



# Report

Rapid Assessment of the Gender, Gender-Based Violence (GBV)  
And Sexual Exploitation and Abuse (SEA) Programs  
In Southern Sudan

December, 2008

## **Acknowledgements**

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Rapid Assessments are by design 'rapid' and 'quick'. The objective is to provide a qualitative or a quantitative 'snapshot' of the status of the issue at hand – a qualitative snapshot of the status of the Gender, GBV and PSEA programs in Southern Sudan in this assessment. This needed the sacrificial commitment of persons and institutions that participated in the study. The cooperation and participation of respondents from the UN RCO, UNFPA, UNIFEM, UNDP, IRC, UNMIS Gender, UNMIS POL, UNMIS POC, UNPOL, OCHA, SSLS, VfC, etc and the Gender/GBV Working Group in Southern Sudan is an explicit desire to address the challenges to the delivery of these programs.

Thank you all, because, together, we have taken a step in the right direction.

*Simon Opolot, GenCap Gender Adviser*

*Cell Phones: +256 777 009966; +256 772 861116.*

*E-mail: [gencap@un.org](mailto:gencap@un.org) ; [s-opolot@africamail.com](mailto:s-opolot@africamail.com)*

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## Acronyms

<b>CCI</b>	Cross-cutting Issue
<b>CBO</b>	Community Based Organization
<b>CHF</b>	Common Humanitarian Fund
<b>CPA</b>	Comprehensive Peace Agreement
<b>DRC/HC</b>	Deputy Resident Coordinator/Humanitarian Coordinator
<b>GA</b>	Gender Adviser
<b>GBV</b>	Gender-Based Violence
<b>GenCap</b>	Gender Capacity Standby Project
<b>GOSS</b>	Government of Southern Sudan
<b>GTTF</b>	Gender Thematic Trust Fund
<b>IASC</b>	Inter-Agency Standing Committee
<b>INGOs</b>	International Non Governmental Organization (s)
<b>IRC</b>	International Rescue Committee
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MoEST</b>	Ministry of Education, Science and Technology
<b>MoSWRA</b>	Ministry of Gender, Social Welfare and Religious Affairs
<b>NGO</b>	Non Governmental Organization
<b>NRC</b>	Norwegian Refugee Council
<b>OCHA</b>	Office for the Coordination of Humanitarian Affairs
<b>PSEA</b>	Prevention of Sexual Exploitation and Abuse
<b>RC</b>	Resident Coordinator
<b>SDDRC</b>	Southern Sudan Disarmament, Demobilization, Rehabilitation and Reintegration Commission
<b>SEA</b>	Sexual Exploitation and Abuse
<b>SGBV</b>	Sexual and Gender-Based Violence
<b>SPLA</b>	Sudan Peoples' Liberation Army
<b>SSLS</b>	Southern Sudan Law Society
<b>ToR</b>	Terms of Reference
<b>UN</b>	United Nations
<b>UNCT</b>	United Nations Country Team
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Program
<b>UNFPA</b>	United Nations Fund for Population Affairs
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UNIFEM</b>	United Nations Fund for Women Empowerment
<b>UNMIS</b>	United Nations Mission in Sudan
<b>UNPOL</b>	United Nations Police
<b>VfC</b>	Voice for Children

## **1.0 Introduction and Background**

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The rapid assessment was conducted on the gender, gender-based violence (GBV) and sexual exploitation and abuse (SEA) programs in Southern Sudan following authorization by the UN's Deputy RC/HC in the region with the view to identify challenges and gaps and making recommendations on how to address them. In addition, the assessment would inform the development of a request for a GenCap Gender Adviser by inter-agency partners on the ground. In this regard, the results of the assessment would inform the development of the terms of reference (ToR).

The Gender Capacity Standby Project (GenCap), managed by OCHA under the auspices of the Inter Agency Standing Committee (IASC), deploys senior Gender Advisers to humanitarian situations for from 6-12 months to help build capacity of actors on the ground on gender equality programming which encompasses gender, GBV and SEA programming. This ensures a gender sensitive and equal approach in the UN's (and partners') humanitarian operations based on the Security Council Resolution 1325 about women, peace and security. Within this arrangement, GenCaps work as inter-agency resources and are connected with the RC/HC offices. In this way, they facilitate the establishment of sustainable inter-agency mechanisms and build capacity to ensure that the needs and capabilities of women, girls, boys and men are taken into consideration in the planning and implementation of interventions in all Sectors of emergency response. To achieve this goal, GenCaps usually work towards bringing together all stakeholders – UN agencies, NGOs and Government – in addressing gender, GBV and SEA issues and in implementing the broader gender equality agenda.

