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# Gender Assessment USAID/Southern Sudan



October 2010

This publication was produced for review by the United States Agency for International Development. It was prepared by DevTech Systems, Inc., for the Short-Term Technical Assistance & Training Task Order, under Contract No. GEW-I-01-02-00019.

# USAID/SOUTHERN SUDAN

## GENDER ASSESSMENT

August 23 – September 13, 2010

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**Photo Credits: Ayom Wol Dahl and Judy A. Benjamin**

*Photo Caption (front cover): Women and men participate in community-based road clearing project in Yambio. (Benjamin)*

*Photo Caption (back cover): Girls playing volleyball at Shabia Secondary School. (Wol Dahl)*

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## **ACKNOWLEDGEMENTS**

The Gender Assessment Team would like to acknowledge the excellent cooperation and support provided to the team by the USAID/Southern Sudan mission. The team is indebted to Sanja Vukotic, our contact officer at USAID. Sanja was enormously helpful in coordinating meetings with USAID staff and implementing partners and in keeping the team on track.

The team would also like to acknowledge the support of Susan Fine, Deputy Mission Director, including for her encouragement to include gender-based violence as a key area of focus. A note of thanks goes to all the USAID program officers who so generously gave us their time to participate in the interview process.

We would like to thank the MSI SUPPORT program and staff for providing office space and meeting rooms, use of their printers and other facilities without which the assessment would have not been possible. Special thanks go to Ami Henson and Paul Temple who cheerfully solved problems and removed obstacles efficiently.

The team was fortunate to have been assigned an outstanding driver, Emmanuel Wekesa, who became an active member of the team. Emmanuel not only safely negotiated the rugged roads of Juba and surrounding areas, but he contributed to the work by offering a male perspective on gender concerns.

Ayom Wol Dahl's work on the assessment is acknowledged and appreciated.

American Refugee Committee (ARC) deserves special thanks for sharing their reports and interests in gender-based violence and for facilitating meetings with their community based organizations. Winrock and Mercy Corps staffs were also especially helpful to the assessment.

Finally, we would like to thank everyone who allowed us to interview them, attend their meetings and ask endless questions. The implementing partners and UN agencies graciously provided program reports and documents and permitted the team to visit their projects.

One of the most popular songs on southern Sudanese radio in summer 2010 relates to gender:

“NON VIOLENCE TO WOMEN & WOMEN’S EMPOWERMENT”

*Women of New Sudan, I cry, Original Ras Korby cries, because of your future*

Chorus

*You do not beat women, you love  
You do not fight women, you court them  
You do not cheat women, you help them  
You do not insult women, you should respect them*

*Mama, when you were in the war/in the bush,  
you brought the water, brought wood, made the food,  
when a child cries, only you have to attend to.  
Father and friends arrive and have dinner.*

*You do not beat women, you love  
You do not fight women, you court them  
You do not cheat women, you help them  
You do not insult women, you should respect them*

*Some of you went to schools, and some fought in the war.  
Governments and Sudanese help the women  
My life will not be complete  
until women get their rights*

*You do not beat women, you love  
You do not fight women, you court them  
You do not cheat women, you help them  
You do not insult women, you should respect them*

*Drop the price of marriage, so more women can be married  
Stop nonsense, so women can go ahead  
Stop tribalism, so love can live among the partners  
Stop the beating of women and forced marriages*

*You do not beat women, you love  
You do not fight women, you court them  
You do not cheat women, you help them  
You do not insult women, you should respect them*

*Father, why? Why is mother suffering like this,  
why should this happen, why? Mama is very important.  
The cake is on the table and let us share it equally  
Father why should Mother go through this ordeal?<sup>1</sup>*

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<sup>1</sup> Original Ras Korby (Korby Hingera Gaere); copyrighted material translated from Juba Arabic to English courtesy of the composer.

## LIST OF ACRONYMS

ADS	Automated Directives System
ARD	Associates in Rural Development, Inc.
BCC	Behavior Change Communication
BRIDGE	Building Responsibility for the Delivery of Government Services
CAG	Community Action Groups
CBO	Community-Based Organization
COP	Chief of Party
CPA	Comprehensive Peace Agreement
CSO	Civil Society Organization
FARM	Food, Agribusiness and Rural Markets
FGC	Female Genital Cutting
FGD	Focus Group Discussion
FHI	Family Health International
GBV	Gender-Based Violence
GEE	Gender Equity through Education
GOSS	Government of Southern Sudan
GWG	Gender Working Group
HEAR	Integrated Health and Education Program
IDP	Internally Displaced Persons
LINCS	Localizing Institutional Capacity in Sudan
MoEST	Ministry of Education, Science, and Technology
MoGSWRA	Ministry of Gender, Welfare & Religious Affairs
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization
PTA	Parent Teacher Association
SDG	Sudanese Pound
SHAP	Sudan HIV/AIDS Program
SOP	Standard Operating Procedure
SOW	Scope of Work
SPLA	Sudan People's Liberation Army
SPLM	Sudan People's Liberation Movement
SRGBV	School-Related Gender-Based Violence
SSRC	Social Science Research Council
STTA	Short-Term Technical Assistance
TA	Technical Assistance
TOT	Training of Trainers
TTI	Teacher Training Institute
UN	United Nations
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNIFEM	United Nations Development Fund for Women
UNMIS	United Nations Missions in Sudan
USAID/AID	US Agency for International Development
USG	United States Government
WASH	Water, Sanitation and Hygiene
WCS	Wildlife Conservation Society



## **EXECUTIVE SUMMARY**

The Gender Assessment describes USAID funded programs and the degree to which they succeed in integrating gender into the program of work. The purpose of the Gender Assessment was to identify key gender issues and gender constraints that need to be addressed in USAID/Sudan's programs and to make recommendations on how USAID can achieve greater gender integration and equality outcomes in its programs. In addition, the Gender Assessment provides preliminary guidance on incorporating gender into the Mission Strategic Plan and provides help in developing a Gender Action Plan that will inform the Strategy. The process included comparing and updating the previous 2003 Gender Analysis. The Scope of Work for the Assessment stipulated that the focus be solely on southern Sudan, while the 2003 Gender Analysis looked at both northern and southern Sudan.

This assessment undertook a review of literature on gender issues in southern Sudan. The review also looked at policy documents, USAID program reports and evaluations, GOSS documents and policies. The data collection involved interviews with USAID program staff, implementing partners, GOSS ministries, UN agencies and stakeholders. The assessment was conducted by the team leader with the assistance of one Sudanese researcher.

It should be noted that USAID/Sudan has done very well in terms of recognizing the strategic importance of gender. For the most part, USAID funded programs have gender as a cross-cutting theme. With few exceptions the program designs reflected the high importance USAID places on gender. That said there is room for improvement, especially in implementation. Implementing partners vary in terms of how well they understand gender conceptually, and to what extent they are successful in gender integration. This assessment focuses on where such improvements may take place and how.

The years following the 2003 gender analysis brought many changes. The Government of South Sudan (GOSS) has made great strides in a few short years but has fallen short of the expectations in a number of aspects. The newly formed governing body needs more capacity building support. Low government salaries are a common problem in developing countries. In southern Sudan's case, the low salaries have a major negative impact on progress as a whole. Well qualified workers find higher paying jobs with international organizations. This is true for both men and women, but qualified women are even more in demand by international organizations eager to bring gender balance to their own programs.

A brief comparison of gender issues raised in 2003 study to findings of the 2010 gender assessment reveals that many barriers to women still exist. Despite a constitution that theoretically provides equal rights to women, in practice women do not have those rights. Southern Sudan is still a patriarchal society. Men are considered superior to women and their opinions count more than those of women.

The goal of women's employment reaching 25 percent in government ministries has not been realized. The gender assessment team found barriers keeping women from participating in government jobs. Women are capable and willing to work but they cannot compete with men in terms of meeting the educational and employment experience required. Women working for GOSS are not given the same opportunities for advancement as men are, especially in terms of attending training and workshops outside of the offices.

The GOSS has placed education and health high on their agenda, but despite best intentions, both the health and education sectors fall far short of expectations. Poor infrastructure in both sectors impedes progress as does the shortages of qualified health workers and trained teachers. Female teachers constitute a very small percentage of teachers in southern Sudan which has a detrimental effect on girls' education in general. Budget allocations in the education sector from the central government are inadequate and contribute to low morale on the part of underpaid teachers. The study found that the teaching profession is not attractive to young women. The Gender Equity through Education (GEE) project found that young women held negative views about teaching as a profession. Those who manage to get an education seek employment in other sectors.

Since the drafting and signing of the Comprehensive Peace Agreement and the end of active conflict the focus has been on achieving peace. While numerous improvements in every sector have taken place, Sudan still ranks number 150 out of 182 countries on the UNDP Human Development Index—and the situation is worse in southern Sudan, which ranks highest in the world for maternal mortality. It is understandable, therefore, that US government resources should continue to be directed to the most crucial needs. Maternal mortality is unquestionably a serious gender issue as well as a health problem. Without diverting funds from efforts to reduce maternal mortality, this assessment recommends that USAID source additional funds to support a comprehensive gender-based violence program. It is widely accepted within the development community in southern Sudan that gender-based violence is pervasive and by many accounts, getting worse. The alarming situation of GBV is one that USAID cannot ignore and should address aggressively through dedicated programs. At the same time, awareness of the issue should also infuse every USAID funded program as part and parcel of a gender integration strategy. A special program that addresses GBV will support gender integration by providing education and training on the specific elements of GBV. More than half of the population of southern Sudan suffers under customary laws and practices that violate the tenets of universal human rights laws, that fact alone justifies USAID support for GBV programming.



## I. INTRODUCTION

The purpose of this Gender Assessment was to update the gender analysis undertaken by USAID/Sudan in 2003, and to identify key gender issues and gender constraints that need to be addressed in USAID Sudan's programs and to make recommendations on how USAID can achieve greater gender integration and equality outcomes in its programs.

The assessment team consisted of Dr. Judy Benjamin, the Team Leader, with assistance from Ms Ayom Wol Dahl. The team spent three weeks (August 23 – September 13, 2010) in southern Sudan. The assessment took place in Juba, Malakal and Yei.

The methods used were qualitative consisting of key informant interviews, focus group discussions, and analysis of pertinent documents and literature. The references section lists the documents reviewed and literature consulted. A list of persons met during the assessment and a schedule of meetings may be found in the annexes to this report.

The Gender Assessment undertook to do the following:

- Conducted a comprehensive literature review which included documents and reports by implementing partners, non- governmental organizations, UN agencies, donors, Government of South Sudan (GOSS), and USAID documents.
- Perform a rapid assessment of selected programs in USAID/Sudan's portfolio for southern Sudan by meeting with the program area teams, primarily in the following sectors: education, health, democracy governance and economic growth. The team met with core implementing partners to determine the key gender issues encountered in the implementation and how those issues are being handled. Based on the analysis of program implementation, the Gender Assessment makes recommendations on ways to address and resolve gender issues to the extent possible.
- The Assessment team used qualitative research methods which included interviews, group meetings, and observations. Questions were drawn from the scope of work (Annex B) modified to fit the program and activities under analysis.
- The team also assessed activities and programs in place by implementing partners, local NGOs, USAID contractors, UN agencies and other donors in order to develop appropriate recommendations for USAID projects.
- A key assumption stated in the SOW noted that the Gender Assessment would not be comprehensive but would focus on mission priorities and opportunities. The Assessment did not review all USAID programming for southern Sudan given time limitations and the availability of USAID program officers. The team relied on the suggestions and oversight of the assigned activity manager for the gender assessment process.



## II. GENDER IN USAID

USAID has set out specific requirements to ensure that appropriate consideration is given to gender as a factor in development in its Automated Directives System (ADS). The revised Series 200 and 300 include guidance on the procedures for gender integration in project design, implementation, monitoring, evaluation, and procurement criteria. The guidance also includes a statement of USAID policy on gender equality.

*“...the United States Agency for International Development is striving deliberately to promote gender equality, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural and political development, enjoy socially valued resources and rewards, and realize their human rights.” (ADS 201.3.9.3)*

The integration of gender considerations in development entails an understanding of the relationship between men and women in society in terms of the roles they play, which are both different and interdependent, and of the relationships of power between them and their differential access to resources. Both aspects of this relationship are important in applying gender analysis to development.

In order to assure that USAID assistance makes the optimal possible contribution to gender equality in developing strategic plans, the following questions are foundational:

- *How will the different roles and status of women and men affect the work to be undertaken?*
- *How will the anticipated results of the work affect women and men differently?*

The point is to look for the implications of any program or policy for men and women and to incorporate the needs and experiences of women and men as an integral part of the program design, implementation and monitoring.

Gender integration and mainstreaming are strategies for making women’s and men’s concerns and experiences integral to the design, implementation, monitoring and evaluation of policies and programs in all spheres— political, economic and social—such that inequalities between women and men are mitigated. USAID pays attention to gender not only because gender affects program results, but also to promote gender equality and empowerment of women.

## III. GENDER AT USAID/SOUTHERN SUDAN

The timing of this gender assessment was linked to the Mission’s planning exercises so the findings might inform the strategic planning process. As specified in the ADS, during the planning process the mission is required to conduct gender analysis. This assessment examines the key gender issues of concern in southern Sudan and the extent to which gender is currently integrated into USAID activities and provides guidance for future programming. The Assessment team was greeted with enthusiasm at the USAID Juba offices. Without exception the USAID team extended themselves with full cooperation despite a number of other important events competing for their time. Clearly, USAID Juba staff understands the importance of gender integration. Leadership at the USAID office in Juba expressed a strong desire to integrate gender throughout all programs; this was evidenced by the support to the Gender Assessment process itself. There was an understanding that the strategic planning process and design of new programming must be viewed through a gender lens and specifically respond to the gender issues paramount to developing a democratic society in

which the rights of men, boys, women and girls are valued equally and where all members of the society have equal access and voice in their communities.

