

**Review of Previous Output and Experiences of women's peace activism and 1325 resolution implementation in Sudan**

By

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**Preface:**

This is a study undertaken by The Regional Institute of Gender, Diversity, Peace and Rights(RIGDPR) as part of its project of Women's leaders funded by (ICCO), Netherland government. Professor Shadia Daoud was-----a consultant for the school of Rural Extension Education and Development (REED) and undertook the study in 2016, with the final report being presented in2017.Prof. Balghis Badri also contributed to this report by writing section one and integrating the presentation of group work in annex4 after the report was presented in a workshop.We are thankful to ICCO for acting as a donor, as well as to those who participated in the workshop and those who gave us information. Last but not least to Prof. Shadia who undertook this study and to Ms. Amani Alsarraj RIGDPR, registrar who compiled the various sections. We are also grateful to Ms Madison Bradt for editing the document.

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## **Executive Summary**

### **Specific objectives of the study:**

- To assess the effort made by government and civil society to better integrate women in order to achieve peace.
- To map the strategic progress of 1325 resolution
- To identify lessons and gaps that still exist in Sudan

### **Methodology**

Analysis of existing documents was the main source of data. The consultant visited different ministries as well as relevant international and national agencies to find documents related to the experience of the implementation of 1325 resolution in Sudan and the activities of women's peace groups.

### **Key Findings:**

- The UNSCR 1325 that mandated a review of the impact of armed conflict on women and girls, the role of women in peace building, and the gender dimensions of peace processes and conflict resolution was largely ignored in Sudan.
- The Government of Sudan is currently working on drafting Sudan's first national security policy, (UNSCR 1325) for the inclusion of women's peace and security concerns in policy.
- Three government institutions lead implementation of the gender and peace policy; Women Centre for Peace and Development, Women Human Rights Centre and the Strategic Centre for Community Rehabilitation which are affiliated with the Ministry of Social Welfare.

### **Protection of Girls and Women:**

- Since the start of the conflict in Darfur 2003 the government of Sudan showed some commitment to combat violence against women and children. A unit to combat violence against women and children within the ministry of justice was formed. Units for combating violence against women and children were established in 14 states in co-ordination with the UN agencies and all ministries concerned and civil society organizations.
- However, there was no accountability in peace agreements negotiated for Darfur, Eastern Region conflicts or the CPA on the part of the Government of Sudan for war crimes, and specifically for GBV or sexual violence against women and girls.
- Sexual and gender-based violence (SGBV) is widespread in conflict areas in Sudan; however, only limited data exists concerning the scale of the problem and its possible relation to conflict.

## **Women's Participation in Decision Making.**

Another important dimension of Resolution 1325 relates to women's representation; Sudan has introduced a gender quota in legislative bodies. Sudanese women successfully mobilized for a gender quota in the National Election Act of 2008, which ensured 25% of Sudanese legislative assemblies must be made up of women. A quota system needs to be similarly applied to female political participation at the state and local levels. While some legislation exists to protect the rights of women and girls, it has not been disseminated or implemented sufficiently. Furthermore, the legislation is incomplete because family law still does not adequately protect the rights of women.

## **Role of Civil Societies and International Agencies.**

- A multitude of activities are being undertaken by CSOs that contribute to the implementation of UNSCR 1325 in Sudan. Nevertheless, few of these are identified specifically as contributing to 1325; only activities or programs after 2011 and the separation of South Sudan are identified as such.
- Many of the successful projects described by review (and hundreds of others that we could not include) are both small-scale and resource poor, requiring more systematic support from national and international agencies than they received.
- There have been several international efforts to build the capacity of women to participate in peace processes, namely United Nations Security Council's Resolution 1325. UN Democracy Fund (UNDEF) project was implemented between 2012 to 2014. The project was successful elevating women into positions of leadership within the civil society and government institutions. The mandate of Gender Affairs unit of UNMIS in Sudan addresses GBV, ensures women's participation and ensures compliance of UNMIS with relevant international standards. UN Women has been working in Sudan with the mission to address obstacles to the political participation of women, with programmes guided by international commitments to women's representation. The Embassies of Sweden and Norway have also supported a number of projects and programs that target women and girls' rights and peace building. USAID and USIP have also supported women's groups on peace building. The -----  
-----government has targeted women's peace building associations.

## **Gender Training**

- A great deal of training in gender has already taken place, particularly in peace building and conflict resolution. These training opportunities focus on educating women on the gender dimensions of various policies and processes whilst building their skills in conflict resolution.
- The trainings have provided women with essential skills, including, communication and public speaking that they needed for active and visible leadership roles in public and political life. UNDP and JAICA have been leading donors in this aspect.

### **The review identified some challenges and gaps:**

- There has been no Strategic Framework of implementation for the 1325 resolution in Sudan. There has been little contribution to the women in peace and security agenda, or to developing and articulating strategies that would strengthen women's organizations to participate in the peace process, which would ensure a gendered perspective on peace keeping, peace building, conflict resolution and management
- There has been limited attention and effort dedicated to protecting women and girls from gender-based violence, particularly rape and other forms of sexual abuse, in situations of armed conflict.
- Sudan has not yet ratified CEDAW and its optional protocol, which hinders efforts in Sudan to create a holistic approach to protecting girls and women.
- Many NGOs and in particular women's groups have organised training workshops and seminars around the resolution without incorporating implementation plans.
- **Successes Recorded by this review include:** The empowerment of existing female leaders, who could then be a resource and inspiration for other women was a good strategy. To counteract the constraints that institutions impose upon women's ability to exercise power, women leaders were supported by networks and relationships built with the women's convention.
- Women in conflict areas (who may also be displaced), especially in Darfur, have experienced exposure to new skills and interactions and accessed new services.

### **The review concluded that:**

Whilst there remains much to be done to address all aspects of women's peace and security in Sudan, the Government and its international and national partners have nonetheless demonstrated a commitment to UNSCR 1325. A National Action Plan on 1325 for Sudan would harness that commitment into an effective and coherent strategy for action. To date, women have played a limited role in peace negotiations. The inclusion of women in peace processes will ensure that women's issues are adequately addressed.

### **The review recommended that:**

- Civil society groups that work on security sector reform and women's empowerment must be supported to participate in the development of the National Security Policy. The process of developing national action plans for UNSCR 1325 (2000) has to be preceded by an institutional awareness of the resolution and understanding of its political importance. This knowledge and awareness will be the foundation for ensuring political will and commitment to the implementation of the plan.
- Baseline studies should be conducted in line with international standards, using the 26 indicators outlined in the UN 2010 report *Women Peace and Security: Report of the Secretary General (S/2010/173)*. This will provide a baseline on the status of UNSCR

1325 in Sudan, and hopefully help to achieve substantial engagement of women in the process and protect women from any harm.

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## **Introduction**

### **Section 1:**

#### **Context analysis of conflict and women's peace groups:**

The following information presents the institutional context, aimed at demonstrating the mechanisms which the Sudan committed itself to institute through various measures to ensure the protection of women and their empowerment as well as the international context which influences Sudan.

