Gender Review:

Report Royal Norwegian Embassy Sudan
NORAD

GENDER REVIEW OF THE NORWEGIAN EMBASSY’S PORTFOLIO
KHARTOUM, SUDAN

FINAL REPORT
## TABLE OF CONTENTS

Preamble .................................................................................................................................................. 3
Acronyms.................................................................................................................................................. 4
Executive Summary with Findings and Recommendations................................................................. 5
1 INTRODUCTION......................................................................................................................................... 10
   1.1 Methodology....................................................................................................................................... 10
   1.2 Limitations....................................................................................................................................... 10
2 COUNTRY CONTEXT – GENDER PROFILE.............................................................................................. 11
3 POLICY DIALOGUE.................................................................................................................................... 15
4 NORWEGIAN DEVELOPMENT COOPERATION.................................................................................. 16
   4.1 PROGRAMME MANAGEMENT – SELECTED PROGRAMMES....................................................... 17
      4.1.1 The Common Humanitarian Fund (CHF)................................................................................ 18
      4.1.2 The Disarmament, Demobilisation and Reintegration Programme (DDR)............................... 19
      4.1.3 The Conflict Reduction Programme (CRP)............................................................................... 20
      4.1.4 Concordis International – Trust Cross-Border Relations Project ............................................. 21
      4.1.5 The Oil Sector Cooperation ...................................................................................................... 22
   4.2 Resources, Capacity and Commitment ............................................................................................. 23
5 KEY FINDINGS AND RECOMMENDATIONS ...................................................................................... 25
   5.1 Key Findings ..................................................................................................................................... 25
   5.2 Recommendations ............................................................................................................................ 26

Annex I Terms of reference
Annex II Programme Review Team
Annex III List of People Met
Annex IV References
PREAMBLE

The Royal Norwegian Embassy in Khartoum, Sudan (the Embassy) has requested Norad’s assistance in undertaking a Gender Review of the Embassy’s portfolio in North Sudan.

In 2007 the Ministry of Foreign Affairs (MFA) adopted an Action Plan for Women’s Rights and Gender Equality in Development Cooperation (GEAP). As part of the follow up of this Action Plan, the Embassies have been requested to strengthen their efforts to promote Women’s Rights and Gender Equality (WRGE) in their development portfolios. The Mid-term review of this Action Plan (2009) found that it is difficult to assess the results of Norwegian development support to women’s rights and gender equality at country level, and attributes this to among other factors weak reporting mechanisms.

In 2011 Norway’s Strategic Plan for the implementation of UNSCR 1325 Women, Peace and Security was launched. The strategic plan is a follow up of the Action Plan for implementing SCR 1325 from 2006, and is underlining the importance of women’s participation in peace processes, women’s role in post-conflict reconstruction and protection of women against sexual violence in conflict and post-conflict situations.

The purpose of the gender reviews is to build the capacity and strengthen the embassies’ efforts to promote women’s rights and gender equality in programme and project activities and in the policy dialogue with bilateral and multilateral partners. Thus the review is participatory in character and has a focus on learning from past and current practices.


The Gender Review Methodology is part of Norad’s ongoing quality assurance and professional assistance to MFA and Embassies. The Review has been executed through desk studies, discussions with representatives of the Embassy, implementing partners in Sudan (March, 2011), and through discussions with Norad staff members who are actively supporting the Embassy. Similar Gender Reviews have been conducted at the Norwegian Embassies in Kathmandu, Nepal, and New Delhi, India (2010), in Islamabad, Pakistan and Kabul, Afghanistan (2011).

The Review Team appreciates the fruitful and open discussions with the Embassy and partners in Sudan.

The Review Team herein provides its independent recommendations.

The Review Team comprised of Gørild Mathisen, (Norad, Team Leader), Marit Sørvald (Nordic Consulting Group), Eva Helene Østbye (Norad), and Liv Kristensen (Ministry of Foreign Affairs).

July 2011
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tr>
<td>AU</td>
<td>African Union</td>
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<td>AUHLIP</td>
<td>AU High Level Implementation Panel</td>
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<td>CEDAW</td>
<td>Convention on the Elimination of All Forms of Discrimination against Women</td>
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<td>CERF</td>
<td>Central Emergency Response Fund</td>
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<td>CHF</td>
<td>Common Humanitarian Fund</td>
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<td>CPA</td>
<td>Comprehensive Peace Agreement</td>
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<td>CRMA</td>
<td>Crisis and Recovery Mapping and Analysis</td>
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<td>CRP</td>
<td>Conflict Reduction Programme</td>
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<td>DD</td>
<td>Decision Document</td>
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<td>DDR</td>
<td>Disarmament, Demobilisation and Reintegration</td>
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<td>GEAP</td>
<td>Action Plan for Women’s Rights and Gender Equality in Development Cooperation</td>
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<td>GDI</td>
<td>Gender and Development Index</td>
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<td>GoN</td>
<td>Government of Norway</td>
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<td>GONU</td>
<td>Government of National Unity</td>
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<td>GoS</td>
<td>Government of Sudan (pre-CPA)</td>
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<td>GOSS</td>
<td>Government of Southern Sudan</td>
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<td>ECHO</td>
<td>European Commission Humanitarian Aid and Civil Protection</td>
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<td>EU</td>
<td>European Union</td>
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<td>HC</td>
<td>Humanitarian Coordinator</td>
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<td>IASC</td>
<td>Inter-Agency Standing Committee</td>
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<td>ICC</td>
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<td>IGAD</td>
<td>Intergovernmental Authority on Development</td>
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<td>Interim National Constitution</td>
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<td>JEM</td>
<td>Justice and Equality Movement</td>
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<td>MFA</td>
<td>Royal Norwegian Ministry of Foreign Affairs</td>
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<td>NCP</td>
<td>National Congress Party</td>
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<td>Norad</td>
<td>Norwegian Agency for Development Cooperation</td>
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<td>RCO</td>
<td>Resident Coordinator’s Office</td>
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<td>RNE</td>
<td>Royal Norwegian Embassy</td>
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<td>RPCM</td>
<td>Reconciliation and Peaceful Coexistence Mechanism</td>
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<td>SAF</td>
<td>Sudan Armed Forces</td>
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<td>SPLM/A</td>
<td>Sudan People’s Liberation Movement/Sudan People’s Liberation Army</td>
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<td>UNAMID</td>
<td>United Nations - African Union Mission in Darfur</td>
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<td>United Nations Development Programme</td>
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<td>United Nations Human Rights Council’s</td>
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<td>UNMIS</td>
<td>UN Mission in Sudan</td>
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<td>UN OCHA</td>
<td>United Nations Organisation for Humanitarian Assistance</td>
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<td>UNSCR</td>
<td>United Nations Security Council Resolution</td>
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<td>UPR</td>
<td>Universal Peer Review</td>
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EXECUTIVE SUMMARY WITH FINDINGS AND RECOMMENDATIONS

The Gender Review methodology is part of Norad’s ongoing quality assurance and professional assistance to MFA and Embassies. The purpose of the review is to assist the Embassy in Khartoum in improving the efforts to promote women’s rights and gender equality (WRGE) within ongoing activities and present capacities and to strengthen the efforts to promote WRGE in the policy dialogue, through programme management activities, as well as in the Embassy’s own routines and procedures. The Review covers the cooperation with North Sudan.

The Review has been carried out through desk studies, discussions with Embassy staff and management, implementing partners in Khartoum and with Norad and MFA staff in Oslo.

1. Key Findings

1.1 Context

The Sudanese population has been seriously affected by the long lasting civil war with a following humanitarian crisis, widespread human rights abuses, sexual violence especially against women and girls, a large number of internally displaced persons and refugees, with the consequent lack of economic and social development. The civil war came to a formal end in 2005 when the two conflicting partners, the Sudan People Liberation Movement (SPLM) and the National Congress Party (NCP) signed the Comprehensive Peace Agreement (CPA). The Referendum on secession was held in January 2011, and an overwhelming majority of the Southern Sudanese voted for independence. The remaining negotiations on wealth sharing of the oil revenues, the border between North and South and citizenship are among the issues that remain to be resolved.

Since 1999 Sudan has been exporting oil, but high economic growth notwithstanding, socioeconomic impacts of oil revenues are limited and the targets in relation to the Millennium Development Goals (MDG) are unlikely to be reached. Sudan ranks as number 154 on the Human Development Index in 2010. Sudan is highly indebted and has become fairly dependent on oil revenues, whereas future income from the oil industry is unpredictable. These conditions are causing insecurity about future economic growth.

The gender profile of North Sudan is briefly characterised by low economic and political participation of women, with women nearly absent in the Comprehensive Peace Process (CPA), limited acceptance of women’s human rights, strict Sharia laws, extensive use of Female Genital Mutilation (FMG), high maternal mortality rates in addition to a significant rural-urban divide. While women’s enrolment rates in primary, secondary and tertiary education are improving, women’s employment rate is still very low. Sudan has not ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and similar regional instruments. The National Interim Constitution (2005) represents some progress when it comes to women’s formal legal rights, however, religion and cultural traditions represent barriers for implementation of the laws addressing women’s rights. The implementation of the UN Security Council Resolution 1325 on Women, Peace and Security has been fragmented.

1.2 The Policy Dialogue

The policy dialogue with government on development issues is very limited and there is little direct contact with the government through development cooperation. The dialogue on WRGE at political level is limited, or nearly non-existent. Moreover, there is little donor coordination on gender issues. However, the Embassy has developed contacts with important actors as a result of the work with the peace process (the Troika partners USA and UK).
The dialogue on gender and women’s issues related to the CPA implementation and negotiations between SPLM and NCP, as well as the AU High Level Implementation Panel (AUHLIP) is nearly absent. The AUHLIP recruited a gender adviser in 2010, however it appears that so far this adviser has had limited success with identifying mechanisms and entry points for dialogue on gender.

1.3 Development Cooperation and Programme Management

The cooperation with North Sudan has concentrated on support to the implementation of the CPA and humanitarian assistance to the areas hardest hit by the civil war. In addition, Norway supports cooperation in the oil sector in North and South, through capacity building and by facilitating negotiations on wealth sharing agreements for the oil sector. In 2010, the Embassy’s budget for the whole of Sudan was NOK 396 million for development and humanitarian assistance.

The OECD/DAC Gender Policy Marker shows that only 7% of the assistance to Sudan in 2009 had as its main objective gender equality and 71% of the assistance had no relevance for gender equality. This could indicate that the Proposals presented, as well as the Embassy’s Decision Documents, to a limited degree address gender where this should have been the case.

More than 50% of Norwegian support to Sudan is channelled through UN as both development aid and humanitarian assistance, with contributions to multi-donor trust funds, basket funds and programmes targeting reconstruction, peace and reconciliation. United Nations Development Assistance Framework for Sudan 2009-2012 (UNDAF) is to a large degree gender mainstreamed, providing a coherent base for gender mainstreaming by UN agencies and its partners. However, generally, the UN partners and the World Bank do not experience that the donors are requesting information about gender issues in meetings and reporting.