The last gender assessment was conducted in 2003 before the Comprehensive Peace Agreement was signed. Among the main objectives in the SOW for this assessment is to compare the situation today with the findings from 2003. Although the 2003 report included both northern and southern Sudan, this assessment focuses only in southern Sudan. The data described in the 2003 assessment were not



differentiated in terms of North/South in many instances. The 2010 Gender Assessment used qualitative research methods, as did the 2003 assessment. Therefore, precise quantitative changes in terms of the improvements or worsening of conditions that affect gender integration are anecdotal and based on observations, interviews and informed by recent studies focusing on gender in southern Sudan. Despite the lack of quantitative data with which to compare indicators side by side, much can be

learned by looking back to the gender dynamics in 2003. The Comprehensive Peace Agreement and the cessation of active conflict brought momentous changes and improvements in the lives of everyone living in the South, especially for women. As this report points out, however, there is much more work to be done in terms of gender equality and specifically a great deal that USAID can do to effectively integrate gender in all programs. The chart in the next section compares findings from the 2003 analysis with this assessment report. The chart maps out where progress has been made and where the situation is the same or worse.

If lessons are to be learned from USAID's previous Strategic Plan in which gender was one of the cross-cutting themes, the mission should now go beyond broad brushstrokes and assumptions; for instance, that the 25 percent quota system imposed by the SPLM meant to ensure women's representation in government is sufficient. Participation should be understood as more than counting how many women and how many men are trained or attend meetings. The next level of analysis looks at who benefits, *i.e.* in what ways are lives impacted by specific initiatives? In the same vein, to maximize the benefits to women of radio messages for awareness-raising, education and training— *i.e.* including the excellent programming USAID has funded for radio programming— needs to analyze and understand household control over the use of radios (anecdotal findings suggest that radio use is controlled by men). Surveys may be implemented to learn more about listenership patterns in order to produce and air programs at times when women are likely to listen and to identify topics that will best address gender issues for the benefit of both women and men.<sup>2</sup>

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<sup>2</sup> EGAT/WID supported USAID/Mali's extensive analysis of women's access to community radio programming; see the 2005 report: [www.devtechsys.com/assets/Uploads/docs/publications/MaliFinal-Report-MK-NG.pdf](http://www.devtechsys.com/assets/Uploads/docs/publications/MaliFinal-Report-MK-NG.pdf).

## IV. BACKGROUND AND GENDER ISSUES IN SOUTHERN SUDAN

### 2010 Situational Overview

In 2005 Sudan emerged from a catastrophic 22-year civil war between its northern and southern regions. In the course of this war over two million people (and by some estimates up to four million) lost their lives, including large numbers of civilians, a large proportion of whom were women. Over four million people were displaced, either as Internally Displaced Persons (IDPs) within the Sudan, or as refugees to camps in the neighbouring states of Ethiopia, Kenya and Uganda. In these IDP and refugee communities, once again, women carried a heavy burden. In the wider diaspora, many southern Sudanese have resettled as refugees in places as far flung as the USA, Australia and Scandinavia. Within these communities, there are many female-headed households, where mothers have full responsibility for raising families while their spouses were ‘in the bush’ fighting the war. This gendered burden was acknowledged by the southern Sudanese leadership, which characterized southern women as “the marginalized of the marginalized”<sup>3</sup>.

The Republic of Sudan as a whole has depressing indicators, but once the figures for southern Sudan are separated out, the dire predicament of women in the South stands out in stark relief<sup>4</sup>. In 2004 women’s literacy rates were 12%, with an estimated 500 girls finishing primary school each year from a population of 7.5 million. In 2004 the maternal mortality ratio was three times that of the rest Sudan and the lifetime risk of dying in pregnancy or childbirth (one in nine) almost four times as high. As a result of poor women's health coverage combined with high fertility to such an extent that, despite the impact of war on the male population, there are greater numbers of elderly men than women in the South. . The proportion of births attended by skilled health staff (5%) is not only the lowest in the world but it is almost thirteen times less than the level in the rest of Sudan.

Gender refers to a given society’s sex-specific socially-constructed roles, attributes and activities. For men in southern Sudan, these gender roles have been determined by cultural systems that are both highly gendered and also geared to and adapted to conflict. Clearly the construction of men as fighters has roots in Sudan’s history; for thirty-nine of the fifty years from 1955 to 2005, southern Sudan was at war with the central government in Khartoum. As a result, the role of soldier has been uppermost for three generations of southern men. Underpinning this is the fact that many of the southern cultures cast men’s role as a warrior in the context of resource conflict, cattle protection, cattle raiding and male initiation. Men suffered high levels of casualties in war; one often-repeated estimate is that—in contrast to the elderly statistic cited above—women make up 65% of southern Sudan’s population. In addition there are conflict legacies of Post-Traumatic Stress Disorder, substance abuse (alcohol in particular), and domestic conflict, which are largely unexamined and which affect men differently than women.

Gender relations in southern Sudan are by no means static; the family dispersal that resulted from mass military mobilization and IDP/refugee movement means that such relations are evolving rapidly and in response to a complex set of circumstances. In order to assess gender relations, it is important to identify and understand these trends.

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<sup>3</sup> Dr John Garang de Mabior, on numerous occasions.

<sup>4</sup> May 2004, *Towards a baseline: Best estimates of social indicators for southern Sudan*. New Sudan Centre for Statistics and Evaluation in association with UNICEF

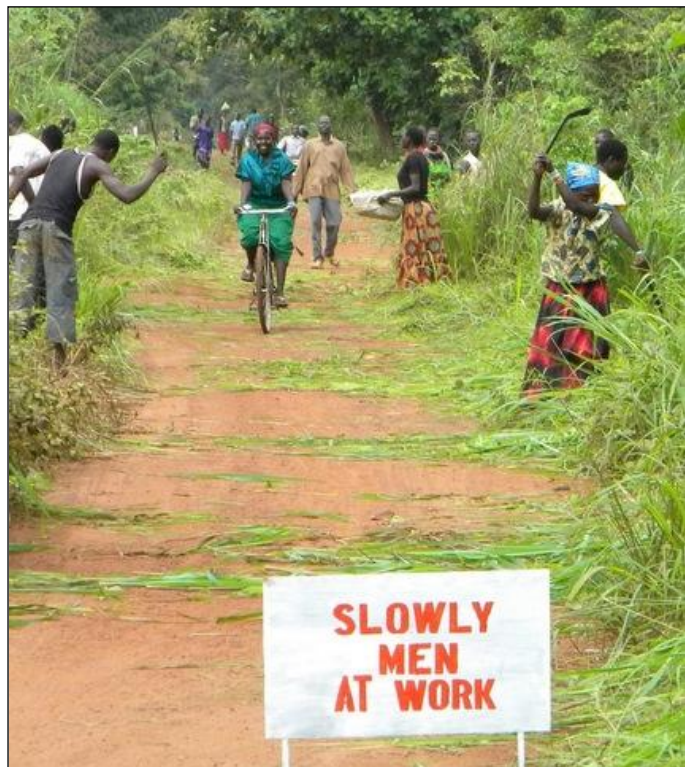
## Education

Southern Sudanese consistently identify education as the most cherished of the various peace dividends which follow from the end of conflict. Levels of school attendance for both sexes have risen notably following the end of the war. The effect of higher literacy levels for both men and women, and of greater exposure to global influences, is already affecting the aspirations of some southern Sudanese youth and will have an increasing effect on gender expectations over the medium term. Although by no means is education where it should be as this report notes. Despite the Government's focus on education as part of the transformation process, and the expressed desire for education on the part of many southern Sudanese, the education sector remains highly challenged and in need of enormous resources and expertise to come close to meeting the Ministry of Education, Science and Technology's (MoEST) objectives to increase enrollment to 55 percent by 2011.

## Donors

Activities by Other Donors: The United States, Britain and Norway and the EU are among the largest donors in Sudan. The largest funding mechanism in southern Sudan is the Multi Donor Trust Fund administered by the World Bank. In all, 14 donors pledge to the fund with the overarching objective of building the capacity of GOSS at central level and promoting GOSS ownership of national development programs. However, the Trust Fund has been criticized as lacking tangible results that benefit the public.

The Gender Assessment team did not conduct analysis of the activities and programs of other donors. In addition to USAID programs, implementing partners and the GOSS, the team met with the UN agencies and with the World Bank to learn about their gender policies and programs.



UN agencies may function as donors or implementers, as is the case with UNOPS' funding from USAID to implement part of the infrastructure program. UNHCR, UNICEF, UNIFEM, UNDP, and UNFPA fund programs or activities.

UNFPA has taken the lead in coordinating gender efforts among the UN agencies and several NGOs. UNFPA coordinates the Gender Task Force and Gender-Based Violence working group in Juba with active participation of UNHCR, UNIFEM, UNDP and several key NGOs. The effective coordination among the various UN, donor and NGO community has resulted in extraordinary success, not the least of which is their shepherding of the production of the Standard Operating Procedures Manual for the prevention of and response to sexual and gender-based violence by the MoGSWRA.



The World Bank recently hired a gender advisor to provide guidance in the gender integration of their activities. The Bank started a women’s entrepreneur network to assist women in setting up small businesses. The program is popular because the network members are realizing successes.

The high level of donor funded post-conflict reconstruction and development assistance suggests that gender is being measured through novel lenses; the axiom ‘who pays the piper calls the tune’ rings true and changes to gender relations as a result are perhaps different from those which would have occurred in the absence of such influences.

Diaspora Return: The level of diaspora return rose quickly after the 2005 peace agreement, and is likely to increase sharply following the final outcome of the January 2011 Referendum. Diaspora populations which have been long-settled outside the Sudan have become accustomed to very different gender relations to those which they grew up with in the Sudan; their children, born outside the Sudan, have little knowledge of how things used to be and are likely to return with deeply-ingrained “new” ideas.

Clearly, these are challenging times for southern Sudan. Following five and a half years of post-conflict history, Sudan stands on the brink of a referendum to determine the future of the South, the most momentous historical event for the country since 1898, when the current borders were set. This process may lead to the secession of the South and the creation of the world’s newest nation. The maintenance of peace through this process is crucial and by no means guaranteed.

Post-referendum, what choices and opportunities can southern Sudanese women and men look forward to? How will the post-conflict legacies be resolved at a political, social and personal level? What has been done with USAID’s support to date? Which initiatives have been successful and what areas remain which must still be addressed? It is not yet possible to answer all of these questions, but 2010 is clearly an apt time to take a reading of the current situation. The government and people of the United States, through USAID, are major and strategic partners to southern Sudan’s post-conflict recovery and development.

Despite the myriad challenges, the people of southern Sudan have high hopes for a new and peaceful future.

## **V. COMPARISON OF KEY FINDINGS: 2003-2010 GENDER ASSESSMENT**

The USAID/Southern Sudan Gender Assessments, conducted five years apart—between 2003 and 2010—demonstrate certain positive changes over time for the men and women of the region. The table below offers a summary comparison of perceptible developments that occurred between the two analyses.

<b>2003 GENDER ASSESSMENT</b>	<b>2010 GENDER ASSESSMENT</b>
Increase in sexual violence against women	Continued sexual violence (GBV) against women
Domestic violence; excessive alcohol use contributes	Domestic violence; excessive alcohol use common
18-hour workday dual roles household & economic	18-hour workday dual roles household & economic

<b>2003 GENDER ASSESSMENT</b>	<b>2010 GENDER ASSESSMENT</b>
Women do not have rights to land ownership	Women do not have rights to land ownership
Women farmers denied training on traction methods	Improvements but men still get preference for training
Lack of markets for shea products produced by women	Recent attention to expanding market for shea products
Lack of road infrastructure limits development	Significant progress, new roads & new market access
Extremely high illiteracy, especially for women	Education improving but still very high illiteracy
Low enrollment & high dropout rates for girls	Girls enrollment improved but dropout remains high
Lack of school sanitary facilities increases dropout for girls especially around puberty	Slight improvement in school infrastructure but water & sanitary facilities are still lacking causing girls to dropout
Lack of trained teachers, especially female teachers; lack of role models for girl students	Continued lack of trained female teachers even with program specifically to attract women teachers
Need for functional literacy courses for uneducated youth and adults to become employed	Some courses exist but insufficient to meet the needs
No operational university in southern Sudan	Juba University functioning successfully
Severe lack of trained staff in ante & post natal care places women at greater risk; high maternal mortality rate	Continued lack of trained health staff but USAID programs are providing training but maternal mortality remains extremely high & unacceptable
Long distances to health facilities & lack of transport make it difficult for children to be immunized which raises child morbidity and mortality rates	New roads will continue to increase access to health centers but the problem remains; rural women still do not have access to health care.
Reproductive health needs to be addressed as part of primary health to receive proper funding	Reproductive health needs remain largely unmet. The needs of women unrelated to children are not met.
Access to family planning unavailable for most women & men	Family planning services are do not meet the needs; lack of family planning commodities (pills, injections, IUDs)
HIV/AIDS not known to be a significant problem but expected to increase in peace time due to increased mobility; misinformation about transmission & cure is common.	HIV/AIDS incidence increased; some testing with counseling available USAID funded program; condom distribution & BCC improved awareness but misinformation continues to be a problem;



2003 GENDER ASSESSMENT	2010 GENDER ASSESSMENT
	AIDS Coalition & multi agency engagement
Access to water & sanitation impacts women who are responsible for getting water; spend up to 5 hours/day fetching water; family health status negatively affected.	In rural areas access to water remains a problem; women (girls and boys) spend many hours accessing
Girls drop out when water isn't available. Community water/sanitation committees established & strive for 30% participation by women.	Distance to water affects girls' school attendance because girls must fetch water; providing water at schools increases attendance & improves sanitation & health of students and teachers.
Disposal of human waste a problem; use of latrines not commonly practiced in rural areas	Latrine use in rural areas not commonly practiced but increasing as a result of community education about better sanitation practices

## VI. KEY RECOMMENDATIONS

The following are key recommendations; additional program specific recommendations follow program examples in the next section.