#### **1.1 International Context:**

The relevant international and regional mechanisms that Sudan is part of or has committed to are the following:

1. The Human Rights Covenants on Civil, Political, Social, Economic and Cultural Rights
2. The Convention on the Rights of the Child
3. The 1985 End of Decade World Conference on Women and the Forward Looking Strategy in Nairobi and the Beijing Platform of Action in 1995.
4. The United Nations Security Council Resolution (UNSCR) 1325 and the following resolutions related to women and peace.
5. The Millennium Development Goals and Sustainable Development Goals.
6. The Protocol of the African Charter on Human and Peoples' Rights
7. The GOMA Declaration to eradicate sexual and gender-based violence. This 2008 Declaration came out of the collaboration of the member states of the International Conference on the Great Lakes Region (ICGLR) together with civil society organizations, development partners and UN agencies. Thus, the member states have a duty to protect its citizens from all forms of human rights violations.
8. The United Nation Economic Commission for Africa (UNECA), through the African Center for Gender and Social Development (ACGSD) was mandated to follow up and support implementation of the Dakar and Beijing Platforms for Action.
9. The Banjul Declaration on the Strategies for Accelerating the Implementation of Dakar and Beijing Platforms for Action was adopted.
10. Moreover, UN agencies, INGOs and other international partners operating in Sudan have committed programs, funding and technical back stopping to facilitate the achievement of gender equity, peace and all the sustainable development goals (SDGs) and the previous millennium ones.

However, Sudan has not yet ratified (CEDAW) and the African Women's Rights Protocol.

#### **1.2. The Government of Sudan:**

In 1985, the Sudanese government established a women's unit at the Ministry of Welfare and Social Security after the end of the Women Decade Conference held in Nairobi 1985, which was intended to indicate a commitment to the Nairobi Forward Looking Strategy. The unit was later promoted to a directorate in 1993 in preparation for the 1995 Beijing Women's

International Conference to enable it to implement the Beijing Platform of Action. Then the directorate became a full women's institution part of the Ministry of Social Security and Welfare (MSSSW).

### **1.3. Institutional Arrangements:**

There are a wide range of institutional arrangements that have been put in place to promote the advancement of women. The main national women's organization in Sudan is the General Directorate of Women and Family Affairs (GDOWFA) which is housed in the Ministry of Welfare and Social Security (MOWSS). The Directorate is charged with mainstreaming gender concerns into policies and plans for the empowerment of women. National mechanisms in Sudan have adopted multiple mechanisms to promote gender empowerment including departments, divisions and units in ministries, parliamentary caucuses and select committees, gender focal points/gender. The establishment and use of multiple mechanisms is an important development because it spreads the work of promoting gender equality and women's rights across several institutions (GDOWFA 2011). The Ministry is charged with supervision of poverty eradication programmes, and cooperates with external advisers, among them Ahfad University, which provides advice on gender policy issues and gender responsive budgeting. The 2007 National Women Empowerment Policy Framework identified seven critical areas, three of them related to gender and peace, namely Women's Political Participation, Women and Peace, and Gender Based Violence. Three government institutions lead the implementation of the related policies, i.e., Women Centre for Peace and Development, Women Human Rights Centre and the Strategic Centre for Community Rehabilitation which are affiliated within the premises of the Ministry of Social Welfare. (Shadia Daoud 2014 )

An important relative achievement of this body is that the administration engaged civil society and experts in developing the National Strategy for women's empowerment. The 2007 National Strategy for Women's Empowerment is in line with the UNSCR 1325 and other articles related to Beijing Platform of Action (BPOA) 1995. The new policy for 2012-2016 stated a vision "To have an effective woman, aware of her rights in society that is embedded in, equity and equality values". The mission is "Heading to achieve women's and family empowerment to guarantee her effective participation in the building and devolvement of the society using all efficient means (source: The National Report on the status of Sudanese Women 2016, Ministry of Social Security and Welfare).

The national women's empowerment strategy goals and objectives, a total of 20, could be viewed as comprehensive. However, there is no plan of action with indicators, budgets, a specific time frame, an indication of who would be responsible for implementation those responsible to implement them, nor any Monitoring and Evaluation mechanisms.

Other national policy and strategy documents have been developed, such as the National Strategy for the Family in 2008, the National Population Policy in 2002 (updated in 2012). (Source: The National Policy for the Empowerment of Women MSSSW Report 2015, and the MSSSW progress report on the Status of Sudanese women 2016)

Later, the government indicated commitments to end violence against women, particularly in war and conflict zones. The government established a special unit to combat violence against women in 2008 as part of the Ministry of Justice and then came under the Ministry of Cabinet Ministers, which recently became part of the MSSSW. The unit developed the National Plan for Combating Violence against Women in 2009-2011, and the 2014 strategy and Plan of Action that aimed to end violence against women and protect women's human rights and ensure their dignity as human beings; yet the implementation of the plan of action has not yet started.

In 2006, Sudan established the Women's Human Rights Center as part of the MSSSW. The Center developed drafts for law reforms and indicated that 16 laws and 32 articles need revision to end discrimination and violence against women. In 2012 and 2013, the Centre developed a document on Sudanese Women's Rights, aimed at ending gender-based discrimination and violence and enhancing women's rights. Yet, few laws received further attention on age of marriage and sexual harassment.

The Women Peace and Development Centre, as part of the MWSS, has been established since 2003 as the body responsible for achieving UNSCR 1325. In 2014, the Centre developed, using a participatory approach, the National Plan of Action to implement 1325 and the Goma Declaration. Although Sudan did not ratify CEDAW, it has ratified the two Human Rights Conventions. It is part of the Protocol to the African Charter on Human and Peoples' Rights and signed but didn't ratify the Protocol on the Rights of Women in Africa. , The Doha Document for Peace in Darfur (DDPD), created May of 2011, in principle incorporated gender considerations within several key provisions. Article 1 of the DDPD called for the promotion and protection of human rights, fundamental freedom, and included reference in particular to the needs of women, children and vulnerable groups during early recovery, reconstruction, rehabilitation and education policies and programs.

Moreover, Sudan is committed to achieving the Millennium Development Goals (MDGs) and is engaged in developing the 2015-2020 Goals. The first five MDGs all involved addressing gender-based discrimination, the feminization of poverty, and high maternal and child mortality as aspects of VAWG. Though Sudan is not meeting targets to achieve the MDGs, it is attempting to address them through partnership with civil, national and international societies and with the support of UN agencies and several donors. Further, it is committed to achieving the 16 SDGs, especially those concerned with gender equality and peace (SDG 16.1, 16.3, 5.1, 5.2, 5.5, 4.7, 8.5, 8.7, 10.3, 10.4).

Moreover, Sudan has ratified the Child Right Convention (CRC) in 1990 and developed a child protection law and established the National Child Welfare Council (NCCW). The council has branches in all states and works to promote children welfare, focusing on health and education, but as well-developed strategy and indicators to eradicate all forms of female genital mutilation (FGM). However, a national level law has not yet been approved. Three states out of 18 have criminalized FGM, namely South Kordofan, Gadaref and North Kordofan. Blue Nile, Kassala, River Nile and South Darfur states, the Child Act included a provision to ban FGM, but it is still pending ratification. This was achieved after three decades of work by many actors. The NCCW drafted a strategy and law in May 2018 to

abandon all forms of FGM but it has not yet been passed by parliament. The NCCW with other actors also led the Saleema campaign to eradicate FGM.

Further, in indicating its commitment to protect children, Sudan has established units at national, state and locality levels for the protection of families and children. The Child and Family Protection Unit is part of the Ministry of the Interior. It acts mainly as a special prosecution unit for children and families. It has also established special child-related protective courts and re-established the juvenile courts that were established since the colonial time.

