

EVALUATION OF GENDER MAINSTREAMING IN

FEDERAL LINE MINISTRIES IN SUDAN

September 2011

FINAL REPORT

**Cite as: General Directorate for Women and Family Affairs (GDWFA), Ministry
of Welfare and Social Security, Final Report on Gender Mainstreaming in
Sectoral Plans**

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OBJECTIVES OF THE EVALUATION

- **To thoroughly assess efforts made to integrate gender into sectoral plans of federal ministries;**
- **To identify gaps and opportunities for integrating gender into sectoral plans of federal ministries;**
- **To develop a package for integrating gender into sectoral plans of federal ministries;**
- **To develop a gender checklist.**

METHODOLOGY AND TOOLS USED FOR THE EVALUATION:

The evaluation process consisted of 2 phases:

1. An interview with the relevant gender focal point or division responsible for gender in the line ministry or agency, as well as decision-makers or planning personnel: this is to assess the extent and process of organisational gender mainstreaming.
2. A desk review of documents received from the line ministry or agency: this entails an assessment of the gender-sensitivity and gender integration into policies if any, plans, reports, or other documents.

Tools used in the evaluation process are:

1. A checklist for organisational gender mainstreaming: assesses the current status in each ministry, by evaluating four aspects (technical capacity, organisational culture, accountability/liability and political will). This checklist was used during the interview with the ministry staff.
2. A checklist for evaluation of the gender sensitivity of policies of each ministry: this checklist was used during the review of documents.¹
3. A checklist for evaluation of the gender-sensitivity of projects and action plans of each ministry: assessed the gender-sensitivity of each part of the project cycle (preparation to impact assessment). This checklist was used during the desk review of documents.
4. The Gender Marker is a tool developed for the ministries to use in grading their level of gender mainstreaming according to set criteria

¹ It has been noticed in general that the term 'ministerial policy' does not refer to policy documents, similar to the Women's Empowerment Policy (WEP) policy document, but rather refers to directives or letters issued by the respective minister that represent the official position of the ministry towards specific concerns.

FEDERAL LINE MINISTRIES AND AGENCIES INCLUDED IN THE EVALUATION:

The General Directorate for Women and Family (GDWFA) proposed the evaluation of the following federal line ministries and national agencies:

Agriculture – General Education – Health - Media – Labour and Human Resources – Finance & National Economy – Youth – Higher Education & Scientific Research – Central Bureau of Statistics – Science & Technology – Central Bank of Sudan – Interior – Justice – National Council for Strategic Planning.

The GDWFA sent a letter to all the above Ministries and agencies requesting a meeting and asking them to gather in preparation for the meeting relevant documents for the purpose of the evaluating their policies and action and strategic plans. The letters were followed up with phone calls and emails. While the letter requested the ministries to have available at the time of the visit the documents like policy statements, action plans and the sectoral 5 year plan, current and future, the interviewees preferred first to talk about the purpose of the evaluation and be interviewed. The documentation was collected and released only after the interviews. A second series of interviews after receipt of the documentation were not foreseen, although they were followed up in some cases with phone inquiries for further clarification.

In the course of the evaluation process, the following federal line ministries were added to be included for the following reasons:

Irrigation & Water Resources: this is a sector, along with Energy, which the National Council for Strategic Planning has identified as belonging to national priorities for the next five years;

Interior: The letter requesting an interview went to the Family and Child Protection Unit within the department for Community Policing. The unit is a key player in protection of female children and women, even though it does not have a bird's eye view of the over all plans or gender awareness in the Ministry of Interior per se.

Welfare: Even though the General Directorate for Women and Family Affairs is located within this Ministry, the Ministry of Welfare's mandate is significantly wider than family and women's affairs. It covers disabilities, social insurance, pensions and health insurance and the poverty reduction charity tax (*zakat*).

RESPONSES FROM FEDERAL LINE MINISTRIES AND AGENCIES:

The following federal line ministries and agencies responded to the letter and were evaluated:

Agriculture – Central Bureau of Statistics – Education (General) – Finance and National Economy- Health – Higher Education – Ministry of Interior’s Family and Child Protection Unit - Irrigation & Water Resources – Justice – Labour & Human Resources - National Council for Strategic Planning — Ministry of Science and Technology’s Institute for Technological Research

Excluded ministries and agencies: The following federal line ministries and agencies have not yet responded to the letter: Central Bank – Youth – Energy. Judiciary: In the course of the evaluations it was revealed that the Judiciary has a gender focal point but the time frame for completing the process for approval for an interview would have been far too lengthy.

In total 11 ministries were included and two agencies (National Council for Strategic Planning and the Central Bureau of Statistics): Agriculture, Finance & National Economy, General Education, Higher Education & Scientific Research, Health, Interior (Family/Child Unit), Justice, Labour, Science and Technology, Water, Welfare.

CHART OF DOCUMENTATION RECEIVED AND PERSONS INTERVIEWED

Date & Venue of Meeting	Ministry/Institution and Persons Met	Documents received	Additional documents pending/ requested
25 th July 2011- Ministry of Agriculture	Ministry of Agriculture – Gender Mainstreaming Unit- Ms. Suad Abdallah, Head of Gender Mainstreaming Unit	<ul style="list-style-type: none"> - Executive Programme for Agricultural Revival (includes cover, table of contents, main report – including policies, annexes 2,3,4,5) - Special Program for Food Security in Sudan - 2011 workplan for the unit - Projects implemented by unit and projects planned for 2012-2016, - 2007-2011 evaluation report, - Food security policies: current and proposed - Overall Ministry of Agriculture Plan for 2011 	<ul style="list-style-type: none"> - History of women in agricultural policies and plans before agricultural revival program
28 th July 2011 – Central Bureau of Statistics	Central Bureau of Statistics – Ms Sumaya Ahmed, Focal Person for National Income Statistics and Disability Statistics	<ul style="list-style-type: none"> - CD of census 2008: includes 10 researches performed using census data 	<ul style="list-style-type: none"> - CBS action plan, performance reports and policies
1 st August 2011 – National Strategic Planning Council	National Strategic Planning Council – Dr Osman Jafar Osman, Council Affairs Secretary & Dr Mona Abbas Abdelrazig, Coordination & Monitoring Manager	<ul style="list-style-type: none"> - 2007 – 2011 national strategic plan: constraints and corresponding policies, - 25-year national strategy and 35 sectoral strategies, - 2010 national strategic report, - Measurement indicators used, - Documents relating to 2012-2016 strategic plan: process, challenges, themes, presidential program, issues raised by scientific committee, - Powerpoint presentation on 2012- 2016 strategic plan, - 2007 – 2009 development progress report for 15 	

		states, - 2007 – 2009 M&E report.	
2 nd August 2011 –Family & Child Protection Unit	Family & Child Protection Unit, Major Azza Hamato, Head of Scientific & Training Department & Corporal Afrah Unit	- Draft 5-year National Plan for Combating VAW and Children 2012- 2016 – Ministry of Council of Ministers, - Weekly criminal report format for the unit, - Booklet on the unit, - 2010 Family & Child Protection Unit Annual Report	
7 th August 2011 – Ministry of Education	Directorate of Girls’ Education, Ms. Najat Ahmed Mohamed, Director of Girls’ Education (Gender Focal Point for GDWFA) - Ms. Sanaa Ahmed Abbasher, Coordinator of NGOs Department - Ms. Najat Abdo Awad, Coordinator of States Department - Ms. Asma Ahmed Homeidan , Assistant Coordinator States Department - Ms. Rasha Rushdi, Staff Member of Girls’ Education in States Department - Ms. Sajda Abdelrahim Elmubarak, Coordinator of Mass Media Department	- 2009 – 2011 Girls’ Education Strategic Plan, - 2011 Girls’ Education Work Plan, - Data from 2008 National Baseline Survey by FMOE’s Planning Directorate, - 2010 Data Summary, FMOE’s Planning Directorate.	- Federal Ministry of Education’s Strategic Plans and Annual Reports
8 th August 2011 – Ministry of Irrigation and Water Resources	Dr Hassan Abbasher, Technical Manager of Undersecretary’s Office – Mr. Mohamed Ali Omer, Director of Planning – Ms. Alawia Abdelhamid, M&E Manager, Planning Directorate – Ms. Camelia Mohamed, Administrator, Training Director – Ms. Faraheen Abdelrahim, Feasibility Studies Manager, Planning Directorate – Ms. Widad Mutwakil, Officer in the	- Ministry of Irrigation’s Annual Plan 2011 - Summary of the Country’s 5-yr Strategy on Integrated Water Resources Management (including Action Plan), February 2007 - Summary of Country Policy and Strategies on Integrated Water Resources Management. February 2007	