UNDP, as the major recipient of the Norwegian funds, has its own reporting systems. There is a clear tendency that women’s rights and gender equality issues (WRGE) to a certain extent lack visibility. Through the interviews with and additional documentation from the donor partners, significant information on how the UNDP works on WRGE issues was provided.

The Embassy selected five programmes in the areas of support to the peace process, reconciliation and conflict reduction efforts, humanitarian assistance, and the oil sector cooperation for this review. Efforts to include WRGE in the portfolio are made, but more emphasis on bringing these issues into the dialogue with partners at all levels as well as a more systematic inclusion of WRGE into the planning and reporting procedures are needed.

It seems that the partners have limited capacity to focus on communicating results in the area of women’s rights and gender equality, even when reporting in contexts that according to their respective policies and implementing activities actually have a gender perspective. The Embassy has only to a limited degree established procedures for requesting gender sensitive results reporting from their partners, and reporting requirements are not specified in the agreements.

1.4 Resources, Capacity and Commitment

The Embassy staff has a heavy work load and is working under difficult circumstances due to the political conditions and security situation. While some of the staff reported to have received some pre-posting gender training, no gender training has been organised by the Embassy.

No specific guidelines, work plan or strategy to guide the Embassy’s gender efforts are systematically applied. Gender issues are not frequently emphasised in Embassy meetings and with donor partners.
2. Recommendations

2.1 Main recommendation

The Embassy should develop a strategic work plan for its effort within the area of women’s rights and gender equality. The strategic plan should include the policy dialogue and development cooperation, as well as gender mainstreaming of the development portfolio and targeted projects/programmes. The plan could include both ongoing and current efforts in addition to planned future ones.

The Embassy has in communication with the Gender Team emphasised that they need advise that equip the staff with efficient tools as the resources for working on WRGE are limited. The Gender Team believes that a key towards this end is a strategic work plan that could form the basis for a more systematic approach to the WRGE effort, give it more focus, and provide a platform for prioritising between different thematic areas. It should take national plans and policies as its starting point and see how Norwegian priorities could support these. It should identify important channels, arenas and entry-points for the Embassy’s effort.

The plan would give the Embassy’s WRGE effort a clearer strategic direction and profile. The plan would increase the visibility of the WRGE effort both internally at the Embassy, vis-à-vis the partners and in relation to the MFA, and would provide a useful tool for communicating Norwegian/Embassy policy and priorities when it comes to WRGE. It would also give encouragement and legitimacy to place gender at the agenda at internal meetings, meetings with partners and other donors. A work plan would also be an important instrument for monitoring activities and results, and as such form the basis for reporting to the MFA on the WRGE effort at the Embassy.

The below recommendations would to a large extent constitute the contents of such a strategic work plan, or, should the Embassy choose not to develop such a plan, nonetheless areas where the Team recommends the Embassy to focus.

2.2 Thematic Focus

UN Security Council Resolution 1325 on women, peace and security was adopted in 2000 to increase women’s participation in all efforts related to peace and security, and to strengthen the protection of women in armed conflicts. The Norwegian government launched an updated and enhanced Strategic Plan in January 2011. It highlights some areas that are to be given particular priority over the next few years and provides a framework for improving reporting and increasing accountability. In the process of developing a work plan for the embassy it is therefore important to have in mind that the strategic plan point to Sudan as a country that shall be given special attention. The Team therefore recommends that the Embassy considers making this agenda the main thematic focus for its future gender effort.

Strengthening the Embassy’s work on UNSCR 1325 should start with a dialogue with the established strategic key partners in order to identify priorities. Participation in post-conflict negotiations and reconstruction, security sector reforms and women’s human rights with emphasis on protection could be considered as thematic starting points for discussion.

2.3 Support to Local Agents of Change

It is recommended that the Embassy together with like-minded partners considers establishing or strengthening a centre of gravity for the work on WRGE in Sudan. This could build on existing institutions or networks such as UN Women, Sudanese Women’s Core Group/Coalition of Women Leaders, the Afhad University or other institutions or networks with potential to unify, strategise and enter into dialogue with relevant authorities, around gender issues.
2.4 Programme Management

The Embassy should take steps to further institutionalise the mainstreaming of gender at the Embassy. The first step would be to apply available tools to ensure that gender is integrated in the various stages of the programme cycle. It is recommended that the Embassy when assessing Proposals from partners request baseline data on women and men, expected outcomes for women and men, and gender sensitive indicators in providing a framework for improving women’s rights and the empowerment of women in economic and political life. Based on strengthened reporting requirements defined in the agreements with partners, the Embassy will on a regular base be updated on gender issues relevant for the programme implementation. This will increase the staff’s knowledge base for improved programme management as well as improved skills required to engage in policy dialogue with partners. In evaluations and programme reviews, it is recommended to include gender issues in the ToR, and ensure gender balanced teams. As many ongoing programmes will come to an end in 2011, the Embassy is recommended to request their partners for the inclusion of gender related issues in Final Reports.

In order to improve the programme management, the Embassy should on a regular basis consult with UN and World Bank Gender Advisors. This would serve to monitor the effort within these agencies when it comes to WRGE, but could also be seen as a measure of recognition for and support to the staff that are responsible for this work. Requesting gender relevant reporting from partners is an efficient and “smart” (work through others) approach to increase the focus on and visibility of women’s rights and gender equality in the Embassy’s work.

Management must emphasise the requirement to and importance of integrating gender in the day-to-day efforts of the Embassy. The Embassy could consider engaging a local consultant to assist with the integration of gender in the development portfolio and the policy dialogue. This could be done by having the consultant assess individual project proposals and recommend concrete measures to improve the gender integration, but also through training sessions for the staff to improve their capacity for gender mainstreaming.

2.5 The Policy Dialogue

In order to strengthen the work on WRGE, it is recommended that WRGE is on the agenda for visits at the political level. The Embassy could suggest this in dialogue with the MFA.

In terms of enhancing the work on WRGE, the donor coordination and cooperation between bilateral and between bilateral and multilateral donors should be improved. The Embassy should get engaged in strategic alliances with other like-minded donors that intend to increase their gender effort. There are several arenas and entry-points that could be considered, and although the Embassy may not be at the steering wheel in some of these processes, it could definitely play a role in proposing the participation in the processes as entry points for an increased focus on women’s rights and gender equality, vis-à-vis for example the MFA. Potential strategic partnerships include:

- Membership of the so-called Troika together with USA and UK, gives an opportunity to seek to increase the gender focus of the AU High Level Implementation Panel in promoting women’s participation in the post-CPA process.

- Other like-minded donors that may constitute relevant partners include Sweden, Canada and the Netherlands.
Cooperation with the US State Department along the lines of the cooperation that is currently being developed in DRC around the fight against sexual and gender based violence, is also another option for consideration.

It is recommended that the Embassy makes an effort in creating informal arenas for dialogue between Sudanese actors, such as women’s groups and networks and persons involved in the peace negotiations, or political and religious leaders more generally. Such arenas could include seminars, retreats or lunch meetings at the Ambassador’s residence.

In order to improve the focus on WRGE, the Embassy should use the UN Human Rights Council’s (UNHRC) Universal Peer Review (UPR) Sudan process as an entry point for dialogue on human rights, including women’s rights. Again, strategic coordinated efforts by donor partners should be considered.
3. INTRODUCTION

3.1 Methodology

The purpose of the review is to “build the capacity at the embassies and assist in operationalising gender mainstreaming throughout the development assistance portfolio” with the aim of strengthening the embassies’ ability to promote Women’s Rights and Gender Equality (WRGE) in programme and project activities and in policy dialogue. Thus there is a strong focus on the learning elements from past and current practices and forward-looking strategies.

The preparation included a document review and a web survey submitted to the embassy staff. The training sessions covered general introductory information on the Norwegian policy, the status of the implementation of the GEAP, presentation on methodological measures on how to gender mainstream programme management, and introductions on Women, Peace and Security – Norway’s Strategic Plan 2011-2013. The following programmes were selected for the review: the Common Humanitarian Fund (CHF), the Disarmament, Demobilisation and Reconstruction Programme (DDR), the Conflict Reduction Programme (CRP), Concordis International and the Oil Sector Cooperation.

Interviews with Embassy staff were carried out throughout the field visit. As part of the training the Review Team had discussions with the programme staff on how to address gender the perspective in the policy dialogue and the ongoing programmes. Additional data was collected through documents provided by donor partners after the field visit in Khartoum (OCHA, UNDP, UN Women).

3.2 Limitations

The Review covers five programmes and areas of cooperation. For a field visit of 5 days this causes limitations in covering all issues that would have been relevant for analysing the Embassy’s WRGE approach. Also the documentation received was generally not sufficient for an in-depth review. This means that the programme reviews can by no means claim to be comprehensive or systematic, rather they must be seen as providing the Team with a general background and idea about how the Embassy work with WRGE in their programme management.
4. COUNTRY CONTEXT – GENDER PROFILE

Sudan has suffered from civil conflict for most of the period since independence in 1956. After long and intensive peace talks mediated by the regional Intergovernmental Authority on Development (IGAD), the Comprehensive Peace Agreement (CPA) between the Sudan People’s Liberation Movement (SPLM) and the National Congress Party (NCP), was signed in 2005. As an important part of the CPA, a Referendum was held in January 2011 where Southern Sudanese voted for unity or independence. An overwhelming majority of Southerners voted for independence that will lead to two separate states from July 2011. However, Sudan still struggles with ongoing political tensions and regional crises.

The effects of the civil war on life, health and nutrition have been significant. More than 2 million people are reported to have died, and more than 4 million are internally displaced or have become refugees as a result of the civil war and war-related impacts.\(^1\) Health services, not well-developed before the war, have deteriorated further over the two decades of conflict. Currently health services in the conflict areas are mostly supported by international humanitarian agencies. According to UN Women, Sudan has extremely poor human development indicators in relation to women’s and girls’ literacy, maternal mortality, productive asset security, economic and political empowerment, and lack of protection from gender-based violence still persist (UNFEM, 2009). Food insecurity also affects large parts of the population and in particular IDPs as well as returning families and individuals.

Sudan’s economy has over the past years become increasingly dependent on oil. After secession the economy, which is already weakened by a number of factors such as sanctions, war and increased dependency on oil, might become even more vulnerable. The outcome of the ongoing negotiations on how to share the oil resources and foreign debt will influence the strength and legitimacy of the current regime.

The Darfur crisis starting in 2003 has caused great suffering for the population, and allegedly killed 300,000 and displaced over 2.7 million people since it erupted. United Nations African Mission in Sudan (UNAMID)\(^2\) was established in 2007 with the aim of providing security and protection of the civil population.\(^3\) Widespread use of rape and sexual based violence as a weapon of war, and other serious human rights abuses have been reported. The Security Council through the UNSCR 1564 threatened the imposition of sanctions against Sudan if it failed to comply with its obligations on Darfur, and an international inquiry was established to investigate violations of human rights in the region.\(^4\) President Al-Bashir has been indicted by the International Criminal Court (ICC) for crimes against humanity based on the violent attacks on the civil population. Following the issuance in March 2008 of an arrest warrant for President Al-Bashir, Sudan expelled a dozen of international NGOs operating in Darfur.\(^5\) According to UN this has had devastating effect on the population, as these NGOs accounted for at least half of the humanitarian capacity in Darfur.