- Require all program mid-term and final evaluations to include substantive information about the impact on gender and include disaggregated data and analysis to show the level of participation of women and men and expected benefits. Disaggregated data combined with people-level indicators can provide a better measure of impacts, and whether gender objectives are being met. Disaggregating by sex alone does not provide information about changes in gender relations. Accounting for the number of women and men trained does not adequately describe changes in gender roles or norms. Disaggregated data need to be supplemented with information about whether program initiatives have brought changes in the household division of labor, for example, or resulted in raising women's income or opportunities for increasing their income.
- Fund a focused gender-based violence program to inform all programs and implementing partners. The GBV program design should be cross-sector focused with the objective of raising awareness and providing guidance for taking remedial actions toward a zero tolerance for GBV.
- Develop a standardized compact disc (CD) format for a comprehensive training program on gender integration and prevention of GBV. For example, the format could follow the model used by the UN on security and sexual harassment that is provided to all deployed consultants and staff contracted with the UN.
- Establish a core of master gender trainers for Training of Trainers (TOT). Unit to be based at the Ministry of Gender, Social Welfare and Religious Affairs (MoGSWRA) and available to provide training to GOSS and state level ministry staff along with other responsibilities.

- Fund a capacity building program for the MoGSWRA with an advisor embedded in the ministry; program to include implementation at least three state ministry locations.
- Support training and education programs for women in technical areas such as engineering. For example, internships for female engineering students to acquire on the job experience and to prepare them for employment. USAID funded infrastructure programs could employ such interns.<sup>5</sup>
- Provide gender sensitivity training for all program officers and provide guidance tools for a better understanding of how USAID seeks to ensure that gender is integrated into all funded programs. Ideally, USAID should employ a full-time gender expert.
- Agriculture and environmental programs: these sectors are significant to women and to their participation. Special care should be taken to design training sessions to enable women to participate (schedule at convenient times for women; do not require overnight travel; provide child care where possible). Women should also be offered opportunities to participate in training that involves mechanized farming techniques, use of tractors, automatic grinding machines, automated threshers, etc. Consider gender roles already in place and make sure that opportunities exist for women to reduce the number of hours tasks require through better methods and/or mechanization. Eighty percent of farming in southern Sudan is done by women—USAID funded agriculture programs should target the majority of farmers, *i.e.* women, with serious commitments to acknowledging their roles and improving their capacities.
- Building the capacity of GOSS is a core objective in USAID programs. Implementing Partners must keep gender integration among the key program objectives. To achieve those objectives, more women should be employed at both national and state levels. Implementing Partners should include mentoring and additional training for women to improve their skills and should not hire government workers for program positions.
- Women will continue to be bypassed for employment in government jobs unless an affirmative action approach is instituted. Affirmative action does not mean lowering the standards or quality of work; given the opportunity and provided with mentoring and support, women workers will raise the standards, not lower them. Hiring criteria should take into consideration life skills and transferrable skills to enable women to be hired. Women may require some additional training to improve their technical skills and possibly serve internships which lead to permanent positions. This approach supports USAID’s objective of building the capacity of GOSS and should be incorporated into USAID design and contract budgets.
- GOSS (national and state level) need to be made aware that women’s participation in meetings, seminars, consultations, workshops and training is required by USAID funded projects. Women employed by GOSS interviewed complained that their supervisors would not allow them to attend meetings outside their work places.
- Supplemental to USAID’s Democracy and Governance portfolio: support the Local Government Gender Framework by aiding the Local Government Boards to develop policies and legislation, and programs that are gender sensitive. USAID can collaborate with

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<sup>5</sup> UNOPS designed a pilot program to provide internships for Juba University female graduates.

other agencies in supporting the newly created Gender Focal Points Network at the State level and Gender Champions at the County level.

- School-related gender-based violence is prevalent in southern Sudan. This violence comes primarily in the forms of teacher-pupil or pupil-pupil coerced sex; corporal punishment, psychological harassment—particularly on menstruating girls—and early, forced and cross-generational sex and marriage. USAID should fund a Safe Schools program that highlights school related gender-based violence (SRGBV); provides training to school administration, teachers, PTA, and students to bring SRGBV out in the open where it can be addressed openly and deal aggressively with perpetrators. Silence and secrecy allows the abuse of children to continue without punishment or deterrence.<sup>6</sup>
- Increase support for vocational training for women in order to increase female employment options
- Enhance support to the State Ministry of Social Development and Gender, particularly in the area of gender budgeting, to enable an increasingly strategic role for the ministry particularly at the state level.
- Support creative public information-based methods of opening up community debate around traditional cultural practices that have potentially negative effects on women, youth and other marginalized groups. For example, local language radio soap operas with phone-debates immediately after broadcasting.

## **VII. GENDER-BASED VIOLENCE**

The Gender Assessment team was specifically requested by USAID/Sudan to review gender based violence in southern Sudan and make appropriate recommendations to the mission. Program portfolios currently are not addressing GBV specifically. USAID focus on GBV can make a significant contribution to reducing incidences of violence and harmful practices.

USAID involvement will add measurably to the efforts of other donors and UN agencies. A gender-based violence technical working group has been initiated by UNFPA and is the most active group addressing issues affecting women regarding gender based violence. UNFPA is working with UNIFEM and UNMIS police in the training of the local police force on issues of GBV and human rights with the objective of the police becoming more positive in handling gender-based violence cases.

UNIFEM, UNHCR, UNFPA and Norwegian People's Aid recently joined to conduct an extensive survey of gender based violence in 5 states. The comprehensive study report will be available in November 2010.

Incidence of gender-based violence—including rape, forced early marriage, domestic violence and trafficking—were serious problems throughout the conflict years and persist in peacetime. For many, gender-based violence has become a way of life. According to the Gender Working Group chaired by the UN, the main issue of GBV is forced early marriage (under age 18). Many families arrange the marriages of their daughters of 11-13 years old, and even younger. The practice of early

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<sup>6</sup> See USAID funded Doorways Training Manuals on School-Related Gender-based Violence Prevention and Response, [http://www.usaid.gov/our\\_work/cross-cutting\\_programs/wid/doorways.html](http://www.usaid.gov/our_work/cross-cutting_programs/wid/doorways.html)

marriage is widespread and deeply embedded in the cultures of Sudan. People know that the legal age for marriage is 18 but the law is not enforced. Young girls do not have a say in when they will marry or to whom. Several agencies have conducted workshops on child protection so most people are aware of the legal age for marriage. The practice of ritual scarification is violence against women and men. While female genital cutting (FGC) is not widely practiced in southern Sudan (versus UNFPA-reported prevalence rates of 70% in the North); it occurs to some extent and is a serious violation of the rights of the girl child.

Domestic violence is widespread, most women interviewed reported having experienced violence in the home or knowing women who have. Men consider wife beating as normal and within their rights.

In the past few years, dowry prices have become extremely expensive. Dowry payment is one of the bases of household economics in the South, and families look to the girl child bring dowry wealth into the household. The families of men and boys seeking wives often resort to criminal activity, commonly armed cattle raiding, to pay the dowry when no other options exist. Dowry is connected to early marriage but it is equally related to lifestyle and the power realized by owning more cows than a neighbor, for instance. (Power and status are measured by the number of cattle owned; the practice is deeply rooted in the cultures of southern Sudan and may be very difficult to change.) Marriage involves the community as well as the families of the bride and groom.

In a focus group discussion in Yei with a mixed group of community outreach workers, an older woman described how dowry was handled in her mother's time. She described a long process involving stages of gift exchanges between the families of the bride and groom. The gift items were simple but valuable to the families such as spears, small animals and jewelry. Several focus group participants said they would prefer to return to the old customs instead of the current practice which becomes a hardship on the family of the groom, but also puts a price tag on the bride who is treated as a "purchase" and after marriage is considered the property of the groom and his family. This leads to a perceived justification of wife beating and forced labor for the bride.

Southern Sudanese families allow their daughters to marry at very young ages because of the dowry. Years of conflict and extreme poverty have brought more focus on dowry and early marriage as economic measures for survival.

The Gender Action Plan (Annex B) lists useful guides, tools and references to address GBV in programming.

## **VIII. SELECTED USAID PROGRAM HIGHLIGHTS AND ANALYSIS**

The assessment team conducted in depth review and analysis of some programs and for others the review was less comprehensive due to time constraints. The Gender Action Plan accompanying the final report contains check lists and action steps that can be applied in existing programs and considered in the design of future programs.

### **8.1 Food, Agribusiness and Rural Markets (FARM)**

In early 2010, the Government of southern Sudan articulated its development strategy, highlighting agriculture-based growth as its primary objective. The USAID administrator visited southern Sudan in May 2010 to announce US government plans to revitalize agriculture in southern Sudan with the launching of Food, Agribusiness and Rural Markets (FARM), a five-year 55 million dollar program that will support the Ministry of Agriculture and Forestry, plus initially support three state ministries

in Western, Central and Eastern Equatoria—areas hard hit by the conflict but with good potential to achieve successful small scale agricultural production with the assistance of USAID.

The program will initially focus on small scale production of the staple crops of sorghum and maize. The program seeks to increase farm productivity, trade, and the capacity of people engaged in the agricultural sector in southern Sudan, including producers and those in the private and public sectors. The USAID website notes that women comprise 80 percent of the agricultural labor force in southern Sudan. The FARM project, therefore, holds enormous potential to highlight the important role women have in food production and to elevate the status of women farmers through this high-profile project. However, the assessment team found that the program’s gender strategy is not well-defined at this stage of implementation. The discussion about the gender implications and opportunities within FARM led to an acknowledged frustration on the part of management about the difficulties of hiring women, of increasing the participation of women in training and about the lack of clear guidance from USAID about how gender could be integrated in the FARM. Management stated that “gender is not the icing on the cake, but it is the cake”. The FARM program management is aware of the need to mainstream gender but needs guidance as to how to achieve it. The program needs to develop a better overall understanding of gender integration. The implementing partner has plans to hire a gender advisor whose expertise will help FARM establish a gender framework and a work plan that reflects USAID’s gender integration goals. Once the gender advisor is on board an immediate objective would be to review the work plan with USAID so the appropriate measures can be put into place for gender integration.



FARM may promote shea butter products that would involve women, and a honey producing activity that employs men and women. Men collect the honey from the hives and women process, package and market the honey. This type of economic activity can provide a good balance in the gender division of labor in households while providing income.

The traditional division of labor for sorghum production is well defined: men usually clear the land and women plant, weed with the help of children, and harvest by cutting off the tops of the sorghum stalks. Women head-carry baskets of sorghum from the field and thresh and winnow the grain by hand. Male farmers say the amount of land planted is determined by the amount of sorghum the women can carry. To address this issue FARM plans to provide some small tractors to cart the grain from the field. Labor-saving devices should benefit both women and men but not eliminate women’s participation which potentially could reduce income opportunities.

FARM has designed household-sized galvanized metal silos. Five thousand silos will be distributed to help farmers reduce grain losses due to infestations, fungus and moisture contamination. Certain households will be selected to receive the silos.

FARM will also conduct training to improve farming methods and will seek to build the capacity of extension workers. There are relatively few women extension workers. FARM may be able to help the ministry recruit and train women. Policies that require overnight travel for extension workers need to be adjusted so that women do not have to travel out of their home areas. That change would open up many more opportunities for women.

### **Recommendations:**

- The image and status of women farmers need to be improved. FARM can help by focusing on women farmers, affording them equal access to training, mechanization and job opportunities.
- Seek ways to support women farmers such as helping establish more women's cooperatives and by providing assistance in terms of getting products to market. Provide business training to manage cooperatives or entrepreneurial agricultural businesses. Illiterate farmers can be taught business skills.
- Provide additional training to female (and male) extension workers. Provide child care for women who must bring young children to training sessions.
- Encourage state ministries to change the policy that requires extension workers to make overnight trips away from home which precludes many women from working as extension workers.
- Help women set up demonstration plots and train on new methods.
- Seek STTA for value-chain in agriculture to identify additional means for farmers, particularly female farmers, to increase their income.
- Explore possibilities for specialized branding of items like honey, dried fruit, nuts, etc. that could bear a label such as "produced by the women of southern Sudan" or similar slogans. Models of special branding of women's products can be found in Nepal, Pakistan and Afghanistan programs.
- Ensure that women are given equal opportunities for employment by affirmative action where necessary, *i.e.* lowering the education requirements and considering experience and transferable skills in lieu of formal education.
- Women farmers have household and family responsibilities as well as farm chores. FARM should take into consideration the appropriate time slots for scheduling training so women can participate.
- Women farmers have difficulty getting their produce to markets because of the distance, lack of transport and poor roads. Often women farmers will ask a male relative to take the goods to market, thereby decreasing her participation and potential benefit. FARM should consider setting up temporary storage and pick-up sites, or cooperative arrangements to help women farmers get products to market at a fair price.



- Explore value chain marketing opportunities for shea (lulu nut) products that women have traditionally produced but previously at very low rates of return for their labor.
- Women make up around 50 percent of the traders in the markets but they need training to improve their skills in terms of pricing and managing funds.
- Traditional roles have changed due to increased numbers of female-headed households. More women farmers are finding they have to prepare the land and some have learned to use oxen to plow—traditionally a male role; this change in tradition should be noted by FARM.
- Mechanization in farming is often directed only to men. Women are capable of using machinery and should be given equal opportunities for training on the use of machinery.

## 8.2 Localizing Institutional Capacity in Sudan (LINCS)

LINCS is in its fifth year. The objective of LINCS is to strengthen the capacity of civil society organizations in seven areas of southern Sudan, plus the three areas of Southern Kordofan, Blue Nile and Abyei. The program focuses largely on support for women and marginalized groups such as IDPs/returnees, youth, and the disabled.



The LINCS program is currently the largest civil society initiative in Sudan. The program provides a comprehensive intervention to strengthen civil society, including formal and informal institutional capacity building, civic education, civil society networking and the facilitation of engagement with local government bodies. The program awards small grants to civil society organizations. The LINCS purpose is to target groups and clusters of people with new ideas.

LINCS plans to establish 14 resource centers; currently nine centers are operational. The centers work with

community groups and partners to engage communities. There are six local radio stations set up under the program through the National Democratic Institute. The community centers are equipped with Very Small Aperture Terminals (V-SATS) plus computer equipment; meeting and training facilities, and a library.

LINCS is behind in meeting its target of 114 civil society partners to whom small grants and training is provided. LINCS experienced a high turnover of chiefs of party—five in five years. The work plan and timetable have been reorganized, reducing training to enable partners to qualify for grants and to have sufficient time for to complete grant cycles. The process to qualify to receive grants is a rigorous process that challenges the partner organizations. Training is a major component in LINCS' approach to capacity building.