	Technical Organ of Water Resources, Ms. Alawia Abdallah Mohamed Ali, Administration Coordinator, Planning Director and Gender Focal Person		
11 th August 2011 – Advisory Council for Human Rights, Ministry of Justice	Women’s Unit of the ACHR - Ms. Ilham Osman, Director of Women’s Unit – Ms. Insaf Mohamed Ali, Staff Member of Women’s Unit	<ul style="list-style-type: none"> - ACHR 2011 work plan - Draft 5-year Strategic Plan 2007 – 2012 – Ministry of Justice - Publication of a series of articles on Violence against Women from a legal perspective - Copy of a publication on all laws related to women’s affairs in Sudanese legislation 	
14 th August 2011 – Ministry of Higher Education and Scientific Research	Planning Directorate - Ms. Afaf Mohamed Kheir Musa, Head of Administrative Affairs, Gender Focal Person and Head of Working Women’s Association at MOHE – Mr. Salah Saeed, Director of Planning and Scientific Research	<ul style="list-style-type: none"> - 5-year Strategic Plan 2007 – 2011 for Ministry of Higher Education and Scientific Research - Table 4 (Graduates) and Table 11 (Faculty) of 2009/2010 government universities and community colleges 	<ul style="list-style-type: none"> - 2011 Workplan for Ministry of Higher Education and Scientific Research - Any policy documents (<i>not available</i>)
14 th August 2011 – Ministry of Health	National Reproductive Health Programme – Dr. Sawsa El-Tahir Sulaiman, Director	<p>(FROM FMOH WEBSITE):</p> <ul style="list-style-type: none"> - National 5-year Health Strategy 2007-2011, - National 25-year Medicines Strategy 2005-2029, - Communication Strategic Plan for Reproductive Health 2010-2015, - Comprehensive Multi-Year National Immunization Plan 2006-2010, - Health Development Strategy 1992-2002, - Sudan National Strategic Plan and Sectoral Plans on HIV/AIDS 2004-2009, - Human Resources for Health (HRH) Strategic Work Plan for Sudan (2008-2012), 	

		<ul style="list-style-type: none"> - The Malaria in Pregnancy Control Strategic Plan 2004-2008, National Strategy Document For Scaling-up Midwifery in the Republic of the Sudan 2009 , - National Curative Medicine Policies (no date), - National Medicines Policy 2005-2009, - National Health Policy 2007, National Nutrition Policy & Key Strategies 2009, - Nutrition Policy for Sudan and Strategy for Implementation 2006, - Sudan's National Policy towards Voluntary Sector in Health 2004, - Sudan's National Health-Sector Policy for Disaster Mitigation, Preparedness and Response (no date) - Policy for market based private health care sector (no date), - The National Strategy for Reproductive Health 2006-2010, - Sudan Household Health Survey Report 2006. - Maternal Mortality Roadmap, 2010-2015 	
16 th August and 18 September 2011 - National Institute of Technological Research, Ministry of Science & Technology	Department of Appropriate Technology – Mr. El-duma Babiker Adam, Head of Department – Ms. Mawahib Eltayeb Ahmed, Researcher in Women and Appropriate Technology Programme – Dr. Zeinab A. Osman, Director of Institute, Principal Researcher in Wood Composites and Polymers	<ul style="list-style-type: none"> - Pamphlet on Workshop on Experience of the Institute on utilising the results of research in development, 2007, - 2012 Institute's Workplan, 	- Any policy documents

18 th August 2011 – Ministry of Finance and National Economy	Department of Planning – Ms. El-Shafa Osman, Head of Department – Ms. Sanaa Bukhari, Member of Planning Department and Rapporteur for Women’s Unit – Ms. Asma Abdelrahim, Member of Planning Department	<ul style="list-style-type: none"> - 2010 Performance Report for MOFNE, - National Strategic Planning Council, 5-year National Strategic Plan, Volume 2: Financial and Overall Objectives, - MOFNE 2011 Workplan 	
18 th August 2011 - Ministry of Welfare and Social Security	General Directorate of Planning – Ms. Asia Mohamed Ahmed, Director of Planning	<ul style="list-style-type: none"> - Women Empowerment Policy 2007 - 5-year Strategic Plan Ministry 2007-2011 - 2011 Work Plan Ministry 	- Any policy documents (apart from WEP)
24 th August and 11 September 2011 – Ministry of Labour, Public Services & Human Resources Development	Mr. Siddig Juma’a Bab Elkheir, Acting Undersecretary - Ms. Elshamma Mohamed Ahmed, Director of Statistics and Research Department, Deputy Director of General Directorate of Policies & Planning, Sudan Representative for Arab Working Women’s Association – Ms. Awatif Mohamed Kamil, Director of Social Services Department, General Directorate of Financial and Human Resources, Secretary General of Working Women’s Union at MOL – Ms. Suhair Osman Arman, Head of Bilateral Relations Department, Deputy Director of General Directorate of Foreign Relations – Ms. Hanim Burhanaddin Mohamed, Director of General Directorate of Safety and Occupational Health – Ms. Hosnia Omer Zayid, Head of HR Affairs Department – Ms. Alawia Abdallah DUma, Head of NGOs Department, General Directorate of Employment; Suheir Osman (External Relations formerly in Child Labour), Sharfi AdDin Ahmed (Dir. Inspection and	<ul style="list-style-type: none"> - Statistics on Private Sector Survey: employers’ gender preferability of employees - 5-year Strategic Plan 2007 – 2011 MOL; - 2010 Annual Report, MOL; - 2011 Annual Workplan MOL 	

	Legislation)		
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SUMMARY FINDINGS OF EVALUATION (BASED ON INTERVIEWS and POST-INTERVIEW REVIEWS OF DOCUMENTATION RECEIVED)

Ministry of Agriculture

Gender Mainstreaming & Agricultural Development Unit

The unit was first established in 1996 under the name 'Women in Development' and has evolved into the current structure entitled the 'Gender Mainstreaming & Agricultural Development Unit' (GMADU). The GMADU falls under the umbrella of the Ministry's General Directorate of Planning and consists of 3 sections: Planning, Research and Training, and Project Formulation and Fundraising.

The GMADU is responsible for gender affairs in the Ministry, and ensures the incorporation of gender perspectives in agricultural planning and development at the federal level. 15 state-level units have been established and are operational in all 15 states of the Sudan. The unit's activities include:

- Regular training on gender for fresh university graduates interning at the Ministry, and for new employees in the Ministry, as well as for national service interns.
- Participation in programme/project planning and evaluation in the Ministry to ensure gender-sensitivity: however, this is not a routine activity and only occurs if the unit is approached for advice or if a member of the unit is a member of a committee formed for a particular programme/project development or evaluation.
- Participation in policy development or review processes in the Ministry to ensure gender-sensitivity: again, this is not a routine activity and only occurs if the unit is approached for advice or if a member of the unit is a member of a policy development or review committee.

The unit regularly attends the meetings for line ministries held at the GDWFA, and because of its experience in gender mainstreaming, provides technical assistance to other line ministries upon request by the GDWFA. The relationship with the GDWFA does not extend to routine sharing of gender-specific information on agriculture in Sudan, but occurs only upon request.

The Ministry does not have its own gender policy nor does it mandate the integration of gender equality into all of its programmes and projects, but there is a moderate degree of commitment to the Women's Empowerment Policy (WEP). The issue of financial support to gender mainstreaming activities has become a major concern over the past 2 years because governmental funds to all departments of the Ministry have been limited to operational costs. Consequently the GMADU is becoming increasingly dependent on donor funds (FAO,

Arab Organisation for Agricultural Development) for implementation of its programmes and projects.

With regards to other departments in the Ministry, staff are generally committed to women's empowerment and gender equality, and this is encouraged by regular gender training and awareness-raising carried out by the GMADU for employees and university graduates. The unit perceives considerable progress in gender mainstreaming throughout the Ministry, especially in recent years, and the State Minister of Agriculture and Undersecretary are gender-sensitive and committed to the Women's Empowerment Policy.

In general, national data on agriculture is not disaggregated by gender, except for projects carried out by the gender mainstreaming unit itself. The gender impact is assessed only for those specific projects in which the gender mainstreaming unit was involved in the preparation or evaluation, or where the donors request a gender impact assessment.

As for mainstreaming policies the Ministry of Agriculture has issued many 'policies' – they are not comprehensive policies in the sense of the Women Empowerment Policy of 2007 with background, justifications and objectives, but resemble more directives or letters issued that represent the official position of the ministry towards specific concerns. A common format used specifies the following elements: name of project and goal, beneficiaries and implementers, source of funds. Of the 132 'policies' documented - both current and proposed, though it was difficult to know how many have been actually implemented - five specifically targeted women producers or consumers. There was no explicit explanation of the particular difficulties which women faced compared to men in the sector. These women-specific 'policies' included permeability activities aimed to increase asset and services financing for women producers, food utilisation projects aimed to spread the culture of food security among women producers and consumers, food accessibility, which targets women consumers and aims to spread the culture of food preparation and manufacturing. Surprisingly the category of Economic, Financial and Agricultural Investment Policies did not target women producers or incorporate the women plan to increase services financing women. Plans for agricultural research, land allocation, marketing, trade and export, utilisation of idle capacity, warning systems for emergencies and agricultural extension did not make specific reference to gender gaps in these areas or gender-specific concerns.