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\(^2\) Approximately 22,000 peace keeping forces, in addition to international police forces are deployed in Darfur under the UNAMID mandate (UNSCR 1769 (2007). (UNAMID website, 2011, www.un.org/en/peacekeeping/missions/unamid)

\(^3\) UNAMID has limited numbers of women personnel as 8% women are Military Experts (18 out of 226), 2.8% women are Troops (497 out of 17,952), 19.7% women are Individual Police (580 out of 2,937), and approx. 1% women are part of Formed Police Units (65 out of 5,177), DPKO statistics, May 2011.


\(^5\) The NGOs expelled were Action Contre La Faim (ACF), Care International, CHF International, International Rescue Committee, Mercy Corps, the French and Dutch branches of Doctors without Borders, the Norwegian Refugee Council, Oxfam, PADCO, Solidarités, and the British and U.S. branches of Save the Children.
The latest report from the United Nations Human Rights Council (UNHRC) states that the GoS has made some steps towards improving the human rights situation in Sudan. However, UNHRC underlines that further action is required to effectively protect and promote the human rights of people in the Darfur region. Abuses against women such as rape and other gender based violence are key issues that have been the international community’s concern and addressed by the UNHRC (Johnson, D.H, 2007, UNHRC, 2010). The independent expert on Human Rights in Sudan, Mohammed Chande Othman, visited Sudan in March and June 2011. His report as not yet published at the time of writing.

In addition, for the first time Sudan was subject to the Universal Periodic Review (UPR) in May 2011. A majority of the 76 interventions during the UPR hearing mentioned women’s difficult situation in Sudan and recommended concrete steps in order to improve women’s human rights. The Norwegian intervention was strongly recommending Khartoum to ratify the CEDAW and its optional protocol and was urging the Sudanese government to take concrete action to end impunity in Darfur.

North Sudan’s population is culturally diverse, comprising a large majority of Muslims, in addition to Christians and traditional African animist religions. In addition there is a vast divide between urban and rural settings and between regions. Consequently, women in North Sudan (and South) do not form a homogenous group due to different religious belief, social and economic position and ethnicity. Literacy rates for men and women in North Sudan stand at 71% and 52% respectively, while it stands at 37% and 12% for men and women in Southern Sudan. The ratio of girls to boys in primary, secondary and tertiary education is 53.9 to 46.1. Interestingly, in tertiary education there are 54.1% girls.

The poverty level in Sudan is still relatively high in spite of the rapid and impressive economic growth after Sudan started exporting oil in 1999. Sudan was until recently characterized as a low income country, but has since 1999 been classified as lower middle income economy by the World Bank. However, the oil production has provided limited progress with regard to social indicators. Approximately 80% of the Sudanese workforce is within the agricultural sector, and the oil sector is generating limited employment for the Sudanese.

Since the beginning of the 1990s, women’s participation in economic activities has increased from 18% to 30%, but there are still major gender gaps in employment. Women comprise 38% of the work force. The proportion of working women in the private sector is 10%. More women are employed in Khartoum than in other states (Sudan MDG Progress Report, 2010). The share of women in wage employment in the non-agricultural sector is 17% (Sudan Central Bureau of Statistics, 2009).

Women’s political participation is among the highest in Africa, where 25 % of the seats in parliament were occupied by women after the parliamentary elections in 2010, mainly as a result of the Sudan’s National Elections Act of 2008 which provides a 25% quota for women’s representation. An important aspect of the 2010 Elections is that 60 % of the voters were women. Of a total of 36 ministers in the

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7 UNFPA Country Office, Sudan, website, 2010.
10 Various sources provide different data. In this connection we find it most likely that the National Household Baseline Survey from 2009 is the most reliable data base. (This Survey is published in cooperation with Statistics Norway).
GoS, five are women.

The GoS has in the 2010 MDG Progress Report documented some positive changes towards MDG 3 (Promote Gender equality), MDG 4 (Reduce Child Mortality) and MDG 5 (Improve Maternal Health). The MDG Progress Report 2010 expresses satisfaction in terms of achievements in the girls’ performance in the education sector, women’s wage employment in the non-agricultural sector and women’s representation in Parliament.

The MDG 5 aims at reducing the maternal mortality ratio (MMR) by three quarters, between 1990 and 2015. Progress towards MDG 5 will be assessed by looking at improvements in the provision of reproductive health care services using the following indicators: the maternal mortality ratio (MMR); the contraceptive prevalence rate and the proportion of births assisted by a trained birth attendant together with other proxy indicators. In northern Sudan there is an observed instability in MMR levels evident in the figures in 1990, 1999 and 2006 as indicated by the rate of MMR which stood at 537, 509 and 638 respectively. In addition, there is wide variation both between and within regions. All indicators show that there are challenges both at policy and at community levels. Some progress could be explained by higher education among women in urban areas, obstacles include the low quality of primary health services and very low Contraceptive Prevalence Rate (Sudan MDG Progress Report 2010). For this Review it is interesting to note that the Sudan MDG progress Report 2010 does not mention FGM, which is expected to contribute to the high MMR and to sustain the maternal health indicators at a low level, even deteriorating from 1990 to 2006.

The Ministry for Social Affairs, General Directorate for Women Affairs, is responsible for the implementation of the Beijing National Action Plan on Gender. All government ministries have a gender focal point. According to stakeholders, the Ministry of Social Affairs and the gender focal point system is relatively weak. The Ministry is charged with supervision of poverty eradication programmes, and cooperates with external advisers, among them Afhad University, which provides advice on gender policy issues and gender responsive budgeting.

Women’s rights and human rights generally are complex and politicized sensitive issues in Sudan due to religion, cultural traditions and political conditions. Discriminatory laws against women are documented in various reports on women and human rights. Strict Sharia laws are implemented with substantial impact on women’s lives. Harmful traditional practices such as Female Genital Mutilation (FGM) undermine women’s health and quality of life. The efforts made by individual women, women NGOs, civil society and academic institutions promoting women’s rights and gender equality in North Sudan are challenged by resistance from the male dominated political leadership, religious leaders, the legal system and cultural traditions. Besides, Sudan has not ratified the Convention on Elimination of All forms of Discrimination against Women (CEDAW) and similar regional human rights instruments on gender equality.

Recent research has pointed to the fact that Muslim women activists have diverging priorities resulting in a disunited and politicised women’s movement, promoting liberal or conservative positions on gender equality respectively, within the frame of Islam. Some Sudanese women activists claim that the priority that has been given to political rights is not enough, and that the most important focus now should be the social and civil rights, as the discrimination against women in the private sphere is predominant and limited constitutional reforms have taken place within these domains. The latest report from the United Nations Human Rights Council (UNHRC) states that the GoS has made some steps forward in ensuring progress in improving the human rights situation in

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12 Inconsistency in the various statistical data sources on gender gap indicators is observed and discussed in “Assessment of the State of Women and Gender Gap in Sudan” by Samia Satti Osman Mohamed Nour, Faculty of Economics and Social Studies, Khartoum University. (2010).
14 Several estimates provided indicate that around 80% of Sudanese women are subject to FGM.
Sudan. However, UNHRC underlines that further action is required to effectively protect and promote the human rights of people in the Darfur region. Serious violations against women’s rights, including rape and other gender based violence are widespread.

The North Sudanese women’s movement is dominated by well educated women in Khartoum. However, many women NGOs work on women’s rights across the country, but have limited results so far in empowering women more broadly. At the formal legal level, notable progress is made in the National Interim Constitution for women (2005). In 2005, a national plan for Combating Gender Based Violence was promulgated, administered by the Unit of Combating Violence against Women, Ministry of Justice. Moreover, the Government adopted a national policy on women’s empowerment in 2007.

In the CPA process and within the core delegations from NCP and SPLA, few women have been represented. The AU High Level Implementation Panel (AUHLIP) has since mid 2010 had a gender adviser.

Two major efforts to include women’s participation in the CPA were made at the Oslo Sudan Donor Summits in 2005 and 2008 where women from both South and North, from NCP and SPLM, and from civil society participated. The Declaration from the Oslo meeting 2005 was concluded by urging the partners to commit to principles of gender responsive resource allocation so that at least 80% of budgetary allocations and resource support to Sudan’s reconstruction meet at least three of the following criteria: Directly benefiting women, contributing directly to women’s empowerment and increasing women’s capacities, opportunities and access to resources; Reducing gender inequalities in law, policy and practice; Directly benefiting young people, especially girls, in disadvantaged communities; Targeting rural areas. References are made to several related Declarations on women and empowerment, such as UNSCR 1325 (2000) and the Beijing Platform for Action (1995), AU’s Protocol on Women’s Human Rights, the Solemn Declaration on Gender Equality in Africa, the IGAD Gender Policy and other principles laid down in international instruments on women’s human rights.

According to participants at the conference in 2008, women are now working to sustain momentum built in Oslo. They aim to broaden support and advocacy, develop indicators and timelines for monitoring the implementation of conclusions, and sustain strong coordination between women from all parts of the country (Institute for Inclusive Security, 2008). Another important aspect of the follow up is to strengthening the alliance between women from the South and North which is seen as key by the women NGO representatives that the Team met.

The situation in Sudan is still volatile, the relative peace that we see as we write, may suddenly change into more unrest and instability, and in the worst case scenario deteriorate into a new civil war. Nonetheless, the present situation may also be regarded as a window of opportunity for both North and South Sudan, which includes an opportunity for placing women’s rights and gender equality higher on the agenda.
5. POLICY DIALOGUE

Generally, the bilateral policy dialogue on development issues between Norway and Sudan is limited, and this also holds true when it comes to the dialogue on women’s rights and gender equality. One contributing factor is the highly politicised and sensitive Sudanese context with regard to gender issues. The relatively limited policy dialogue is also linked to the fact that there are few obvious arenas for such dialogue, not least since the majority of Norwegian development assistance to Sudan is channelled through the UN system and other organisations rather than directly to Sudanese authorities.

While the general dialogue amongst the various donors in Sudan is perceived as adequate, there is currently limited dialogue concerning gender issues. However, several donor partners that the Team met during the field visit in Khartoum expressed an interest in increasing the donor coordination and possibly joint efforts when it comes to placing gender issues on the agenda in the policy dialogue with Sudanese authorities. Undoubtedly, Norway could play an important role in such a dialogue, seeing as women’s rights and gender equality are areas where Norway is considered to have a comparative advantage internationally. Norway’s contributions to the UN system such as UNDP, UN Women, UNFPA and UNICEF, offer an indirect opportunity when it comes to addressing gender issue, seeing as the UN agencies have a direct dialogue with the Sudanese authorities on gender issues. However, it is the impression of the Team that the Embassy has generally not focused particularly on encouraging the UN agencies to put these issues on the agenda when they meet with the authorities.