LINCS looks for promising organizations in three categories: women-led, men-led, or gender-mainstreamed groups. Out of the 94 CSOs currently receiving grants, 20 percent are women-led



groups. The grants are given in allotments of 12000 Sudanese pounds SDGs<sup>7</sup>. After the successful completion of a grant the partner is eligible for another grant.

The Assessment Team asked about the sustainability of the resource centers beyond the life of the program, which is often a concern in similar programs. This issue is addressed by a community consultation process which generates recommendations through governing boards to oversee management of the resource centers. Communities develop constitutions for resource centers which are reviewed by the community under a task force and the community votes on board members as part of a rigorous process. The CSO partners must take a series of training before receiving the grant award. Women who have family and household responsibilities may not have the time to meet such rigid requirements to be able to qualify for a grant.

The program needs to focus more on young men who often engage in tribal conflicts. The cattle-watching duties in the camps support macho/fighting aspects. Young men are expected to prove their strength and be willing to defend the cattle against raids from other groups. Cattle raiding continue to be the main way pastoralists increase the size of their herds. As noted in this assessment, dowry demands have risen in recent years. Cattle are the main commodity in dowries, hence greater pressure on young men

Street children are becoming more numerous and there are few programs providing assistance. Child Hope and Restoration Mission (CHORM) is a CBO that provides assistance to street children under the LINCS program in Malakal. The CHORM director pointed out that young boys are frequently sexually abused and have no support system. Girls who stay on the streets are less visible because often they are taken into homes to work as domestics, or in some cases treated as sexual slaves. Street children are extremely vulnerable in many ways: exposure to violence; bullying by older children and the police; exposure to illness and disease including HIV and AIDS; they are susceptible to infections and illnesses such as tuberculosis and malaria.

Women's participation in most civil society organizations is generally low, possibly due to the amount of time required.

### **Recommendations:**

- Consider making the application process less complicated to enable more women-led organizations to apply. LINCS could also provide a tutorial on the application process.
- Take under consideration that women frequently have heavy daily workloads and may not be able to attend training if sessions are not scheduled at specific times when they are free.
- Some CSOs noted that the dollar amount of the grants is so small and the process of obtaining them so complicated that they often spend more money than the grants provide.
- The LINCS staff is nearly all male. LINCS should make more effort to hire women and set a better example of gender integration.
- The tailoring course provided through the Pita Women's Association with LINCS grants requires a major commitment in time for the women— four hours per day for three months. At the end of the course the women do not have money with which to buy a sewing machine so they have no opportunity to earn money with their newly acquired skill. The

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<sup>7</sup> Approximately 5,153.09 USD. <http://www.oanda.com/currency/converter/>

Assessment recommends that LINCS finds a way to establish a loan program or link the women with a micro finance institute.

- Recommend that LINCS endeavors to rectify the lack of gender balance in its staff by recruiting women for any future openings. Job announcements and postings should be placed where women congregate. Consider an affirmative action policy under which exceptions to the normal education and experience requirements can be lowered for promising women. Once hired, provide mentoring and extra training as needed to ensure success.
- LINCS to follow up on reported cases of sexual and gender-based violence that occurred recently in Upper Nile committed by SPLA soldiers against women and boys. Mercy Corps staff in Malakal are aware of the case but people are afraid the issue is too sensitive and want to keep quiet about it.
- LINCS to consider providing gender awareness training to its staff. Mercy Corps has a well qualified gender advisor as full time international staff that could do the training.
- Support activity to identify particular risks for GBV against girl and boy children in southern Sudan's three former regional capitals—Juba Malakal and Wau.
- Support program to identify and analyze the different patterns of child economic exploitation with particular reference to girls and boys working and living on the streets.
- Support a campaign aimed at raising public awareness and acceptance of the importance and rights of children, to cover such areas as economic exploitation, military exploitation, sexual exploitation, and the right to education. The campaign should highlight the work and input of all actors, including Government, Army, NGOs, CBOs and others.

### **8.3 Building Responsibility for the Delivery of Government Services (BRIDGE)**

BRIDGE is a cross-sector integrated project implemented in the Border States between north and southern Sudan. Mercy Corp implements in Upper Nile, southern Kordofan, Blue Nile and Abyei area and Winrock implements in Northern Bahr el Ghazal, Warrup, and Unity.

The \$54 million, 3-year program began in 2009, implemented by Mercy Corps. The goal of the program is to support the CPA by delivering visible peace dividends to communities and building the capacity of local government at all levels to engage constituencies and deliver services. Among its objectives, BRIDGE seeks to improve relationship between local government and constituents to ensure democratic and transparent local governance. Another objective is to deliver concrete improvements in livelihoods, education, health, water and sanitation to reinforce support for peace and contribute to government capacity for transparent, participatory planning and delivery of services.

The design of BRIDGE did not take gender issues into consideration. Gender approaches are missing from needs assessments and baseline surveys. Consultations were not conducted with the communities within which the program planned to work therefore the interests and needs of those communities, gender related or not, were not included in program planning. At this stage of BRIDGE's implementation gender analysis and assessments are part of the planning and evaluating process. The lesson learned from BRIDGE's experience is that all baseline surveys and needs assessments must include a gender component including questions designed to identify and analyze

gender differences. Whenever possible, assessment teams should have gender balance in the composition of the assessment team, as well as among their informants.

BRIDGE has women-only projects which address women's practical interests such as health and income generation, such as women's participation in water committees and women-targeted income generation activities.

The BRIDGE program national staff is almost completely male. Vacancy announcements are distributed or posted through Mercy Corps and SSRC offices, venues that are mostly reached by men only. The language in the job postings is English which eliminates most women.

BRIDGE program staff has not received gender trainings and do not have at their disposal gender analysis tools, therefore, they cannot be expected to incorporate gender analysis into the program planning or activities if they don't themselves understand the concept. Programs must allocate funds in the budget to provide staff with adequate training on gender issues and provide tools and reference materials.

Generally, gender balance in staffing remains a concern. Improved recruitment of female staff can be promoted by focusing on places where women congregate, such as churches and women's association meetings.

#### **8.4 Building Responsibility for the Delivery of Government Services (BRIDGE)**

BRIDGE is a cross-sector integrated project implemented in the Border States between north and southern Sudan. Winrock implements BRIDGE in Northern Bahr el Ghazal, Warrup, and Unity and Mercy Corp implements BRIDGE in Upper Nile, southern Kordofan, Blue Nile and Abyei area.

Winrock International began BRIDGE in January 2009; the program will end January 2012. The overall objective is tangible peace, and the five components include: governance, community development/community livelihoods, water/sanitation, agriculture and education.



BRIDGE staff commented that gender integration in local state and county government offices is lacking. Women are not employed as office staff. BRIDGE raised the issue of lack of female extension workers with the agriculture ministry but so far the ministry has made no effort to hire women. BRIDGE proposed identifying model female farmers and having them set up in private practices but that idea was not accepted. These few examples illustrate the gender constraints in terms of employment within GOSS.

In the area of governance, Winrock noted that there is very little communication between GOSS and state governments. The lack of transportation precludes face to face meetings instead they rely on voice communication by mobile telephone which is not conducive to efficient operations.

The community centers give women a forum to discuss issues without men present. The Community Action Groups (CAGs) specifically target women for membership and as a result women make up more than 50 percent and the leadership is comprised of 40 percent women. That degree of participation by women indicates success in terms of getting women involved in community forum.

The animal traction activity (ox drawn carts) has increased the number of women participants to about fifty percent. When the project started the ratio of women to men was ten to fifty. Women are doing very well with the agriculture demonstration plots and fruit trees; nearly all of the participants are women.

Water/Sanitation is an important component because overall the degree to which people understand the benefits of good hygiene is very limited and many life-threatening illnesses can be avoided through good hygiene, especially for children under 5 years. The women's groups are actively participating and understand the training.

The WASH component works with schools and PTAs and supports the installation of bore holes at schools. Having water available at school convinces some parents to send their children to school so they can bring home water. There are plans underway to install grinding mills at some schools anticipating the grinding mills to likewise influence parents to allow their children to attend school.

BRIDGE provides English language classes for teachers. Unfortunately there are very few female teachers. BRIDGE has identified a few women to send to Teachers' Training College in Yei but so far the response has been very few who are interested.

BRIDGE has not addressed gender based violence but the program gave a workshop on gender budgeting for the state level government staff. BRIDGE's conflict mitigation component would be a good entry point to introduce GBV awareness. BRIDGE signed an MOU with the Ministry of Education to provide tutors for youth in cattle camps on basic literacy. Eight certified teachers are now assigned to camps.

BRIDGE leadership feels the program has success in terms of working with GOSS and state government. The program has been requested to expand to other states. BRIDGE brings CAG representatives to town hall meetings at the county level. The communities want to learn more about the process. When BRIDGE first started a number of analytical activities were carried out including an institutional assessment, gap analysis and follow up institutional assessment.

### **Recommendations:**

- Vocational training courses offered for women are mostly tailoring courses. The program should consider providing the means for the tailoring graduates to acquire sewing machines so they can earn money from their new skills. Otherwise, it becomes a frustrating experience. The women make great sacrifices to attend training, sometimes at the expense of harmony in the household. In some instances mothers in training courses keep their children home from school to handle her chores—usually the children kept out of school are girls. The point of using children for substitute labor is mentioned elsewhere in this report. It is an important consideration that needs to be addressed. Training sessions should be scheduled based on the hours when women are less busy and can be away from the home without incurring negative reactions.

- Tools should be made available for vocational training graduates. Revolving loans could be created or the program linked with a micro credit program that might provide business management skills along with loans. The same is true for people trained in any trade or craft that requires tools—electricians, plumbers, masons, and so forth.
- Women are interested in learning other skills in addition to sewing and tailoring. Many sewing courses have not researched the potential market within the communities where women who learn to sew will seek customers. Regardless of illiteracy, women can be taught a range of skills. Women do well repairing small electrical appliances like radios. Elsewhere women have been successful in food processing and packaging products such as nuts, dried fruit, jams, and pickles. Women have success with home seedling nurseries for tree-plantings and fruit tree orchards.
- Explore possible opportunities through the Chamber of Commerce for small medium enterprise assistance. Graduates of skills training courses would benefit by additional training on setting up and running a small business.
- BRIDGE should consider incorporating GBV awareness-raising at the community level through the CAGs. Not to do so is a missed opportunity that could be beneficial to the entire community.

### **8.5 Gender Equity through Education (GEE)**

The GEE started September 2007 and will end August 2012. Winrock International is the implementing partner for GEE. The objective is to reduce the financial, socio-cultural and institutional barriers to gender equity in education. Scholarships are at the heart of this project, providing tangible incentives for girls and women to further their education at the secondary and teacher-training levels. USAID funds two separate TA programs at the central and state level Ministry Departments of Gender and Social Change, focusing on gender issues throughout all education institutions. TA includes enhancing the capacity of the ministries to advocate, develop and implement policy and projects, especially for women and girls. Additionally, other vulnerable groups such as orphans, disabled and demobilized child soldiers are given preference support.

The overarching goal is to attract more women into teaching. Three components to the scholarships which are a very modest amount of money meant to defer costs. The program covers all 10 states plus the three areas<sup>8</sup>. About 10 percent of the scholarship recipients are boys. Ages range from 14-31 and all are in secondary school. Scholarships are also given to Teacher Training Institutes (TTIs).

Some have questioned the fundamental design of TEE as too narrowly focused on enlisting students to become teachers. Of the recipients of the scholarships only two to three students in each school say they want to become a teacher. Teaching is not a popular career in southern Sudan. Most students who get through secondary school want to go to university. The GEE is also supposed to raise opinion and status of what it means to be a teacher. The mentoring program is meant to help and the community awareness program component also addresses this same issue. A number of girls have dropped out of the program and out of school.

The design flaws in the GEE include a faulty system of selecting girls who are most in need of the scholarships. Some recipients have parents and may not be as needy as many other students. The

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<sup>8</sup> The three areas are comprised Southern Kordofan, Blue Nile and Abyei.

term scholarship is commonly understood to imply full payment of education, which the GEE scholarships do not do; the use of the term creates tensions. The amount of money that is awarded is not enough to cover the fees for sitting for the final exams and some students fail to take the exams which negate the purpose and wastes money already spent. The Ministry of Education objects to the program, and does not feel any ownership therefore lacks interest.

Gender-based violence is not discussed in the schools. If rape or sexual harassment occurs it is kept quiet and not talked about within the Ministry of Education. This is a serious shortcoming and needs to be addressed at a high level. Teachers or headmasters who sexually abuse students are not dealt with in accordance with the law. The crime is ignored and the abuser is allowed to continue in his position.

#### **Recommendations:**

- Reduce the number of scholarships and increase the amount awarded
- Improve the selection process to better target need
- Target magnet schools, one in each state, and target the high achievers and some of the most vulnerable students.
- Consider sponsoring schools instead of scholars; support girls' schools
- USAID should raise the issue of GBV in the schools with the Minister of Education to encourage the ministry to take a firm stand against GBV and to deal aggressively with teachers and headmasters who abuse children.
- USAID should consider funding a Gender-Based Violence education/awareness raising program designed for the schools. Children need to be informed about their rights and the schools and the Ministry need to be held accountable to protect children.

#### **8.6 Integrated Health and Education Program (HEAR)**

Implemented by Creative Associates International; started October 2006, to end September 2011. The objective of the program was to improve access and quality of primary school education and health services for school-aged children in the geographical areas of Abyei, Southern Kordofan and Blue Nile states. The HEAR is a community school-based project.

The Gender Assessment Team did not review this program and did not interview the implementing partner.

#### **8.7 Wildlife Conservation Society (WCS) — Biodiversity and Land Management**

The USAID project started in January 2009 and will end in December 2011. Project purpose is land management and sustainable livelihood focused. Area of implementation is somewhat defined by the two species of migrating antelope, the Tiang Hartebeest and the White-Earred Kob, around 800,000 of which migrate during wet season to Gambela National Park. The project works in the Jonglei area. The parks and game reserve was established in the 1980s but the conflict stopped activities and large numbers of game were slaughtered for bush meat. The areas covered by USAID funding, mostly east of the Nile in a semi-arid region similar to Kenya are not heavily populated. Mostly pastoral groups like the Karamojong and a few other groups. The objective is not to create traditional game parks like those found elsewhere in East Africa but rather develop a bio diverse habitat that will be of value to Sudan.