A special women unit at the ministry of justice was established and total of 216 laws were reviewed concerning women but still fundamental laws have not been changed, such as the Family Law, age at marriage, the Criminal Law articles number 48, 49, 51 and 52 regarding decent dress, public order disturbance and abandoning FGM. Clearly, further reform is needed

A Human Right Commission law was passed in 2009 but did not become functional until 2011.

#### **1.4. Context analysis of Women's Peacegroups:**

This last part of section 1 is devoted to analysing women's engagement in conflict mitigation and peace building.

Conflict in Sudan, whether intercommunal or between the central government and citizens demanding rights who are rebelling against it, has been a characteristic of Sudan since independence. The most visible armed conflicts are currently in Darfur, South Blue Nile and South Kordofan. The causes are complex but mainly related to issues of injustice in socio-economic development, in the share of political and decision taking positions in different sectors and in wealth distribution, as well as an identity recognition and because of cultural marginalization.

In addition, other recent inter-communal conflicts have occurred not for reasons of identity classification, but rather for reasons of rivalry over use of resources; mainly pasture and water between pastoralists and settled farmers.. This is a conflict which reaches all the way back to colonial times.

The traditional type and complexity of conflict resolution mechanisms in each of the Sudan parts mentioned above shed light on the difficulty of Central: Regional conflicts and the role of women in conflict resolution.

In all the above cases, women are not part of peace councils, courts or mediation processes. Forgiveness without compensation for identified agreed upon based on the extent and value of damage is not part of the culture of peace making and bringing justice in Darfur. Even with the current attempts to change women's roles, to restore dignity and property, and to call for peace, forgiveness was not the main message. These values are shared between 'Arab' or 'African' identifying tribes, and they believe that compensation equal to the damage done is

the only road to peaceful co-existence. Peace councils spend days trying to identify the extent of the damage and the compensation required. With the use of arms, damage has become extensive, creating resentment and bitterness between people. The high costs of compensation and low economic situation of people has added complexity to the situation. Peace in Darfur seems to be almost unattainable within a decade. The emphasis currently is on peace between Rebels and Government forces, but this ignores inter-communal conflict its causes. Ignoring this, as well as the traditional mechanisms for conflict resolution will be problematic, and potentially lead to a situation like the one in South Sudan.

A 2010 study by UN Women of 31 major peace agreements since 1992 revealed that women formed a paltry 4 percent of the signatories to peace agreements, and formed only 9 percent of the negotiation teams in the 17 cases for which such data were available. The inadequate representation of women in peace negotiations results in an unsustainable peace, because it is one that only represents the needs of half of society (UN Women 2010). Sudan is described as both a conflict and post-conflict country. Sudan is currently facing a period of transition with a significant degree of political, economic and military uncertainty, exacerbated by ongoing conflict in seven of its 17 states and across its shared border with newly-independent South Sudan. More than 50 years of independence have been characterized by deep social and political divisions, and dominated by conflict (Gafar 2011). Sudan ranks 129 out of 187 on the 2012 Gender Inequality Index (value 0.604) and one of ten countries posing most risk to the rights of women and girls. The gender gap for Sudan is estimated at 0.095. (UNDP 2012). The engagement of women to call for peace in an organized way started in 1986 with the establishment of the Mothers for Peace Association that made a Nile voyage from Khartoum to Kosti with White Flags asking for peace and urging the government to sign a peace agreement. The NGO was dissolved in 1989 coupe but managed to re-register again in 2005. In 1998 an initiative of the Netherland embassy established a woman for peace project that resulted in the formation of 5 women's groups in north Sudan and another 4 in South Sudan as well as among Southern refugees in Kenya and Uganda. These 9 groups were called the Sudanese Women Empowerment for Peace (SWEP). The north based groups were made up of actors involved in politics, civil society, and government as well as Nuba women and Southern women living in the North. (Badri, B 2016 DSRI).

Another women group was formed in 1999-2012 by the Institute for Achieving Security based in Washington DC. The women's group was rather informal but did a lot of activities in several areas including calling for eradicating illiteracy, reducing MMR, achieving equality and high level of representation for women in decision making posts. Besides that, integrating peace issues in all sectors, achieving 1325 and MDG objectives was also a focal point.

Conflicts and civil war in Sudan call for women's participation in peace building and conflict resolution. Protracted peace negotiations in the North-South conflict hardly included women as delegates. Peace Agreements with generic reference to rights commitments offered few specifics on gender equality. The Darfur peace negotiation (Abuja series) included women in 7th round, and Darfur Peace Agreement has at least substantive 30 articles on women's empowerment, equality and rights (UN Women 2011). There were nine women participating in the East Sudanese Peace Agreement (ESPA), nine on Darfur (Aldoha

Agreement) and 11 on Comprehensive Peace Agreement(Women Centre of Peace and Development WCPD 2012).

Another, initiative in 2011 was led by the Swiss embassy in Khartoum to nominate women around the world for the Noble Peace Prize, which has been monopolized by male winners and nominees. The initiative is to nominate ten women from each country. The ten nominated women formed the Sudanese Women's Forum for Peace Building. They exchanged experience, held workshops, exhibitions, and a book about their contribution was produced to motivate others. They also worked at locality levels to which the nominated candidates belonged. Also, they participated in the 16 days of No for Violence Against Women, informing those who attended about the resolution 1325 (Source Bakita Osman 2016, DSRI).

Furthermore, the 1325 Think Tank Group was formed in 2015 through the initiative of the Swedish embassy in Khartoum. The United Nations Security Council Resolution 1325 came as a result of an open discussion on the women's perspectives of war organized by the United Nations Security Council. In reference to this resolution the Sudan Action Plan was developed.

The main objective was to create a platform that brings both civil society and the government to discuss the UNSC 1325 in the Sudan context; what is going well, what the challenges are and what could be done better, with a particular emphasis on the National Action Plan (NAP)'s process, gaps, what is needed and the way ahead.

All the above efforts led to the development of the Sudan national Action Plan to implement the 1325 resolution. The development of Sudan National Action Plan (Sudan—NAP) is a collaborative action involving the government, relevant institutions, civil society organizations, academic institutions and the regional and international organizations. The national plan was developed through a three phase process: building political will, a consultative group affirming the plan framework and, within the same context, examined the evaluation/analysis and identification of the gaps, challenges and priorities. The policy documents, strategies and budget was developed by all sectors. A gender analysis and women's empowerment dimension were integrated into them.

Further, since 2016, the UNDP developed a capacity building program on skills of conflict resolution and peace building targeting UN personnel in the field, NGOs and the peace centers at universities. A total of 18 peace center representatives received two levels of training, and a training package was developed and distributed. It was hoped that these centers would both integrate peace education in university curriculums as well as target local community leaders and CBOs with training on peace building. The training includes a gender dimension on peace, analysis of causes of conflict, mitigation, development during conflict and women's engagement in peace building and peace agreements. A similar program was supported by JAICA and members of the DDR and the peace committee of the National Dialogue were involved.

Other service-oriented groups, such as the Trauma Centres initiated by Ahfad University in 2014 for Women, have worked both at national and local levels since 2016 to address the negative psychological, physical, infrastructural and economic costs of war. These programs give the other side of the story about women's engagement in peace building, a story of strengthening resilience, hope, self-confidence and re-turning to a normal life despite being in a conflict zone area. Such groups need to be continually supported because they promote peace and development at a local level.

In conclusion, it is evident that institutional frameworks and women's activism to promote engagement with peace building was undertaken. The impact of that will be analysed in reference to how far the UNSCR 1325 was effectively implemented in Sudan.