Another opportunity for putting women’s rights and gender equality on the agenda, is in the context of Norwegian political level visits, however it appears that this has only taken place to a very limited degree, in contrast to visits to South Sudan were it has recently formed a central part of the agenda.

Of importance is also the Norwegian participation in the so-called Troika, which provides the framework for the political dialogue on the CPA. The Embassy and the MFA are in a process discussing how to address gender issues in the dialogue with AUHLIP. According to the Embassy there is an opening for more direct dialogue on gender issues and participation of women in the last phase of the negotiations.

There are many examples of Norwegian Embassies focussing successfully on WRGE in their dialogue with national authorities. To mention but one example, the 2010 Gender Review of the Norwegian Embassy in Kathmandu, Nepal, concluded that the Embassy had been a driving force and lead donor supporting the Government of Nepal to act upon and contribute to the national ownership of the 1325 agenda, with the launch of the first 1325 National Action Plan. The Peace Support Working Group (PSWG) chaired by the Embassy has been instrumental in this work. This process could be of interest to the Embassy in Khartoum. However, it is obvious that the Kathmandu Embassy had been able to give priority to the process and allocated necessary resources towards this end.
6. NORWEGIAN DEVELOPMENT COOPERATION

During the Sudanese civil war Norway channelled substantial humanitarian aid to South Sudan through Norwegian People’s Aid (NPA) and Norwegian Church Aid (NCA) which both became important actors in the South providing humanitarian assistance to the war torn areas. Sudan remains among the main recipients of Norwegian humanitarian and development aid. The main focus of the Embassy’s effort has been to contribute to the implementation of the Comprehensive Peace Agreement (CPA) which comes to an end on July 9 2011. Sudan receives Norwegian development assistance from a number of budget lines, and a large number of partners are involved. A large proportion of the development cooperation is administered by the MFA and Norad.\(^\text{15}\) This makes it rather challenging to get a comprehensive overview of the total development cooperation effort, and it also makes it quite a demanding task to ensure that there is a consistent policy guiding the effort. From January 2011 development cooperation targeted for South Sudan has been managed directly from the Consulate General in Juba, while the Embassy in Khartoum will continue to manage national programmes, as well as programmes ear-marked for North Sudan. It is being envisaged that the cooperation with North Sudan will be maintained at around the present level at least in the short to medium term.

In 2010, the Embassy’s managed a budget for the whole of Sudan of NOK 396 millions for development and humanitarian assistance. Approximately NOK 172 millions was allocated from the Regional Allocation, NOK 76.5 million over the Gap Allocation, NOK 90 million from the Humanitarian Allocation, and NOK 15 million from the Peace and Reconciliation Allocation. For 2011 an allocation of NOK 5 million has been allocated from the “special grant for women’s rights and gender equality”.

All Norwegian development cooperation in Sudan is channelled through multilateral organisations (mainly the UN), international organisations or Norwegian institutions and organisations. This means that no funding is provided neither to Sudanese public or state institutions, nor Sudanese organisations, directly. This means that currently Norway is not involved in any kind of formalised development cooperation dialogue with Sudanese authorities. In fact, due to the considerable influx of international development assistance, and the substantial UN presence in Sudan, more that 50 % of the Norwegian contribution is channelled through UN.

Norway in its engagement with Sudan will continue to build upon its comparative advantages and to be involved mainly in areas where it’s believed that Norway will have an added value. For the next 3-4 years, the Embassy expects to be focusing on the areas of governance, education and research, women’s rights and gender equality and “other” areas (including programmes under planning in South Kordofan and Blue Nile).

Within the area of governance, the Embassy intends to continue the effort within the petroleum sector to facilitate direct negotiations between the parties about cooperation after CPA. The support to the petroleum sector in Sudan after South Sudan’s independence will also be continued. The governance effort also includes support to a revised DDR programme. The Embassy intends to continue its support for peace-building and conflict reduction programmes particularly in the border areas, as well as programmes for strengthening local governance, human rights and democracy.

Another prioritised area is academic cooperation and capacity-building of regional universities. Moreover, the Embassy intends to contribute to a planned programme of reconstruction and

\(^{15}\) The MFA has established a Sudan Project Group, while Norad has a similar Sudan Group, functioning as a technical advisory group at programme level.
development in South-Kordofan and Blue Nile. The humanitarian and peace-building efforts will continue through established cooperation and possibly also some new partners.

The Embassy has also to some extent focused on women’s rights and gender equality in its development cooperation with Sudan. Efforts, albeit perhaps not always sufficiently systematic and comprehensive, towards gender mainstreaming has been carried out. For instance, support to the organisation of the 2010 elections and the 2011 referendum included a number of activities intended to encourage the participation of women in these important processes for the country. Another example is the Norwegian support to the World Bank administered Multi Donor Trust Fund (MDTF), where a gender adviser has been appointed to oversee the integration of women’s rights and gender equality into the fund’s operations. The Embassy has also supported a number of projects and programmes that target women and girls’ rights specifically, including the cooperation with the Institute of Women, Gender and Development Studies, the Afhad University in Khartoum, UNICEF’s Female Genital Mutilation (FMG) Programme and UNIFEM’s programme (now UN Women) ‘Building Capacities for Gender Equality in Governance and Protection of Women’s Rights in Sudan’. The Babiker Badri Scientific Association for Women’s studies (BBSAWS), an NGO dedicated to enhancing women’s status, and Institute for Inclusive Security are also key organisations that have received funds from Norway. Since it is the Embassy’s intention to strengthen its work on WRGE the experiences with these institutions could be a base for considering future cooperation in order to provide support to catalytic interventions as well as supporting local agents of change that could provide synergy and strengthened cooperation between government institutions and civil society.

The OECD/DAC Gender Policy Marker shows that 7% of the development cooperation with Sudan in 2009 had as its main objective gender equality (NOK 13.3 million), gender equality as a significant goal was 22% (NOK 44.9 million) and that 71% (NOK 146 million) of the assistance had no relevance for gender equality. The percentage for gender equality as main objective, albeit on the increase, is surprisingly low, and could indicate that the principles for applying the statistical code system are not well known. Similarly, the amount for having no gender marker is relatively high. This could indicate that the Proposals presented, as well as the Embassy’s Decision Documents, to a limited degree actually address gender where this should have been the case.

<table>
<thead>
<tr>
<th>Gender Policy Marker, Percentage (%) of Total Aid to Sudan, Khartoum, from Norway (2007-2009)</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>Principal objective</td>
<td>0%</td>
<td>0%</td>
<td>7%</td>
</tr>
<tr>
<td>Significant objective</td>
<td>1%</td>
<td>16%</td>
<td>22%</td>
</tr>
<tr>
<td>None</td>
<td>99%</td>
<td>84%</td>
<td>71%</td>
</tr>
</tbody>
</table>

Based on OECD/DAC criteria. Source: Norad statistics

### 4.1 PROGRAMME MANAGEMENT – SELECTED PROGRAMMES

The programmes reviewed were selected by the Embassy. The following indicators have been applied in the analysis:

- Extent of integration of WRGE in Programme Context Analysis
• Extent of gender-specific data (gender disaggregated statistics) in programme plan and reports
• Participation of women in project cycle (recipients and managers)
• Barriers to women’s participation/access identified
• Budget allocation (gender policy marker)
• Dialogue (extent of WRGE raised in annual meetings with partners etc)
• Learning generated from field

6.1.1 The Common Humanitarian Fund (CHF)

The CHF was established in 2006 by UNDP, OCHA, Canada, Japan, the Netherlands, Norway, the European Commission Humanitarian Aid and Civil Protection (ECHO), Spain, Sweden/SIDA, UK/Dfid and USAid. The CHF is an additional funding mechanism and is complementary to the Central Emergency Response Fund (CERF) and other bilateral assistance. The CHF is coordinated by the UN Humanitarian Coordinator (HC). The donors are members of the CHF’s Advisory Board. The aim of the CHF is to improve the coordination of the Humanitarian Work Plan (HWP), strengthening the HC, decentralise decisions to field level and provide funds for underfinanced or neglected crisis. The CHF intends to ensure the HC improved framework conditions to cover the most critical humanitarian needs. The CHF’s budget for 2009 was USD 117 million. In 2009, it constituted the third-highest source of funding in Sudan. The Norwegian contribution for 2009 was NOK 90 million, with an additional fund of NOK 15 million. The contribution for 2010 was NOK 90 million, with continued support in 2011. Implementing partners are UN agencies, and local and international NGOs.

In considering the gender aspect of this major financial humanitarian mechanism, UNDP and OCHA’s tools for gender mainstreaming need clarification. All CHF projects originate from the HWP and in principle should incorporate gender aspects whenever these are relevant to the project (OCHA, 2011). During the sector technical review process, the inclusion of gender is an important criterion when ranking and prioritizing projects for funding. The Inter-Agency Standing Committee (IASC) developed “IASC Gender Marker” in 2009, and this was piloted in Sudan in 2010. The HWP project sheets have a gender marker to ensure the projects address the different need of women, men, girls and boys. In the selection process the gender marker was used in prioritizing projects. OCHA has decided that from 2012 projects without gender marker will not be approved. In order to improve HWP and CHF’s efforts in integrating the gender component more effectively, OCHA is in the process of recruiting a Senior Gender Expert (deployment of a GenCap advisor16).

In the CHF’s Annual Report 2009 there are references to women and girls under projects related to Protection, Education and Health. This is not done systematically throughout the report, but nonetheless the report indicates that there are ongoing efforts in results based reporting on gender in UNDP/OCHA.

In the Embassy’s Decision Document (DD) from early 2010, women or gender aspects are not mentioned as important dimensions entry point in providing humanitarian assistance in Sudan, nor are there any references to UNDPs and OCHA’s policies on gender. However, the HWP has been piloted with the gender marker system in 2010, but this is not reflected in the DD for Norwegian contribution in 2010. While considerations on gender and women issues could very well have been made, these are not clearly communicated in the Embassy’s documentation. To enhance the reporting from the UNDP/OCHA, and to bring gender concerns in line with Norwegian policy, future DDs should be more explicit on these issues. The Final Report on the CHF should clearly address gender mainstreamed results achieved and lessons learnt.

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16 GenCap is a product of the IASC’s Sub-working Group on Gender in Humanitarian Action. Activities include deploying of senior gender advisers to humanitarian emergencies to provide support to information collection and analysis, programme planning, capacity building, coordination, advocacy on gender equality programming.
6.1.2 The Disarmament, Demobilisation and Reintegration Programme (DDR)

The DDR programme has as its overall goal to support demobilisation and reintegration of soldiers and militia groups in North and South Sudan, is managed by UNDP, and funded by volunteer contributions from donors (Canada, Germany, Italy, Japan, UK/DFID, the Netherlands, Norway, and Sweden). The Norwegian contribution to DDR for 2010-2011 is NOK 15 million to the North Sudan DDR Segment. Previously, Norway has contributed NOK 50 mill to the whole DDR covering both North and South Sudan.