### **1.1 Objectives of the Rapid Assessment**

The Rapid Assessment of the Gender, GBV and SEA programs involved technical consultations which were qualitative in design. Three objectives were to be achieved in the assessment:

- 1.To conduct a desk review of *status, progress* and/or *evaluation* reports of the three programs;
- 2.To explore the current status of the Gender, GBV and SEA programs through in-depth discussions with stakeholders/members of the Southern Sudan Gender/GBV Working Group (G/GBV WG);
- 3.To analyze and document factors constraining (and/or facilitating) the delivery of the Gender, GBV and PSEA programs with the aim of making recommendations to policy, programming and for a possible GenCap Gender Adviser deployment.

### **1.2 Key Reference Documents**

The desk review of the Gender, GBV and PSEA programs included (but not limited to) each programs status, progress and/or evaluation reports (as may be available).

### **1.3 Institutions**

The review of the Gender, GBV and PSEA Programs included (but not be limited to) the interventions of the institutions that are stakeholders/members of the Southern Sudan Gender/GBV Working Group (G/GBV WG).

## **2.0 Scope of the Assessment and Methodology**

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### **2.1. Scope of the Assessment**

The rapid assessment was designed to provide a qualitative 'snapshot' of the status of the Gender, GBV and PSEA programs in Southern Sudan. To achieve this, the assessment focused on (i) Program coverage, access and use; (ii) Program resources – including prevailing policy and institutional framework; human and financial resources under which the programs are implemented and managed, and their effectiveness; (iii) Program quality – the assessment aimed to quantify and qualify the key program delivery-related problems in the region, and what is being done to establish and monitor their extent; provide sustainable and affordable solutions; and coordinate efforts with other stakeholders.

## **2.2 Methodology**

The GenCap reviewer traveled to the Central Equatoria State [Juba], in December 2008 and conducted a desk review of key documents, in-depth consultations with representatives from UN agencies, international and national non governmental organizations (NGOs). Although consultations were planned with government officials (Ministry of Gender, Social Welfare and Religious Affairs - MoGSWRA), it was not possible to conduct them at the time. A desk review and in-depth discussions were concluded by a group discussion with some of the members of Gender/GBV Working Group.

## **3.0 Initial Lessons from Desk Review**

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### **3.1 Gender Equality Programming in Southern Sudan**

Southern Sudan has recently come out of years of war and underdevelopment whose effects are still felt at all levels – individual, family, community and regional. The situation of women, in particular, merits special attention as that segment of the population has continued to suffer disproportionately. Gender roles in southern Sudan have been shaped by culture and by socio-economic underdevelopment. Women spend their time doing domestic chores such as fetching water, manually grinding grain, and cooking food, all of which allow little time for other activities (Women’s Commission for Refugee Women and Children, 2007). The patriarchal culture imposes restraints on women and defines what constitutes a woman. This has, by far, impacted on women negatively – e.g. a Sudanese Minister of Education, Science and Technology once noted that “three generations of Southern Sudanese didn’t have an opportunity for proper education, and the girls have suffered the most”.

The situation in Southern Sudan merits the attention of the international community. Since the cessation of hostilities, the UN has been working in partnership with the Government of Southern Sudan (GoSS) and other partners (international and local) to address recovery and development needs there. Indeed, the UN’s Resolution 1325 (2000), the Sudan Comprehensive Peace Agreement (CPA-2005) and the GoSS interim Constitution (2005) have all called for gender considerations to be integrated into recovery and humanitarian interventions in the region. However, after these symbolic but important pronouncements, it is vital for the UN, GoSS and other partners to prioritize the empowerment of women, and to provide them with post-conflict opportunities commensurate with their needs. This means developing and implementing targeted programs to address both practical and strategic needs by focusing, for example, on cultural limitations, GBV, education gaps, economic needs and such like for women, girls, boys and men, so that all of those eligible can be reached.

