

Country Gender Profile Republic of South Sudan Final Report

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Summary

Socio-Economic Situation and Gender in South Sudan	
General Situation of South Sudan/Conflicts in South Sudan	
<ul style="list-style-type: none"> • The area comprising South Sudan is about 1.7 times the size of Japan with an estimated population of 11.7 million. The majority of which are engaged in nomadic grazing and agriculture. The country has more than 60 ethnic groups and the tensions among them have been a serious issue. The economy depends on its oil reserves. • South Sudan achieved its independence in 2011 after two civil wars. However, it is still politically unstable, and this instability has culminated in the political clashes in December 2013 and July 2016. Armed conflicts continue and severely affect the lives of its population. 	
Conflict and Women	
<ul style="list-style-type: none"> • Conflicts severely affect South Sudanese women socially, economically, physically and psychologically. Sexual violence has been used as a weapon of war during and even after the civil wars, and women continue to suffer. • South Sudanese women were also mobilized as soldiers or as supporters during the civil wars. Their involvement in the civil wars has paved the way for their political engagement and the establishment of the Ministry of Gender. • Women struggled to play an active role in peace negotiations. They have been successful to some extent and have been able to send some of their own as members of a negotiation team. However, there is a long way to go in order to have women at the official negotiation table. Women are also active in contributing to peace building efforts at the grassroots level. • In 2016, the South Sudanese government launched the National Action Plan to implement UN SCR1325 on Women, Peace, and Security. The government seems to face a capacity gap in the implementation of the Plan. 	
Gender	
<ul style="list-style-type: none"> • The society of South Sudan is a patriarchal one that keeps strict gender norms and rigid gender roles. Disputes on marriage, property, and inheritance are often judged according to customary laws at the expense of women's rights. Harmonization of customary laws with statutory ones is a major issue. • Women's low status and child marriages cause the high Maternal Mortality Rate in South Sudan, which is one of the highest in the world. Moreover, a lack of medical personnel and facilities, and gender-based discrimination limit women's access to medical treatment. • Gender-based violence is a serious issue in South Sudan. Women and children are targeted for sexual assaults and abduction during cattle raiding as well other armed conflicts. • In South Sudan, women's political participation and economic participation are relatively strong. Women account for 29% of the National Assembly members. Nonetheless, their decision-making power is still limited. The majority of women are engaged in vulnerable employment or engaged in unpaid work. 	
Government Policy on Gender Mainstreaming	
<ul style="list-style-type: none"> • The Comprehensive Peace Agreement (CPA), the Interim Constitution of 2005, and the Transitional Constitution of the Republic of South Sudan of 2011 articulate the equal rights of men and women and set a 25% representation of women at all government agencies as an affirmative action goal. The ratification of the Convention of Elimination of All Forms of Discrimination against Women (CEDAW) is still in progress. The ratification of other gender related international and regional treaties is also making progress. However, the major human rights instruments such as the International Covenants on Human Rights and the International Covenant on Economic, Social and Cultural Rights have not been ratified. • South Sudan does have a gender policy and many policies and laws incorporating gender perspectives. However, the implementation of the laws and policies is a challenge. Insufficient understanding of the policies among key stakeholders is another challenge. • Within the government, it is the Ministry of Gender, Child and Social Affairs that takes charge of gender mainstreaming. Gender Focal Points are appointed at the ministries. A gender network has also been set up from the Presidential advisor level to the local county level. 	