UNMIS was mandated by UNSCR 1590 (2005) to assist in the establishment of the DDR programme and its implementation. The Integrated UN DDR Unit (IUNDDRU) was established with the aim of supporting the national institutions in the DDR process. UNMIS takes the lead and supports the demobilisation and reinsertion of DDR participants, while UNDP is the lead agency on economic and social reintegration.

DDR is an important aspect of the following up of the CPA in the efforts to demobilize and reintegrate ex-combatant and women associated with armed forces (WAAF) in order to reduce conflict and to provide sustainable peace between the conflicting parties from the Sudan People’s Liberation Army (SPLA) and the Sudan Armed Forces (SAF).

The objective of the Norwegian contribution is to support the delivery of reintegration of services in priority states (South Kordofan, Blue Nile and Abyei); provide for the reintegration of some 2,180 individuals; support the monitoring by caseworkers and reintegration officers for individual follow-up; support the operation of state offices for reintegration; support the delivery of targeted information products (posters, booklets and other printed matter) to sensitize DDR participants. According to the Embassy, the demobilisation has been slow, partly explained by bureaucratic procedures as well as the general political situation, the Election in 2010 and the Referendum in 2011. The expulsion of 13 international NGOs in 2009 also affected the DDR programme as reduced numbers of qualified implementing partners were available, and capacity building of national NGOs was initiated. 17

The programme documentation reviewed gives an indication that UNDP is having a gender analysis in the programme design. Most importantly are the specific targets groups for DDR, ex-combatants and WAAF, and among the ex-combatants there are women. Specific activities are being implemented for female ex-combatants and WAAF, and the project is expected to assist WAAF that have received individual reintegration packages. Gender training and workshops for the personnel implementing DDR on the ground and various tools applied by UNDP at several levels on gender sensitisation, UNDP’s Gender Guidelines for Implementing Partners with regards to WAAF and female ex-combatants, gender guidelines for international partners, and reporting at individual level, and Guidelines for Social Issues Training which has a special focus on gender, including sexual and gender-based violence (SGBV), human rights and women’s rights are tools applied in the planning, implementation and reporting of DDR. Altogether these tools provide a solid base for and input towards ensuring that the DDR is gender mainstreamed (see for instance UNDP’s ‘8 Point Agenda in Gender Equality in Crisis Contexts’). The DDR activities as a whole generate information that should be emphasised in the reporting formats.

Additional information gathered during the meetings with DDR representatives increased the Team’s knowledge of the programme substantially. The DDR programme staff has 45% women employees.

17 The Embassy underlined in its comments on the programme’s goal achievement that ‘the DDR programme remains a most difficult project due to the size of the programme and size of the country... To the parties, the concept of reducing armed forces while psychologically in a state of cease-fire remains a point of continuous concern.’ Embassy’s Decision Document, approved December 2010.
(both local and international staff), which is quite unusual. UNDP acknowledged that the women and gender aspects are underreported, and also underlined that the partners to a relatively limited degree have addressed gender concerns during regular meetings. Japan, Norway and Sweden are the donors that address gender issues most frequently.

UNDPs introduction to the Gender Guidelines for Implementing Partners states that “All Disarmament, Demobilization and Reintegration Programmes include male and female participants. However, female participants require specific considerations that help ensure their full participation, learning, and benefit from the reintegration support under the DDR programme. The implementing partners (IP) for Reintegration projects should therefore integrate in their planning the specific needs or considerations of female participants prior to project commencement.”

In addition, UNDP DDR underlines the importance of minimum standards for start-up on transition to civilian life by conducting Social Issues Training and has developed Guidelines that include gender issues, such as women’s human and civil rights, reproductive health, GBV and gender equality in a broader sense.

There are several indications that this programme has a gender approach in project design, implementation and monitoring and evaluation. It is recommended that when finalising the DDR Programme in 2011, specific emphasis should be paid to the gender aspects in summing up lessons learnt, as this would also provide inputs into how UNSCR 1325 is implemented within this specific area (DDR). If support to DDR activities is to be continued, it would be important to specify reporting requirements on women and gender in the agreement between the Embassy and UNDP.

### 6.1.3 The Conflict Reduction Programme (CRP)

The Conflict Reduction Programme, headed by UNDP, aims at providing tailored, rapid-response support to the prevention and resolution of local conflict; in particular, around flashpoints and issues with the potential to escalate and threaten the stability of the CPA (DD, 2010). The programme targets civilian peace-building, conflict prevention and resolution in the Three Areas, and is implemented by UNDP Sudan, and a National Executive Board (project board) is established in Khartoum, responsible for strategic direction, policy guidance and oversight of the project, with representatives from Ministry of International Cooperation, donors and UNDP. UNDP, UNMIS Civil Affairs Division (CAD), UNDP’s Crisis and Recovery Mapping Analysis (CRMA)18 and the Resident Coordinator’s Office (RCO) will cooperate in trying to bridge the gap between state/local agencies involved in conflict resolution through encouraging participation of all key stakeholders. The cross-cutting conflict prevention and mitigation activities include identification of key drivers common to flashpoint conflicts in the Three Areas, such as disputes over land use/ownership/access, breakdown of native administration systems and traditional tribal alliances, ineffective natural resource management and war-related trauma. Stakeholders and technical experts are responsible for the activities.

Implementing partners at local government level are the Reconciliation and Peaceful Coexistence Mechanism (RPCM) in South Kordofan and the Peace Council in Blue Nile and in Abyei.

The total Norwegian contribution is NOK 12 million for 2010 and 2011. Support to regional states’ own peace solving institutions is a key issue in the implementation of the CPA. The Embassy’s DD highlights the CRP’s gender relevance by underlining that both women and men play critical roles in peace processes, and that the project’s gender mainstreaming and gender-targeted activities could

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18 See CRMA update 2011. Sudan Crisis and Recovery Mapping and Analysis Project (CRMA) - A strategic planning- and decision-making toolkit for recovery and development programming and coordination
bridge existing gaps. Some of the activities are pre-workshops where women’s views and positions are presented for inclusion in the peace conference agendas and negotiation strategies for community leaders. Vertical and horizontal linkages at community level and links to other peace related activities at state/regional level with a gender mainstreaming approach are supposed to add to the capacity building in conflict resolution initiatives and peace dividend coordination.

The programme is by UNDP Crisis Prevention and Recovery Unit described as quite successful. During a meeting with the Team the UNDP representative referred to the CRP as a unique programme due to its partnership with UNMIS.

As with both the CHF and the DDR Programme, it is recommended that the Final Report and lessons learnt from the CRP should highlight the results for women and men, as there is a need to clarify how the gender component has been addressed throughout the programme cycle. In summing up lessons learnt on women and gender it will also provide significant input to reporting on the implementation of UNSCR 1325 in Sudan. If there are opportunities to influence the Terms of Reference for evaluation of the CRP, this will be an opening for including a gender perspective.

### 6.1.4 Concordis International Trust: Cross-Border Relations Project

Concordis International Trust is a British based NGO working in the field of peace resolution and conflict prevention. Their activities in Sudan are concentrated on local peace initiatives along the North/South border in the post-election and post-referendum era. Since 2009 they have facilitated dialogue and provided specialist training to community leaders and policy makers on issues related to border management and cross-border relations in order to assist local communities. Their activities have been supported by the European Union (EU).

There are numerous, compounding tensions in the areas around Sudan’s North/South border. Concordis collects information and data, undertakes assessments, provides analysis of the framework conditions, identifies conflict dynamics, and supports ongoing initiatives. Concordis follow up with conflict resolutions on the ground with meetings and workshops with community leaders and village people based on the conflict resolution methods applied elsewhere. Target groups for participation in workshops are local chiefs, local government representatives and local NGOs and CSOs. Concordis support dialogue processes between populations living along the North/South border and supports the design and implementation of a border regime that meets the human security needs in order to contribute to broader stability in relations between the North and South. The activities are also initiated as a means to assist in preventing local-level conflicts escalating in a manner that could drag North and South Sudan back into war.

There is one Concordis office in Khartoum and one in Juba. The Liaison officers are placed along the border in selected areas. Collaborating partners are UNDP, through the Sudan Crisis and Recovery Mapping and Analysis Project (CRMA) and Pact, an international NGO that works on related issues in the border areas (Southern Kordofan, Blue Nile, Upper Nile and Union State). The activities are complementary and they share information and experiences in order not to duplicate each other.

Support from the Embassy has been given for 2011 with a financial contribution of NOK 2.5 million. The support will cover four liaison officers along the North/South border (Southern Kordofan, Blue Nile, Upper Nile and Unity State) supporting all dialogue processes to be run by Concordis in 2011.

Gender concerns have been relatively absent in their approach up to now, and Concordis realises that this has to be included in their strategic approach. The Proposal presented to the Norwegian Embassy includes reflections about women’s participation and the need to include women’s issues in the conflict resolution activities. Meanwhile, the programme does not have a specific strategy on gender and gender mainstreaming. Therefore, recently Concordis initiated a process of defining a gender policy as the Norwegian Embassy and other donors have requested for inclusion of a gender perspective in its work.
The Embassy’s DD has sound considerations relating to Concordis as an NGO and the project as a relevant activity that will add to ongoing related activities, underlining that relatively few NGOs are operating in the North/South border areas. The DD does not contain any deliberations on the gender relevance of the project except commenting that the Proposal has considered the gender perspective in a satisfying manner. What could have been included is a set of gender sensitive indicators as a measure the reporting of results in the field.

Concordis’ activities are implemented in challenging environments and the final report and lessons learnt from the project should address experiences on women’s participation and the extent to which both sexes have benefited from the programme.

### 6.1.5 The Oil Sector Cooperation

The Action Plan for Women’s Rights and Gender Equality in Development Cooperation (2009-2013) underlines that oil production has a great potential to stimulate employment and knowledge generation, and to finance welfare development in the population. Access to energy is important for women’s health, work and education and in order to reduce time spent on household tasks that tend be the main responsibility of women. The mid-term review of the Action Plan which was conducted in 2009, points out that the gender perspective is not very visible within the development cooperation within the energy and oil sector.

The overall goal for the Norwegian development cooperation within the oil sector is to promote lasting poverty reduction and sustainable economic and social development. Clearly then, the gender dimension is relevant for this area of cooperation.

The Oil Sector Cooperation between Norway and Sudan, including both GOS and GOSS, was initiated in 2006 based on requests for Norwegian assistance. In 2008, the Minister of Energy and Mining, GoS, and the Minister of Development Cooperation, GoN, signed a MoU as a framework for further cooperation. The main areas of cooperation include resource management, environmental management and revenue management. A petroleum adviser has been based at the Embassy in Khartoum from 2007 and an adviser at the Consulate General in Juba from 2009. The cooperation includes technical assistance, capacity building and assistance in developing legal frameworks for the oil sector for GOSS and GOS. Norway has also become involved in facilitation of negotiations between South and North on sharing the oil resources as part of the support to the peace process and stabilization after the CPA. The cooperation includes several agreements and is mainly based on use of Norwegian expertise. Currently, the major focus is on facilitating the negotiations between North and South in order to arrive upon an agreement on sharing of the oil resources and revenues. The budget for the cooperation with North Sudan in 2010 was approx. NOK 15 million. The partners on the Norwegian side are the Ministry of Oil and Energy, the Norwegian Oil Directorate, Arntzen de Besche (Norwegian law firm), Econ Pöyry and Norad. There is an ongoing process to streamline the Norwegian cooperation in order to establish a more systematic management approach in line with traditional development cooperation.