## Section 2:

### 1. Efforts made by government to Implement UNS1325 Resolution And strategic progress of 1325 resolution:

#### 2.1 General Review

##### UN 1325 implementation in Sudan:

United Nations Security Council Resolution 1325 (UNSCR 1325) was adopted in 2000 to address the specific needs of women and girls in conflict and post-conflict situations.

The objectives of the resolution are to protect women's rights during armed conflicts, prevent impunity for gender based crimes, mainstream gender aspects in peacekeeping operations and increase women's participation in the various phases before, during and after armed conflicts (Accord 2010)

Since the resolution was adopted in 2000, there have been a number of intense violent conflicts and civil wars in Sudan. In all of these wars women have played critical roles in advocating for peace and calling for the involvement of women in peace processes. However, most of the actions taken by women were coordinated without using or referring to UN SCR 1325. Few studies exist documenting how the country came to support 1325 through adopting a National Action Plan NAP or how Sudan is pursuing principles of gender equality and empowerment without adopting a 1325 (Gihan Eltahir-Eltom:2010). So, this report aims to review the previous out put and experience of UNSCR 1320 implementations in Sudan.

The government of Sudan have taken several important steps for women's rights. One step was signing up to the UN resolution 1325 '**Women, Peace and Security**' in 2000.

- The Government of Sudan is currently working on drafting Sudan's first national security policy, which will include women's peace and security concerns, and it is hoped that with the help of civil society consultations this National Action Plan can be used to make a real impact in improving the lives of women disproportionately affected by conflict. However, Sudan is still pursuing UNSCR 1325 principles, or gender equality more broadly, without a formal NAP. Most of the actions taken in Sudan were coordinated without using or referring to SCR 1325 (Tønnessen 2014; Aurora Eck Nilsen (2016)). Caroline and Afaf Abuhasbu (2015), in their evaluation of Supporting the Role Women Leaders in Sudan and South Sudan in the Post-separation Period, found that The UNSCR 1325, which mandated a review of the impact of armed conflict on women and girls, the role of women in peace building, and the gender dimensions of peace processes and conflict resolution, was largely ignored. So all the examples and experiences reviewed of implementation of 1325 principles were beyond 1325 National Action Plan.

**Box(1)) Sudanese women activists do not use UNSCR 1325 to claim rights**

Sudanese women activists do not use United Nations (UN) Security Council Resolution 1325 to claim rights. During my eight years of engagement with women’s activist from diverse backgrounds in the country I have hardly heard the resolution mentioned, except in the context of the Darfur conflict. It is understood narrowly by local actors to pertain to protection against gender based violence, specifically sexual violence. Nine years after the signing of the Comprehensive Peace Agreement that ended Africa’s longest running civil war, no national strategy exists in Sudan to implement Resolution 1325, because “there is no political will” to do so.(Liv Tønnessen 2014)

In the Sudan, awareness of the resolution is low with exception of Darfur. In Darfur, awareness increased as the atrocities and violations against women intensified.

**The following examples of activities that directly addressed UNSR1325**

**Box ( 2 ) Global Open Day forum on the UN Security Council Resolution (UNSCR) 1325**

El Fasher, 22 November 2014 – More than 140 women representing the five states of Darfur participated in a Global Open Day forum on the UN Security Council Resolution (UNSCR) 1325 organized by the African Union-United Nations Mission in Darfur (UNAMID) in El Fasher, North Darfur. The event that took place on 20 November 2014 was held under the theme “Women count for peace.”Speakers at the opening ceremony stressed the significance of the forum for consolidating efforts related to women, peace and security as laid down by the Resolution. (UNIMAIDS Sudan 2014)

**Box (3) UN Security Council Resolution (UNSCR) 1325 State Committee Darfur**

On 3 November 2015, UNAMID’s Gender Advisory Unit (GAU), Sector South, in collaboration with the State Ministry of Social Affairs and the UN Security Council Resolution (UNSCR) 1325 State Committee, organized a one-day workshop on the UNSCR 1325 Global Open Day 2015 on Women, Peace and Security at Shoumous Hall in Nyala, South Darfur.

The workshop aimed at examining various perspectives and the progress in the implementation of UNSCR 1325. It brought together some 80 participants from Nyala and surrounding camps for the internally displaced and was also attended by representatives from the UNSCR 1325 State Committee, local nongovernmental organizations, the United Nations Country Team, and government officials and UNAMID staff.

## 2.2 Examples and Experiences of the implementation of 1325 principles beyond 1325 National Action Plan

### 2.2.1. Resolutions Adopted Since UNSR1325

Renee Black 2009 examined resolutions adopted in Sudan since UNSCR 1325 and identified all references to it, whether direct calls for its implementation or through indirect references to specific operational elements of SCR 1325. Sudan has 50 % of the country-specific resolutions containing some reference to SCR 1325 or a related theme ( see table 1)

**Table (1) Number and Percent of Resolutions Reference In Sudan.**

Number of Resolutions	Number of Resolutions with Reference to 1325	Percent of Resolutions with Reference to 1325
24	12	50.0%

Source: Compiled from Renee Black 2009 Mainstreaming Resolution 1325? Evaluating the Impact on Security Council Resolution 1325 on Country-Specific UN Resolutions

#### **Box (4) justification of Sudan's high country specific number resolutions**

Sudan has particularly disturbing histories of violence against women, including high levels of rape by domestic armies and rebel groups, peacekeeping staff, as well as the fact that many women have experienced abuse by generally repressive and patriarchal local regimes. These context-specific factors can help to account for the high number of country-specific resolutions. Again, this makes intuitive sense, especially given the greater saliency to this topic in recent years and the increased number of groups doing data collection in these countries in recent years on these issues (Renee Black 2009).

### 2.2.3. Protection of Girls and Women:

The prevention pillar of UNSCR 1325 refers to the reduction in conflict and all forms of structural and physical violence against women. Since the start of the conflict in Darfur 2003 the government of Sudan showed some commitment to this.

- A unit to combat violence against women and children within the ministry of justice was formulated by a decree from the president on Nov. 2005. In addition, the UN special mission about the UNSCR 1325 and the minister of justice issued measures to combat violence against women in Darfur and declared it in public media in coordination with the U.N special mission in Sudan 18th August 2007. The prosecutor

general issued a circular No. 7 to facilitate protection and legal rights of women in Darfur.

- Units for combating violence against women and children were established in 14 states by Wali's decrees, in co-ordination with the UN agencies and all ministries concerned and civil society organizations (Atiat2014).
- Units provide comprehensive services to women as well as children by the end of 2011. However, up to the present, the majority of these units operate merely as child protection units, meaning that they take care of girls and boys who are victims of rape and sexual abuse, but not adult victims of rape (Caroline ,AfafAbuhasbu2015)
- Several workshops were held on combating violence against women and on the Protocol to the African Charter on Human Rights and People's Rights on Rights of Women in Africa (better known as the Maputo Protocol). The workshops were held in collaboration with the UN Mission in Sudan, and changes to Sudanese rape laws were recommended.
- There was no accountability in peace agreements negotiated for Darfur, Eastern Region conflicts or the CPA on the part of the Government of Sudan for war crimes, and specifically for GBV or sexual violence against women and girls.
- Sexual and gender-based violence (SGBV) is widespread in conflict areas in Sudan; however, only limited data exists concerning the scale of the problem and its possible relation to conflict. Therefore, sensitive research is needed to establish the root cause of sexual and gender-based violence and improve responses.