### **3.2 GBV Prevention and Response in Southern Sudan**

Women in Southern Sudan face a wide range of problems. With regard to GBV, many still face daily sexual harassment and unequal treatment. Other forms of GBV experienced by women include under-age marriage and domestic violence (UNFPA, 2008). Currently, many cases of violence against women are settled by traditional courts. However, traditional courts are male-dominated and closely tied to traditional values, which rarely promote the best interests of women. This hinders both personal and socio-economic development in Southern Sudan. The vulnerable situation of women warrants special attention.

There have been initiatives undertaken by UNIFEM, UNFPA, UNMIS, UNHCR and UNDP in Southern Sudan to explore and address GBV. For instance, a workshop was conducted on Gender Justice in 2007, brought together 60 participants, both women and men, from Government, Independent institutions/Commissions, Customary leaders, NGOs, CBOs; Media institutions and development partners. There has also been an initiative to establish an Inter Agency Gender/GBV Working Group involving UNIFEM, UNFPA, UNHCR, UNDP, UNMIS-Gender, UNPOL, INGOs and NGOs. A number of other initiatives are in the pipeline and will be carried out to address issues of violence against women as well as access to gender justice, both at the National and State level. These activities are done in partnership and collaboration between partners (UNIFEM, 2008 & UNFPA, 2008). However, these initiatives should be strengthened and expanded to cover all Southern Sudan. Protection considerations should be mainstreamed in all interventions targeting women and children.

### **3.3 Prevention of Sexual Exploitation and Abuse (PSEA) in Southern Sudan**

The coordination of PSEA interventions in Southern Sudan is currently the responsibility of the Office the Resident Coordinator. The RC/HC in Sudan reports annually to the Secretary General on the status of the enforcement of the UN directives on SEA. The program in is intended to support the United Nations Country Team (UNCT) in the implementation of the UN directives on sexual exploitation and abuse (UN, 2008). The directives include (i) the Secretary General Bulletin (ST/SGB/2003/13) on Standard and Special measures for protection from sexual exploitation and abuse during humanitarian interventions; and (ii) the General Assembly Resolution 59/300/22 June 2005 on the establishment of the Code of Conduct for all UN Agencies and members of the integrated mission in Sudan (UNMIS). The PSEA program has two main objectives (UN, 2008), which are:

- ❑ To create awareness and dissemination of information on the Code of Conduct on PSEA to humanitarian workers, government authorities, beneficiaries of humanitarian assistance; and
- ❑ To establish monitoring, reporting and response mechanisms on PSEA.

To achieve the above objectives, training on the Code of Conduct is mandatory for all staff of the UN and implementing partners. The Code of Conduct should be included in all staff contracts and staff are required to read, sign and commit themselves to these standards. A global system of focal persons who act as repositories for reports on violations of the Code of Conduct and ensure the highest possible level of action ought to be implemented. And focal persons for each UN agency and implementing partners (NGOs) should be identified to receive complaints relevant to their agency and ensure the necessary follow-up and action is taken. For Southern Sudan, focal persons are supposed to meet in Juba monthly for both UN and NGOs to review and share information on SEA. Similar initiatives are meant to take place at State level. Likewise, the United Nations Mission in Sudan (UNMIS) Conduct and Discipline Unit in the region is mandated to receive all complaints relating to staff of UNMIS including peacekeepers, which are then investigated by the Office of Internal Oversight.

Nevertheless, partnership with Government is critical to the success of UN efforts to prevent sexual exploitation and abuse. In pursuit of this, the UN and the government of Southern Sudan (GoSS) have in the past (2007) conducted workshops. The UN SEA briefing note (UN, 2008) indicates that UNICEF has in the past collaborated with UNMIS to conduct child protection training, including training on SEA for UN Peacekeepers, Military Observers, as well as SAF-SPLA Joint Integrated Units and police. UNICEF has also been working closely with the Southern Sudan Disarmament, Demobilization, Rehabilitation and Reintegration (DDR) Commission (SSDDRC) to raise awareness about the rights of women and children in an effort to prevent abuse by Sudan People's Liberation Army (SPLA) soldiers and soldiers within SPLA aligned forces. A code of Conduct for teachers in the MOEST was developed in collaboration with UNICEF and Save the Children Alliance (UN, 2008).

Clearly, the above initiatives are well-meaning and should be continued and expanded.