Access to markets has increased since the CPA and unfortunately the new phenomenon has exacerbated the trade in game meat and poaching. Truck loads of shot antelope can be seen along the road on the way to markets. It is illegal to hunt in southern Sudan but the law is not enforced.

Private public partnerships with corporations such as Total Oil may be in the future. Oil companies need to spend money on social causes and their funding would expand program activities. The GOSS likes the program due to the positive PR gained from events like the National Geographic Society photographic missions. Approximately 500 rangers are assigned to the park but their activities are unclear. It may be more of an effort by GOSS to employ former fighters. It is hoped that the former soldiers will not be tempted to participate in poaching.

Gender dynamics are impacted by environmental issues, especially regarding degradation of land resulting from over grazing or improperly locating wells and bore holes. Sudan largely depends on subsistence farming in which women play a significant role. Given the number of female-headed households who rely on farming to feed their families, the importance of engaging women's interests in environmental concerns should not be ignored. As the parks become more established and when ecological tourism takes off in Sudan, women should be offered employment opportunities as is the case in other countries in the region.

#### **Recommendations:**

- Set up meetings with the FARM and with WASH programs to exchange information relevant to both programs, for example the location of wells and bore holes. Farmers, women and men, involved in FARM training and activities in proximity to the parks would benefit by learning about conservation and biodiversity.
- Introducing wildlife management and biodiversity issues in the schools would help establish appreciation for ecology and the environment.
- Pursue public private partnerships with corporations and request funding to draw attention to poaching. Call attention to the problem at ministerial level and put into place a public information campaign (perhaps funded by Total Oil Company) about the negative impact of poaching.

#### **8.8 Health**

USAID's health initiatives focus on improving service delivery and health systems in collaboration with GOSS. HIV and AIDS prevention is addressed through education, testing, counseling and condom distribution. Immunization against polio is among the programs supported by USAID. Health workers are trained to detect tuberculosis. USAID supports Sudan's Water Sanitation and Hygiene (WASH) program which is USAID's largest in sub-Saharan Africa. Water purification, health and hygiene training, drilling of bore holes. The number of qualified health workers in southern Sudan is very inadequate. Low government salaries make it difficult to attract and retain qualified staff. After the Referendum in January 2011, USAID plans to work with GOSS more extensively to develop a comprehensive health strategy that will build the government's capacity to deliver health care services. HIV/AIDS is a growing concern as more than 2 million refugees return from neighboring





countries where HIV infection rates are high. USAID supported the formation of a national network of People Living with HIV/AIDS. The HIV/AIDS program links with the transportation sector to reduce the spread of AIDS by drivers. USAID also supports the development of health policy documents including strategic planning to prevent tuberculosis and malaria. Essential drug supply chains and management systems for procurement and distribution are supported by USAID.

Southern Sudan has the highest maternal mortality ratio in the world with 2054 deaths of mothers for every 100,000 live births. USAID is working with partners to increase antenatal visits and training health workers to provide assisted deliveries. USAID programs encourage men to become involved in reducing maternal mortality. Reproductive health and family planning services are rare. USAID supports the Ministry of Health in developing a Family Planning Policy.

- The Gender Assessment team met with Family Health International (FHI), one of four implementing partner for the Sudan HIV/AIDS Program (SHAP). The FHI program uses prevention education and Behavior Change Communication (BCC) and HIV Counseling and Testing. At present they do not target girls in school but they are willing to consider it. FHI recognizes that school girls are a vulnerable group. Population Services International distributes condoms for the prevention of HIV transmission. Family planning commodities are largely unavailable, however, the demand exists. Women expressed interest in commodities that can be injected to give them the most control over unwanted pregnancies.
- The Gender Assessment team met with the Minister of Health. The Minister voiced his strong support for family planning, suggesting more emphasis on traditional child spacing methods along with the use of modern contraceptives. GOSS will support such programs. The Minister also expressed his concern about the spread of HIV and AIDS, particularly among young people and would like to see more donor support for HIV prevention and treatment.

#### **Recommendations:**

- Opportunities exist for SHAP to expand by adding a gender based violence program. The implementing partner could link with the women's CBOs where FHI is already working to add a GBV element.
- Start girls' clubs in schools for AIDS prevention and awareness-raising about GBV.
- Address GBV through CBOs in community
- Link GBV with HIV/AIDS projects

#### **8.9 Land Tenure**

ARD is the implementing partner. The project started September 2008 and ends December 2010. The results of the workshop and consultation on women's access to land were informative. Recommendations have been put forward, considered and incorporated into the land policy recommendations. The main output will be a Land Act policy for GOSS. The special consultation on women's access to land helped people think about women and land. Inheritance: legal requirements, and guarantees of legal protection of women's rights under customary law. Customary land administration in Sudan country is in force, in absence of a statutory legal structure. Customary law does not recognize women's full rights to land. In fact, most customary laws follow the patriarchal system that recognizes few rights for women. The Constitution guarantees equal access to land for women but enforcement does not take place. Enforcement also varies from state to state

and locale to locale. ARD will write a policy and see how GOSS receives and processes the submission. ARD made a recommendation that GOSS take a role in dissemination of women's rights—there is a need to raise GOSS' awareness about the need (and requirement) to do that.

Other aspects of capacity building at state level, as a result of consultations they've done include the following: affirmative action, an effort of recruitment and retention of women with on the job training, and focused recruitment to work at the state ministry level. At some of the consultations people said there should be a quota for women beyond the 25 percent already in place (n.b.: the quota does not appear to be enforced).

Women are poorly represented in meetings and seminars focused on land tenure rights in general and specifically where women's rights regarding land are discussed.

GOSS does not understand their role in terms of ensuring that women's rights are respected. Customary laws recognize women's rights as very narrowly defined and associated with child bearing and inheritance. By and large, women do not know about their rights to land. When organizations hold workshops, training and consultations, often few women attend. Ministries generally do not permit women to attend outside meetings.

#### **Recommendations:**

- Affirmative action is needed in terms of hiring women in government (state and national level) offices, and in hiring women to work in projects implemented by international organizations. Hiring criteria should take into consideration life skills and transferrable skills in terms of women so they will qualify for the positions. Extra training may be necessary to bring women up to necessary performance levels. Possibly through internships leading to permanent positions. This approach needs to be incorporated into USAID design and contract budgets.
- Public service announcements and awareness raising campaigns are needed to inform women of their rights in terms of land; to inform the GOSS about women's land rights; and to inform communities about women's rights to land. The use of posters and radio programming, along with awareness-raising among women's groups and associations is recommended.
- USAID should not lose the momentum gained by the work to date on land rights and the Land Act. A follow on program should pick up where the current program leaves off. USAID should apply pressure on GOSS to the extent possible to put into place enforcement mechanisms and processes and to understand their role as a government to enforce laws. The follow on program should pay particular attention to women's rights and should address the customary versus statutory laws that impact the lives of women.
- Public service announcements and awareness-raising campaigns are needed to inform women of their rights in terms of land; to inform the GOSS about women's land rights; and to inform communities about women's rights to land. The use of posters and radio programming, along with awareness-raising among women's groups and associations is recommended.
- GOSS (national and state level) need to be made aware that women's participation in meetings, seminars, consultations, workshops and training is required by USAID funded projects.

- Follow up by USAID on the recommendations incorporated into the Land Act document (the main output of the project) regarding incorporating gender to a wider extent, gets enforced with the GOSS.

## **8.10 Democracy and Governance**

### **Media – Radio Programming Potential for Improving Gender Equity**

Radio programming is the most effective means of communication in Sudan and is vitally important as an agent of change. It can be used effectively to elevate the status of women. Radio broadcasts can inform women of their rights and help raise community awareness in a broad spectrum of critical gender issues such as domestic and gender-based violence, the damaging effects of early marriages and pregnancies, the need to educate girls and other social issues addressed elsewhere in this report. Soap-opera type sequel skits in particular engage the interests of women and men. In other countries, such programs have had measureable positive impact in terms of affecting public opinion and practices. Radio is even more important in southern Sudan where illiteracy is widespread, especially among women.

InterNews Radio Broadcast is a USAID-funded program in the democracy and governance portfolio to develop local media in southern Sudan. Components of the InterNews program include building six community radio stations, hiring five people from the local communities and training journalists in recording and reporting on topics such as voter education, CPA, programs on health, HIV, agriculture, women and youth issues, reaching the most underserved populations in extremely remote areas of the country. The broadcasts are in local languages. The five journalists gather local news and some international news, plus select topics. On occasion the programs invite experts from NGOs and CSOs who can speak articulately on their topics. The civil participation component includes call-in shows which engage the population. The broadcast radius is 70 kilometers with an estimated 1.4 million listenership within the broadcast range. The sites are remote and generally have limited access to any other type of media. Discussion shows address peace-building efforts.

Radio is a major tool for promoting voter education. Listeners learn how to vote and where to vote and about the registration process. Voter education was crucial in the elections and will be even more so in the coming January Referendum. Presenting both sides of the question is a major challenge. Public service announcements about census counters and why they are necessary make a significant difference in the education of the public.

So far the program has been successful. None of their journalists have been arrested or detained as other journalists were in Juba. The InterNews media literacy targets local police and officials. The success of InterNews' broadcasting can be measured by the successful election and voter turnout.

InterNews airs health and nutrition information such as a recent program about cholera. The broadcasts reach women with programs in local tribal languages. Special women's programming is aired 30 minutes a week. For interactive education programs, facilitators are sent to the classroom to listen together with the students.

### **Recommendations:**

- Public Service Announcements and awareness-raising campaigns are needed to inform women about their land rights. At the same time, GOSS and communities in general need to be informed about women's rights to land, an important topic around which there is much confusion and misinformation. In addition to radio programming, women's groups and associations should be targeted for awareness raising on land rights.

- Conduct sampling surveys to learn more about women's access to radios in the household, and to learn the most appropriate time to air programs of interest to women.
- Work with and support traditional leadership structures/traditional leaders around issues related to women's position and rights within society. These are the people who administer the customary law which governs much of life of most rural and some urban communities; attitude change here will have a large impact on women's lives.
- Support ongoing North-South linkages among women's activists (including Darfuri women activists) post-Referendum, so that mutual support and skills exchange may continue, and opportunities for the creation of positive relations between a possible future secessionist southern Sudan and its northern neighbor.

## **Annex A: SCOPE OF WORK**

### **Gender Assessment and Action Plan Preparation**

#### **I. Introduction**

ADS 201.3.9.3 states: "Gender issues are central to the achievement of strategic plans and Assistance Objectives (AO) and USAID is striving deliberately to promote gender equality...Accordingly, USAID planning in the development of strategic plans and AOs must take into account gender roles and relationships. Gender analysis can help guide long-term planning and ensure desired results are achieved. However, gender is not a separate topic to be analyzed and reported on in isolation. USAID's gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are considered in the development of a given strategic plan, AOs, and activities. "

Specifically, analytical work performed in the planning and development of results frameworks must consider the following two questions: (1) how will the different roles and status of women and men within the community, political sphere, workplace and household (for example, roles in decision-making and different access to and control over resources and services) affect the work to be undertaken? And (2) how will the anticipated results of the work affect women and men differently? Carrying out a gender assessment of mission programs prior to the finalization of the SP will help to guide the SP design and formulation and insure gender integration into the final product.

#### **II. Purpose**

The purpose of the Gender Assessment is to update the 2003 gender analysis undertaken by USAID/Sudan, to identify key gender issues and gender constraints that need to be addressed in USAID/Sudan's programs, and to make recommendations on how USAID/Sudan can achieve greater gender integration and equality outcomes in its programs. Specifically, the assessment is intended to facilitate the statement of appropriate gender equity goals and their measurement for the Mission and its current portfolio of activities, clarify additional topics for further gender analysis and research if needed, provide preliminary guidance or language on incorporating gender into the future Mission's Strategic Plan and help to draft a gender action plan that grows out of the current Strategy and informs the new one.

The consultant will:

1. Undertake a desk review followed up by meetings with key donors, members of the Gender/GBV working group and the Ministry of Gender, Social Welfare and Religious Affairs (MoGSWRA) in order to update the gender analysis of 2003;
2. Conduct a quick assessment across USAID's portfolio to:
  - Work with each team and core partners to determine the following:
    - What are the key gender issues they are encountering;
    - What are they doing about those issues;
    - Recommendations on what should or could be done.

3. Develop preliminary Mission Gender Action Plan including a check list for USAID to consider as it prepares new activities and conducts portfolio reviews.

USAID/Sudan's portfolio includes activities addressing capacity building, health, education, infrastructure and economic growth, and democracy and governance. In order to develop innovative and appropriate recommendations for USAID projects and the gender action plan, the consultant will also assess activities and opportunities outside of USAID (NGOs, other donors, government entities etc.) as well.

### **III. Background**

Sudan is the largest country in Africa, borders 9 countries, and has a population estimated at 40 million. Since independence in 1956, Sudan has suffered from civil war, with only a decade of troubled peace from 1972 to 1983. Southern Sudan and the critical border areas (consisting of the northern states of Southern Kordofan and Blue Nile, plus Abyei<sup>9</sup> – commonly referred to as the Three Areas) are characterized by years of underdevelopment, war, famine, drought and flood, producing a crisis of enormous proportions across the region and resulting in the devastation of economic, political and social structures. In addition to the loss of lives, opportunities and infrastructure, the war displaced families and divided communities. In consequence, the health, education and infrastructure status of the Sudanese people are among the poorest globally.

After decades of civil war, Sudan's warring parties signed a Comprehensive Peace Agreement (CPA) in January of 2005. Since that time the country has taken steps toward peace, reconciliation and good governance, although the pace has been slower than expected or desired.

Despite the signing of the CPA, Sudan remains a vulnerable state. Its children, many of whom are orphans, returning refugees and ex-combatants, are particularly at risk – especially in the “hot spots” of the Three Areas. It is essential that displaced and other affected people, particularly orphans and ex-combatant youth, be safely reintegrated into their communities. In the case of the youth, affected by the many conflicts and tensions during the past 21 years, the provision of basic education is critical to providing a solid foundation upon which their future success and contribution to society can be based. The provision of education can also be seen as a tangible result of the “peace dividends” expected by Sudanese citizens and, in turn, will contribute to stabilization in the region. Durable stability is contingent upon demonstrative and observable change “on the ground” and education, highly valued by the Sudanese, is both a necessary and visible symbol of that change.