#### **2.2.4. Protection of Women's Rights in Conflict and Humanitarian Settings**

Women's rights and human rights generally are complex and politically sensitive issues in Sudan due to religion, cultural traditions and political conditions. Discriminatory laws against women are documented in various reports on women and human rights. The efforts made by individual women, women NGOs, civil society and academic institutions promoting women's rights and gender equality in North Sudan are challenged by resistance from the male dominated political leadership, the legal system and cultural traditions. Besides, Sudan has not ratified the Convention on Elimination of All forms of Discrimination against Women (CEDAW) or similar regional human rights instruments on gender equality (Daoud Shadia2014) .

#### **2.2.4. Gender and Politics and Decision-Making Process.**

Another important dimension of Resolution 1325 relates to women's representation. The resolution urges member states to increase the active participation of women in decision-making (Tryggestad, 2009: 540-41). In this area Sudan, together with many other post-conflict countries in Africa, has introduced a gender quota in legislative bodies. Sudanese women successfully mobilised for a gender quota in the National Election Act of 2008, which ensured 25% women's representation in all Sudanese legislative assemblies.

Table( 2) *Sudan women in parliament 2015*

	Seats	Women	Women %
<b>Lower or single House</b>	462	130	30.5
<b>Upper House or Senate</b>	54	19	30.2

Source: Compiled from Caroline Afaf Abuhasbu (2015) Supporting the Role Women Leaders in Sudan and South Sudan in the Post-separation Period End of term Evaluation

-The historical 25% quota system has largely been along political affiliation lines, with women representatives following the party agenda and not promoting women's gender equality and democratic rights (Caroline ,Afaf Abuhasbu 2015).

### Section 3:

#### Implementation of UNSCR 1325 by Civil Societies

This section explores community-based initiatives undertaken by women's organizations and civil society groups seeking to promote women's participation in peace processes. The study reviewed the work of 15 national civil societies

The following are summary of results presented in Table (3)

- All civil societies reviewed worked in empowering women for participation in peace building. Only one of civil societies has made UNSCR 1325 central to its activities.
- A multitude of activities are being enacted by the CSOs that contribute to the implementation of UNSCR 1325 in Sudan. Nevertheless, few of these are identified as 1325 activities or programs.
- The activities conducted focused on two key components of the peace process: peacemaking and early post-conflict peace building. Many of the successful projects described here (and hundreds of others that we could not include) are both small-scale and resource poor, requiring more systematic support from national and international agencies.
- In Sudan, many women's groups and organisations are involved in peace building on both sides of the conflict. All these organisations work in varying capacities to empower women to be involved in the peace process and in peace-building.
- Civil society organizations have taken the lead in offering training opportunities to strengthen women's participation in peace processes. These training opportunities focus on educating women on the gender dimensions of various policies and processes whilst building their skills in conflict resolution.

**Table (3)** Shows the Activities to promote women's participation in peace processes conducted by Civil Societies

	<b>Civil Societies</b>	<b>Activities</b>
1.	SIHA	The UNSR 1325 has been central to development of training packages
2.	Darfur Network for peace	Advocate for human rights
3.	Sudanese Women Empowerment for Peace (SuWEP)	Empowering women for peace building
4	AfaagAlmustagbal	Improving the livelihoods of Women in Darfur
5	Darfur, Sudan (Community Development Association CDA	Promoting women's participation in peace negotiation
6	AZZA Women's Association (AYA) Sudan	Training of both women and young people to give them the skills needed for peaceful conflict resolution

7	Babiker Badri (Scientific Association for Women's Studies) Sudan	Empowering Sudanese women, promoting greater equality and participation in community life.
8	Turath Organisation for Human Development Sudan	Awareness raising towards peace building and conflict resolution
9	Sudan Organization for Research and Development (SORD)	Promotes women's and girl's rights
10	Hawa Society for Women	Awareness raising and empowerment of IDP women
11	CAFA Sudanese Community Development Association	Awareness raising and empowerment of IDP women
12	Sudan Popular Committee for Relief and Rehabilitation (SPCR)	Empowering women and youth on GBV
13	NISWA for Development	Empowering Darfurian women for peace building
14	Madina Centre for Gender and Development	Empowering Darfurian women for Livelihood
15	Paralegal Association	Empowering women of the Blue Nile State for human rights justice and governance

Compiled from Strategic Initiative for women in Horn of Africa (SIHA) 2014

**Box (5) promoting participation of women from Nuba Mountains**

In the Nuba mountains region of Sudan, 80 women registered to vote for the regional elections, which was considered a large turnout for a single day. Additionally, there is evidence that women have responded to civil society efforts by mobilizing around common goals: "... in the beginning the women weren't working together now they are friends and there is harmony in the movement. In 1997 they didn't even greet each other."

Focused trainings to educate and empower women to be future political candidates and participatory citizens have created change both in the political realm and in societal attitudes towards women.

"Elections used to be a 'man's issue'. They [women] used to vote but used to vote for what their husband told them to. Now they understand the value of their vote and their rights." (Sudanese Women Empowerment for Peace (SuWEP))

## **Review of Implementation of UNSCR1325 in Sudan by International Agencies:**

There are several international efforts to build the capacity of women to participate in peace processes, namely United Nations Security Council's Resolution 1325, The Oslo Gender Symposium; Strategic and creative partnership created between the Government of Norway, UNIFEM and NUPI in creating space for women's voices; and the Joint Assessment Mission for Sudan (JAM). One of the national efforts is Darfur Network for Peace.

All humanitarian interventions in Sudan are required to prioritize gender and promote gender equality. Sudan Humanitarian Country Team (HCT) has embarked on an intensive process to raise awareness of gender in humanitarian action (Caroline Chikoore Afaf Abu-Hasabo (2015)). The following are some examples:

### **UN Democracy Fund (UNDEF) project was implemented from 2012 to 2014**

- The project implemented by Search for Common Ground in partnership with the Badya Centre, applied the SFCG conflict transformation approach of “*key people, more people*” that sought to i) develop a network of elected women leaders in targeted border states, ii) strengthen capacity to resolve local conflicts and promote reconciliation in communities and iii) engage women in post referendum dialogue to resolve local conflicts and promote reconciliation in their communities.
- The project sought to consolidate the individual and small group transformation with three inter-related activities. Eight dialogue sessions were held with women's groups of 12 to 25 women leaders. Topics discussed were related to conflict management and peace building, with focus on the role of women e.g.; i) peace building initiatives undertaken by women in Dilling and Al-Fula, ii) challenges faced in the implementation of UNSCR 1325 in Dilling and iii) experience of women parliamentarians in advancing women's human rights in South Kordofan. 70% of the trainees reported using the knowledge gained from the training in their dialogue discussions, (UNDEF Final Narrative Report 2015)
- 200 women from CSOs and government to “set the agenda” for Sudan women's leadership. The convention continued the focus on UNSCR 1325 with discussion on women related topics including women's political participation, legislation, peace building and reconciliation and empowerment of women. The outcomes of the conference were i) Common Agenda, ii) a ratified Sudanese Women's Charter and iii) a guiding manifesto for Sudan women caucuses. With the convention, the women collectively provided prescriptive solutions for cultural transformation of women's engagement in peace building.
- The project had been successful in integrating with other local institutions. Selection of women in leadership within the civil society and government institutions who reported transferring the skills learnt into their day to day work meant continuity of activities beyond the funding period. Other respondents were able to build upon the outcomes of the project with, i) two contracts signed with the Sudanese Training Centre (supported by EC) to train youth and children in the case of Al-Dilling Women's Forum, ii) support provided to the Ministry of Social Welfare in establishing children's court, police units and GBV programs and advocating for a

role in government's mediation committees in the region in the case of AIDiling Women's Forum(Caroline Chikoore Afaf Abu Abu-Hasabo(2015)).