## **4.0 Results and 'Best Practice' Recommendations**

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### **4.1 Tabulated Summary of Results and 'Best Practice' Recommendations**

Tables 1, 2 & 3 below are summaries of issues considered during consultations, That is, : (i) Program Coverage, Access and Use; (ii) Planning, Budget Allocation on the Gender, GBV and PSEA interventions in Southern Sudan; (iv) Coordination & Implementation of Program interventions; (iv) Availability of Human Resources and Technical Expertise; and (v) Monitoring and Evaluation of Programs.

Table 1

<b>Gender:</b> Considered by all respondents as an important and relevant cross-cutting issue which should be mainstreamed in all sectors and programs.				
<b>Issue Under Consideration</b>	<b>Current Status</b>	<b>Challenges and Gaps</b>	<b>Implications for Policy and Programming</b>	<b>Lead Agency</b>
<b>(i) Program Coverage, Access and Use</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Interventions target UN and Partners, INGOs, Govt institutions and Communities;</li> <li><input type="checkbox"/> Processes such as UNDAF, Work Plan and Budget Sector working Group, CPD and CPAP present an opportunity for mainstreaming gender into program and projects;</li> <li><input type="checkbox"/> Gender Mainstreamed Programs &amp; Implementing Partners (IPs) are a good opening for taking the broader gender equality agenda to all 10 states of Southern Sudan.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> The concept of 'gender' and related others are still misunderstood – considered a women only issue;</li> <li><input type="checkbox"/> Gender issues not effectively articulated at strategic forums;</li> <li><input type="checkbox"/> Inadequate Infrastructure which hamper with access &amp; expansion to most locations in the Region;</li> <li><input type="checkbox"/> Management 'buy-in' on gender issues in some agencies is still underprovided – this in turn limits wider institutional 'buy-in';</li> <li><input type="checkbox"/> Gender issues seem to get more of 'lip service' instead of actual support and promotion;</li> <li><input type="checkbox"/> Some key partners rarely attend strategic meetings and events.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Advocacy and awareness promotion needs to be done right from grass-roots;</li> <li><input type="checkbox"/> Practical training on gender mainstreaming to capacitate all staff on gender analysis and other skills to ensure conceptual clarity and applicability for all;</li> <li><input type="checkbox"/> Develop a tool and/or provide an existing tool to facilitate gender mainstreaming in all sectors of service delivery;</li> <li><input type="checkbox"/> Facilitate the empowerment of (Southern Sudan) women through education and employment;</li> <li><input type="checkbox"/> Look into the nexus between gender &amp; GBV on the one hand and HIV/AIDS/Health on the other.</li> </ul>	MoGSWRA/ UNIFEM/ UNFPA
<b>(ii) Planning, Budget Allocation &amp; Expenditure for Gender Equality Interventions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Processes such as UNDAF, Work Plan, Budget Sector Working Group, etc and funding mechanisms such as the CHF present funding opportunities;</li> <li><input type="checkbox"/> Some agencies have ever benefitted from the Gender Thematic Trust Fund (GTF);</li> <li><input type="checkbox"/> Some agencies get funding from 'own resources' – budget allocations to the gender component;</li> <li><input type="checkbox"/> Funds Sourced from other donors other donors and from among UN agencies, e.g UNIFEM funding UNPOL to establish gender desks in some selected States, etc.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Funding gaps/shortage;</li> <li><input type="checkbox"/> Gender units in some agencies do not have an operating budget and are operationally limited – can conduct even basic operations;</li> <li><input type="checkbox"/> The women folk not fully capacitated to actively utilize the opportunities of 25% representation in government structures and institutions.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Set apart dedicated budgets and funds for implementing gender mainstreaming interventions such as the 3 objectives planned for in the UN and Partners' Work Plan for 2009;</li> <li><input type="checkbox"/> Relate gender issues to both development &amp; humanitarian work;</li> <li><input type="checkbox"/> Ensure capacity development &amp; representation of both women &amp; men in various decision making levels;</li> <li><input type="checkbox"/> Encourage co-financing of projects.</li> </ul>	MoGSWRA/ UNIFEM/ UNFPA