Central Bureau of Statistics

Department of Economic Statistics - National Revenue Unit

The Central Bureau of Statistics is the lead governmental institution for data compilation from all sectors. It falls under the umbrella of the Council of Ministers, and all sectors are

mandated by law to provide data to the Bureau upon request. The Bureau has 4 major technical departments, which are: Economical Statistics, Social and Demographic Statistics, and Maps (for census purposes only). The Bureau is headed by a Director with an Executive Office, who is responsible for all policy-making processes and strategic planning. In addition to managing Population Censuses, the Bureau carries out surveys in various sectors, and these are usually funded by donors (including COMESA).

The Bureau does not have a division or focal person responsible for gender, but has assigned Ms Sumaya Ahmed (focal point in the Bureau for National Revenue Statistics and for Disability Statistics) to attend the Forums held by the GDWFA. The Bureau's linkage with the GDWFA is currently limited to attending meetings. While the Director of the Bureau received the letter from the Minister of Welfare and Social Security requesting the establishment of a gender division or focal person, as of yet, there has been no decision to establish the directorate. Ms Sumaya will arrange to meet with the Director to discuss the possible structure and is proposing a department for Women, Children and Family Statistics to constitute the gender division in the Bureau. She has yet to draft a concrete proposal and may require technical assistance from the GDWFA to formulate it.

The Bureau has approximately 10 staff members who trained on gender issues in data and information at Ahfad University and abroad. Their skills have largely been used for the Sudan Population Census in 2008.

As for gender-specific data, the 2008 Census has been disaggregated by sex and age-group, and some surveys funded by donors have collected additional gender-specific information. The Bureau published a call for independent researchers to use the 2008 Census data for studies on a subject chosen by the researchers themselves. As a result 19 studies were carried out and published on the CD-ROM now available since July 2011 at the Bureau. Two of these studies examine issues of gender equality/equity in Sudan and the status of women's empowerment. However, gender-disaggregated data remains a selective activity and is not routinely applied to all surveys and data collection procedures. The other limitations are that, firstly, the Bureau collects its data from federal ministries in all sectors, which do not necessarily disaggregate their data, and secondly the Bureau has no parallel data collection system from locality to federal level; it is therefore restricted in terms of the quality and type of indicators used in particular sectors.

The Bureau does not routinely take into account gender perspectives or gender analysis in its survey planning and implementation unless requested by donors. Senior personnel are unaware of the Women's Empowerment Policy, and the Bureau has yet to commence full-fledged gender mainstreaming of its operations and systems. However, staff at the Bureau are not obstructive to gender mainstreaming and the advancement of gender equality and women's empowerment. They are in need of more awareness and skills training in

methodologies for refining their gender impact indicators beyond mere sex-disaggregated data and in analyzing gender impact from the raw data.

National Council for Strategic Planning

Council Affairs Secretary; Coordination & Monitoring Manager

The National Council for Strategic Planning is the lead governmental institution responsible for formulating national strategic plans (5-year and 25-year) based on the individual strategies of all states, all governmental or public sectors and the private sector. It is under the umbrella of the Council of Ministers, and issues guidance on national priorities and policies to the states and federal ministries to ensure streamlined strategic plan proposals. National priorities are set based on reports from the states and federal ministries which allow the Council to have a panoramic view of all sectors from a nationwide perspective. The Council is also responsible for monitoring and evaluating progress and impact of implementation of plans from which it can derive lessons learned and strategic directions for the future.

When discussing the issue of gender integration into strategic plans, the Council explained that, under its current methodology, gender cannot become a separate theme or component of national strategic plans; the Council identifies only the thematic areas for planning: governance and management, economic, social and cultural development, institutionalism and capacity building. The sectors to be emphasized in the next five years are irrigation, water/hygiene, energy, health, education and agriculture. The states and line ministries then submit for each thematic area specific projects and programmes which can reflect gender sensitivity. The Millennium Development Goals are the only thematic area of national strategic planning which has a gender component, namely Goal 3 on women's empowerment and gender equality. For gender integration into the upcoming national strategic plan, the Council advises the GDWFA to use their counterpart state directorates to ensure a gender being planned and proposed for submission to the Council. This will be the most effective mechanism to ensure a gender-sensitive national strategic plan given the current decentralized system.

The Council has a gender focal person who represents the Council at all gender-related activities and events. She is also the Manager of the Co-ordination and Supervision Department of the Council which liaises with all the states, federal ministries and private sector institutions for the development of their respective strategic plans. The GFP regularly attends meetings for line ministries held by the GDWFA, and has even previously been invited by the GDWFA to train various stakeholders on the format of strategic proposals requested by the Council. The Council has 2 in-house personnel trained on gender, one of whom is the GFP. They are involved in identifying strategic directions and in monitoring and

evaluating implementation of all strategic plans. In general, staff at the Council are committed to the advancement of women's empowerment and gender equality and senior personnel are aware of the Women's Empowerment Policy; however, recent recruits to the Council may require awareness raising and basic training on gender affairs relevant to their work.

The Council does not mandate that all indicators be disaggregated by sex; however, it is the Council's impression that project and programme proposals submitted by the states are becoming increasingly gender sensitive and utilizing sex-disaggregated indicators. The federal ministries and the private sector are less gender-sensitive in their proposals but a general trend of increasing attention to gender affairs can be observed.

In summary, the Council does not have its own gender policy or explicitly mandate the integration of women's empowerment or gender equality in proposals submitted by states, federal ministries or the private sector. However, the reference to the MDGs in the directives of the previous strategic plan has encouraged submission of proposals for programmes and projects related to women's empowerment.

Ministry of Interior - Family & Child Protection Unit

Scientific Research & Training Department

The Family and Child Protection Unit is a unit of the Community Security Police Authority, under the Khartoum State Police Authority of the Ministry of Interior. The unit does not have a specific person or division responsible for gender affairs, and, since its inception, has focused on child protection affairs. However, the meetings for line ministries held by the GDWFA are regularly attended and there has been previous collaboration on child and family protection projects with the family division of the GDWFA.

The unit has 3 police stations in Omdurman, Khartoum and Khartoum North, in addition to the headquarters. These provide police and psychosocial support services directly to the community. The unit also carries out awareness raising campaigns and activities, in collaboration with Sudanese NGOs, to enlighten citizens about child and family protection concerns and services. Gender analysis is built into the Unit's child protection programme design and preparation as well as evaluation procedures, particularly as the majority of child protection problems affect boys and girls differently. In these projects the data collected is disaggregated by sex.

With regards to technical capacities, one member has attended gender training sessions hosted by a UN agency in Khartoum, and the Director of the Unit has received extensive gender training prior to joining the unit.

Recently the unit has initiated work on adult women's protection. The unit is a member of a committee at the Council of Ministers responsible for drafting the second national strategic plan for combating violence against women in Sudan. In addition, the unit's Director has recently been appointed as the first person to head the Gender Desk at the Eastern Africa Police Chiefs Co-operation Organisation (EAPCCO) which will start its activities in September 2011. The unit has also drafted and submitted a proposal to the Ministry of Interior to become a Directorate for Women, Child and Family Protection directly under the Minister. This would enable the unit to take on more responsibilities from a wider perspective and adopt a streamlined nationwide strategy for its target groups. It would also allow the unit to move from its current focus on child protection to broader women and family affairs. The unit is also preparing a proposal to establish a separate database which will include sex-disaggregated data for all its indicators.

In general, the unit perceives its staff members as committed to women's empowerment and gender equality, particularly now since the process for new recruits has become more rigorous so as to identify individuals with expertise and skills for working with vulnerable population groups.

Ministry of Education (General)

Directorate for Girls' Education

The Girls' Education Directorate was established in 2000 by a Presidential Decree following a national consultation which revealed a wide gap in girls' enrolment in schools compared to boys. The Directorate's mission is to bridge the gender gap. It has 4 departments: Coordination with NGOs, Coordination with States, Mass Media & Communication, and Statistics & Research. Each state has a Girls' Education Directorate in the State Ministry of Education. The Directorate at federal level is responsible for supervision as well as technical assistance to the state directorates for planning, monitoring and evaluation. When first established, the Directorate was directly under the supervision of the Undersecretary – however, in 2006, it was downgraded to a directorate under the umbrella of the General Directorate for Planning; this occurred during the re-structuring of the Ministry which in 2006, as part of the preparation for the first national 5-year strategic plan (2007 – 2011). Its action plan is one of the most well-thought-out and organized of those available and would serve as a model for other ministries.

Theoretically, the Directorate is responsible for all girls' and women educational affairs, including primary and secondary school education, illiteracy among adult women and vocational training for women. However, due to lack of financing, the Directorate has so far focused on girls' primary and secondary schooling and only managed to implement few activities for women's literacy and vocational training (as part of the 2007 – 2011 strategic

plan). Looking ahead, the Directorate aims to set a more ambitious plan for 2012 - 2016 with increased involvement in women's educational affairs, such as quality training for women schoolteachers and career development.