### **3.1. The Role of UNIMIS:**

The mandate of Gender Affairs unit of UNMIS in Sudan is to address GBV, ensure women's participation and ensure compliance of UNMIS with relevant international standards. So far, it has translated SCR 1325 (2000) into local languages, supported the development of women's peace clubs within the universities (beginning in Khartoum) and provided gender training in all sectors. The Gender Affairs Unit has also been innovative with respect to preventative, community-based security, through the involvement of the Hakamat (elderly, female praise singers).

#### **Box (6) UNIMIS support activities to UNSCR 1325 resolution**

The high incidence of sexual and gender-based violence in Sudan, however, has compelled Sudanese women's organizations to work more closely with the peacekeeping missions. On June 10, 2010 forty women representing women's organizations and peace groups from all over Sudan gathered at the UNMIS compound in Khartoum to demand an "increase in the number of women recruited in the security sector" to help address gender-based violence issues. They presented their demands to Inés Alberdi, the Executive Director of the United Nations Development Fund for Women (UNIFEM) and Jasbir Singh Liddar, UNMIS Deputy Special Representative of the Secretary General (DSRSG), and also called for the establishment of peacekeeping team sites for the protection of women. In their efforts to fulfill obligations under SCR 1325, Canada's Pearson Peacekeeping Centre (PPC) provides expertise and advice on the integration of gender perspectives in training and education, the implementation and monitoring of SCR 1325 and 1820 in peacekeeping missions, and the development of strategies to promote the meaningful participation of women in their national organization and in peace operations (in particular during recruitment, retention, promotion, deployment and reintegration processes). The Centre also provides specialized training for police, military and civilian personnel.

### **3.2. UN Women**

UN Women has been working in Sudan with the mission to address obstacles to political participation of women, with programmes guided by international commitments to women's representation. The project "Supporting the Role of Women Leaders in Sudan and South Sudan in the Post-separation Period" was designed to address the needs of border communities in Sudan and South Sudan.(Caroline Chikoore Afaf Abu- Hasabo(2015)). UN women (Sudan) is supporting the National Gender machinery to develop and articulate strategies that would strengthen women's organizations to participate in peace processes as well as ensure that gender perspectives are included in peace keeping operations.

### **3.3. Norway Embassy**

The Embassy has, to some extent, focused on women's rights and gender equality in its development cooperation with Sudan. Efforts, albeit perhaps not always sufficiently systematic and comprehensive, towards gender mainstreaming have been carried out. For instance, support to the organization of the 2010 elections and the 2011 referendum included a number of activities intended to encourage the participation of women in these important processes for the country. Another example is the Norwegian support to the World Bank administered Multi Donor Trust Fund (MDTF), where a gender adviser has been appointed to oversee the integration of women's rights and gender equality into the fund's operations. The Embassy has also supported a number of projects and programmes that target women and girls' rights specifically, including cooperation with the Institute of Women, Gender and Development Studies, the Afhad University in Khartoum, UNICEF's Female Genital Mutilation (FMG) Programme and UNIFEM's programme (now UN Women) 'Building Capacities for Gender Equality in Governance and Protection of Women's Rights in Sudan'. Babiker Badri Scientific Association for Women's studies (BBSAWS), an NGO dedicated to enhancing women's status, and Institute for Inclusive Security are also key organizations that have received funds from Norway (NARAD 2012).

### **3.4. ACCORD**

In 1999 ACCORD conducted a series of trainings in Conflict Management, Negotiation, Mediation, Facilitation, Collaborative Decision-Making, Preventive Diplomacy, Lobbying and Advocacy for members of the Sudanese Women Working Committees

In October 2010, ACCORD collaborated with the then United Nations Development Fund for Women (UNIFEM), in hosting a training in Conflict Management and Negotiation for women from Darfur as a strategy to prepare women to address conflict challenges during the Doha peace process

Awareness-raising workshops and trainings were provided to 90 local government officials to strengthen technical skills on GBV in Lagawa and Keilak; 1,270 male and female community members attended workshops on elimination of GBV and other gender issues MDG achievement Fund (2014)

### **3.5. Building capacity of women for political participation**

Since 2008, SuWEP has conducted seven capacity building trainings to educate women who seek to enter politics focused on campaigning, institutional management, transitional justice, reconciliation and leadership. On a larger scale, UNIFEM and UNDP set up training sessions to empower female candidates for future elections in all southern states of Sudan. All trainings seek to ensure that qualified and educated (future) women leaders can benefit from the CPA and the GoSS quota for women in decision-making positions. Recently, SuWEP hosted a series of roundtable meetings on the elections and women's participation. These meetings created a "women's agenda" that pinpointed what women want from political, development, education and health sectors. This agenda will soon be distributed to election committees in Sudan, to AU missions, and to UN agencies.

### **3.6.Humanitarian Action**

Sudan Humanitarian Country Team (HCT) embarked on an intensive process to raise awareness of gender in humanitarian action. This involved: Sector specific training to members of each sector, which took into account the potential gender needs and what specific activities and strategies can be designed to address those needs. Agency specific training to examine the role and mandate of each agency and how gender may be mainstreamed in their work. All staff at OCHA was given training on how gender mainstreaming is relevant to coordination and OCHA's work. Similarly, FAO, and WHO have also undergone gender training. (OCHA 2013)

### **3.7. VOND**

Since 2007 VOND, supported by the Netherlands government, has been bringing women in Darfur together in order to form more social cohesion. After a four-day workshop in Khartoum, the Darfuri women founded a platform. From this platform the work continues with the project LEAP, Women's Leadership for Peace-building in Darfur, which aims at strengthening women's leadership and promoting women's political participation. Sixteen women from Darfur and ten journalists from Khartoum are being trained to enhance the visibility of women's peace-building initiatives, nationally and internationally. The goal is for female leadership to become more prominent and for women to participate more in local politics, especially in the field of peace-building. Finally, the training has taken place in two phases: in September and in November 2013. This pilot project was completed with a report in December 2013. The LEAP project assembles several objectives of the Dutch Action Plan 1325: cooperation of women from diaspora, migrants and peace movements in the implementation of resolution 1325.