An assessment of the received documentation and interviews with Embassy staff indicate that until presently a gender perspective has not been systematically or extensively integrated into the cooperation with Sudan in the oil sector. However, the Embassy intends to increase its emphasis on gender also in this sector, and this is in line with the Action Plan and Norad’s Energy Department and the Oil for Development Programme, which is currently in the process of finalising a strategy for the integration of gender in oil- and energy programmes.

When it comes to best practice and how to actually integrate the gender perspective in the oil cooperation with Sudan, the relevant context must be taken as a starting point, with reference to
both the situation on the ground and the focus of the actual programming in Sudan. Gender should be addressed throughout the programme cycle, but most importantly in the planning stages of the programme. Gender should also be included as an important factor in the Terms of Reference of reviews and evaluations of the oil cooperation. On a general level, areas that should be analysed with a gender perspective could include:

- The potential for inequality, even unrest and conflict associated with the distribution of income and other benefits accruing from oil exploration, between national, district and local levels politically and administratively, between various villages and ethnic groups etc.
- The potential for corruption and lack of accountability, and how this affects women and men.
- Land issues, including access to land, ownership to land, sale of land, land “grabbing” and temporary or permanent relocation of persons and even whole communities, and how women and men could be affected very differently from such issues.
- The potential influx of work migrants, speculators and investors and potential conflicts that may arise from this. This may affect men and women differently, both positively and negatively.
- Opportunities for training, education and work in the oil sector and associated areas.
- Environmental and health and safety issues in connection with oil exploration.

Limited knowledge is available about the macro economic effects on women and men and about the direct and indirect employment for women and men in the oil sector in Sudan. How women and men are beneficiaries of the oil sector in local communities is not well documented in Sudan. As economic participation is among the most important factor for women’s empowerment in a post-conflict reconstruction process, research on both macro and micro economic conditions analyzing the effects of the oil sector on women and men could serve as an important backdrop to the integration of gender considerations into the oil sector cooperation.

Other potential entry points include the principles laid down in the Norwegian Government’s policy on Corporate Social Responsibility, as well as to focus on the oil production environmental effects with a gender perspective.

6.2 Resources, Capacity and Commitment

In assessing the Embassy’s efforts when it comes to implementing the gender policy, the management level in terms of the availability of resources, capacity and commitment plays a vital role. The following areas have been looked into:

- The existence of gender action plans, activity plans, or other specific measures
- Routines and procedures
- Financial and HR (staffing)
- Technical Advice (Terms of Reference, contracts, gender expertise in reviews and evaluations)
- Gender training

The Embassy’s Activity Plan for 2011 highlights that work on WRGE is supported, and that reporting has been provided for. Further, it notes that the Embassy would consider following up support to combat FGM, and that the Embassy is considering how to follow up UNSCR 1325 in cooperation with MFA.
The Embassy developed a gender action plan in 2007, but the plan was considered as too broad in terms of operationalisation and has never really been implemented. The Embassy administers several small and larger projects targeting women’s rights and gender equality within the field of empowering women and within the framework of the CPA. In addition, for 2011 the Embassy has received an allocation of NOK 5 million over the “Women’s Rights and Gender Equality Grant” which use will be decided upon in the near future.

Due to the Embassy’s capacity, resources and a variety of competing tasks it is difficult to provide a systematic approach on gender. (Embassy’s Activity Plan 2011). However, the plan is to integrate a gender approach in the development cooperation. The Embassy has carefully considered how to approach and implement the strategy for UNSCR 1325 (internal report 04.11.2010), that is in process of being concluded on. The Embassy further states that a systematic approach to gender is limited by the human resources, but that it will contribute to the MFA’s work within this field. The staff member mainly responsible for gender issues also covers humanitarian and development affairs, and thus will have limited capacity to focus on WRGE.

The Embassy has not arranged gender training sessions, and the web survey conducted as part of this Review indicated that the majority of staff members have not undertaken any gender training.

This further leads to the question whether the partners have capacity to address and communicate gender concerns in results reporting in contexts that according to their respective policies and implementing activities actually have a gender perspective. In the case of UNDP, which bases its programmes on UNDAF, which has gender indicators at sector level, it should clearly have the basic information to report on gender issues related to their programming.
7. KEY FINDINGS AND RECOMMENDATIONS

7.1 Key Findings

7.1.1 The Policy Dialogue

The policy dialogue on development issues with government is challenging, little dialogue takes place at the moment, and there is limited direct contact with the government through development cooperation. However, the Embassy intends to seek to strengthen the dialogue with government in the future.

Through interviews with the Embassy and its partners it has been expressed that there is relatively limited donor coordination on gender issues.

While the dialogue at political level is limited or nearly non-existent, contacts with important actors as a result of the work with the peace process has been established by the Embassy.

The dialogue on gender and women’s issues related to the CPA implementation and negotiations between by SPLM and NCP, as well as the AU High Level Implementation Panel (AUHLIP) is nearly absent. The AUHLIP has a gender adviser since mid 2010, but so far the outcomes seem limited when it comes to identifying mechanisms and entry points for dialogue on gender and women issues.

7.1.2 Development Cooperation

More than 50 % of Norwegian support to Sudan is channeled through UN to multi-donor trust funds and basket funds as both development assistance and humanitarian assistance. United Nations Development Assistance Framework for Sudan 2009-2012 (UNDAF) is to a large degree gender mainstreamed, which provide a sound base for operationalising and implementing a gender mainstreaming approach by UN agencies and its partners.

The Embassy supports UN partners, INGOs and NGOs’ activities targeting WRGE, and many of these activities seem to have the potential to have an impact on the situation for women in North Sudan.

The Embassy is in process of considering how to further follow up the implementation of the UNSCR 1325 Women, Peace and Security (2000).

Generally the UN agencies and World Bank partners do not experience that the donors are requesting information about gender issues in meetings and in the general communication between partners. However Norway and Japan were mentioned as donors who had occasionally done this.

The programmes supported and administered by the Embassy are to a large degree managed by the donor partners, such as UN agencies and the World Bank. UNDP, as the major recipient of the Norwegian funds, has its own reporting systems. There is a clear tendency that the efforts towards strengthening WRGE are underreported, or not communicated to a sufficient extent. Through the interviews and additional documentation from the donor partners, significant new information on how the UNDP works on WRGE issues have been provided.

In sum, the information gathered reveals some shortcomings in terms of results based management. There is limited use of baseline information, gender sensitive indicators, including reporting requirements on gender, as well as specification of WRGE in the agreements and ToR for agendas for annual meetings. UNDP representatives acknowledged that gender concerns remain underreported.
The level of results based management could through simple means be improved in order to meet the standards required on WRGE.

It seems that the partners to a limited degree focus on communicating gender relevant results in contexts that according to their respective policies and implementing activities actually have a gender perspective. In the case of UNDP, programming is based on UNDAF with identified gender indicators at sector level, and so forth UNDP has the basic information to report on gender. It seems that the Embassy has inadequate procedures for requesting gender results reporting from their partners and further, that these reporting requirements have not been specified in the agreements between the partners.

7.1.3 Administration - Resources, Capacity and Commitment

The Embassy staff has a heavy work load and is working under very difficult circumstances due to the fragile situation in Sudan and the transitional process from one to two nations, as well as security issues in general.

In terms of capacity, no gender training has been organised by the Embassy. No specific guidelines, work plan or strategy to guide the Embassy’s gender effort are systematically applied. Gender issues are not frequently emphasised in Embassy meetings and with donor partners. Finally, there is a tendency towards underreporting, or not clearly communicating gender efforts.

7.2 Recommendations

7.2.1 Main recommendation

The Embassy should develop a strategic work plan for its effort within the area of women’s rights and gender equality. This would be in line with the “Action Plan for Women’s Rights and Gender Equality in Development Cooperation”. Several Norwegian Embassies have already, or are in the process of, developing such work plans, and generally have found such plans a useful tool to increase and sustain the effort within WRGE. The strategic plan should include the policy dialogue and development cooperation, as well as gender mainstreaming of the development portfolio as well as targeted projects/programmes. The plan could include both ongoing and current efforts in addition to planned future ones. Other arguments favouring the development of such a plan include:

In a context of limited resources at the Embassy and in order to strengthen the work on WRGE, a strategic work plan is expected to form an efficient and efficient tool to assist the Embassy to work “smarter” on WRGE, and to increase the visibility of the work that is already being done. It would form the basis for a more systematic approach to the WRGE effort, give it more focus, and provide a platform for prioritising between different thematic areas. It should take national plans and policies as its starting point and see how Norwegian priorities could support these. It should identify important channels, arenas and entry-points for the Embassy’s effort.

The effort with regard to the implementation of the Norwegian Strategic Plan on Women, Peace and Security should form a central part of the strategic work plan. The plan would give the Embassy’s WRGE effort a clearer strategic direction and profile. It should include clearly defined goals, and indicators that are measured on a regular basis.

The plan would increase the visibility of the WRGE both internally at the Embassy, vis-à-vis the partners and in relation to the MFA

A strategic plan would provide a useful tool for communicating Norwegian/Embassy policy and priorities when it comes to WRGE. It would also give encouragement and legitimacy to place gender at the agenda at internal meetings, meetings with partners and other donors. A work plan would also be an important instrument for monitoring activities and results, and as such form the basis for reporting to the MFA on the WRGE effort at the Embassy. Measures to build capacity, including
training for Embassy staff, the use of local expertise should also form part of the strategic plan. The Embassy could request assistance from Norad’s Gender Team to develop and implement the plan.

The recommendations below would to a large extent constitute the contents of a strategic work plan, or, should the Embassy choose not to develop such a plan, nonetheless areas where the Team recommends the Embassy to focus.

7.2.2 Thematic Focus

UN Security Council Resolution 1325 on women, peace and security was adopted in 2000 to increase women’s participation in all efforts related to peace and security, and to strengthen the protection of women in armed conflicts. Norway was one of the first countries to develop a national action plan for implementing SCR 1325 in 2006. Since then four additional resolutions on women, peace and security have been adopted (SCR 1820, 1888, 1889 and 1960). These introduce new expectations and increased focus on accountability, thus requiring more of UN member states. As a consequence the Norwegian government launched a strategic plan for SCR 1325 (2011–13) in January this year. The strategic plan is an updated and enhanced version of the 2006 Action Plan. It highlights some areas that are to be given particular priority over the next few years and provides a framework for improving reporting and increasing accountability. In the process of developing a work plan for the embassy it is therefore important to have in mind that the strategic plan points to Sudan as a country that shall be given special attention. The Team therefore recommends that the Embassy considers making this agenda the main thematic focus for its future gender effort.