<b>(iii) Coordination &amp; Implementation of Program interventions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Working group presents coordination opportunities;</li> <li><input type="checkbox"/> Agencies required by mandate and policies to ensure gender mainstreaming;</li> <li><input type="checkbox"/> Ministry of Gender, Social Welfare and Religious Affairs (MoGSWRA) is key Coordinator;</li> <li><input type="checkbox"/> Activities done through Implementing Partners (IPs).</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Working Group role is not clearly defined;</li> <li><input type="checkbox"/> Activities of Sub working groups need effective coordination with those of the main Working Group;</li> <li><input type="checkbox"/> Parallel programming has been a challenge;</li> <li><input type="checkbox"/> Weak coordination of interventions;</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Strengthen the mandate and working structures of the current Gender/GBV Working Group;</li> <li><input type="checkbox"/> Clarify who the lead and coordinating UN agency is (UNIFEM or UNFPA) on Gender as a CCI and GBV;</li> <li><input type="checkbox"/> Establish linkages between other Working Group (s) and the G/GBV Working Group be linked to all sectors e.g. agriculture, health sectors;</li> <li><input type="checkbox"/> Encourage cooperation and joint programming to minimize operational costs, avoid duplication and increase outreach and output.</li> </ul>	MoGSWRA/ UNIFEM/ UNFPA
<b>(iv) Availability of Human Resources and Technical Expertise</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Limited capacity in numbers and skills available.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Limited staff capacity in both numbers and skills;</li> <li><input type="checkbox"/> For some agencies role of Focal Point is added to a staff but without ToR;</li> <li><input type="checkbox"/> High staff turn over rate which does not support sustainability;</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Capacitation through recruitment and skills development;</li> <li><input type="checkbox"/> Allocate budgets for capacity building and skills improvement;</li> <li><input type="checkbox"/> Develop clear ToR for Focal Points and/or other persons taking the role;</li> <li><input type="checkbox"/> Consider revising minimum engagement period for newly recruitment – to, e.g. 2 yrs initial deployment.</li> <li><input type="checkbox"/> Consider recruiting a GenCap Gender Adviser.</li> </ul>	MoGSWRA/ UNIFEM/ UNFPA
<b>(v) Monitoring and Evaluation (M&amp;E) of Programs</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> In-built within the overall agency M&amp;E System;</li> <li><input type="checkbox"/> Agencies monitor 'own' programs;</li> <li><input type="checkbox"/> Joint Programs monitored jointly.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Data collected through assessments and program monitoring but not disaggregated by sex and age;</li> <li><input type="checkbox"/> Lack of gender analysis skills;</li> <li><input type="checkbox"/> Lack of standard M&amp;E tools which can be applied on an inter-agency basis.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Collect Sex-and-age disaggregated data to aid gender mainstreaming in program planning and implementation;</li> <li><input type="checkbox"/> Stakeholders should monitor and evaluate the role they are institutionally playing;</li> <li><input type="checkbox"/> Improve staff gender analytical skills – all staff.</li> </ul>	MoGSWRA/ UNIFEM/ UNFPA