GOSS has received considerable support from development partners offering humanitarian relief including, NGOs, faith-based organizations (FBOs), and multilateral and bilateral aid agencies. As peace is consolidated, USAID will continue to support a responsible transition from emergency to development assistance.

Some pertinent human development statistics from Southern Sudan include:

- 85% of the men and 92% of women cannot read and write.
- Only 27% of girls are in school.

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<sup>9</sup> Under the Comprehensive Peace Agreement, Abyei was established as a special geographic area under the Presidency; Southern Kordofan and Blue Nile are administered by the Government of National Unity (GNU). The ten states in the South are administered by the Government of Southern Sudan (GOSS).

- The maternal mortality rate is the highest in the world and the child immunization rate the lowest. One out of seven women who become pregnant will probably die of pregnancy related complications. A 15 year old girl has a higher chance of dying in childbirth than finishing primary school.

#### **IV. Key Tasks**

Key tasks include but are not limited to the following:

1. Conduct appropriate background research on gender issues in Sudan; initial list of documents is provided in the following section.
2. Conduct background work on other successful models and alternative programmatic models prior to arrival.
3. Conduct in-brief with Control Officer and other mission staff.
4. Meet first with each USAID programmatic team for overview, key issues, and recommendations for priority interviewees from their partners and counterparts and obtain information on how to contact them. (Recommendations for key interviews could possibly be obtained by MSI in advance of the teams arrival)
5. Also meet with key development partner gender officers, members of the gender/GBV working group and the MoGSWRA. Within first days, draft assessment methodology to be shared with mission staff for review and input.
6. Conduct interviews with USAID technical teams and identified outside actors. Where appropriate, these might be group meetings or focus groups.
7. Complete analyses making sure to focus on priority areas.
8. Conduct interim briefing for mission staff with substantive direction and recommendations
9. Conduct exit briefing with outline of key findings, conclusions, recommendations, next steps.
10. Submit final deliverables to mission

#### **V. Approach**

The approach should include the following steps. Work will be prioritized with the mission upon arrival in Juba and follow-up work can be done after the initial assessment.

1. Review available documents from USAID/Sudan, implementing partners, other sources provided by USAID/Sudan before arrival, including the following documents:
  - a) March 2003 USAID Gender Assessment
  - b) Gender Analysis (ADS 201.3.9.3)
  - c) 2004 Baseline Study on the Status of Women in the New Sudan: Report for Mundri and Yei Counties, Western Equatoria, Southern Sudan
  - d) October 2006 Gender Policy Framework for Southern Sudan
  - e) February 2007 Gender Considerations in the Sudan VEGA/AMED Program: Assessment and Recommendations
  - f) September 2007 Bearing Point Gender Assessment



- g) August 1997 Canadian International Development Agency (CIDA), Guide to Gender-Sensitive Indicators
  - h) Case Study – Gender Dimensions of Violence: Southern Sudan
  - i) USAID Power Point, Gender Considerations in Development Programs – Africa
  - j) USAID Power Point, Gender Considerations in Development Programs
  - k) USAID Evaluation Guidelines and Standards for Foreign Assistance
  - l) Additional documents forthcoming from Annet Giryang
2. Review the Mission’s present strategic frameworks, results framework and the program portfolio for their attention to gender and identify key gender-based constraints and assess how potential gender issues might be integrated into the new strategic framework.
  3. Prepare a detailed list of gender constraints, opportunities and results/outcomes for each project. Provide an analysis of how each project is working to integrate gender and the strength of each approach, relative to its implementation and achievement of results. The team should be guided by the key questions in the next section.
  4. Identify program monitoring, research, and evaluation resources on gender issues, and sources of sex-, age-, and ethnicity-disaggregated data, as well as gender-relevant data, including such variables as income, access to assets, food insecurity, autonomy, participation, security, education, health and well-being for informing future programming and developing gender-appropriate indicators. Where key information is not available, make recommendations regarding proxy data or recommendations the collection and use of essential data
  5. Examine southern Sudanese institutional, legal and regulatory environment for gender considerations. Identify local expertise and actors focused on gender (e.g. NGOs, networks, academics, research institutions, government ministries) that the Mission and its partners should be working with.
  6. Determine important current or planned investments in gender in southern Sudan by key donors identified by USAID/Sudan (including private foundations), the government, or private entities that may be leveraged.
  7. Consider successful models for gender integration and the achievement of greater gender equality from elsewhere and recommend how certain of these could be adapted to southern Sudan with basic estimates of costs, timing, key risks, and probable results. This may include Identifying possible alternatives to current approaches to gender programming.
  8. Identify potential non-USG supported programs that USAID could leverage for greater success in achieving gender equality outcomes , including donors, private enterprises and investors, and specific government ministries or agencies – identifying their likely roles, interests, probable level of participation and leadership.
  9. Define immediate next steps, short and medium term recommendations.
  10. For each recommendation identify:
    - a) Approach (key steps)
    - b) Key participants and roles
    - c) Timing

- d) Critical success factors, prerequisites and risks (suggesting ways to mitigate them) and including those related to telecommunications legal and regulatory environment
- e) Estimate of costs and pricing for the approach

## V. Key Questions to use when reviewing existing activities and programs

The following questions may be used in the collection of information during the assessment:

1. Program description, relating to gender:
  - a) Who does what?
  - b) Who has what?
  - c) Who decides? How?
  - d) Who wins?
  - e) Who loses?
  - f) How do the different roles and status of women and men affect the work?
2. Program Implementation
  - a) What gender issues have been identified?
  - b) How are they being addressed?
  - c) What is missing?
3. Program Monitoring and Evaluation
  - a) Are all quantitative indicators that deal with people sex disaggregated?
  - b) Do qualitative indicators capture changes in perception related to behavior regarding gender?
  - c) Are there any research or evaluation studies that specifically focus on gender issues?
  - d) What indicators should be introduced to measure the desired gendered impact?
4. Program Results
  - e) How do the program results of the work affect women and men differently?
  - f) How do Gender Relations affect the achievement of Program Results?
  - g) How do Program Results affect Gender Relations?
5. Recommendations
  - h) What are some possible solutions?
  - i) If no apparent solutions exist, what intermediate steps, or alternatives are available?
  - j) What types of studies and/or additional data collection are needed?
  - k) Where could capacity building have the highest impact?
  - l) What types of policy changes are needed?
  - m) How might USAID partner with NGOs, networks, academics, research institutions, or the government support the achievement of gender goals?

## **V. Key Assumptions**

Work will be conducted in Juba with preparation done in Washington, DC before the trip.

The assessment will not be comprehensive, but focused on mission priorities and apparent promising opportunities to meet the assessment's purpose.

Team will need help in identifying interviewees, scheduling meetings, and logistics. Some logistics support might be provided by Management Systems International (MSI).

## **VI. Deliverables**

The three final written deliverables expected from this assessment are:

1. The Gender Assessment;
2. Specific recommendations for USAID technical teams and their partners; and
3. A preliminary Mission Gender Action Plan which will include as an annex key questions for USAID staff to consider as they develop activities and undertake portfolio reviews.

Drawing on data from interviews and secondary sources, the final deliverables will assess the appropriate technical areas for gender emphasis and make recommendations for future actions for gender integration, described above.

The Final Gender Assessment, recommendations and action plan will be submitted to the Mission within 5 working days after receiving comments on the revised draft.

An electronic copy is to be submitted in MS-Word Format. A revised draft report, incorporating those comments shall be submitted to the Mission no later than 5 working days after receiving the aforementioned comments. The Final report will be submitted within 10 working days of receiving comments on the revised draft. The final assessment shall contain a standalone executive summary (2-5 pages) that can be utilized as a briefing paper. In addition to the assessment it is expected that the team will leave a list of the people interviewed, summary notes from the meetings attended, and questionnaire (as appropriate).

## **ANNEX B: GENDER ACTION PLAN**

### **Preliminary Gender Action Plan for USAID/Southern Sudan**

#### **Introduction**

The objective of the Gender Action Plan (GAP) is to provide specific guidance to the USAID/Southern Sudan on ways to integrate gender more effectively in all current projects and for designing follow on and new projects based on findings of the gender assessment. The recommendations in this action plan are based on successful models. The format is by sectors and uses examples drawn from the programs reviewed by the assessment team.

The gender assessment of 2010 that constitutes the main body of this document provides information and analysis of gender-based constraints and opportunities, which need to be considered to develop effective policies and activities.

#### **Application of a Gender Action Plan**

The basic requirement for gender analysis is the collection, analysis and maintenance of sex-disaggregated data. Sex-disaggregated data assists in identifying discrepancies between men and women in access to resources and opportunities and provide data to compare when monitoring results. Implementing partners are responsible to provide such disaggregated data to USAID, however, it is equally important for the USAID mission program officers to maintain an overview of the gender balance among all programs, in addition to quantitative disaggregated data. Program officers are encouraged to stay abreast of the impact the programs have on both men and women by interpreting what the numbers and percentages mean in terms of gender mainstreaming and gender equality. The analysis is a critical component—going beyond attendance as an indicator of participation to analyze the significance and potential impact of program activities on the target beneficiaries.

**Gender Integration** involves the identification and treatment of gender differences and inequalities during program or project design, implementation, monitoring and evaluation. Taking gender into account usually, but not always, involves a focus on women since women most often occupy a subordinate position in society or are the most marginalized group. Gender Mainstreaming and Gender Integration are terms often used interchangeably.

GAPs help achieve overall project objectives by reducing the vulnerability of women and their families to poverty. GAPs have improved the quality of implementation by identifying constraints to poor participating and benefiting women and men, and by developing strategies that require a balanced approach between different components. These factors have helped improve the sustainability of benefits for the poor. Sustainability has also been enhanced by establishing women's community-based organizations by linking women with existing government services, by providing skills to women, and by providing greater financial security from savings and group lending structures.

This Gender Action Plan is built around: 1. A diagnosis of the current situation regarding gender (women's participation and all other relevant gender aspects); and, 2. Practical proposed actions

based on a diagnosis of the issues and components of the program. Gender Action Plans should not remain static. The GAP should be flexible and change as the circumstances suggest.

Undertake quality social and gender analyses. Identify constraints to participating and benefiting women and men. Develop strategies for each program component to ensure that women and men participate and benefit. Revisit gender design strategies at inception to develop a specific appropriate detailed GAP.

<b>Points to consider in applying a Gender Action Plan</b>
GAPs are essential roadmaps for project implementation.
GAPs need to be tested and reviewed early in implementation.
Detailed activities, targets, resources, and responsibilities for implementation need to be identified.
Use a participatory and flexible approach to applying the GAP
A strong rationale that is directly linked to overall project objectives is needed for targeting and working with women.
Targets and strategies should enable step-by-step progress.

### **Policy Dialogue on Gender Equality**

At the project level, dialogue with implementing partners and team members needs to focus on:

- The rationale for targeting and benefiting women;
- How women’s participation and benefits contribute to poverty reduction and overall loan objectives;
- Capacity building in social and gender analysis and in identifying strategies to address constraints to women’s participation and benefits;
- Ensuring that gender action plans and provisions are implemented; demonstrating results to encourage implementing partners to replicate effective approaches in other projects and sectors.

### **High-level policy dialogue is needed on:**

- Including gender equality policy reforms in governance programs;

- The need for gender capacity building with implementing agencies and project teams;
- Public sector reforms to enable the recruitment of more female project staff and more female civil servants, particularly in the health and education sectors and in rural areas.

## **INTEGRATING GENDER ISSUES INTO SECTORAL ACTIVITIES**

In each of the following areas of focus, examples are drawn from the most important issues identified by the Gender Assessment. The examples are illustrative and by no means inclusive. This Gender Action Plan focuses on the sectors reviewed in the course of the Gender Assessment:

- Education
- Health
- Democracy and Governance
- Economic Growth
- Gender-based Violence as a cross-cutting theme

It is recommended that the mission go through exercises applying the tools and suggestions in this GAP to a few select issues in each sector. Identify appropriate indicators that will provide the means to measure and monitor program outcomes.

### **Education**

The following are some of the main barriers to girls' education in Southern Sudan:

- Disparity in female to male school attendance
- Scarcity of teachers, especially female teachers
- Difficulty attracting females to teaching profession (poor image, low pay, poor conditions)
- Low salaries causes high turnover, low productivity, poor quality education
- Lack of water and sanitation facilities at schools causes girls after puberty to drop out of school
- School related gender based violence
- Issues of gender power relationships in schools between girls and their male teachers; causes many girls to drop out of school
- Girls kept out of school to do household chores and child care
- Cultural practices like early marriage cause families not to send girls to school
- Shortage of learning materials
- Inferior school infrastructure and poor learning spaces

- Lack of teacher training institutes
- Lack of female role models for girls; no one to confide in about sexual harassment and abuse
- No HIV/AIDS prevention education in schools or anti-AIDS school clubs
- Lack of information about reproductive health and avoidance of pregnancy available to students

### **Health**

- Lack of trained health workers results in inadequate health care
- Extremely high maternal mortality; unattended births are common
- Reproductive health services for youth, male and female
- Scarcity of family planning commodities and counseling
- Health services for street children
- After Girl Guide type clubs for HIV awareness

### **Democracy and Governance**

- Women generally do not understand their rights including registration and voting;
- Programs are needed to train women to actively participate in government and politics as candidates
- Radio broadcasts designed to increase women's knowledge about women's rights, human rights, land rights and other topics need to be expanded;
- Radio programming designed to interest women should be aired at times convenient for women;
- USAID funded radio broadcasting programs need to conduct surveys to learn more about listenership and about women's access to radios (who controls radios)?
- Radio programming can be used to improve the image of women through soap-opera type series.