In order to strengthen and systematise the work on UNSCR 1325 in Sudan (North) the entry point could be to initiate a dialogue with strategic partners represented by civil society, academia and international donors (women NGOs, Institute for Inclusive Security (ISS), Afhad University, AU, UNDP, UN Women, USA, UK, Sweden, Netherlands, Canada) with the aim at identifying priorities for the implementation of UNSCR 1325 and the related resolutions. The Embassy should consider if this should be a process that includes all categories of strategic partners or if separate discussions should be held. Thematic areas could be strategic interventions for improving women’s participation in peace negotiations and reconstruction, women’s human rights, and security sector reform. Security sector reform has been identified as a key area for intervention in post-conflict contexts, and as part of the Embassy’s work on women’s rights this opens up for cooperation at several levels. The Embassy and its partners could define a division of responsibility and priorities should be adjusted the partners’ available resources.

Comparable experiences from the Norwegian Embassy in Kathmandu, Nepal, show that given the necessary required resources and dedication, Norwegian Embassies are capable to take a lead in processes related to women’s participation in peace processes. While not necessarily taking a lead in the overall process, the Norwegian Embassy in Khartoum could take a lead in the initiation of a process where the intention is to strengthen the work on UNSCR 1325 and WRGE in Sudan.

As the crises in Darfur is among the Embassy’s and the international community’s priorities, and since the key issues of the Norwegian Strategic Plan for UNSCR 1325 (2011) is especially relevant in this region, efforts towards strengthening the protection mechanisms in Darfur could be considered.

7.2.3 Support to Local Agents of Change

It is recommended that the Embassy together with like-minded partners consider to establishing or strengthening a centre of gravity for the work on WRGE in Sudan. This could build on existing institutions or networks such as UN Women, Sudanese Women’s Core Group/Coalition of Women Leaders, the Afhad University or other institutions or networks with potential to unify, strategise and enter into dialogue with relevant authorities, around gender issues.
7.2.4 Development Cooperation and Programme Management

The Embassy should take steps to further institutionalise the mainstreaming of gender at the Embassy. The first step to ensure this would be to apply available tools (the Grant Management Templates, the Assessment of Sustainability Elements/Key Risk Factors guidebook etc.) to ensure that gender is integrated in the various stages of the programme cycle. It is recommended that the Embassy when assessing Proposals from partners request for baseline data on women and men, expected outcomes for women and men, and gender sensitive indicators. To be effective tools, these aspects should be included in the agreements entered into. In planning for evaluations and programme reviews, it is recommended to include gender issues in the ToR, and ensure gender balanced teams. As many ongoing programmes will come to an end in 2011, the Embassy is recommended to request their partners for inclusion of gender related issues in Final Reports. This will also provide a sound base for the Embassy’s reporting on the implementation of UNSCR 1325.

In order to improve the programme management, the Embassy should on a regular basis consult with UN and World Bank Gender Advisors. On a regular basis, the Embassy should request information about the partners’ gender efforts. This would serve to monitor the effort within these agencies when it comes to WRGE, but could also be seen as a measure of recognition for and support to the staff who are responsible for this work, and who often find it challenging to maintain gender high on their organisation’s agenda. Requesting gender relevant reporting from partners is an efficient and “smart” (work through others) approach to increase the focus on and visibility of women’s rights and gender equality in the Embassy’s work.

Management must emphasise the requirement to and importance of integrating gender in the day-to-day efforts of the Embassy. This should be done on a regular basis, for instance connected to regular stock-taking exercises in line with the strategic work plan.

The Embassy could consider engaging a local consultant to assist with the integration of gender in the development portfolio and the policy dialogue. This could be done by having the consultant assess individual project proposals and recommend concrete measures to improve the gender integration, but it could also take the form of training sessions for the Embassy staff to improve their capacity for gender mainstreaming. If the Embassy decides to develop a Strategic Work Plan, a local consultant could also be recruited to assist with the development of the plan.

It is recommended that the Embassy follows up and include a gender approach in the oil sector cooperation with Sudan (both North and South). Gender expertise should assist the Embassy and the Ministry of Foreign Affairs in establishing some principles for gender and the oil sector. The Embassy could make use of the Framework Agreement that Norad’s Energy Department has entered into with the consultancy firm ENERGIA, which has considerable experience in gender mainstreaming of energy and oils sector cooperation.

7.2.5 The Policy Dialogue

In order to strengthen the work on WRGE and the implementation of UNSCR 1325, it is recommended that WRGE is on the agenda for visits and meetings at the political level. The Embassy could suggest this in dialogue with the MFA.

In terms of enhancing the work on WRGE, the donor coordination and cooperation between bilateral and between bilateral and multilateral donors should be improved to work, to the extent possible, towards a joint Gender Agenda, in line with the various donor partners’ gender policies as well as Sudan’s national priorities. One opportunity would be to establish a multi-donor gender group that meets on a regular basis. Another alternative would be to enter into dialogue with affected parties to join the UN Gender Core Group. The Embassy should get engaged in strategic alliances with other
like-minded donors that would like to increase their gender effort. There are several arenas and entrypoints that could be considered, and although the Embassy may not be at the steering wheel in some of these processes, it could definitely play a role in proposing them as entry points for an increased focus on women’s rights and gender equality, vis-a-vis for example the MFA. Potential strategic partnerships include:

- Membership of the so-called Troika together with USA and UK, gives an opportunity to seek to increase the gender focus of the AU High Level Implementation Panel (AUHLIP) in promoting women’s participation in the post-CPA process as well as influencing the negotiations with a gender perspective.

- Other like-minded donors that may constitute relevant partners include Sweden, Canada and the Netherlands.

- Cooperation with the US State Department along the lines of the cooperation that is currently being developed in DRC around the fight against sexual and gender based violence, is also another option for consideration. The State Department has recently expressed interest in extending the cooperation with Norway on these issues in Sudan.

It is recommended that the Embassy make an effort in creating informal arenas for dialogue between Sudanese actors, such as women’s groups and networks and persons involved in the peace negotiations, or political and religious leaders more generally. Such informal arenas could serve to gather actors who would not generally communicate with each other, and thus provide a platform for the commencement of a dialogue. Such arenas could include seminars, retreats or lunch meetings at the Ambassador’s residence.

In order to improve the focus on WRGE, the Embassy should use the UN Human Rights Council’s (UNHRC) Universal Peer Review (UPR) Sudan process as an entry point for dialogue on human rights, including women’s rights. Again, strategic coordinated efforts by donor partners should be considered.
ANNEX I

TERMS OF REFERENCE

GENDER REVIEW – ROYAL NORWEGIAN EMBASSY IN KHAROTUM

1. Background

There is broad international consensus that gender equality is essential to development. Since the mid 1970s, Norway has been committed to promote the rights of women through its development cooperation, and the promotion of gender equality is currently one of five pillars of Norwegian foreign policy.

In 2007 the Ministry of Foreign Affairs adopted an Action Plan for Women’s Rights and Gender Equality in Development Cooperation. The Action Plan emphasises the need to adopt a two-track approach which includes both gender mainstreaming and targeted interventions. As part of the follow up of this Action Plan, the Embassies have been requested to strengthen their efforts to promote women’s rights and gender equality in their development cooperation portfolios.

In Sudan the overall efforts of Norway’s presence is to support the implementation of the Comprehensive Peace Agreement, and most of the embassy’s resources both human and economic are focussed on this priority. The embassy has requested this gender review in order to support the embassy in improving its efforts to implement Norway’s policies on women’s rights and gender equality within its ongoing activities and programmes. The review will cover the activities of the embassy for national activities and programmes in North Sudan, but not activities ongoing in Southern Sudan.

The review will take into account the present gender issues and the status of position of women’s rights in Sudan, and the politics and roles of international support, including development and humanitarian assistance in Sudan.

2. Purpose of the Review

The purpose of the review is to assist the embassy in improving the efforts to promote women’s rights and gender equality within ongoing activities and present capacities, through realistic and implementable advice. It should build capacity and strengthen the Embassy’s efforts to promote women’s rights and gender equality in the policy dialogue as well as through programme and project management activities. The review has a strong focus on learning from past and current practices from similar international experiences. This should be reflected in both the methodology as well as the reporting of the review.

3. Scope and Review Questions

The review will include three dimensions of the Embassy’s effort within the area of Women’s Rights and Gender Equality, namely the policy dialogue, programme management and resources. In the case of Sudan, special attention will be paid to the follow-up to the UN Security Council Resolution 1325 and the related resolutions 1820, 1889, and 1898.

3.1 Policy Dialogue

- Given the context and the resources, how can the Embassy contribute to placing women’s rights/gender equality on the agenda in the high level policy dialogue and donor coordination forums?
- How can this contribute to the fulfillment and implementation of national commitments to women’s rights and gender equality, including the implementation of UNSCR 1325?
- How is the Embassy working with national gender equality advocates, including civil society and government?
- How can reporting on the emphasis on gender equality and women’s rights in policy dialogues, and the outcomes of these efforts, be improved?

3.2 Programme Management

- Within the ongoing programmes for development, humanitarian and peacebuilding purposes, how can women’s rights and gender equality be promoted more effectively?
- How is gender equality as a cross-cutting issue integrated in the project/programme management cycle?
- Which channels have been central to the Norwegian engagement at country level? What implications have the various channels had in terms of breadth, depth and sustainability of the Norwegian gender engagement?
- What are the views of the partners regarding the general sustainability of achievements within the gender area? What measures are undertaken to secure sustainability?
- How can requirements for reporting from partners and monitoring of projects and programmes ensure that sex disaggregated data and gender related results are collected?
- How can results from support to women’s rights and gender equality reported from projects and programmes be better documented and fed into reporting to the MFA, in a smart and efficient manner?

3.3 Commitment and Resources

- To what extent is the capacity, in terms of human and financial resources committed to address gender issues within the Embassy’s development cooperation, adequate and sufficient?
- To what extent has gender mainstreaming been institutionalised? Are there existing guidelines for ensuring gender mainstreaming of the development cooperation portfolio?
- How well are members of staff trained in gender equality issues, how is training provided to locally-engaged staff?
- How has responsibility and accountability for mainstreaming been secured at the management level? What is the significance of factors such as leadership responsibility,
incentives, monitoring and accountability and committed individuals for the implementation of the mainstreaming approach?

4. Methodology and Products

The gender review questions above will be addressed through a number of methodological tools, as described below.

4.1 Desk-review

The Team (Two advisers from Norad, one adviser from MFA and one consultant from NCG) will, as a desk review, assess the ongoing programmes and activities of the Embassy, based on the embassy’s Virksomhetsplan for 2010 and 2011, the Tildelingsbrev for 2010 and 2011, the embassy’s Weekly Reports through 2010, as well as information available in the PTA and the attached (preliminary) list of projects supported in 2010. On this basis, the Team will consult with the embassy and select 3-4 programmes/sectors including humanitarian programmes, that may be used as case studies/focus areas. The embassy will aim to make available relevant documentation for the selected case studies/focus areas, for the Team to be prepared for the visit to Khartoum.