Status of Gender by Sector
Agriculture
<ul style="list-style-type: none"> ● Agriculture, the second most important industry in South Sudan following oil production, accounts for 15% of the GDP and provides 78% of the country's employment. South Sudan has immense agricultural potential with abundant fertile lands, but it produces only about half of its cereal requirements and depends on food aid and imported foodstuffs. ● Accounting for 60.2% of agricultural labour, women play an important role, but their access to productive assets is limited. Because of their low literacy and the lack of female agricultural extension workers, women have limited opportunities for technical extension. Customary laws that do not recognize women's rights to land ownership and inheritance make it hard for them to access productive assets and knowledge.
Vocational Training
<ul style="list-style-type: none"> ● South Sudan has a young population and youth unemployment is a pressing issue to address in order to secure social stability. The small size of the formal sector and the employment of foreigners such as those from Uganda and Kenya as skilled labours render it difficult to generate youth employment. ● Not many vocational centres are functional. Those that are functional offer mostly similar courses that may not meet the needs of the market. ● Multiple institutions offer vocational training under different government agencies. However, a lack of coordination results in the duplication of courses.
Access to Safe Water
<ul style="list-style-type: none"> ● Pastoralist and agro-pastoralist activities are undertaken mainly in the northern part of the country. Conflicts over access to water happen between agriculturalists and pastoralists who travel seeking water and grazing land for livestock. ● The average amount of water consumption of South Sudanese is below one third of the amount recommended by the WHO. The piped water network coverage is very limited. The low quality of water causes many water-borne diseases. ● Fetching water is done primarily by women and girls.
Education
<ul style="list-style-type: none"> ● Literacy rates of South Sudan are extremely low. The male literacy rate in 2010 was 40% and the female literacy rate was 16%. Although improvements are being made, the progress is slow. ● The enrolment rates for primary and secondary schools are also low. The enrolment rates for girls are lower than those for boys at all grades. There is also a gap between the urban and the rural. ● An alternative Education System was formed to cater to those who missed educational opportunities. Originally created to target ex-combatants, this system serves many men and women out of school.
Gender Mainstreaming in JICA's Development Assistance
<ul style="list-style-type: none"> ● All reviewed projects understand the importance of the incorporation of gender perspectives. However, the level of understanding of gender and gender mainstreaming varies, which may result from the nature of the project and the general level of understanding held by the experts. ● Each project has appropriate entry points to further promote gender mainstreaming.
Consideration for Gender Mainstreaming of JICA's Development Assistance in South Sudan
<ul style="list-style-type: none"> ● Development assistance for South Sudan needs both short-term work to bring immediate benefits and medium- or long-term work to address structural issues. As the issues of economic empowerment and gender-based violence are intertwined, women's economic empowerment cannot be achieved without addressing the issue of violence. ● Conflict prevention and peace education should be part of any undertakings in South Sudan. ● Social and psychological benefits brought by participation in economic activities must receive due attention. ● For the time being, training courses for government officials in a third country would be a realistic option. Such training courses also need to be put into the longer perspective to facilitate the implementation of long-term work.

List of Abbreviations and Acronyms

Abbreviations/ Acronyms	English
AAU	Action Aid Uganda
ARC	American Refugee Committee
ARCISS	Agreement for the Resolution of the Crisis in South Sudan
AU	African Union
CAMP	Comprehensive Agricultural Development Master Plan
Canada-DFAIT	Department of Foreign Affairs and International Trade, Canada
CAR	Central African Republic
CBO	Community Based Organization
CEDAW	Convention of Elimination of All Forms of Discrimination against Women
CEPO	Community Empowerment for Progress Organization
CGA	Country Gender Assessment
CPA	Comprehensive Peace Agreement
CSO	Civil Society Organization
DDR	Disarmament, Demobilization and Reintegration
DFID	Department for International Development UK
DRC	Democratic Republic of Congo
EU	European Union
FAO	Food and Agriculture Organization of the United Nation
FGM	Female genital mutilation
GBV	Gender Based Violence
GDP	Gross Domestic Product
GFP	Gender Focal Point
GNWP	Global Network of Women Peace-builders
GOSS	Government of South Sudan
GTZ	Gesellschaft für Technische Zusammenarbeit
HDI	Human Development Index
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
IDP	Internally Displaced Person
IGAD	Inter-Governmental Authority on Development
IHDI	Inequality-adjusted Human Development Index
IMGTC	Inter-Ministerial Gender Technical Committee
IOM	International Organization for Migration
IRC	International Rescue Committee
LRA	Lord's Resistance Army
MAFS	Ministry of Agriculture and Food Security
MDTF	Multi-Donor Trust Fund
MGCSW	Ministry of Gender, Child and Social Welfare
MEST	Ministry of Education, Science and Technology
MGEI	Ministry of General Education and Instruction
MIWR	Ministry of Irrigation and Water Resources
MLFI	Ministry of Livestock and Fishery Industries
MLPSHRD	Ministry of Labour, Public Service and Human Resources Development
MMR	Maternal Mortality Rate
MoGEI	Ministry of General Education and Instruction
MTC	Multi-Service Training Centre
NAP	National Action Plan
NBHS	National Baseline Household Survey
NGO	Non-governmental Organization
NGP	National Gender Policy 2012
NPA	Norwegian People Aid
NRC	Norwegian Refugee Council
NUFLIP	Northern Uganda Farmers' Livelihood Improvement Project
PEGRES	Project on Enhancing Gender Responsive Extension Services
SHEP	Smallholder Horticulture Empowerment Project
SMASESS	Strengthening Mathematics and Science Education in Southern Sudan Project
SPLM	Sudan People's Liberation Movement
SPU	Special Protection Unit
SAVOT	Project for Improvement of Basic Skills and Vocational Training in South Sudan
SGBV	Sexual and gender based violence
SHHS	Sudan Household Survey