**Table 2**

<b>Gender-Based Violence (GBV) – Prevention and Response:</b> Considered by all respondents as an important and relevant programming component for Southern Sudan				
<b>Issue Under Consideration</b>	<b>Current Status</b>	<b>Challenges and Gaps</b>	<b>Implications for Policy and Programming</b>	<b>Lead Agency</b>
<b>(i) Program Coverage, Access and Use</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Services target individuals, communities and Govt institutions etc;</li> <li><input type="checkbox"/> Efforts being made to roll programs to states identified as having high GBV prevalence;</li> <li><input type="checkbox"/> Wider coverage achievable through joint interventions with MoGSWRA &amp; other partners;</li> <li><input type="checkbox"/> Draft Standard Operating Procedures (SOPs) are being developed;</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Standard Operating Procedures (SOPs) still in draft – to be finalized;</li> <li><input type="checkbox"/> Referral Pathway and the PEP package for survivors and how perpetrators are to be handled needs clarification;</li> <li><input type="checkbox"/> Inadequate Medical, Psychosocial and counseling support;</li> <li><input type="checkbox"/> Cultural barriers;</li> <li><input type="checkbox"/> Inadequate infrastructure;</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Advocacy and awareness-raising needs to be done right from grassroots;</li> <li><input type="checkbox"/> SOPs should be finalized and disseminated to relevant parties;</li> <li><input type="checkbox"/> The referral pathway should be clearly defined and communities informed and sensitized on the health and other benefits of reporting cases;</li> <li><input type="checkbox"/> Police, medical and other stakeholders in the referral pathway should be trained on how to handle GBV survivors/cases;</li> <li><input type="checkbox"/> Development/enactment of sexual offense special provision act and disseminate widely;</li> </ul>	MoGSWRA/ UNIFEM/ UNFPA
<b>(ii) Planning, Budget Allocation &amp; Expenditure on GBV Interventions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Joint activities, e.g. between UNFPA &amp; MoSWRA, UNICEF, UNIFEM, UNMIS, UNPOL, etc on training and capacity building;</li> <li><input type="checkbox"/> Done through UN Processes, e.g. UNDAF, Work Plan and Budget Sector Working Group; CHF; MDTF Mechanisms;</li> <li><input type="checkbox"/> Other agencies get funding allocations from within their regular resources;</li> <li><input type="checkbox"/> Other donors; etc</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Funding gaps/shortage;</li> <li><input type="checkbox"/> Poor attendance of strategic meetings and events;</li> <li><input type="checkbox"/></li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Set apart dedicated budget and funds for GBV interventions;</li> <li><input type="checkbox"/> Tighten planning to take care of unforeseen problems in program implementation;</li> </ul>	MoGSWRA/ UNIFEM/ UNFPA
<b>(iii) Coordination &amp; Implementation of Program interventions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Done through Gender, GBV Working Group;</li> <li><input type="checkbox"/> Joint programming with agencies whose mandates include the component and with Protection Sector agencies;</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Weak coordination mechanisms;</li> <li><input type="checkbox"/> Parallel programming of similar interventions still thrives;</li> <li><input type="checkbox"/> Weak coordination of interventions;</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Build cooperation and joint programming mechanisms for similar interventions to minimize operational costs;</li> <li><input type="checkbox"/> Require coordination of outreaches for far-reaching impact;</li> </ul>	MoGSWRA/ UNIFEM/ UNFPA
<b>(iv) Availability of Human Resources and Technical Expertise</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> A few skilled and regular staff;</li> <li><input type="checkbox"/> Some augmentation is done through Focal points;</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Limited staff capacity in both numbers and skills;</li> <li><input type="checkbox"/> For some agencies role of Focal Point is added to a staff but without ToR;</li> <li><input type="checkbox"/> High staff turn over rate which does not support sustainability;</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Capacitation through recruitment and skills development;</li> <li><input type="checkbox"/> Develop clear ToR for Focal Points and/or other persons taking the role;</li> <li><input type="checkbox"/> Make training available to all new staff;</li> <li><input type="checkbox"/> Possibly change policy on recruitment to be 2 yrs initial deployment period;</li> </ul>	MoGSWRA/ UNIFEM/ UNFPA
<b>(v) Monitoring and Evaluation (M&amp;E) of Programs</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> In-built within the overall agency M&amp;E System;</li> <li><input type="checkbox"/> Agencies monitor 'own' programs;</li> <li><input type="checkbox"/> Joint Programs monitored jointly;</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Currently no repository of sex-and age-disaggregated data on sexual and gender-based violence (SGBV)</li> <li><input type="checkbox"/> Limited capacity of Police stations to document/ keep data by gender on the victims of GBV e.g number of GBV cases reported per annum</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Collect Sex-and- age disaggregated data to aid gender mainstreaming in program planning and implementation;</li> <li><input type="checkbox"/> Stakeholders should monitor and evaluate the role they are institutionally playing.</li> <li><input type="checkbox"/> Support capacity development of police in the collection of sex-and age- disaggregated data.</li> </ul>	MoGSWRA/ UNIFEM/ UNFPA