4.2 Web survey

A web survey will be distributed to relevant staff. The purpose of the survey is to provide information to assist the team in preparation of the visit, particularly the training sessions at the Embassy. This will enable the team to tailor the training sessions to the identified needs of the staff.

7.2.1

4.3 The Team’s visit

7.2.2

Through the desk review and the self assessment forms, the Team will identify key issues that should be discussed with the Embassy’s staff and with representatives of cooperating partners. The team visits the Embassy for a period of five working days. A “kick-off”-meeting is held at the Embassy, before the team have discussions with programme officers and their cooperation partners.

The team will give emphasis to conversations with implementing partners within the UN, World Bank and some NGOs, including their special gender advisers. The team will also have meetings with other major donors and their gender adviser (when such exist). Short training sessions will be organised according to identified needs. Finally, a debriefing session with management and programme officers at the Embassy will be held.

4.4 Training Sessions

1. Women’s Rights and Gender Equality: A General Introduction
3. Integrating women’s rights and gender equality in development cooperation: Methods, tool and experiences from other Arab/Islamic contexts.
4.5 Analysis and Reporting

The Team will forward a draft report to the Embassy for comments. Norad will also undertake internal quality assurance of the report. Based on comments from the Embassy and Norad’s internal quality review the final report will be prepared by the Team. The report will contain a short gender profile for the country in question, identifying the main challenges pertaining to women’s rights and gender equality in the country. The main body of the report will contain analysis and recommendations on the three dimensions outlined above, based on concrete examples from the Embassy’s portfolio.

5. Preliminary Time Frame

Web-survey: To be distributed and answered during the week beginning on 21 February

Programme documents for Desk Review: will be identified and submitted during the week of 20-25 February or sooner if possible.

Team’s visit to Khartoum: From 6 March to 10 March

Draft report: 28 March, Final report 13 April
ANNEX II
Programme for visit by Gender review team (6-10 March 2011)

SUNDAY 6TH MARCH

<table>
<thead>
<tr>
<th>Time</th>
<th>Programme</th>
<th>Place</th>
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</thead>
<tbody>
<tr>
<td>10:00</td>
<td>Pick up at Hotel</td>
<td>Assaha Hotel</td>
</tr>
<tr>
<td>10:15</td>
<td>Kick off meeting at embassy, including p.p. presentation by the team.</td>
<td>Embassy, Tower</td>
</tr>
<tr>
<td>11:30-12:45</td>
<td>Lunch at Assaha, together with evaluation team to evaluate NCA project in Darfur</td>
<td>Assaha Hotel</td>
</tr>
<tr>
<td>13:00</td>
<td>Interview w/Arve Ofstad</td>
<td>Embassy, small meeting room</td>
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<tr>
<td>14:15</td>
<td>Interview w/Ambassador</td>
<td>Ambassador’s office</td>
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<tr>
<td>15:00</td>
<td>Interview w/Sophie Cleve</td>
<td>Embassy, small meeting room</td>
</tr>
<tr>
<td>19:15</td>
<td>Pick up at Hotel</td>
<td></td>
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<tr>
<td>19:30</td>
<td>Dinner at Ambassador’s residence</td>
<td>Residence</td>
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MONDAY 7TH MARCH

<table>
<thead>
<tr>
<th>Time</th>
<th>Programme</th>
<th>Place</th>
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<tbody>
<tr>
<td>08:45</td>
<td>Pick up from Hotel</td>
<td></td>
</tr>
<tr>
<td>09:00</td>
<td>Interview w/ Henrik Lunden (politikk og bistand)</td>
<td>Embassy, small meeting room</td>
</tr>
<tr>
<td>10:00</td>
<td>Interview with Rut Giverin (politikk)</td>
<td>Embassy, small meeting room</td>
</tr>
<tr>
<td>11:00</td>
<td>Interview w/ Arve Lauritzen (sikkerhet)</td>
<td>Embassy, small meeting room</td>
</tr>
<tr>
<td>12:00-13:00</td>
<td>Lunch</td>
<td>TBC</td>
</tr>
<tr>
<td>14:00</td>
<td>Interview w/Bjørn Andersen (Forsvarsdept. UNMIS/DDR)</td>
<td>Embassy, small meeting room</td>
</tr>
<tr>
<td>15:00</td>
<td>Interview w/Therese Bondgard (Menneskerettigheter, Økonomi)</td>
<td>Embassy, small meeting room</td>
</tr>
<tr>
<td>16:00</td>
<td>Interview w/ Odd Skontorp</td>
<td>Embassy, small meeting room</td>
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**TUESDAY 8TH MARCH**

<table>
<thead>
<tr>
<th>Time</th>
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<tbody>
<tr>
<td>08:45</td>
<td>Pick up from Hotel</td>
<td></td>
</tr>
<tr>
<td>09:00</td>
<td>Meeting w/ Sofia Zitouni, Development officer, Swedish Embassy</td>
<td>Embassy, small meeting room</td>
</tr>
<tr>
<td>10:00</td>
<td>Training session by the team, for embassy staff. UN Res 1325 Women Peace</td>
<td>Embassy, tower</td>
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<tr>
<td></td>
<td>and security</td>
<td></td>
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<tr>
<td>11:00</td>
<td>Marriet Schuurman (head of development, Dutch embassy)</td>
<td>Dutch embassy</td>
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<tr>
<td></td>
<td>(to be confirmed)</td>
<td></td>
</tr>
<tr>
<td>14:00</td>
<td>OCHA, regarding Common Humanitarian fund.</td>
<td>Embassy, small meeting room</td>
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<tr>
<td></td>
<td>Alta Haggarty, Head, humanitarian financing section, and colleague from</td>
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<tr>
<td></td>
<td>field coordination.</td>
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<tr>
<td>17:00</td>
<td>Joint meeting with:</td>
<td>Embassy. Tower</td>
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<tr>
<td></td>
<td>Samia Ahmed member of the sudanese women coalition core group/coalition</td>
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<td></td>
<td>of women leaders</td>
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<tr>
<td></td>
<td>Suzan al Sadiq Human Rights Activist, member of the Coalition of women</td>
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<tr>
<td></td>
<td>leaders</td>
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<tr>
<td></td>
<td>Samia Nihar- Focal point for the Sudanese women core group/coalition of</td>
<td></td>
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<tr>
<td></td>
<td>women leaders</td>
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<tr>
<td>18:50</td>
<td>Pick up from embassy/Hotel</td>
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<tr>
<td>19:00</td>
<td>Dinner at Arve Ofstad</td>
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**WEDNESDAY 9TH MARCH**

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<td>09:00</td>
<td>Pick up from Hotel</td>
<td>Assaha Hotel</td>
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<tr>
<td>Time</td>
<td>Programme</td>
<td>Place</td>
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<tr>
<td>10:30</td>
<td>Meeting with UNDP Basil Massey (Director, DDR programme) and Justinya Pietralik (Donor reporting specialist)</td>
<td>Embassy, small meeting room</td>
</tr>
<tr>
<td>12:00</td>
<td>Lunch</td>
<td>Savannah</td>
</tr>
<tr>
<td>13:00</td>
<td>Meeting with Ms. Hadiyath, gender adviser World Bank, Multi Donor Trust Fund</td>
<td>Embassy, small meeting room.</td>
</tr>
<tr>
<td>14:30 (TBC)</td>
<td>Mahasen Ahmed al-Abass, Afhad University for women (Chair of the Babiker Badri Scientific Association)</td>
<td>Embassy, small meeting room (TBC)</td>
</tr>
<tr>
<td></td>
<td>Amna Rahma – Afhad University for Women. (Specialised on gender, peace and conflict)</td>
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**THURSDAY 10TH MARCH**

<table>
<thead>
<tr>
<th>Time</th>
<th>Programme</th>
<th>Place</th>
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<tbody>
<tr>
<td></td>
<td>Sandre Pepra (head of mission DFID)</td>
<td>TBC</td>
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<tr>
<td></td>
<td>Training session by the team.</td>
<td>TBC</td>
</tr>
<tr>
<td>TBC</td>
<td>Lucian Harriman, Sudan Country Director, Concordis International</td>
<td>Embassy, small meeting room</td>
</tr>
<tr>
<td>TBC</td>
<td>UNDP Conflict Reduction Programme</td>
<td>Embassy, small meeting room</td>
</tr>
<tr>
<td>15:00</td>
<td>De-brief with embassy staff</td>
<td>Embssy- Tower.</td>
</tr>
</tbody>
</table>
LIST OF PEOPLE MET

Royal Norwegian Embassy Khartoum

Bondgaard, Therese  Trainee, Political Affairs
Cleve, Sophie  First Secretary, Development and Humanitarian Affairs
Giverin, Rut Krüger  Counsellor, Political Affairs
Kjemprud, Jens-Petter  Ambassador
Lauritzen, Arve  Counsellor, Security Affairs
Lunden, Henrik  First Secretary, Political Affairs
Ofstad, Arve  Deputy Head of Mission, Head of Cooperation
Skontorp, Odd  Oil for Development
Andersen, Bjørn  Counsellor, Political Affairs
Edris, Faiza Satti  Adviser, Programme Administration

Partners

Ahmed al Abbass  Chair, Babiker Badri Scientific Association, Afhad University
Ahmend, Samia  Member of the Sudanese Women Coalition core group/coalition of Women Leaders
Dia, Mona  UNICEF
Hadiyath, Ms.  Gender Adviser, World Bank Khartoum
Lwanga, Elizabeth  Director, UN Women, Regional Office for East & Horn of Africa
Massey, Basil  DDR Programme Director, UNDP DDR
Mbeo, Mary Adhiambo  Officer In Charge of Sudan and Programme Specialist in Charge of Darfur, UN Entity for Gender Equality and the Empowerment of Women (UN WOMEN)
Nihar, Samia  Focal Point for the Sudanese Women Core Group/Coalition of Women Leaders
Pietralik, Justyna  Donor Reporting Specialist, DDR Programme, UNDP Sudan
Khartoum Sudan
Rahma, Amna  Specialist on Gender, Peace and Conflict, Afhad University
Rizk, Samuel  Peace & Development Advisor, UNDP Sudan
Raga  OCHA
Chris  OCHA
Harriman, Lucian  Sudan Country Director, Concordis International
Naheer, Suraiya  First Secretary, Embassy of Canada
Schuurmann, Marriet  Head of Development, Embassy of the Netherlands
Zitouni, Sofia  Development Officer, Embassy of Sweden

Other related partners
Balslev-Olesen, Christian  Partner, Humanitarian, Post-Crisis and Fragile States, Nordic Consulting Group A/S, Denmark
REFERENCES

Programme Documents

Concordis International Trust - SDN-2115, SDN-10/0049
Project Document
Decision Document

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