The Directorate is of the opinion that staff at the Ministry of Education, in general, have a positive mind-set towards gender equality in education, and show improved attitudes and political will towards girls' education. However, linkages between the Directorate and other departments in the Ministry are still limited except for occasional joint projects with the departments responsible for education for pastoralists (nomads), religious education and special needs education. There is no routine system, mandate or policy for integrating gender into all programme and project preparation, implementation, and M&E processes in the Ministry.

Despite that, all data in the Ministry is disaggregated by sex and this allows the Directorate to use gender-specific information for planning its own projects and programmes. The Ministry now benefits from an Educational Management Information System (EMIS), the main educational database for the country, created as a result of a large EU-funded survey for baseline information in 2009. Although the EMIS includes gender-specific indicators, the Directorate complains of an absence of data on further indicators specific for evaluating gaps in girls' education (such as which proportion of school dropout is due to marriage, to mixed schools, to distance from home, to poverty etc.). The Directorate is currently drafting a proposal to create a sub-database within EMIS to add additional indicators required specifically by the Directorate.

Financing is a major concern at the moment for the Directorate. UNICEF provides considerable funding to support girls' education in conflict-affected states in Sudan. While these states have shown considerable progress, the 6 remaining states (Khartoum, Gezira, White Nile, Sennar, River Nile, Northern) have shown considerable lagging due to financial neglect. For the upcoming 2012 - 2016 strategic plan, the Directorate will hold a workshop for all stakeholders, including donors, to rally support and commitment to girls' education in Sudan and to secure financial resources that will enable it to plan feasible projects and programmes for the upcoming period.

Ministry of Irrigation & Water Resources

Undersecretary's Office, Director of the Planning Directorate, M&E Manager, Planning Directorate, Director of Training Directorate, Feasibility Studies Coordinator, Planning Directorate, The Technical Water Resources Organ, Administrative Coordinator, Planning Directorate

The Ministry of Irrigation & Water Resources is responsible for monitoring, assessing, developing and managing water resources in Sudan, and has 15 offices to carry out these

responsibilities at state level (within the State Ministries of Agriculture, Animal Resources and Irrigation). The federal Ministry consists of 7 technical directorates and 1 administrative directorate, including Planning, Projects, Water Resources, Irrigation Operations, Dams and Nile Control, Mechanical & Electrical Affairs, Hydraulic Research Station (HRS) and Data and Information Centre.

The Ministry has no mandate to integrate gender or raise awareness of the Women's Empowerment Policy. In addition, none of the data or indicators used is disaggregated by sex or provides gender-specific information. In principle, staff at the Ministry express commitment to the advancement of gender equality and women's empowerment, but are not skilled in or aware of the methodologies for gender integration in irrigation and access to water resources and water technology.

Following the letter from the Federal Minister of Welfare and Social Security requesting the establishment of women's directorates in federal line ministries, the Ministry responded by establishing a women's unit within the Planning Directorate. As yet, the unit has not officially been included in the structure of the Ministry as there is some confusion between the roles and responsibilities of the unit and the Working Women's Union in the Ministry. The gender focal person reports difficulty in explaining the distinction between the two, this being the reason why the GFP invited representatives from other Directorates to attend the interview. During the interview, a discussion ensued which clarified the differences between the tasks of an association which promotes the interests of women staff in the Ministry as opposed to gender mainstreaming and the gender impact of ministerial programmes. The discussion went on to explore:

- the possible structure of the women's unit,
- the feasibility of a baseline survey to identify the magnitude and type of gender-specific problems in access to water resources and design of water or irrigation technology;
- the need for basic gender training (possibly provided by the GDWFA in collaboration with the NGO Practical Action which has a great expertise in rural women and water),
- the importance of instilling the culture of using a gender perspective in project design and evaluation in addition to or in lieu of establishing a women's unit.

Gender awareness and mainstreaming have yet to be launched in the Ministry of Irrigation and Water Resources; however, there is commitment from senior decision-making personnel to the initiative. A consensus was reached that the Ministry is to request basic in-house gender training from the GDWFA and draft a proposal of the steps to be taken to realise the women's unit in a way best suited to address gender-specific problems in the water resources sector.

After the interviews the policy documents which were subsequently received contained references to women empowerment. The National Policy on Integrated Water Resources Management of 2007 within the framework of the Comprehensive Peace Agreement of 2005 lists women are stakeholders who are to be part of the participatory approach taken by the Ministry. It further propagates a strategy 'for encouraging and providing an enabling environment for participation women management of water resources'. At the same time it does not explicitly provide for a gender analysis in terms of determining what are the gaps between men and women in access to and management of water. The explicit reference to women in the policy certainly confirms the conclusion that the interviewees reached about general support among the staff for women's issues, and the felt need to give technical support to the staff for gender mainstreaming. Nonetheless the reference to women in the policy was not mentioned in the discussions. One can infer that communication about the sectoral policy among the staff might need strengthening.

Ministry of Justice

Advisory Council for Human Rights

The Advisory Council for Human Rights is part of the Ministry of Justice, but receives funding directly from the Ministry of Finance and National Economy. The budget is then allocated to the various units within the Council. The unit for women receives its share as well.

The Council consists of representatives of the ministries and the judiciary (a women judge) who meet periodically under the chairmanship of the Minister of Justice. The daily work and administration is under the Human Rights Rapporteur and Head of the Council, alongside the Commission for International Humanitarian Law. Among its mandates is review of all domestic laws and recommending revisions needed in order to comply with all the international/regional conventions ratified by the Sudan (by legislative law or presidential decree). This includes legislation affecting women. The ACHR has also written a study on the CEDAW. A major part of the work is to gather data needed to write the country reports due under the core human rights conventions ratified by the Sudan and to attend the hearings of the UN human rights committees and the African human rights commission regarding any complaints submitted to the latter.

The Council also receives from individuals within the country complaints about human rights and refers them to the relevant member of the Council whose institution is being complained about or advises the complainant on going to court. A special unit on urgent appeals receives complaints from abroad.

The current 5 year strategic plan of the Ministry of Justice has named specific sub-sectors which it shall emphasize: human rights, anti-corruption, training, strong links with

stakeholders in the civil society and private sector without specific reference to gender or women. The 2011 workplan of the Advisory Council on the other hand has proposed several women specific projects: studies on women's rights, study review of the divorce and guardianship laws and women, awareness for reducing maternal mortality, workshops on discrimination against girls who are married early as well as circumcision, human trafficking, raising the capacity of rural women. The work would be carried out by the unit responsible for women within the Advisory Council for Human Rights, which would also be responsible for reports from Sudan to the African Union Human Rights Commission on the Solemn Declaration on Gender Equality and for reviewing reasons for ratifying the Maputo Protocol on Women's Rights in Africa, for which the Sudan has registered six reservations. This unit published with UNMIS two books on women and the law: one in 2008 listing all legislation concerning women along with relevant UN conventions, and a second one in 2010 containing legal essays on violence against women, including one on legislation and judicial application. Members of the women's unit have been named to a committee formed within the Ministry of Justice to propose changes in the laws relating to women to conform to the 2005 Interim National Constitution. While various studies on laws and women have been conducted, the actual impact will not be assessed until after the new permanent constitution is issued. At that time the committee shall propose concrete changes in the laws if needed in order to streamline them with the new constitution.

The workplan for the women's unit does not specify indicators. It submits to the Monitoring and Evaluation unit of the Ministry of Justice a performance report.

Training in women's rights (not gender gaps) is done by the women's unit when newly recruited legal counsels are sent to each department for induction. Nonetheless the level of gender sensitivity is not as high as at the Ministry of Agriculture for example. This is attributed more to a lack of knowledge than to an obstructionist attitude. The women's unit of the ACHR has not reviewed or seen the strategic plan of the Ministry as a whole. The workplan of the women's unit would be expected to be integrated into the overall ministerial plan.

Funding is needed for work in public awareness and in raising awareness and analysis among other ministries, the national police and criminal and civil prosecutors within the Ministry of Justice.

The women's unit of the ACHR was part of the committee which wrote the Women Empowerment Policy of 2007, but since then there has been little contact with the General Directorate for Women and Family Affairs (GDWFA). No invitation was received to attend the forums for the line ministries. A member of the Ministry of Welfare was on the committee formed by the ACHR to review the rape law. The unit at the Ministry of Welfare responsible for writing the Human Development Index requested a representative of the women's unit at the ACHR to participate last year in a committee formed on the topic of

gender indicators, database and documentation. Only very recently did a member of the ACHR present at the seminar organized by the Women Centre for Human Rights of the GDWFA on women rights and a new constitution.