**Table 3**

<b>Sexual Exploitation and Abuse (SEA) – Prevention and Response:</b> Considered by all respondents as an important and relevant program for the UN Mission, Agencies and INGOs serving in Southern Sudan.				
<b>Issue Under Consideration</b>	<b>Current Status</b>	<b>Challenges and Gaps</b>	<b>Recommendations for Policy and Programming</b>	<b>Lead Agency</b>
<b>(i) Program coverage, Access and Use</b>	<input type="checkbox"/> Targets uniformed, civilian & agency UN Staff as well as INGO staff; <input type="checkbox"/> Focal Points established in all 10 states; <input type="checkbox"/> Implemented as part of the Child Protection agenda	<input type="checkbox"/> Inadequate infrastructure;	<input type="checkbox"/> Continued awareness-raising within UN and INGO units, and government; <input type="checkbox"/> Encourage/Continue the use of Commitment Form in which staff commit to zero tolerance of SEA;	Resident Coordinators' Office (RCO)
<b>(ii) Planning, Budget Allocation &amp; Expenditure on Gender Equality Programming</b>	<input type="checkbox"/> Funding got through the Common Humanitarian Fund (CHF); <input type="checkbox"/> Agencies have codes of conduct and discipline enforced through internal mechanisms;	<input type="checkbox"/> Funding gaps/shortages which limit training and other awareness activities;	<input type="checkbox"/> Set apart dedicated budget and funds for GBV interventions;	RCO
<b>(iii) Coordination &amp; Implementation of Program interventions</b>	<input type="checkbox"/> Joint programming with UNICEF and Protection Sector agencies;	<input type="checkbox"/> Coordination challenges still persist with some partners perpetually absent from coordination meetings/events;	<input type="checkbox"/> Expand joint programming	RCO
<b>(iv) Availability of Human Resources and Technical Expertise</b>	<input type="checkbox"/> A few skilled and regular staff; <input type="checkbox"/> Augmentation is done through Focal points in other agencies;	<input type="checkbox"/> Limited staff capacity in both numbers and skills; <input type="checkbox"/> For some agencies role of Focal Point is added to a staff but without ToR; <input type="checkbox"/> High staff turn over rate which does not support sustainability;	<input type="checkbox"/> Capacitation through recruitment and skills development; <input type="checkbox"/> Develop clear ToR for Focal Points and/or other persons taking the role; <input type="checkbox"/> Make training available to all new staff – both male and female; <input type="checkbox"/> Possibly change policy on recruitment to be 2 yrs initial deployment period;	RCO
<b>(v) Monitoring and Evaluation (M&amp;E) of Programs</b>	<input type="checkbox"/> In-built within the overall agency M&E System and tracks indicators on the Code of conduct and discipline; <input type="checkbox"/> Agencies monitor 'own' progress;	<input type="checkbox"/> Lack of reported cases does not mean SEA is completely none existent;	<input type="checkbox"/> Share 'best practices' amongst agency units that deal with conduct and discipline;	RCO

## 4.2 Recommendations/Implications for Policy and Programming

The results on Tables 1, 2 & 3 above confirm that the Gender, GBV and PSEA programs are integral to the delivery of humanitarian and development interventions in Southern Sudan. Indeed, the majority of respondents recognized gender as a cross-cutting issue (CCI) which should be systematically mainstreamed in all sectors and programs of service delivery. In addition, the prevalence of GBV in the region was noted as negatively impacting on the lives, particularly, of women and girls and needed to be consistently and comprehensively addressed as a matter of urgency. The referral pathway, in particular, should be clearly defined and communities informed and sensitized on the health and other benefits of reporting cases. And although the UN and Partners have taken concrete steps to prevent SEA, the need for the program is not diminished – continuous and periodic training and retraining of staff needs to be done to promote and implement the UN directives on sexual exploitation and abuse. The UN and Partners should therefore address the identified challenges and gaps in the delivery of these programs.

### 4.2.1 Program Coverage, Access and Use

There are common challenges to all the three programs with regard to coverage, access and use. For instance, the reported (and prevailing) misunderstanding of the concept of 'gender' and related others as a 'women-only-issue' is sorely detrimental to programming. In Southern Sudan, like in many other parts of the world, men continue to occupy positions of power and privilege in the social structures of a patriarchal social system and without their active involvement a gender equitable society will neither be achievable nor be sustainable. Moreover, men too have been (and can be) victims of many forms of personal and institutional violence, primarily at the hands of other men, and hence have a great deal to gain from advancing gender equality. The active involvement of men is therefore an important step towards reducing GBV and in addressing the broader gender equality issues. The demystification of the concept of 'gender' through advocacy, awareness-raising and training needs to be done across all social strata in Southern Sudan. Another common impediment to the delivery, access and use of the three programs is inadequate infrastructure. This is a widely felt challenge in the region to which more recovery and development resources should be directed.