SPLM/A	Sudan People's Liberation Movement/Army
SPLM-N	Sudan People's Liberation Movement-North
SPU	Special Protection Unit
SSCCSE	South Sudan Centre for Census Statistics and Evaluation
SSDDRC	South Sudan Disarmament, Demobilization and Reintegration Commission
SSDP	South Sudan Development Plan 2011–2013
SSHRC	South Sudan Human Rights Commission
SSI	Security Sector Institution
SSUWC	South Sudan Urban Water Corporation
SSWEN	South Sudan Women Empowerment Network
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNMIS	United Nations Mission in Sudan
UNMISS	United Nations Mission in South Sudan
UNSCR1325	United Nations Security Council Resolution 1325
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USAID	United States Agency for International Development
UWEP	Uganda Women Entrepreneurship Programme
VTC	Vocational Training Centre
WAAF/G	Women Associated with Armed Forces and Groups
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Organization

Map of South Sudan



Last accessed 21 December 2016

<http://www.bing.com/images/search?q=south+sudan&view=detailv2&id=3A853389DAC7D1673CD3255E1D160DCABB7F7D41&selectedIndex=6&ccid=8W%2Fyk4wM&simid=608042425497618812&thid=OIP.Mf16ff2938c0cc798c0ddbe0b9ad2ca24H0&mode=overlay&first=1>

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1. Basic Profiles

1.1 Socio-economic profile¹

International Development Indicators	Year	HDI		Inequality-adjusted HDI		Reference
		Index	Rank	Index	Loss (%)	
	2014	0.467	169th	0.307	34.4%	(1)

Fragile States Index ²	Fragile States Index 2015		Fragile States Index 2016		Reference
	Index	Rank	Index	Rank	
	114.5	1 st	114.0	2nd	(2)

Demographic Indicators		Population	Urban population	Population growth rate	Female household heads (%)
	Year	2014	2014	2010/2015	2011
	Value	11.7 million	18.6%	4.0%	28.6%
	Reference	(1)	(1)	(1)	(5)

Economic Indicators		GNI (US\$)	Multidimensional poverty index (%)	Poverty gap index (%)	Poverty headcount ratio at national poverty line (%)	Net ODA received (% of GNI)
	Year	2014	2010	2012	2009	2013
	Value	2,332	89.3	24	50.6	13.4
	Reference	(1)	(1)	(3) (4)	(3)	(1)

Inflation Rates	Year	Mid-2012	March 2013	2015
	Value	75%	14%	50.2%
	Reference	(6)	(6)	(7)

Public expenditure by Sector (%)

Security	Infrastructure	Public Administration	Rule of law	Education	Natural resources	Health	Social and humanitarian	Reference
26	13	13	11	7	5	4	2	(8)