### **3.8 Training for women leaders ( Badya)**

The main output was the training for women leaders with 10 workshops conducted in South and West Kordofan, and Khartoum benefitting 366 participants. Overall participants were satisfied with the knowledge raised on the UNSCR 1325 and knowledge of the legislature and executive, good governance, and the role of women in inducing conflict between tribes and the bigger role they can play in conflict resolution. ( )

training for women leader (Ahfad University for Women)

## Section 4: Challenges and Gaps

- The women's peace groups are several, which indicates that Sudanese women are interested and engaged with peace processes. However, there is low representation of women and many are informal observers in peace negotiation sessions. Also, they are participating in committees in the implementation of the peace agreements related to relief and recovery. They are undertaking services of protection and safety of both physical and mental health such as that supported by the Trauma Centers or economic security by several NGOs such as SONAD or the NGOs projects supported by JAICA and USAID beside other donors.
- The Sudanese women's peace groups formed were exclusively women, hence the same divide continued, men only in dominant negotiations and women only in localized advocacy peace building ones. Further, most of these groups did not link with youth groups and organizations nor with media personnel.
- There has been a slow application of UNSCR 1325 at the national level. As such, the real instruments and opportunities for transformation lie below the state level. The assumption that only formal structures of the state can implement the resolution is flawed because it excludes the important role of civil society and women working at a grassroots level.
- There has been no Strategic Framework of implementation for the 1325 resolution in Sudan. There has been little contribution to the women in peace and security agenda, or to developing and articulating strategies that would strengthen women's organizations to participate in the peace process, which would ensure a gendered perspective on in peace keeping, peace building, conflict resolution and management.
- There has been limited attention and effort dedicated to protecting women and girls from gender-based violence, particularly rape and other forms of sexual abuse, in situations of armed conflict.
- Sudan has not yet ratified CEDAW and its optional protocol, which hinders efforts in Sudan to create holistic approach to protecting girls and women.
- Sudanese women are more likely to participate as witnesses and observers than as members of negotiating teams and as signatories or mediators. The vast majority of peace agreements signed in Sudan simply do not adequately reflect women's rights and concerns.
- Government of Sudan has continuously blocked the space for both international and national intervention employing the Resolution 1325 framework, particularly after the ICC arrest order of President Bashir. In 2000 the government established the Humanitarian Aid Commission to control both NGO registration and activities, and to monitor all national and international NGOs. It is therefore difficult for organisations to initiate activities employing the Resolution 1325 framework.
- There is a lack of academic literature specifically focussing on the results achieved in the context of the implementation of UN SCR 1325 in Sudan

- Many NGOs, and in particular women's groups, have organised training workshops and seminars around the resolution. However, these workshops did not incorporate implementation plans that track the usage of the resolution after the workshops.
- There is limited knowledge of this resolution at the grassroots level, although women at this level have been engaged in various activities that inadvertently promote the resolution. Grassroots women's peacemaking and peace building activities often predate UNSCR 1325, yet recognition of this reality seems to be nominal.
- The overall climate is not conducive to civil society, particularly given Sudan's Organisation of Humanitarian and Voluntary Work Act (2006), which restricts the actions of NGOs. In addition, funding for autonomous women's organisations is hard to secure and there are clear divisions within the Government of Sudan on what gender and women's human rights are and how they are best achieved.
- Poor women's empowerment in Areas of negotiation and conflict has been neglected, which led to poor participation in building and sustaining peace.
- Civil society organizations face many obstacles in their work, including the diversity of issues they have to address, ranging from HIV-Aids to violence, governance and poverty, all of which are either consequences of war or are complicated by it.
- The existence of gaps in legislative and legal frameworks for the protection of women in conflict areas.
- The gender issues for political participation and representation are tremendous. The quality of women's participation has remained limited and political dialogue and analysis remain dominated by men. Still, there are very few women in lead positions in political parties
- The exclusion of combating violence against women and child from the 25 year quarterly national, policy and political plan
- Academic and research institutions play critical role in supporting gender equality and women's empowerment for peace. There is no clear policy in Sudan for the involvement of the academic institutes in gender equality policies and strategies. The institute's effort were adhoc focused on capacity building and research. Most of their efforts are done in partnership with international organizations or as individual consultants.

## Section5:

### Lessons learned:

- Over the years, gender mainstreaming programs in Sudan have provided space for some progress on some issues of concern to women. Several institutional arrangements and instruments have been used in different combinations in different ministries and units with different degrees of success and effectiveness.
- Despite work within a UNSCR 1325 framework being blocked, women activists have put sexual violence on the national political agenda. But they have positioned it as a women's rights issue concerning all Sudanese, not limiting the discourse only to the protection of women from sexual violence in armed conflicts. (Tønnessen, 2014).
- The needs based training provided women with the essential skills, communication and public speaking they needed for active and visible leadership roles in public and political life.
- The empowerment of existing female leaders, who could then be a resource and inspiration for other women was a good strategy. To counteract the constraints that institutions impose upon women's exercise of power, the women leaders were supported with the networks and relationships built with the women's convention "Women are likely to use their power in transformative ways within social movements that enables the forging of collective identities, consciousness raising and combativeness towards authorities that may continue to influence women's identities and interests within institutions".
- While the virtual absence of Sudanese women from the peace table is disturbing, women as individuals or part of a women's movement have played critical roles in promoting inter-ethnic dialogue, providing innovative local solutions and ensuring that there are voices of reason and even protest when heightened pressure has been necessary.
- Some of the interrelated factors contributing to the progress of political participation of women are: a) the increase in number of educated women who are able to use their education and their experiences to press for their rights; b) encouragement and support of enlightened men; c) the technical and financial support of UN Agencies and international organizations for capacity building of women in political parties; d) the increasingly changing values and attitudes approving women public engagement. UN women (2012).
- Women's organisations were more prepared for the negotiations of the Darfur Peace Agreement, whose outcomes thus better ensured women's rights. During these peace agreement negotiations, advocacy by the African Union (AU), international "partners" (particularly Canada and the Scandinavians) and The United Nations Fund for Women (UNIFEM) was critical. UNIFEM supported the convening of a Gender Expert Support Team (GEST). GEST, composed of several ethnicities, raised gender issues surrounding the subjects of security, power, and wealth sharing in an explicit manner. The result was that the Darfur Peace Agreement explicitly included women's human rights, addressing issues of education, poverty, protection and women's equal

representation through affirmative action, training and capacity building.(Eltahir and Gihan 2010)

- Women's organizations and civil society should promote strong and sustainable networks at the rural and community level. Current women's networks predominantly operate in urban settings and greater efforts must be taken to access rural and community-based women's organizations.
- Over the years Sudan has managed to forge strong partnerships with countries and organizations supporting gender efforts to the promotion of gender equality and women's empowerment. National mechanism has a network of relationships with other stakeholders, including other ministries, agencies and donors, civil society and regional and international bodies.. Although UN-Women and other UN Agencies, UNDP and UNMIS, have provided technical support, implementation of the policy. International cooperation based on partnership and equality is one of the most important arenas for promoting gender equality. International organizations have proved vital for the capacity building of national mechanisms. (GDOWFA 2014 and GDOWFA 2011, UN women 2012).
- Civil society advocacy efforts and ndactions can propel a government into adoption of a 1325 NAP and ensuring commitment during implementation.
- Involvement of civil societies in particular women' association on peace building can initiate gender sensitive network for peace building.
- Women in conflict areas, especially in Darfur, as displaced, have experienced exposure to new skills and interactions and accessed new services

## Section 6:

### Conclusions and recommendation

#### 6.1. Conclusions

- Whilst there remains much to be done to address all aspects of women's peace and security in Sudan, the Government and its international and national partners have nonetheless demonstrated a strong commitment to UNSCR 1325. A National Action Plan on 1325 for Sudan would harness that commitment into an effective and coherent strategy for action. To date, women have played a limited role in peace negotiations. The inclusion of women in peace processes will ensure that women's issues are adequately addressed
- Involvement of civil societies in particular women's associations for peace building has begun to create a gender sensitive network for peace building. Women in conflict areas, especially in Darfur, have been exposed to new skills and have been able to access new services.
- Although Resolution 1325 has not figured extensively in the advocacy and activism of Sudanese women, it has meant a new international awareness of gendering peace building and thus a steady influx of donor money to Sudanese women activists and NGOs working on a range of related issues. This was important in the mobilization for a gender quota for legislative bodies in Sudan. The fact that the government has blocked work in the framework of Resolution 1325 might be a blessing in disguise in the sense that women activists have had to tackle the issue of violence against women beyond the area of armed conflict. This has opened up a more comprehensive debate on gender-based violence that deals with it not primarily as a security issue, but as a women's human rights issue