### **Economic Growth**

- Women cannot readily own land; ownership passed through heredity;
- Women do not know their rights in terms of land rights, access to credit;
- Skills training courses do not provide means to purchase tools of the trade to graduates; therefore, trainees cannot apply their new skills and cannot earn money.
- Women farmers are not given opportunities for training as men are, especially for mechanized and traction farming; shortage of female extension workers



- Lack of female extension workers;
- Shortage of micro finance/credit schemes constrains female entrepreneurs.
- Women’s entrepreneur support network needs to be expanded (World Bank initiative)
- Skills training courses need to schedule classes at times when women can attend.
- Employment: support affirmative action hiring policies within GOSS, and within international and national organizations to increase opportunities for women who have the abilities but may not have the educational requirements or job experience. Such programs should have mentoring components.
- Support women’s agricultural cooperatives; storage facilities and marketing agents
- Business skills and management training for women

### **Gender-Based Violence prevention as a cross-cutting theme**

- Customary courts’ handling of GBV cases violate universal human rights laws and are barriers to the administration of justice for GBV cases.
- Examples of GBV “justice” is forcing the victim to marry the perpetrator (rapist); customary courts are nearly always negative towards women and positive towards men;
- GBV school programs targeted at teachers and students
- Dowry issue and the related early marriages need to be brought into public debate through radio programming (skits, etc.)
- GOSS ministry staff need training about preventing GBV
- Develop standardized CD format training module to prevent GBV and raise awareness about the issue
- The sexual abuse and rape of young boys has not attracted attention because it usually goes unreported due to social stigma and shame. Street children are particularly vulnerable. Boys have no support system or counseling/treatment centers.
- Excessive consumption of alcohol is believed to result in more domestic violence and GBV in general. Public drunkenness is commonplace. Public awareness needs to be raised to address the problem and consequences.

### **Gender Mainstreaming within the Government**

#### *Capacity Building at GOSS and at State Level*

- Training of Trainers, establish core trainers
- Place advisors in three or more key State ministries
- Advocate with GOSS to increase Ministry of Gender Social Welfare and Religious Affairs’ operating budget

- Dedicated capacity building project for the ministry of gender with on site advisor/mentors (at state level)

## **TECHNICAL TOOLS FOR GENDER ANALYSIS**

### **Indicators and processes**

To capture changes in gender relations over time, people-level indicators will provide the best information. Household results should be disaggregated by couple or female-headed households, and in relation to key gender equity concerns (e.g., changes in access to land and other assets for women, engaged participation in discussions and/or training programs, degree of shared decision-making in the household) and gender-related impediments (socio-cultural constraints, e.g. mobility). To monitor these kinds of changes, projects should use a mix of different types of indicators. In particular, process or proxy indicators tend to offer a clearer picture of on-the-ground changes in gender relations, and how these are affecting development outcomes.

**Quantitative Indicators:** numerical measurements of changes in the behaviors, attitudes, and practices of targeted individuals, disaggregated by sex and/or other social variables, such as age, education, and socio-economic class.

**Qualitative Indicators:** more subjective measures that address perceptions, such as behavior changes and relationships between men and women. Scales, ranking, and indices can be used to quantify qualitative changes.

**Process-Oriented Indicators:** quantitative and qualitative indicators that measure, e.g., the achievement of activity deliverables and/or the quality of participation.

**Proxy Indicators:** quantitative or qualitative indirect measures that reveal the impact of a program or activity.

## Targets and Objectives

Identify realistic targets linked to program objectives.

- Targets and strategies should enable step-by-step progress bringing incremental changes and challenging culture without threatening it.
- Linking targets to program objectives helps all stakeholders to understand the rationale for focusing on women.
- Targets facilitate monitoring of participation and benefits.
- Include gender capacity building in the GAP
- Both formal training and ongoing support and mentoring are needed for developing skills, ownership, and commitment.
- Provide adequate skills and resources for GAP implementation.
- Organizations contracted to implement project activities should have a demonstrated gender capacity.
- Monitor and follow up gender-related targets and activities.
- Systematic follow up is needed to ensure that policy reforms and GAPs are implemented.
- Routine monitoring and reporting promotes good results
- Gender sensitive indicators and gender-related risks must be included in project logical frameworks.

## Design Analysis Table

Area to Address	Recommended Action	Why?	Who is Responsible?	Resources Required

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## ANNEX C: SCHEDULE OF MEETINGS

Date	Name/Title	Organization	Contact Information
Aug 23	Paul Temple	MSI	
	Ami Henson		<a href="mailto:ahenson@msisudan.com">ahenson@msisudan.com</a>
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	Charles Lerman Health Team Leader	USAID	<a href="mailto:clerman@usaid.gov">clerman@usaid.gov</a>
Aug 25	Julia Di Michaelis, COP	Mercy Corps LINCS Project	<a href="mailto:jdemichelis@sd.mercycorps.org">jdemichelis@sd.mercycorps.org</a> 0 903 437 9 24
	Chris Kayongo, Program Officer	Mercy Corps LINCS Project	<a href="mailto:ckayongo@sd.mercycorps.org">ckayongo@sd.mercycorps.org</a> 0917 258 707/ 0955 175 197
Aug 26	Necia D Stanford, COP	Winrock, Gender Equity through Education (GEE)	<a href="mailto:nstanford@winrock.org">nstanford@winrock.org</a> 0477 155 519
	Phoebe Omondi, Gender Advisor		<a href="mailto:pomondi@geesudan.org">pomondi@geesudan.org</a> 0477 155 518
	SEA Taskforce Meeting Focal point training	Members of Taskforce/various	UNHCR Conference room Update on radio programs Scheduling public awareness campaigns
Aug 27	Chris J Fagueret, PhD CIPM Chief of Party	AED Program (TAP)	<a href="mailto:cfagueret@aed.org">cfagueret@aed.org</a> Skype: chrispem.09 0957 152 332
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Aug 28	Women's Consortium meeting	Various members	CE State High Election Commission office, Munuki
Aug 30	Martin Stenson	Louis Berger Group	<a href="mailto:msteinson@louisberger.com">msteinson@louisberger.com</a> 202.303.2713
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	Pia PhillipMichael, COTR Education		<a href="mailto:pphilip@usaid.gov">pphilip@usaid.gov</a> 0918 928 899
	Bruna Siricio Fro	Pita Women Association for Development	<a href="mailto:brunairo2003@yahoo.com">brunairo2003@yahoo.com</a> 0912 256 883
Sep 5	Team leader travel to Yei		
	Team field assistant travel to Malakal		
Sep 6	MEETINGS IN YEI, Monday and Tuesday (September 6-7) by team leader		
Yei Sep 6	Grace Karanja, Manager	Mercy Corps	<a href="mailto:gkaranja@sd.mercycorps.org">gkaranja@sd.mercycorps.org</a> 0919 884 306
	Mercy Corps program staff focus group meeting	Mercy Corps Yei Office	
Yei Sep 7	ARC, Widows Orphans CBO	ARC's CBO	ARC:
	Yei Resource Center Staff Interviews	Mercy Corps' CBO	
Malakal Sep 6	Paul Okony Apok, Deputy Program Manager	LINCS	
	Paul Oker Ajang, Head Teacher, Taban Amin, Deputy Head	El-Shabia Secondary School	
Sep 7	James Tor Monybuny, Executive Director George Otwori Programme Manager, Fred Wanjalla, Finance & Admin	Child Hope & Restoration Mission (CHORM) a CBO under LINCS Malakal	
Malakal Sep 8	Philip James Akoth, GEE Upper Nile	Winrock	
Juba Sep 8	Basilica K A Modi M.D. Senior Health Program	USAID	<a href="mailto:bmodi@usaid.gov">bmodi@usaid.gov</a> 0477 205 374 0912 502 322
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Sep 8	Peter Giampaoli , DCOP Sudan Property Rights Program/USAID	ARD	<a href="mailto:pgiampaoli@ardinc.com">pgiampaoli@ardinc.com</a> 0906 516 748
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Sep 16	H.E. Dr. Luka Tombekana Monoja,	GOSS, Minister of Health	
	Dr Kawa Tong for USAID	USAID	ktong@usaid.gov
Sep 17	Madame Zahra Said Ali, Acting Co-ordinator	Sudanese Network for Democratic Elections (SuNDE)	
Sep 18	Sharon Hester, Senior Governance Capacity	USAID	shester@usaid.gov

## **ANNEX D: PERSONS MET**

### **USAID**

Susan Fine, Deputy Mission Director  
Sharon Hester, Democracy Governance  
Sanja Vukotic, Democracy Governance  
K.C. Choe, Democracy Governance  
Carmelita Maness, Economic Growth  
Charles Lerman, Director Health Programs  
Basilica Modi, Health  
Kawa Tong, Health  
Pia Phillip Michael, Education

### **Government of South Sudan**

H.E. Luka Tombekana Monoja, Minister of Health  
Regina Ossa Lullo, Ministry of Gender, Social Welfare & Religious Affairs  
Ester Akunu, MoEST, Deputy Director Gender & Social Change  
Helen Meya John, MoEST, Director General for Gender  
Joy Gordon, MoEST, Director Equality & Social Change

### **Implementing Partners and Stakeholders**

Paul Temple, MSI  
Ami Henson, MSI  
Kathryn Johnston, MSI  
Julia DiMichaelis, Mercy Corps (LINCS)  
Chris Kayongo, Mercy Corps (LINCS)  
Dana Benamuly, Mercy Corps, Gender Advisor  
Paul Okony Apok, Mercy Corps (LINCS)  
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Phoebe Omondi, Winrock (GEE)  
Philip James Akoth, Winrock (GEE)  
John Palmucci, Winrock (BRIDGE)  
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David Gatere, AED (TAP)  
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Edward Flint, Louis Berger Group  
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Paula Awel Nuer, MSH (SHTP II)  
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James Tor Monybuny, Child Hope & Restoration  
George Otworu, CHORM  
Fred Wanjalla, CHORM  
Rob Craig, Wildlife Conservation Society  
Peter Giampaoli, ARD (Property Rights)  
Gordon Nyanjom, Family Health International  
Elena Cibeira, UNHCR  
Ester Olang, UNHCR  
Lucie Luguga, UNIFEM  
Zahra Said Ali, Sudanese Network for Democratic Elections (SuNDE)

### **Yei Women Orphans & People with HIV/AIDS (WOPHA)**

Santuke Tabu, Peer Educator  
Hellen Jamba, Peer Educator  
Doruba Elizabeth, Peer Educator  
Mathias Obama, Peer Educator  
Sisiliya Tabu, Peer Educator  
Kejiya Gire, Adult Learning Teacher  
Elizabeth Elly, Capacity Building Officer WOPHA  
Asega Harrison, Peer Educator  
Zechariah Nimeri, Peer Educator

### **Yei Initiative for Social & Economic Development**

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Sunday Jemima  
Towonlio Peter Michael  
Isaac Lawiya Justin  
Opani Charity  
Darraza Hikile  
Shida Jane James  
Juma James  
Gabriel Malish  
Hellen Sunya

### **Yei LINCS program staff**

Manna Joseph Dego  
Yakani Stephen  
Aligo Wesley

Lopia Mamba Justin  
Victoria Michael Martin  
Simon Bonis  
Nelson Rombek Ezron  
Thursday Brown Sosten

## ANNEX E: GENDER INDICATORS ECONOMIC GROWTH EXAMPLE

<b>GENDER-SENSITIVE INDICATORS FOR ECONOMIC GROWTH/TRADE-RELATED ACTIVITIES</b>	
<b>Agriculture, Environment, Transport/Infrastructure</b>	
<p><b>Changing Agricultural Production Patterns and Increasing Income</b></p> <ul style="list-style-type: none"> <li>• Number and percentage of entrepreneurs who move into a higher part of the value chain, disaggregated by sex.</li> <li>• Number and percentage of participants cultivating cash crops, disaggregated by sex.</li> <li>• Number and percentage of producers who adopt new cash crops, disaggregated by sex.</li> <li>• Changes in income for producers of new crops, disaggregated by sex.</li> <li>• Change in household nutritional status.</li> <li>• Change in women's or household's income and consumption.</li> <li>• Number of economic activities developed that are home-based.</li> <li>• Number of women who become engaged in new home-based economic activities.</li> <li>• Change in women's or household's income.</li> <li>• Analysis of time-use by rural producers, disaggregated by sex.</li> </ul> <p><b>Extension Services, Technologies, and Finance</b></p> <ul style="list-style-type: none"> <li>• Number of new extension agents hired, disaggregated by sex.</li> <li>• Analysis of agricultural technology, disaggregated by sex.</li> <li>• Number of users of technology, disaggregated by sex.</li> <li>• Wages for workers in new positions (post-training) compared to the old positions.</li> <li>• Number of women who gained/retained traditional position within the sector.</li> <li>• Analysis of increased competition on prices.</li> <li>• Number of new livelihood opportunities developed, disaggregated by sex.</li> <li>• Number and value of loans to small producers, disaggregated by sex.</li> <li>• Number and percentage of new bank officers hired, disaggregated by sex.</li> </ul>	<p><b>Gendered Use, Management, and Governance of Natural Resources</b></p> <ul style="list-style-type: none"> <li>• Changes in type of resources, intensity of use and need for resources, disaggregated by sex.</li> <li>• Changes in perceptions about natural resource problems and solutions, disaggregated by sex.</li> <li>• Changes in men's and women's workload (time and task allocation disaggregated by sex).</li> <li>• Number of employees hired to manage resources, educate others about traditional knowledge, or disseminate new technologies/practices, disaggregated by sex, location of hire.</li> <li>• Number of people who can no longer practice traditional livelihoods after adopting new environmental practices or technology, disaggregated by sex.</li> <li>• Changes in willingness to pay for environmental innovations, disaggregated by sex.</li> </ul> <p><b>Labor- and Time-Saving Infrastructure</b></p> <ul style="list-style-type: none"> <li>• Number of hours spent on collecting fuel or water before and after project initiated, disaggregated by sex.</li> <li>• Quantitative change in hours of household labor by time and task allocation, disaggregated by sex.</li> <li>• Number of bicycle-owners, disaggregated by sex.</li> <li>• Number of bus-riders on women-only buses.</li> <li>• Number of women who report increased mobility after project launched.</li> <li>• Number of users of water/energy, disaggregated by sex.</li> </ul>

[http://www.usaid.gov/our\\_work/cross-cutting\\_programs/wid/pubs/Gender\\_Sensitive\\_Indicators\\_2.pdf](http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/Gender_Sensitive_Indicators_2.pdf)  
 Downloaded from <http://www.usaid.gov> **Keywords:** Women in Development

## **ANNEX F: ILLUSTRATIVE QUESTION GUIDE FOR GENDER ASSESSMENT**

### **Health**

1. HIV and AIDS is one of USAID's cross-cutting strategic themes, in what ways does the health unit address that issue?
2. Women and girls bear the brunt of reproductive roles—pregnancy, proper pre and post natal care and nutrition, avoidance of early pregnancies—how do the USAID programs respond to those specific gender issues?
3. What about Gender-based Violence, including domestic violence: does USAID address GBV in any of its health programs? Does the health unit participate in special working groups or commissions on GBV?
4. Are the health needs of homeless and/or internally displaced supported in any of USAID's present or planned programs? If so, which ones?
5. What are some constraints to full gender integration in the Health sector that you have seen in your portfolio?
6. Can you give an example/s of exceptionally good gender practices found in the USAID Health programs?
7. What are some key gender issues encountered in the Health portfolio?
8. How are those issues addressed?
9. Do you have any suggestions/recommendations on what should or could be done to improve gender equity in the Health programs?
10. What type of coordination efforts among other donors and implementing partners does the USAID health unit participate in or support?
11. Does the health unit get involved in issues related to certain GOSS ministries such as the Transportation Ministry and its concern about the spread of HIV and AIDS along the transportation corridors?
12. To what extent is the implementing partner accountable for ensuring gender equity in USAID funded programs?
13. Under the present contracting mechanisms, does USAID maintain the authority it needs over implementers in terms of ensuring that gender equity goals are set and met?
14. Are all quantitative indicators that deal with people sex disaggregated?
15. Do qualitative indicators capture changes in perception related to behavior regarding gender?
16. In the Health Sector, are there any research or evaluation studies that specifically focus on gender issues?
17. What indicators should be introduced to measure the desired gendered impact?
18. In the current Health portfolio, which projects are addressing gender issues most effectively?