Labour		Labour force participation rates		Unemployment rate (% of labour force)
		Male ³	Female ⁴	
	Year	2008	2008	2008
	Value	76.7%	71.6%	13.7%
	Reference	(7)	(7)	(1)

Year	Electrification rates		Mobile cellular subscription	Internet user (per 100 people)
	Urban	Rural		
2012	5.1%	3.5%	-	-
2014	-	-	24.5%	15.9 persons
Reference	(1)	(1)	(7)	(7)

¹ No Gender Development Index, Gender Empowerment Index, Gender Inequality Index, and Global Gender Gap Index for South Sudan have been calculated.

² Ranks are calculated based on 12 indicators (demographic pressures, refugees and IDPs, group grievance, human flight and brain drain, uneven economic development, poverty and economic decline, state legitimacy, public services, human rights and rule of law, security apparatus, factionalized elites, external intervention). Higher marks indicate higher fragility.

³ Percentage of male population above 15 years old (estimated)

⁴ Percentage of female population above 15 years old (estimated)

1.2 Education Profile

Literacy rates	Year	Above 15 years old (%)				15 to 24 years old (%)				Reference
		Male	Female	Urban	Rural	Male	Female	Urban	Rural	
	2006	-	-	-	-	38	18	-	-	(8)
	2009	40	16	53	22	55	28	65	35	(3)

Mean years of schooling	Year	Male	Female	Reference
	2014	5.8	4.5	(1)

Pre-primary Education	Year	Gross enrolment rates (%)			Net enrolment rates (%)			Reference
		Total	Male	Female	Total	Male	Female	
	2011	5.76	5.94	5.58	3.48	3.59	3.37	(10)

Primary Education	Year	Gross enrolment rates (%)			Net enrolment rates (%)			Reference
		Total	Male	Female	Total	Male	Female	
	2011	84.25	101.14	66.98	40.59	47.32	33.71	(10)
	Year	Completion rates (%)			Reference			
		Total	Male	Female				
2010	15.9	21.3	9.6	(11)				

Secondary Education	Year	Gross enrolment rates (%)			Net enrolment rates (%)			Reference
		Total	Male	Female	Total	Male	Female	
	2010	4.2	5.6	2.6	1.6	1.8	1.3	(11)
	Year	Completion rates (%)			Reference			
		Total	Male	Female				
2010	1.9	2.8	0.9	(11)				

Higher Education Number of students	Year	University, Teacher training, TVET		TVET		AES ⁵		Reference
		Male	Female	Male	Female	Male	Female	
	2011	5,477	1,379	3,399	2,060	95,716	69,134	(12)

1.3 Health Profile

Life expectancy at birth (years)	Year	Male	Female	Total	Reference
	2001	-	-	42	(9)
	2014	54.7	56.7	-	(1)
	2015	56.1	58.6	-	(13)

Health Workforce	Year	Doctor to population ratio	Nurse to population ratio	Reference
	2011	33,308	3,718	(14)

Reproductive Health	Maternal mortality rates (per 100,000 live birth)				Total fertility rates
	Year	2006	2008	2013	2015
	Value	2,054	1,989	720	789
	Reference	(8)	(15)	(1)	(13)

Contraceptive Prevalence	Year	Family planning ⁶	Contraceptive prevalence, modern methods	Contraceptive prevalence, any methods	Reference
	2006	1.2%	-	-	(8)
	2010	26.3%	-	-	(9)
	2005-2015	5.6%	-	-	(13)
	2010		1.2%	4%	(7)

Pregnant	Births attended by	Women who were first	Adolescent birth rate (per 1,000)
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⁵ Alternative Education System. Please refer to '3.4 Education' of this report.