#### 6.2. Recommendations

- The process of developing national action plans for SCR 1325 (2000) has to be preceded by an institutional awareness of the resolution and understanding of its political importance. Such knowledge becomes the foundation for ensuring political will and commitment to implement the plan.
- In order to strengthen and systematize the work on UNSCR 1325 in Sudan, a dialogue should be initiated with strategic partners represented by civil society, academia and international donors (women NGOs, Ahfad University, AU, UNDP, UN Women) with the aim of identifying priorities for the implementation of UNSCR 1325 and the related resolutions.
- A baseline study should be conducted per international standards using the 26 indicators that were outlined in the UN 2010 report *Women Peace and Security: Report of the Secretary General S/2010/173* as the basis for establishing a baseline on the status of UNSCR 1325 in Sudan.

- There is need to increase women's visibility, representation and participation, leadership and decision-making in national mechanisms for prevention, management and resolution of conflict. The conceptualisation, implementation and evaluation of national action plans on SCR 1325 (2000) should be a joint effort between civil society and government;
- The responsibility of leading the implementation of action plans should not be left to the Ministries of Gender and Women's Affairs. Responsibility for different aspects of the plan should be distributed to key government departments such as defence, foreign affairs and internal affairs
- Capacity building for women in peace and security: It is important to build a critical mass of female experts in peace and security to drive the UNSCR 1325 agenda forward. This can be done through continuous and concerted efforts towards capacity building and specialised training for women in mediation, negotiation and conflict transformation. Ultimately, when women are soundly trained in the discourses that they seek to influence, they are better equipped to address structural issues that inhibit their full and effective participation in both local and high-level peace processes
- Training should be at the core of any national action plan on SCR 1325 (2000) in Sudan. There is high illiteracy in the country and the plan should serve the dual role of being educative as well as influencing policy and practice. Training should incorporate indigenous tools to avoid the perception that peace building and conflict resolution principles are externally driven.
- Broadening participation of women at a grassroots level in the UNSCR1325 agenda: Apart from involving women who have expertise in peace and security in pushing the UNSCR 1325 agenda, it is important to work with women in grassroots organisations.
- Lastly, an integrated package of services needs to be given at each locality, not by a single body but by coordination of various bodies that work in harmony with each other; each with its own specialization in order to provide the best services, and capacity building, and advocacy packages. Guidelines of participation, transparency, engagement, dignity, accountability are important and must be abided by all who work at a grass roots level and in developmental programs. These small-scale programs are important models for large scale projects of development of both a human and economic nature.
- Lessons learnt and what should be done remains to be jointly developed. We recommend that all these groups form one network. The women's peace groups usually make women's related demands when peace talks occur and integrate women's needs in the peace agreements. Only on individual basis do we find papers analyzing the root causes and giving suggestions for a total peace agreement.
- From contextual analysis of the impacts of the conflict and the on-going efforts for peace building, it is evident that there are challenges and gaps to be addressed for ensuring women's security and peace. Most significantly, these efforts are scattered, uncoordinated, not based on needs assessment and are of limited coverage. In addition, most of these activities are not monitored and their impacts are not evaluated. The main challenges are the insufficient services offered, inadequate

information on violence cases, lack of needs assessments of different groups, and the effectiveness and impact of the on-going interventions (SNAP, 2017, S Abdelrahim 2017).

- In the conclusion of this section it is clearly indicated that several bodies of organizations, institutes, networks as well as academic programs, sections or departments both at government and non-state actors' bodies exist in Sudan. Strategies, policies and plans of actions for gender mainstreaming and women's empowerment exist. A divide between Islamists and Secularists exists as well. Diverse types of activists act within the scene, however, the Islamist activists are given more space; protected and funded by the government and other donors. Yet, despite the divide they all share certain goals and established periodic solidarity. The hardship faced by women within a context of conflict creates a common agenda for all to work for poverty alleviation and peace achievement.

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## **Annex 1: Success Stories for Activism on Peace Issues**

This is the result of a group discussion of representatives from various women's peace groups. What are the challenges faced in integrating women in peace negotiation?

- Gap between women leaders and women at the grass root level
- Lack of education about women's rights and 1325
- National action plan for 1325 is not endorsed
- Women's participation in peace issues is confined to women's agenda
- Lack of professional training and capacity building programs for women in peace building
- Tradition and culture which restricted women's participation in public work
- Lack of facilities supporting women, which might encourage them to be involved in peace activities

How should we facilitate women's roles in peace making?

- Building women's capacities in conflict resolution skills such as negotiation, mediation, dialogue and peace agreements
- Ending discrimination between men and women and giving women an equal chance to participate.
- Through enhancing networking among different women's groups
- Creating partnership with women in conflict zones at regional and international levels to benefit from their experiences
- Creating spaces for women at a political level especially in political parties, peace building and delegations.
- Creating a common agenda for women and bridging gaps between elite women and women at the grass roots level
- Making use of women's local experiences in peace building in Darfur state (Alhakamat)
- Provision of financial support for enhancing capacity building programs in peace building for women
- Empowering women economically, socially and politically
- Integrating women in decision making positions at executive level, civil societies, universities and native administration. Also, to be part by at least 30% in peace negotiations delegations.
- Activation of all international treaties and conventions that Sudan is part of and informing all groups about these conventions.
- Ratifying CEDAW and the African Women Rights protocol.

How can men and women work together to achieve peace building?

- Women first need to work together and need to create their own common agenda and so that their voices will be heard and they can work jointly with men

- Women should work together with men to achieve peace and development. This could be done through: trust building, eliminating institutional inequalities, adhering to justice, good governance principles (non-monopoly, transparency and accountability), especially by forming equal representation from youth groups by raising their capacities and engaging in dialogues.
- Develop clear plans alongside the development of human resources and leadership skills in the long term
- At the decision-making level, work with political party leaders to change their mentality regarding women, creating more effective participation in peace building
- Create a follow-up and evaluation mechanism for women's participation in peace building and identify indicators of success, gaps and the way forward
- Bridging the gap in power relations between men and women by empowering women
- Assigning enough budget to achieve the above.

Needed sustained networking bodies and activism to achieve peace:

- Building informal networks, alliances and partnership to avoid bureaucratic procedures
- Provision of technical and financial support
- Developing databases for existing working bodies
- Build monitoring and evaluation mechanisms to grantee sustainability
- Designing clear and smart objectives that can grantee sustainability
- Division of responsibilities and programs between different groups/NGOs according to experiences and specialization
- Using technology and social media to facilitate communication, hence networking, smart division of responsibilities and exchange of experiences

Other programs and projects to be undertaken and integrated in peace making programs/projects:

- Develop livelihood projects
- Provision of basic needs to achieve social justice
- Food security services, social justice and good governance to be integrated in all peace programs/projects.
- Provision of post war services like trauma centres
- Development of transitional justice programs
- Development of NO for GBV programs.
- Need assessment studies and evaluation research would be useful for division of responsibilities between all government and non-government sections.