#### **4.2.2 Funding Challenges/Gaps**

Although processes such as UNDAF, UN and Partners Work Plan, the Budget Sector Working Group, etc and funding mechanisms such as the Common Humanitarian Fund (CHF) and others present funding opportunities; funding shortages continue to limit vital interventions (such as training and other awareness activities) under the Gender, GBV and PSEA programs. Respondents to the assessment, as shown on Tables 1, 2 & 3 above, recommend the setting apart of dedicated budgets and funds specifically meant for facilitating the implementation of gender mainstreaming, GBV and PSEA interventions. It is, indeed, undeniable that the three programs should be backed up by a viable funding component if they are to function effectively.

#### **4.2.3 The Coordination Challenge**

The assessment identified some coordination challenges. For instance, the perpetual absence of some key stakeholders from coordination meetings/events was identified as hampering with interventions. In addition, the activities of Sub working groups need to be aligned with those of the main Gender/GBV Working Group. Definitely, the effectiveness of the Gender, GBV and PSEA Programs is contingent not only on their own objectives and the capacity to achieve them, but also on well coordinated efforts and a system-wide responsibility for broader gender equality programming. There is therefore a need to strengthen the mandate and working structures of the current Gender/GBV Working Group. Also, there is a need to clarify who the lead and coordinating UN agency is on Gender as a CCI and GBV. The coordination of PSEA seems to be well placed under the Resident Coordinator (RC) Office.

Most importantly, however, government (of Southern Sudan) (Ministry of Gender, Social Welfare and Religious Affairs) Health) leadership on gender and GBV programming needs to be supported and strengthened to ensure wider coverage and sustainability. As a result, improvements across government and partners geared towards strengthening a multi-sectoral delivery of services will provide a positive enabling environment for addressing GBV and achieving the broader gender equality agenda.

#### **4.2.4 The Human Resource/Technical Expertise Challenge**

There is also an acknowledged challenge to the Gender, GBV and PSEA programs in terms of limited staff capacity in both numbers and skills. Hence, more investment should be made towards increasing personnel numbers and strengthening their technical expertise. In addition, the programs should have the authority and clout necessary for them to function as substantive interventions for ensuring gender equality in Southern Sudan.

#### **4.2.5 Monitoring and Evaluation (M&E) of Interventions**

Although the monitoring and evaluation of the Gender, GBV and PSEA programs is reportedly in-built within the overall M&E System of each stakeholder/agency, a corresponding inter-agency action plan and set of performance indicators (especially for joint programs) should be developed and consistently tracked. To achieve this, the UN and Partners should ensure the availability of capacity to monitor and the power to ensure accountability, in the form of a mechanism that would function at all levels of the partnership system. This means strengthening and monitoring partnerships with government, NGOs and women's rights groups at the local and regional level as a critical part of the M&E structure for these programs.

#### **4.3 Possible GenCap Gender Adviser Role**

In acknowledgement of the challenge posed by limited staff capacity in terms of numbers and skills, respondents welcomed to possibility of posting a GenCap Gender Adviser to Southern Sudan. A GenCap Gender Adviser's suggested role would include:

- Working with both women and men to advance the gender equality agenda in Southern Sudan;
- Supporting and advising the Ministry of Gender, Social Welfare and Religious Affairs (MoSWRA) on how to carry forward the gender equality and GBV interventions;
- Organizing and facilitating capacity building workshops and events;
- Contributing to the coordination of interventions;
- Offering practical advise and participating in 'actual' gender mainstreaming;
- Providing Technical support in monitoring and evaluation activities;
- Support in the mobilization of funds.

**Documents Consulted during the conduct of the assessment and write up of this report Include:**

IASC, (2006) *Gender Handbook in Humanitarian Action: Women, Girls, Boys and Men - Different Needs, Equal Opportunities*.

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Karshoum, H.I (2004) *Operation Lifeline Sudan and State Sovereignty: A Documentary Study*. Khartoum University Press. Khartoum.

Kiiti, J.N (2006) *Focal Points Training: A Training Manual for Focal Points in the Prevention of Sexual Exploitation and Abuse in the Humanitarian Context (for Staff and Partners)*.

Sudan Issue Brief (2008) *Human Security Baseline Assessment, Geneva*

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UNFPA (2006) *Multi-Sector, Multi-Partner, Multi-Disciplinary Approach to Gender-Based Violence Preventions and response in Darfur*.

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Women's Commission for Refugee Women and Children (2007) *From the Ground Up: Education and Livelihoods in Southern Sudan*, New York.