### **Program Results**

19. How do the program results of the work affect women and men differently?
20. How do Gender Relations affect the achievement of Program Results?



21. How do Program Results affect Gender Relations?
22. Open ended questions: Health officer invited to comment or make suggestions for the gender assessment team to follow up or investigate.

## ANNEX G: KEY RECOMMENDATIONS SUMMARY

The following are key recommendations based on the findings of the Gender Assessment team:

- Require all program mid-term and final evaluations to include substantive information about the impact on gender and include disaggregated data and analysis to show the level of participation of women and men and expected benefits. Disaggregated data combined with people-level indicators can provide a better measure of impacts, and whether gender objectives are being met. Disaggregating by sex alone does not provide information about changes in gender relations. Accounting for the number of women and men trained does not adequately describe changes in gender roles or norms. Disaggregated data need to be supplemented with information about whether program initiatives have brought changes in the household division of labor, for example, or resulted in raising women's income or opportunities for increasing their income.
- Fund a focused gender-based violence program to inform all programs and implementing partners. The GBV program design should be cross-sector focused with the objective of raising awareness and providing guidance for taking remedial actions toward a zero tolerance for GBV.
- Develop a standardized compact disc (CD) format for a comprehensive training program on gender integration and prevention of GBV. For example, the format could follow the model used by the UN on security and sexual harassment that is provided to all deployed consultants and staff contracted with the UN.
- Establish a core of master gender trainers for Training of Trainers (TOT). Unit to be based at the Ministry of Gender, Social Welfare and Religious Affairs (MoGSWRA) and available to provide training to GOSS and state level ministry staff along with other responsibilities.
- Fund a capacity building program for the MoGSWRA with an advisor embedded in the ministry; program to include implementation at least three state ministry locations.
- Support training and education programs for women in technical areas such as engineering. For example, internships for female engineering students to acquire on the job experience and to prepare them for employment. USAID funded infrastructure programs could employ such interns.<sup>10</sup>
- Provide gender sensitivity training for all program officers and provide guidance tools for a better understanding of how USAID seeks to ensure that gender is integrated into all funded programs. Ideally, USAID should employ a full-time gender expert.
- Agriculture and environmental programs: these sectors are significant to women and to their participation. Special care should be taken to design training sessions to enable women to participate (schedule at convenient times for women; do not require overnight travel; provide child care where possible). Women should also be offered opportunities to participate in training that involves mechanized farming techniques, use of tractors, automatic grinding machines, automated threshers, etc. Consider gender roles already in place and make sure that opportunities exist for women to reduce the number of hours tasks require through better methods and/or mechanization. Eighty percent of farming in

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<sup>10</sup> UNOPS designed a pilot program to provide internships for Juba University female graduates.

southern Sudan is done by women—USAID funded agriculture programs should target the majority of farmers, *i.e.* women, with serious commitments to acknowledging their roles and improving their capacities.

- Building the capacity of GOSS is a core objective in USAID programs. Implementing Partners must keep gender integration among the key program objectives. To achieve those objectives, more women should be employed at both national and state levels. Implementing Partners should include mentoring and additional training for women to improve their skills and should not hire government workers for program positions.
- Women will continue to be bypassed for employment in government jobs unless an affirmative action approach is instituted. Affirmative action does not mean lowering the standards or quality of work; given the opportunity and provided with mentoring and support, women workers will raise the standards, not lower them. Hiring criteria should take into consideration life skills and transferrable skills to enable women to be hired. Women may require some additional training to improve their technical skills and possibly serve internships which lead to permanent positions. This approach supports USAID’s objective of building the capacity of GOSS and should be incorporated into USAID design and contract budgets.
- GOSS (national and state level) need to be made aware that women’s participation in meetings, seminars, consultations, workshops and training is required by USAID funded projects. Women employed by GOSS interviewed complained that their supervisors would not allow them to attend meetings outside their work places.
- Supplemental to USAID’s Democracy and Governance portfolio: support the Local Government Gender Framework by aiding the Local Government Boards to develop policies and legislation, and programs that are gender sensitive. USAID can collaborate with other agencies in supporting the newly created Gender Focal Points Network at the State level and Gender Champions at the County level.
- School-related gender-based violence is prevalent in southern Sudan. This violence comes primarily in the forms of teacher-pupil or pupil-pupil coerced sex; corporal punishment, psychological harassment-- particularly on menstruating girls--and early, forced and cross-generational sex and marriage. USAID should fund a Safe Schools program that highlights school related gender-based violence (SRGBV); provides training to school administration, teachers, PTA, and students to bring SRGBV out in the open where it can be addressed openly and deal aggressively with perpetrators. Silence and secrecy allows the abuse of children to continue without punishment or deterrence.<sup>11</sup>
- Increase support for vocational training for women in order to increase female employment options
- Enhance support to the State Ministry of Social Development and Gender, particularly in the area of gender budgeting, to enable an increasingly strategic role for the ministry particularly at the state level.

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<sup>11</sup> See USAID funded Doorways Training Manuals on School-Related Gender-based Violence Prevention and Response, [http://www.usaid.gov/our\\_work/cross-cutting\\_programs/wid/doorways.html](http://www.usaid.gov/our_work/cross-cutting_programs/wid/doorways.html)

- Support creative public information-based methods of opening up community debate around traditional cultural practices that have potentially negative effects on women, youth and other marginalized groups. For example, local language radio soap operas with phone-debates immediately after broadcasting.

## **RECOMMENDATIONS UNDER THE LINCS PROGRAM**

- Consider making the application process less complicated to enable more women-led organizations to apply. LINCS could also provide a tutorial on the application process.
- Take under consideration that women frequently have heavy daily workloads and may not be able to attend training if sessions are not scheduled at specific times when they are free.
- Some CSOs noted that the dollar amount of the grants is so small and the process of obtaining them so complicated that they often spend more money than the grants provide.
- The LINCS staff is nearly all male. LINCS should make more effort to hire women and set a better example of gender integration.
- The tailoring course provided through the Pita Women's Association with LINCS grants requires a major commitment in time for the women— four hours per day for three months. At the end of the course the women do not have money with which to buy a sewing machine so they have no opportunity to earn money with their newly acquired skill. The Assessment recommends that LINCS finds a way to establish a loan program or link the women with a micro finance institute.
- Recommend that LINCS endeavors to rectify the lack of gender balance in its staff by recruiting women for any future openings. Job announcements and postings should be placed where women congregate. Consider an affirmative action policy under which exceptions to the normal education and experience requirements can be lowered for promising women. Once hired, provide mentoring and extra training as needed to ensure success.
- LINCS to follow up on reported cases of sexual and gender-based violence that occurred recently in Upper Nile committed by SPLA soldiers against women and boys. Mercy Corps staff in Malakal are aware of the case but people are afraid the issue is too sensitive and want to keep quiet about it.
- LINCS to consider providing gender awareness training to its staff. Mercy Corps has a well qualified gender advisor as full time international staff that could do the training.
- Support activity to identify particular risks for GBV against girl and boy children in southern Sudan's three former regional capitals- Juba Malakal and Wau.
- Support program to identify and analyze the different patterns of child economic exploitation with particular reference to girls and boys working and living on the streets.
- Support a campaign aimed at raising public awareness and acceptance of the importance and rights of children, to cover such areas as economic exploitation, military exploitation, sexual exploitation, and the right to education. The campaign should highlight the work and input of all actors, including Government, Army, NGOs, CBOs and others.

## **RECOMMENDATIONS UNDER THE BRIDGE PROGRAM**

- Vocational training courses offered for women are mostly tailoring courses. The program should consider providing the means for the tailoring graduates to acquire sewing machines so they can earn money from their new skills. Otherwise, it becomes a frustrating experience. The women make great sacrifices to attend training, sometimes at the expense of harmony in the household. In some instances mothers in training courses keep their children home from school to handle her chores—usually the children kept out of school are girls. The point of using children for substitute labor is mentioned elsewhere in this report. It is an important consideration that needs to be addressed. Training sessions should be scheduled based on the hours when women are less busy and can be away from the home without incurring negative reactions.
- Tools should be made available for vocational training graduates. Revolving loans could be created or the program linked with a micro credit program that might provide business management skills along with loans. The same is true for people trained in any trade or craft that requires tools—electricians, plumbers, masons, and so forth.
- Women are interested in learning other skills in addition to sewing and tailoring. Many sewing courses have not researched the potential market within the communities where women who learn to sew will seek customers. Regardless of illiteracy, women can be taught a range of skills. Women do well repairing small electrical appliances like radios. Elsewhere women have been successful in food processing and packaging products such as nuts, dried fruit, jams, and pickles. Women have success with home seedling nurseries for tree-plantings and fruit tree orchards.
- Explore possible opportunities through the Chamber of Commerce for small medium enterprise assistance. Graduates of skills training courses would benefit by additional training on setting up and running a small business.
- BRIDGE should consider incorporating GBV awareness-raising at the community level through the CAGs. Not to do so is a missed opportunity that could be beneficial to the entire community.

## **RECOMMENDATIONS UNDER THE GEE PROGRAM**

- Reduce the number of scholarships and increase the amount awarded
- Improve the selection process to better target need
- Target magnet schools, one in each state, and target the high achievers and some of the most vulnerable students.
- Consider sponsoring schools instead of scholars; support girls' schools
- USAID should raise the issue of GBV in the schools with the Minister of Education to encourage the ministry to take a firm stand against GBV and to deal aggressively with teachers and headmasters who abuse children.
- USAID should consider funding a Gender-Based Violence education/awareness raising program designed for the schools. Children need to be informed about their rights and the schools and the Ministry need to be held accountable to protect children.

## **RECOMMENDATIONS UNDER THE BIO DIVERSITY PROGRAM**

- Set up meetings with the FARM and with WASH programs to exchange information relevant to both programs, for example the location of wells and bore holes. Farmers, women and men, involved in FARM training and activities in proximity to the parks would benefit by learning about conservation and biodiversity.
- Introducing wildlife management and biodiversity issues in the schools would help establish appreciation for ecology and the environment.
- Pursue public private partnerships with corporations and request funding to draw attention to poaching. Call attention to the problem at ministerial level and put into place a public information campaign (perhaps funded by Total Oil Company) about the negative impact of poaching.

## **RECOMMENDATIONS UNDER THE SHAP PROGRAM**

- Opportunities exist for SHAP to expand by adding a gender based violence program. The implementing partner could link with the women's CBOs where FHI is already working to add a GBV element.
- Start girls' clubs in schools for AIDS prevention and awareness-raising about GBV.
- Address GBV through CBOs in community
- Link GBV with HIV/AIDS projects

## **RECOMMENDATIONS UNDER LAND RIGHTS**

- Affirmative action is needed in terms of hiring women in government (state and national level) offices, and in hiring women to work in projects implemented by international organizations. Hiring criteria should take into consideration life skills and transferrable skills in terms of women so they will qualify for the positions. Extra training may be necessary to bring women up to necessary performance levels. Possibly through internships leading to permanent positions. This approach needs to be incorporated into USAID design and contract budgets.
- Public service announcements and awareness raising campaigns are needed to inform women of their rights in terms of land; to inform the GOSS about women's land rights; and to inform communities about women's rights to land. The use of posters and radio programming, along with awareness-raising among women's groups and associations is recommended.
- USAID should not lose the momentum gained by the work to date on land rights and the Land Act. A follow on program should pick up where the current program leaves off. USAID should apply pressure on GOSS to the extent possible to put into place enforcement mechanisms and processes and to understand their role as a government to enforce laws. The follow on program should pay particular attention to women's rights and should address the customary versus stat

## **RECOMMENDATIONS UNDER RADIO PROGRAMMING**

- Public Service Announcements and awareness-raising campaigns are needed to inform women about their land rights. At the same time, GOSS and communities in general need to be informed about women's rights to land, an important topic around which there is much confusion and misinformation. In addition to radio programming, women's groups and associations should be targeted for raising awareness on land rights.
- Conduct sampling surveys to learn more about women's access to radios in the household, and to learn the most appropriate time to air programs of interest to women.
- Work with and support traditional leadership structures/traditional leaders around issues related to women's position and rights within society. These are the people who administer the customary law which governs much of life of most rural and some urban communities; attitude change here will have a large impact on women's lives.
- Support ongoing North-South linkages among women's activists (including Darfuri women activists) post-Referendum, so that mutual support and skills exchange may continue, and opportunities for the creation of positive relations between a possible future secessionist southern Sudan and its northern neighbor.





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