⁶ Proportion of married or in-union women of reproductive age who have their needs for family planning satisfied with modern methods

	women receiving prenatal care	skilled health personnel	married by age 18 (% of women ages 20-24)	birth)	
Year	2010	2006-2014	2010	2005-2015	2010-2015
Value	40.3%	17%	51.5%	158	75.3
Reference	(7)	(13)	(7)	(13)	(1)

Year	Infant mortality rates	Under-five mortality rates	Reference
2008	102	135	(15)
2013	75.3	99.2	(1)
2015	60.3	92.6	(7)

	Year	Valued	Reference
TB incidence (per 100,000 population)	2014	146	(13)
Malaria incidence (per 1,000 population)	2013	153.8	

Immunization		Measles (2013)	DPT3 (2013)	Reference
	Infants lacking immunization (% of 1 year old)	70%	43%	(1)

Nutrition (% of children under 5)		Prevalence of underweight	Prevalence of wasting	Prevalence of stunting
	Year	2010	2005-2015	2005-2015
	Value	27.6%	22.7%	31.1%
	Reference	(7)	(13)	(13)

	People using improved drinking water sources (% of population) (2015)	People using improved sanitation (% of population) (2015)	People practicing open defecation (% of population) (2015)
Value	59%	7%	73.6%
Reference	(13)	(13)	(7)

	Prevalence of HIV (% ages 15-49)	
Year	2013	2014
Value	2.2%	2.6%
Reference	(1)	(13)

- (1) UNDP. 2015. South Sudan National Human Development Report 2015
- (2) Fund for Peace. Fragile States Index 2015; Fragile States Index 2016
- (3) GOSS. 2009. National Baseline Household Survey (NBHS) 2009
- (4) UNDP. 2013. Millennium Development Goals Report 2012
- (5) World Bank. A Poverty Profile for the Southern States of Sudan
- (6) MGCSW. 2016. National Social Protection Policy Framework
- (7) World Bank. Open Data
- (8) Sudan Household Survey (SHHS) 2006
- (9) Sudan Household Survey (SHHS) 2010
- (10) UNESCO. Data Centre Country Profile (online)
- (11) South Sudan Statistical Yearbook 2011
- (12) GOSS. Educational Management Information System 2011
- (13) WHO. World Health Statistics 2016
- (14) MGCSW. Comprehensive Country Gender Assessment
- (15) Sudan Population and Housing Census (SPHC) 2008

2. Socio-Economic Situation and Gender in South Sudan

2.1 General Situation of South Sudan

South Sudan, the youngest nation in the world, gained its independence from Sudan in 2011 after two civil wars. It shares its borders with Sudan to the north, Ethiopia to the east, Kenya and Uganda to the south, and the Democratic Republic of Congo (DRC) to the southwest and the Central African Republic to the west. It has a population of 8.26 million according to the 5th Sudan Population and Housing Census 2008 (it is estimated 11.7 million in 2014) and a land area of 644,329 km², about 1.7 times the size of Japan.

There are more than 60 ethnic groups. The largest group is the Dinka, making up 35.8% of the population, followed by the Nuer (15.6%),⁷ Shilluk and Bari. Dinka and Nuer are pastoralist groups living in the north of South Sudan. The official language is English but local Arabic and tribal languages are spoken widely. The majority of the population follows Christianity and indigenous religions with some following Islam.⁸ South Sudan is a republic with a bicameral parliament. The Sudan People's Liberation Movement/Army (SPLM/A), an anti-government movement during the civil war, is the current ruling party⁹.

Though blessed with fertile land and abundant natural resources, the national financial situation of South Sudan is weak and dependent on oil revenue.¹⁰ As a result of disputes over profits from oil production with Sudan, in 2012, oil production was suspended. This suspension was a huge blow to the South Sudanese economy. Oil production was resumed in 2013, but in 2014 oil prices plunged.¹¹ In the midst of economic challenges, political tensions brought an increase in security expenditures, which suppressed expenditures for social services.¹²

Among South Sudan's population, 50.6% lives under the poverty line. The multidimensional poverty index of South Sudan, which is 61.7, is the second highest after Niger among African countries and 69.6% of the population is in severe poverty.¹³ The former Northern Bahr El Ghazal state¹⁴ has the highest poverty rate and the former Upper Nile state has the lowest rate. An increase in poverty is anticipated in the coming years as a result of the prolonged conflict.¹⁵