Ministry of Labour and Human Resources

Acting Undersecretary and heads of several departments, and representative of Working Women's Union

The head of the Working Women's Union, who attends the meetings of gender focal points at the forums held at the General Directorate for Women and Family Affairs for the line ministries had organized an impressive number of heads of departments (all women) and the acting Undersecretary (a man) to discuss gender mainstreaming. Many were not aware of the functions of the GDWFA. It was made clear that the Ministry of Labour covers only labour affairs and issues of employment only in the formal sector, starting from employers who employ 5 or more employees, and the government civil service. Hence the former Department for Labour Standards was concerned with the health and safety of women and men in the formal employment relations. The informal sector is not part of its mandate. A newly created Department for Inspection and Legislation will be expected to venture into the informal sector, where reportedly women form the majority. Staff were aware that the Ministry of Finance and National Economy is conducting a survey on the informal sector and that women in the tea seller informal sector have formed their own associations. Some staff have already received training in integrating women in the informal sector in the formal sector and even cooperated with the Ministry of Welfare to write a paper on the topic (see Annual Report of the Ministry). At the states level the Departments of Labour work more closely with the women in the informal sector. The Ministry is being restructured and the department for women and children will most likely become part of the Department for Inspection and Legislation. The department for NGO relationships will also go in the same direction of reaching women and children and stretching out to groups abroad.

Staff are aware of the Women Empowerment Policy as the Ministry of Labour was represented on the committee formed to write the policy, but the policy is not widely known. The Working Women's Union conducts computer and internet training and has benefited from ties with the Syrian institute for working women. Other training has included women's skills at the University of Cairo and women and media in Kuwait, all financed by the Ministry. Members of staff have been trained at the University of Khartoum (Institute for Development Studies) in gender budgeting. Impact of the gender budgeting training was evident in the 2009 budget. The women staff convinced the Ministry of Finance and National Economy to approve the budget as proposed in that year. For the 2010-2011

budget a committee was again formed and went to the Ministry of Finance and National Economy, which granted funds for workshops and training for women.

While the women directors felt the need for more training in gender mainstreaming, the one man present opined that in the light of fact that 75 per cent of civil servants are women, there is a gender gap to be fulfilled in assisting men.

Disaggregating data for all surveys conducted as part of projects is the norm. Nonetheless the new 5 year strategic plan makes reference to gender only in relation to the MDGs – Goal 3 for gender equality.

The Ministry has worked to prevent discrimination in employment by requiring that no advertisement specifies whether a man or woman is sought.

A unit for women and child affairs has been working for a year now but its projects are only for emergencies and the Undersecretary has approved implementing a project for introducing a tripartite structure as the International Labour Organization (ILO) has (decision making by committees representing the government, business and workers).

Ministry of Welfare and Social Security

Department of Policy and Planning

The Ministry supervises not only the social development and security but also semi-autonomous funds like charity tax fund (*zakat*), the social insurance, pensions and health insurance. Like the Ministry of Labour coverage is only for the formal employed sector. For example pensions cover only civil servants and students whose parents are civil servants. Social insurance is deducted from the salaries, including those in the private sector. Health insurance is also linked to those who work or receive a formal pension. Otherwise the needy apply to the *zakat* fund.

Social development encompasses disabilities, social workers and women and family affairs. It also supervises the National Council for the Welfare of the Child. The Ministry takes its cue from the national Council for Strategic Planning to start preparing for its plan when it receives directives from the Council. One of the key priorities which the Ministry has to meet is a strategy to reduce poverty – all departments including *zakat* and women/family are to incorporate the vision of reducing poverty in their action plan and budgets. At times the link with poverty reduction is direct, at times indirect. Each department is to file weekly reports so that the Planning and Monitoring & Evaluation departments can check to see whether performance is on target. However, if need be the departments can justify postponement or moving the project to another department. All reports are discussed on a regular basis with the Undersecretary and heads of all departments. The head of the

General Directorate for Women and Family Affairs partakes of these meetings. At the meetings what has been implemented or not implemented and why or what obstacles arose and why are discussed. There are quarterly meetings with the Minister. Every six months they meet with the Council of Ministers, where budgets are on the agenda. Budgets are endorsed but the funds not always allocated in reality. At times the funds can be deviated for another purpose if justified, at the discretion of the senior officer authorized to do so. The mechanisms for oversight are apparently not clear or well-known. It appears that the National Council for Strategic Planning has instituted for the next 5-year plan mechanisms for more oversight over actual allocation of funding approved by requiring quarterly reports.

The Planning and Policy Department sets the indicators for the Ministry. The gender sensitive indicators adopted for the Ministry as a whole correspond to those from the MDGs. Micro-finance data from the Central Bank and other banks is gender disaggregated. The same approach should be adopted for collecting data on gender gaps and access of women to social welfare, pensions, health insurance. A survey in 8 states was to determine the use of *zakat* funds a long-term support for social security. The Ministry used the *zakat* funds recently to pay the fines and victim compensation owed by indigent women in the prisons, so that they could be released and returned to the South.

Regarding cooperation with the General Directorate, a joint committee is set up to evaluate projects proposed by the GDWFA. One example related to the project of writing the report on the Status of Women in the Sudan two years ago. Otherwise, the Planning and Policy Department reviews the annual report of the Ministry in order to include all activities implemented regarding women. In the case of the above-mentioned survey in 8 states on *zakat*, the Ministry set as indicators family users. The Gender Directorate for Women and Family Affairs added head of family as an indicator in order to catch how many users were women head of households.

In terms of integrating women's concerns in all projects of the Ministry, representatives of the GDWFA sit on the Ministry-wide committee created to formulate project with representatives of all the Departments. Some projects are male oriented, some female oriented. Some are not gender sensitive enough. A more systematic gender gap analysis using gender disaggregated data in all sectors of the Women Empowerment Policy would be beneficial. The staff at the Ministry have a good awareness of gender awareness and believe that gender issues are important to the national security and development; the gap lies in translating the firm belief in women empowerment into the day to day work and projects. For example one area to be investigated is the link between health insurance and reproductive health, including payment of midwives. The Ministry does not have a gender focal point per se. It is felt that attendance by representatives from the General Directorate for Women and Family Affairs at the ministerial meetings can serve as a way of gender sensitizing the other departments in the Ministry..

Budget shortages are acknowledged. The amounts that are allocated in fact can fall short of the approved budget. The one department which does receive a lot of funding in comparison to other departments is the General Directorate for Women and Family Affairs, which receives international donor funds.

The Ministry is looking into how it can best develop a comprehensive concept and policy of what welfare and social security means in the country for all groups (elderly, poor, disabled, vulnerable) on a gender disaggregated basis. Currently the *zakat* fund is the main vehicle for helping the needy; the social workers at the level of the state ministries of social welfare determine the extent and nature of needs. Efforts are being made to systematize the use of the charity tax. The number of social workers deployed in prison, schools, universities and rural villages is to be expanded in order to deepen the coverage of social support. A policy committee has been formed under the leadership of the Minister of Welfare and Social Security. The areas of concern include water, health and education. One aim is to link social policy with financial policy and to treat, for example, inflation as a social issue not a purely economic one, and with a view to determining how it impacts on men and women. The Ministry is also considering how best to integrate its diffuse more autonomous departments like *zakat*, pension and social insurance. Each submits its own report. Nor are they necessarily included in the over-all ministerial plan. An integrated report is being considered as a first step.

It was pointed out that the Women Empowerment Policy of 2007 itself does not cover social development or social welfare per se, except perhaps in the sector of economic empowerment, where one of the expected impacts of economic empowerment is to raise the social development of women and their families.

Ministry of Higher Education

Directorate for Research and Planning, Directorate of Administration and Working Women's League

In the Ministry there is discussion about possible options: whether to create a women friendly and gender-aware environment or to create a specific department to deal with the topic or create a unit and place it under the existing department for planning. In any case any structural changes in the Ministry will require approval from the Council of Ministers. It is easier to create a committee to undertake the task of engendering. Once it is decided how gender will be treated, there will be a clearly distinct difference in the roles of the gender unit and the Working Women's League (or Union). Until that occurs, it seems that the League will continue to play a role in promoting women's interests at the Ministry. Otherwise the department responsible for planning would be the logical place for handling gender matters because the department has an overview of all strategies and plans. At the

same time there is some discussion about whether a gender mainstreaming policy or planning is needed at all, given the current trends over the last 30 years showing women advancing steadily in higher education. Historical projections might take care of the issue rather than deliberate planning. If any ministry is to push the gender agenda it is expected that the Ministry of Welfare and Social Security will push it, not confining itself to influencing or requesting each and every line ministry but rather taking the matter up with the Council of Ministers which would decide on how to integrate gender in planning and policies.

