourage communities to take responsibility Of the education of their children</p> <p>A campaign to ensure that SPLM Education Policy guarantees the right to education for both girls and boys and it is supported by an effective affirmative action</p>	<p>DATT, NESI, FOSCO WOMEN CBO</p> <p>NESI, FOSCO, WOMEN CBOs SEC. WOMEN</p>	<p>2002</p>
<p>Some oppressive traditional Practices e.g. Socialization of girls as service providers at home Early and forced marriages Wife inheritance</p>	<p>Create community awareness about the Importance of education especially for the girl Child</p> <p>A campaign against negative traditional Practices, which includes forced and early Marriages and property rights</p> <p>Education of community elders, chiefs civil Authorities and women organization about the International women and children's Rights</p> <p>A campaign for compulsory education for all</p>	<p>DATT, NSWF, BYDA, MRDA HACDAD SEC. For WOMEN WOMEN CBO</p> <p>NSWF, BYDA, SEC. WOMEN SSLS</p> <p>NSWF, BYDA, SSLS</p> <p>NSWF, BYDA, SSLS, SEC. for WOMEN</p>	<p>AS SOON AS WORKSHOP REPORT HAS BEEN CIRCULATED</p>
<p>Ineffective statutory Laws</p>	<p>Establish a forum for women to discuss the Laws of the New Sudan and its implications to the legal rights of women</p> <p>Support the campaign for women to participate The redrafting of old laws and enacting new ones</p>	<p>DATT, NSWF, BYDA, SSLS, XAID SEC. For LEGAL AFFAIRS, JUDICIARY</p> <p>DATT, NSWF, BYDA, SSLS, XAID</p>	

ISSUES	PROPOSED INTERVENTIONS	WHO RESPONSIBLE	WHEN
	<p>Support legal and paralegal training for women to increase the number of women with legal education.</p> <p>Educate community elders, civil authorities, Women organizations and groups about the laws of the New Sudan</p>	<p>NSWF, DATT, BYDA, SSLS, XAID</p> <p>NSWF, BYDA, SSLS</p>	<p>2002</p>
<p>Inefficient production, Processing and marketing Technology</p>	<p>Increase business options for women through Business skills training, marketing and credit Support</p> <p>Support technology development and transfer for production and small processing industries</p> <p>Support commodity group networking and the development of marketing information system.</p>	<p>DATT, NESI, FOSCO, INGOs SEC. WOMEN</p> <p>DATT, NESI, FOSCO SPLM COMMISSION FOR ECONOMY</p> <p>DATT, NESI, FOSCO SPLM COMMISSION FOR ECONOMY</p>	

6.0 Conclusion

There is no doubt in any participants mind that women in the New Sudan are seriously marginalized. They are also aware that the situation resulting in their marginalization or discrimination is complex and intricate as most of the contributing factors have their origins in the social, economic and political power structures which have been translated into the values and principles of the patriarchal Sudanese societies. In other words, change of any kind and magnitude will be a process and is likely to take a long time. What was also clear was the differences in the understanding of gender equity and the empowerment of women, not to mention the level of willingness to commit resources and staff time,

However, DATT has been encouraged to take up the challenge of being an agent of this change because of the SPLM liberation objectives which promises every one peace, justice, equality and prosperity. What should be realized at this point is that there can not be peace, justice, equity nor prosperity for all if efforts are not made to address the obstacles preventing women from participation and having equal access to social, economic and political resources. The political commitment of the SPLM to increase the participation of women must go beyond giving quarters in decision-making position but proceed to examining the laws, policies, and traditional practices for any obstacles that might cause inequality or injustice.

There is a long list of factors identified by the participants as key to addressing the marginalization of women. The most important include traditional practices of Sudanese societies, ineffective legal and judiciary systems of the SPLM, absence of legal and policy frame work to ensure gender equity, NGO,s operating in emergency mode, weak institutional capacity of SPLM institutions, absence of a network and forum for advocating gender issues, general impact of the long civil war, low levels of education and status of women, preoccupation of the SPLM leadership with other issues and finally the different ways in which each stakeholder or actor understands gender and how it applies to their special condition. For example, so many agencies talk about gender sensitivity but most do not have funding nor staff to implement women or gender specific programs.

Given the complexity of factors contributing to gender inequity it will take the involvement of all actors and stakeholders to achieve any change. Sudanese organizations (BYDA, SSLS, NSWF) and institutions like DATT and SRRA will have to make efforts to lobby, advocate and develop alliances with donors, international agencies and communities. The donors and international agencies should provide technical and financial support, while the indigenous institutions and organization take lead in addressing the social, economic, legal and political factors, as this require a long-term strategy and commitment.

Finally, the workshop proposed a way forward or action plan, which include

- a) Dissemination the workshop report with stakeholders
- b) DATT to continue dialogue with stakeholders particularly on key issues identified and seek commitment by the key actor to address the issue.
- c) To organize a network and forum which will begin work on policy frame as well as gender impact assessment tool; and
- d) to conduct a baseline study on the status of women in the New Sudan

It is expected that the dialogue with stakeholders on the concept of gender equity and women empowerment, and how to increase the participation and access of women in social-economic and political decision-making will continue as well as receive increased technical and financial support.

The list of materials prepared and distributed during the workshop

1. Exploring the Potentials of indigenous Wild Food Plants in Southern Sudan.
Proceeding of a Workshop Held in Lokichoggio, Kenya, June 3-5th 1998

2. Gender and empowerment Impact Assessment Manual: Specially adapted for Non Governmental and Community Based Organizations. By Else Skjonsberg
3. Women, War and Peace in Southern Sudan. By Mirjan Pol
4. Equal Opportunity Life: Five Year Women's Empowerment Plan: April 2000-2005. Prepare by the Secretariat of women, Gender and Child Welfare, New Sudan.
5. Policy Document: Prepared by the SPLM Secretariat for Women, Gender and Child Welfare to enhance effective participation of women in Policy formulation and decision making processes
6. Report on the Secretariat for Women, Gender and Child Welfare, Yambio workshop.
7. Consultative Workshop on Girls Education, Rumbek, Southern Sudan-Report.
8. The UN Convention on the Elimination of all forms of discrimination against women. U.N.T.S. No. 203, volume 1249 (1981)
9. Promoting Gender Sensitive Operations, United Nations World Food Programme, Operation Lifeline Sudan, Southern Sector. By Diana Cammack, Consultant to WFP.
10. Thesis submitted as partial fulfillment of the requirement for the Award of a Bachelor of arts Degree in social Sciences: Impact of Teenage pregnancy on Girls: A case Study of Yambio County in South.
11. A strategy for women. Gender Equity and development: Strategy for NPA's **International Work 1998-2002.**

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