The realities of gender gaps in higher education reveal some contradictions. The number of women graduates exceeds (61.5 per cent) that of men, but this has not trickled up to the higher management levels, that is, women make up only about 1 per cent of all professors. The University of Khartoum and Azhari University in North Khartoum have women deputy Vice Chancellors. Women are still concentrated at the moment in the lower academic echelons: 28.6 per cent. Nearly 40 per cent (37.5) of all lecturers are women holding a Master's. Women with doctorates make up 20.9 per cent of assistant posts. Why women do not move up on the academic career ladder has not been studied. One field in particular sees a lower percentage of women students, namely in engineering (30 per cent). Scientifically determined reasons are not available and so the low participation is sometimes attributed to the belief that women dislike mathematics. The gender gap in quality performance is not known. A UNESCO grant (Japanese funded) for sector development will survey quality performance. Whether gender disaggregated data and analysis are part of the survey is unknown. UNESCO is also assisting the Ministry of Higher Education with formulating its next 5 year plan.

Higher education statistics are gender disaggregated but no systematic gender analysis takes place for purposes of planning. The Ministry in its 5 year strategic plan sets the general policy of gender equality and non-discrimination on grounds of religion, ethnicity, and even positive discrimination for students coming from least developed and conflict regions in the country so that 50 per cent of all students are to come from the states outside Khartoum. Nonetheless it is the universities which are still free to deviate somewhat and determine their own admission policies within the general guidelines. Much of policy and control over grants is left to the individual universities. Some areas are closed to women by the universities: military sciences, geology, surveying, though a few universities do admit women to study geology. The Islamic universities separate the women and men students so that there are no co-ed classes.

There is however a National Council for Higher Education (created in 1990) which does discuss gender issues, e.g. whether to allow higher education institutions to limit the number of women admitted into health studies, since 70 per cent are women, but the investment in their education does not pay off because many do not end up working in their

profession. The Council decided instead for open competition rather than gender quotas. Policy and planning in general are not guided by the labour market needs or even the needs of the government. The Ministry of Health was observing for example that more doctors are processed than nurses and furthermore for overseas markets than for the Sudan. The higher education policy is rather driven by social demand, that is what the students wish to study, and their decision is driven not solely by the Sudanese market but the regional market as many qualify to emigrate and work in the region. There is also an imbalance between humanities and sciences/mathematics: far more teachers are produced in the humanities. The universities keep the precise statistics on this topic.

The next 5 year strategic plan concentrates on diversifying higher education, long distance learning and adult education. Continuous professional education is limited as only a few universities offer it. The impact on the gender gap may not be deliberately planned but has clear consequences: long distance education (Open University), adult education and professional education can enable more women primary school teachers to qualify as the current percentage of unqualified women teachers is lower than their male counterparts.

There are no statistics on the extent of gender training for the staff of the Ministry. Possibly some staff were trained at Ahfad University on the subject.

Representatives of the Ministry attend the forums held at the General Directorate for Women and Family Affairs for the line ministries and the Undersecretary of the Ministry of Welfare and Social Security sits on the Committee of the Ministry of Higher Education for social studies.

While the staff of the Ministry are aware of the existence of the Women Empowerment Policy of 2007, an actual copy of the policy was not received until this year in 2011. It shall be presented at the next meeting of all departments with the Undersecretary.

As for budgeting the Ministry depends solely on government funding. It negotiates with the Ministry of Finance and National Economy a consolidated budget for all universities then the Ministry distributes the grants to the universities. Criteria for distribution are decided upon by the finance department in the Ministry and the National Council for Higher Education based on the number of salaries for professorial posts. Government grants cover only salaries. The universities rely financially otherwise on student fees. Nonetheless as noted above the Ministry relies on the outside funding of the UNESCO (Japan financed) to undertake a survey of quality performance and to assist it with the next 5 year plan.

The Ministry of Finance and National Economy also funds research. Various committees are formed depending on the subject to set priorities for research and to vet applications from teaching staff for research grants, based on open competition. Gender is not a selection factor. Whether studies on gender gaps are encouraged or financed was not clear.

Ministry of Finance and National Economy

Head of Policy and Planning in the General Directorate for Policies and Studies and staff

A former woman member of staff had made a proposal for creating a women's department or gender unit, but it seems no one can locate it now, whereupon three women in the unit did not allow the issue to fall to the wayside. They conducted a feasibility analysis about proposing a gender unit within policy and planning with the support of the former head of the General Directorate who has since left for South Sudan. It is foreseen that the unit for macro-economic policy would house the gender directorate but this would not exclude linking gender and microeconomics. It was thought best to ask the General Directorate for Women and Family Affairs (GDWFA) to sponsor a workshop exclusively for creating a gender unit at the Ministry of Finance and National Economy. It seems inappropriate that the women at the Ministry of Finance and National Economy organize it before the decision-makers in the Ministry of Finance and National Economy (Undersecretary, Head of the General Directorate for policy and planning) are ready to advocate for a structural change that will require finding more funds. The seminar would go a long way in clarifying how the work of a new gender unit in the Ministry of Finance and Economic Planning would distinguish itself from the supervisory role of the GDWFA so as not to overlap. Just as the GDWFA would be advising all ministries on how to integrate gender gap analysis and mainstreaming in their budgets, the Ministry of Finance gender unit would be doing the same. [This concern might be based on a misunderstanding in so far as the Ministry of Finance and National Economy actually receives and reviews the budgets submitted by each ministry and so has a factual basis for determining how gender sensitive a budget is. The GDWFA on the other hand advises and trains in gender sensitivity but does not in fact review the documents of any one ministry.] Up to now any gender analysis is done only if a donor specifies it as a condition for cooperation with the Ministry. The indicators are set by that donor not the Ministry of Finance and National Economy. For example, the African Development Bank has specified the need for women specific projects in the Poverty Reduction programme which they finance at the Ministry. One area where a future gender unit in the Ministry of Finance and National Economy would not overlap the mandate of the GDWFA is that of macro- and micro-economic policies. The Ministry of Finance and National Economy would study and analyze for example the gender impact on women and men of inflation and national debt.

The 5 year strategic plan does not directly include gender gap analysis. Gender is thought to be covered because of references to fulfilling the MDG goals, one of which is gender equality and reducing maternal mortality. Otherwise financing women specific projects is thought to suffice for gender mainstreaming. The Ministry of Finance and National Economy organizes review of projects by sector, e.g. the committee on health and education, but

these committees do not debate gender issues. There is no obstruction to such a debate, rather more concern about where to find the funds to finance a project. The proposed gender unit would insist on analyzing the gender specificity and sensitivity of each project proposed for financing in each sector. At the same time it is possible to have the directives which are issued by the Ministry of Finance and National Economy with approval of the Council of Ministers to include gender in a more comprehensive manner. [The last Directive of the Ministry of Finance and National Economy of September 2009 sent to all ministries as guidelines for priorities when preparing the 2010 budget referred to women under Section IV on Poverty Reduction (free care for pregnant women and empowering women and integrating them in production).]

Finance data is not gender disaggregated. There is a proposal to have a department trained in disaggregating data. For that reason they have no data on the extent to which women are contributing to the rural economy and to the entire national economy, covering both the formal and informal sector, from a macro and micro-economic perspective. Women employment data that was gathered in the census is different and encompasses only the formal sector. At the initiative of the Study Committee in the Ministry of Finance and National Economy, the studies unit in the General Directorate for Policy and Planning has begun to collect data on the informal sector with funds from the Ministry of Finance and National Economy. The Committee has representatives from the Ministries of Welfare and Labour. The study is confined to Khartoum and may be extended to other areas.

Ministry of Science and Technology

Institute for Technological Research – Head of Department of Appropriate Technology, Researcher

The inclusion of the Department for Appropriate Technology in the meetings at the GDWFA arose out of a request to attend a seminar which the GDWFA had to organize as part of attending the meeting this year in New York of the Commission on the Status of Women, the theme of which related to women and science.

The Institute concentrates on developing new techniques but is not responsible for wide application or the commercialization of the research results. The Institute has no policy on mass production of a prototype. The Institute has a clear policy mandate to development housing for the poor, but nothing specifically related to assessing the gender impact. Within the Institute, the Department for Appropriate Technology concentrates on building blocks made from local materials, like soil and binders, and roof tiles (e.g. for low cost housing sought by Habitat), technology which advances rural production or local transport (e.g. a bicycle made of local materials (excepting rubber). Since 2007 it has the mandate to work on technology appropriate for women and food processing. Two prototypes have been

developed: a churning mechanism for raising butter production and a gas cylinder on wheels for easier transport by women. The women are consulted in the design and testing of the prototype. Cheese making and fish preparation are future targeted areas. Further development of the butter churner is being delayed for lack of funding.

The use of solar power for women in their individual households became politicized because the solar ovens were introduced first in Darfur with the justification that they would save women from being vulnerable to rape attacks as they went outside the camps to seek firewood to fire up their ovens. That has been an obstacle to selling the solar oven in other places. The sociological implications of appropriate technology have still to be explored. One such sociological issue is whether new technology for women transforms the woman from a community-bound person to a house bound individualistic housewife. Another issue is whether the technology is regarded as only for the woman or man and not to be shared.

There is no gender training at all for staff of the Institute. No one examines whether the technology developed benefits men or women or both. The staff in the Ministry is gender balanced. Six women head research institutes under the National Centre for Research.

Ministry of Health

Reproductive Health Department

Relations with the GDWFA have included joint planning and monitoring and evaluation training. Gender training was conducted by the UNFPA not the GDWFA. Now gender training in the Ministry of Health takes place only in the Department for reproductive health. Their data is gender disaggregated. However, personnel handling the routine information systems in the Ministry are not trained in gender sensitivity.

Women representation in the staff of the ministry is good – there are women heads of departments though not at the very top. The growing presence of women has changed attitudes positively. While many ministerial staff are aware of gender issues this is more in theory than in practice. Copies of the National Women Empowerment Policy of 2007 were distributed by the Department for Reproductive Health to other department heads. It seems that information about the letter sent by the Minister of Welfare and Social Security to ministries requesting the creation of a gender directorate was not distributed to all Departments in the Ministry of Health. If a special gender unit were established it would probably be under the planning department.

Much of the reproductive health work targets specific groups which can be all women or all men or both. Maternal health work is women specific. Men are not built into the programme. For FGM/circumcision, however, men are involved.

Gaps and Opportunities – Conclusions

Whatever institutional, structural or data gaps exist in understanding what gender mainstreaming means, these gaps all offer the opportunity to improve and set the decision-making apparatus in the direction of more effective engendering. The most significant asset in this endeavour is the enthusiasm of the women who work in the ministries and government agencies. They look back and see the long road travelled by women. They look ahead to envision a shorter road.

An important issue along this journey is how to be better equipped for continuing the quest for gender equality. First we have to be clear about the goal – which can be defined as closing the gender gap which consists of gaps between levels of empowerment, that is men empowerment and women empowerment, gaps in access to the dividends of economic investment, productivity, gaps in access to basic socio-economic rights (housing, literacy, education, decent living, decent work, livelihood and earning a living, charity and social welfare, food and food security, health), access and gaps in access to decision-making and participatory democracy from the family level to the village or neighbourhood and ultimately to the national levels.

All this gathering of factual knowledge about gender gaps would fit within the priorities set by the National Council of Strategic Planning which aim at keeping the nation secure and developed: irrigation, water/hygiene, energy, health, education and agriculture. All implementing projects in these areas can specify or build in indicators about the position of women and men, their levels of socio-economic status, educational, age, family status, etc.

Once the data gathering phase is completed, the need for women-specific projects will be identified at the second phase. The gender disaggregated data the gaps in socio-economic status, education, health, etc. The projects or activities can be then designed accordingly with the aim of repairing the gaps. Even in what might appear at first glance to be a woman-only or women specific affair, if we demand of ourselves to ask where do men come in, we are forced to raise questions such as the role of men in facilitating transport to clinics or transport of medical personnel to the house, or purchase of special food for improving nutrition for a pregnant woman, signing papers for emergencies, sexual habits that affect the spacing of births, polygamy's impact on the psychological and mental aspects of maternal health. The possibilities are limitless. They broaden the mind to move from the ghetto of women empowerment into the more integrative or inclusive approach of gender.

A more inclusive approach to gender opens up a window of opportunity to tweak the language and terminology we use: we can use the term gender analysis in lieu of gender mainstreaming as the main tool. And the tool can be used to dig out more knowledge about the levels of women empowerment or disempowerment compared to levels of men empowerment or disempowerment (i.e. lack of empowerment).

The term 'gender analysis when used to cover both genders has the advantage too, or opportunity, to respond to a crippling debate. The debate has been, if we target women as a special category, then we have to give that same privilege and space to other groups: disabled, poor, children, IDP, AIDs, victims of violence and insecurity, etc. Within each category we could collect gender disaggregated data. The debate, however, distracts from the real issue, which is, what is the gap between men and women at all levels of society, at all socio-economic levels? The aim of engendering policy, plans, projects, etc is to give prominence to the gap between men/women, boys/girls and to achieve a balance. Rather than collecting gender statistics in other categories like the poor, disabled, rural/urban, we would do the reverse, that is, start with gender then break down the gender data into sub-databases within each gender category (men, women, boys, girls): socio-economic, housing, age, disability, maternal morality, literacy, etc. This gives us the opportunity to keep the focus on gender without neglecting the many subcategories into which women and men fall. It forces us to analyze the complementarity and the imbalances between men and women, boys and girls in any one sector, including maternal mortality. Already one tool that has been made available is the publication by the Central Bureau of Statistics of the gender disaggregated data of the 2008 census and research papers analyzing the data. The circle of dissemination and distribution of the information will hopefully widen.

RECOMMENDATIONS

Policy

Redefine the aims of women empowerment programmes to mean gender analysis of gender disaggregated data in order to determine the gaps in empowerment or disempowerment of women and men so that gender gaps can be discovered and redressed and gender discrimination overcome. Women's participation in the society is to be based on their proportion in the society.

Aim towards having each line ministry formulate a clear policy on the need for gender disaggregated information and analysis. Without a clear policy on the need for gender disaggregated information and analysis to tap into information about the gaps and to see how men can be involved in what seem to be exclusively women concerns like maternal mortality or FGM or circumcision, one cannot expect the projects or action plans to reflect a strong understanding of gender analysis much less integration of aims to overcome gender gaps into the overall ministerial planning.

Up to now the concept of policy is defined different from ministry to ministry. For most ministries 'policy' consists of a series of directives and orders and a matrix of project targets. Policy is only in a few ministries understood as a sense of overall vision and strategy. A national strategic plan does not preclude a sectoral policy. Indeed a sectoral policy would better define the role of the respective ministry or agency in achieving the national plan.

Programme and Training Strategies

Disaggregated data is the starting point of any effective analysis of gender gaps. Every project design must include the collection of gender disaggregated data, including maternal mortality. Women specific or men specific projects and activities are a result of gender analysis. Technical training in gathering gender disaggregated data is much needed.

The trainings which the GDWFA sponsors or conducts itself for the line and state ministries can be supplemented by trainings within each line ministry so that the special concerns of the respective ministry or agency are met and understood. This would entail special trainings within any one ministry.

Gender budgeting

Up to now gender budgeting has been understood as obtaining more money for women from the Ministry of Finance so that when it places its draft budget before parliament for acceptance, more women specific projects are funded. In the light of the recommendation to reorient women empowerment towards gathering gender disaggregated data in every sector and sub-sector and performing a gender gap analysis, gender budgeting too takes a new direction. Gender budgeting takes on a three prong approach: one, the Ministry of

Finance and Economic Planning strengthens its own gender disaggregated data collection and gender gap analysis in the areas of tax revenue; two, the Ministry adopts the same gender approach in its economic planning and impact analysis; third, the Ministry awards those line ministries which produce the most gender sensitive budgets for endorsement and insures eventual allocation.

The Ministry of Finance and National Economy is divided into two broad categories: budgeting and economic policy. The budgeting work consists basically of two parts. One is to set broad guidelines for each government body and ministry on how to set their budget priorities, but each ministry is basically left to decide the gender sensitivity of its own budget for filling the gender gaps in its sector.

The second part of the finance Ministry's work is to determine strategies for intake of revenues through tariffs and taxes. In this field it is the task of the Ministry of Finance and National Economy to determine the gender impact of its tariffs and taxes: how much of the burden of intake rests on women, how much on men? Assuring such a gender analysis would be the work of the future gender unit in the Ministry.

Regarding economic policy and planning, the Ministry would take responsibility for integration of gender gap analysis. In this area the Ministry would be held responsible for gathering gender disaggregated data in terms of how any one economic policy or sector would impact on men and women, boys and girls: inflation, savings, national deficit, monetary policy, trade, productivity in the formal and informal sectors. Again assuring this work would be the mandate of the future gender unit in the Ministry.

What is then the role of the other line ministries for budget purposes? Gathering gender disaggregated data and its analysis and implications for its projects are the work of the respective line ministry, not the Ministry of Finance and National Economy. The extent to which a sectoral budget put forth by a ministry or government agency aims to close the gender gaps is not the responsibility of the Ministry of Finance and National Economy nor its priority. Some of the gender units and focal points realize this already (e.g. Ministry of Labour) and approach the Ministry of Finance and National Economy directly in order to secure funding based on a gender analysis or women specific projects. Other gender units rely on the negotiating skills of their Directors or on outside donor funding.

Given the uneven handling of budget requests for women specific projects and the absence of consistent gender gap analysis, a change in the Directives of the Ministry of Finance and National Economy could be recommended. Once the Ministry of Finance and Economic Planning departments begin to gather their own gender disaggregated data in the area of tax revenue and economic planning and policy, the Ministry would have gained a clear vision of gender gap sensitivity. Hence the Ministry of Finance and National Economy could insert in its Directives for budget preparation a new criterion for priority, namely priority for

those ministries which present and negotiate their budgets on the basis of the best top quality gender gap analysis as well as past performance to close the gaps in their sector.

Structural and communication strategies

It is the impression of several in the line ministries that only the Council of Ministers has the authority to ultimately approve of any structural changes in the line ministries, e.g. creating a gender unit. Hence it would be appropriate for the Ministry of Welfare which houses the GDWFA to take the lead on proposing to the Council of Ministers a plan for creating gender units in the various sectors. Up to now the approach has been to have someone (usually a woman) who is already part of an existing structure in the ministry or agency to take on the function of a gender focal point. This results in an extra duty on top of her/his other duties. It is an easier internal way to create an immediate gender sensitive focal point, but in the long run is not sufficient.

Within any one ministry or agency, the communication channels could be enhanced. When the planning department has included gender or women specific projects into the over all plan, the other units are not always made aware of the final plan. Or the reverse can occur. A unit that has proposed a gender sensitive plan or women specific projects for integration into the overall ministerial plan does not seem always to receive a copy of the final plan so that the unit can check to what extent its proposals were integrated. A small study of communications channels within ministries/agencies would be recommended.

Existing models of gender action plans and training

The two best existing models are found in the Girls Directorate in the Ministry of General Education and in the Ministry of Agriculture. The GDWFA can ask them to make presentations and conduct trainings for the other line ministries and for the states.

Non-Ministerial bodies

While the Ministry of Higher Education and the National Council for Higher Education supervise higher education institutions and set policy frameworks, much of the decision-making is left to the universities themselves. Hence disaggregated gender data and analysis of the policies and plans of each of the universities themselves are needed.

The judiciary has been totally neglected. The judiciary is to be invited to the monthly forums held by the GDWFA and encouraged to collect gender disaggregated data not only on personnel but also on litigants and on judgments and appeals.

In short:

1. Use the term gender gap analysis.

2. Train all ministries in gathering gender disaggregated data, including in traditionally women specific areas like maternal mortality.
3. Train all ministries in analysis of data with a view to identifying the levels of women empowerment/disempowerment and men empowerment/disempowerment.
4. Request the Council of Ministers to approve creation of gender gap units or directorates. Request each unit/directorate to submit an annual gender marker self-evaluation to the GDWFA.
5. Request the Council of Ministers to include in the budget directive from the Ministry of Finance a request to base ministerial budgets on gender gap analysis derived from gender disaggregated data, which is separate from gender gap analysis to be performed for purposes of macroeconomic policy, productivity and sources of revenue.
6. Train all ministries/agencies in how to formulate budgets based on gender gap analysis.
7. Create two-way communication channels within each ministry/agency so that each unit which proposed an action plan and budget on the basis of gender gap analysis is informed of whether it was integrated into the final ministerial action plan and budget.
8. Include non-ministerial bodies such as the judiciary.

PACKAGE FOR INTEGRATION OF GENDER: GENDER CHECKLISTS AND GENDER MARKERS FOR SELF-EVALUATION

GENDER MAINSTREAMING STATUS MARKER

This is a marker to assess the extent of gender mainstreaming in a given line ministry/governmental institution and to consequently help determine the interventions needed to achieve full-fledged gender mainstreaming.

GENDER MARKER CODE	CRITERIA					
	A PERSON AND/OR DIVISION RESPONSIBLE FOR GENDER IN THE INSTITUTION	INTEGRATION OF GENDER EQUALITY IN POLICIES AND PROGRAMMES/PROJECTS IS MANDATED BY THE INSTITUTION	CONSISTENT REFLECTION OF GENDER NEEDS IN TARGETS AND IN PROGRAM/PROJECT ACTIVITIES, OUTPUTS, OUTCOMES & IMPACT ((I.E. BENEFIT FOR BOTH MEN AND WOMEN, AND CLOSING GENDER GAP)	SEX-DISAGGREGATION OF ALL M&E INDICATORS	CONDUCTING GENDER ANALYSIS OF POLICIES AND PROGRAMS/PROJECTS	ROUTINE USE OF GENDER BUDGETING (INDICATING BUDGET IMPACT ON BOTH MEN AND WOMEN)
RED	IF YES IN 1 CRITERION					
YELLOW	IF YES IN >1 AND <5 CRITERIA					
GREEN	IF YES IN ≥5 CRITERIA					

GENDER INTEGRATION CHECKLIST FOR PROJECTS

<u>ITEM</u>	<u>YES/NO</u>	<u>COMMENTS/DETAILS</u>
PROJECT RATIONALE, INTRODUCTION OR BACKGROUND		
There is an analysis of gender gaps and inequalities related to gender roles, perspectives and needs, or access to and control of resources		
Baseline data used for the project design is disaggregated by sex		
Citation of methods/sources used to identify baseline gender-specific information		
An analysis of constraints and opportunities related to women and men's participation in/benefit from the project		
Both men and women in the target group have been directly consulted in identifying constraints and opportunities		
Project design is based on a real understanding of the needs of men and women in the target group		
The promotion of gender equality or women's empowerment (<i>specify which</i>) is reflected and explained in the project rationale		
Combating discrimination against/exclusion of women is reflected and explained in the project rationale		

PROJECT GOALS, OBJECTIVES, ACTIVITIES, OUTPUTS, OUTCOMES AND IMPACT		
<p>Project has clearly stated gender equality or women's empowerment (<i>specify which</i>):</p> <ul style="list-style-type: none"> - Goals, - Objectives, - Activities - Outputs, - Outcomes, - Impact. 		
<p>Project objectives are clearly related to practical and strategic gender needs identified in the WEP</p>		
<p>It is clear how the project will contribute to gender equality or women's empowerment in the sector it deals with (<i>specify which</i>)</p>		
<p>The planned activity is consistent with the way women and men perceive the activity</p>		
<p>Women and girls among the direct or beneficiaries (<i>if indirect beneficiaries, note in 'comments/details' column</i>)</p>		
<p>The project considers its long-term impact on women's socioeconomic status and empowerment</p>		
<p>The project includes strategies for avoiding or minimizing negative impact on women's status and welfare</p>		
<p>The same chances for access and participation/control are <u>guaranteed</u> for women and for men</p>		

TARGETS AND INDICATORS		
Sex-disaggregated data and/or gender-related information will be collected on the participation of women and men in project activities and in decision making		
Sex-disaggregated data and/or gender-related information will be collected on the distribution of project resources (inputs, activities) to women and men		
Sex-disaggregated data and/or gender-related information will be collected on the effects and benefits (outputs, outcomes, impact) of the project to men and women		
Sex-disaggregated data and/or gender-related information will be “rolled up” from the field to the national level?		
Project targets and indicators are streamlined with those in the WEP action plan		
Sex-disaggregated data and/or gender-related information data will be collected with sufficient frequency so that adjustments can be made during the project		
PROJECT CAPACITIES & IMPLEMENTATION		
Project staff members have been trained on gender mainstreaming and/or women’s empowerment (<i>specify which</i>)		
Project staff members are aware of the WEP and its action plan		

It is possible to trace funds for both women and men, from allocation to delivery, with a fair degree of accuracy		
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GENDER INTEGRATION CHECKLIST FOR POLICIES

<u>ITEM</u>	<u>DESCRIPTION</u>	<u>COMMENTS/DETAILS</u>
RELEVANCE ASSESSMENT		
Type of policy	National <input type="checkbox"/> State <input type="checkbox"/> Other <input type="checkbox"/>	
Concernment to women	Direct <input type="checkbox"/> Indirect <input type="checkbox"/>	
Concernment to gender impact	Direct <input type="checkbox"/> Indirect <input type="checkbox"/> Indiscernible <input type="checkbox"/>	
GENDER SENSITIVITY ASSESSMENT OF THE POLICY		
Gender capacities/experts consulted in defining and/or drafting the policy	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Data/research results on which policy is based is gender-disaggregated	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Gender dimension highlighted in the background section of the policy	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Policy makes reference to WEP or other gender policy	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Policy describes the impact of the issue at hand on men and women differentially	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Policy justification includes arguments for women's empowerment/gender equality	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Policy goals and aims include a broader commitment to improving gender equality	Yes <input type="checkbox"/> No <input type="checkbox"/>	

or women's empowerment (i.e. goal reflects the needs of both men and women and seeks to correct gender imbalances through addressing practical needs of men and women)		
Policy goals and aims are disaggregated by gender	Yes <input type="checkbox"/> No <input type="checkbox"/>	
There is gender balance within the target beneficiary group of the policy	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Implementers of the policy include women's empowerment/gender equality focal person/directorate/institution OR are trained on women's empowerment/gender mainstreaming	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Policy M&E strategy includes a gender perspective	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Policy M&E indicators are gender-disaggregated	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Policy has targets that guarantee a sufficient level of gender balance in implementation	Yes <input type="checkbox"/> No <input type="checkbox"/>	
There is evidence that implementation of the policy may result in direct/indirect discrimination against men or women	Yes <input type="checkbox"/> No <input type="checkbox"/>	
A communication strategy for the policy was developed to inform various audiences about the policy from a gender perspective	Yes <input type="checkbox"/> No <input type="checkbox"/>	