Much of the population suffers grave inequality as well as poverty. The difference in the value between the HDI and the Inequality-adjusted Human Development Index (IHDI) of South Sudan is 34.4% whereas

⁷ Central Intelligence Agency (CIA) World Factbook (2011 estimation)

⁸ Population and Housing Census 2008 initially had questions about religion and ethnicity which were removed by the Presidential Office (GOSS 2010b). It is said that at least 60% of the population believes Christianity. There are no accurate data about Islam or other religions (Global Security). Last accessed 27 December 2016.

<http://www.globalsecurity.org/military/world/war/south-sudan-religion.htm>.

The CIA World Factbook lists only 'animism and Christianity'.

⁹ Website of the Ministry of Foreign Affairs of Japan

¹⁰ Comprehensive Country Gender Assessment (CGA) 2011

¹¹ UNDP 2015

¹² Kircher 2013

¹³ UNDP 2016. The multidimensional poverty index is an index designed to show overlapping deprivation, using the same data as the HDI, i.e. health, education and income.

¹⁴ In October 2015, President Salva Kiir ordered that the country be divided into 28 states instead of 10. Statistics about the states cited in this report use the 10-state system, and are indicated by the word 'former' (e.g. the former Jonglei state).

¹⁵ Presentation by the Ministry of Gender, Child and Social Welfare (MGCSW) at the workshop in Kampala, November 2016.

the average among African countries is 32.89%, which indicates a higher level of inequality in South Sudan. This inequality mainly comes from inequality in education and health rather than from that in income.¹⁶ There is also a stark gap between the urban and the rural: 55.4% of the rural population and 24.4% of the urban population are in poverty.¹⁷ In addition, 92.5% of the poor live in rural areas.¹⁸

2.2 Conflicts in South Sudan

2.2.1 Independence from Sudan

In 1956, Sudan won its independence from British and Egyptian control. Ahead of the independence of Sudan, tension increased between the Islamic North which identifies culturally as Arabic and the South, which is predominantly Christian with a Sub-Saharan African identity. This resulted in the first civil war from 1955 to 1972 between the North and the South, the latter demanding independence. In 1972, the Addis Ababa agreement ended the first civil war after peace negotiations were mediated by church organizations. However, the socioeconomic and political marginalization of the South continued and, in 1983, fighting flared up again when Sudan decided to introduce Sharia law to all of its territory. Sudan People's Liberation Movement/Army (SPLM/A) was formed to fight against the Sudanese government. The conflicts were compounded with disputes over the control of the oil reserves. The second civil war ended with the signing of the Comprehensive Peace Agreement (CPA) in 2005 and the United Nations Mission in Sudan (UNMIS) was established. It is estimated that two million people were killed and four million were displaced during these two civil wars.¹⁹ Even after the signing of the CPA, tribal conflicts continued in the former Upper Nile state, the former Jonglei state and the former Lakes state. Attacks by the Lord's Resistance Army (LRA), the Ugandan rebel group, in the former Central Equatoria state, the former Eastern Equatoria state and the former Western Equatoria state, as well as an influx of returning refugees from Sudan exacerbated the already dire situation.²⁰

2.2.2 Independence

Within the framework of the CPA, an Interim Constitution was established and Dr John Garang, the SPLM leader, became the president of the interim government. After the death of Dr Garang in an accident in 2005, Salva Kiir Mayardit succeeded him, and subsequently was elected Vice President of Sudan and President of Southern Sudan after the general elections of Sudan in 2010. In the 9 July 2011 referendum, more than 98% of the people of Southern Sudan voted for independence. The Transitional Constitution came into force and the Republic of South Sudan became an independent state. The United Nations Mission in South Sudan (UNMISS) was also established.²¹

However, the independence of Southern Sudan did not resolve the disputes between Sudan and South Sudan, as the two countries are economically interdependent with conflicting interests. The independence meant a huge loss of its oil reserve for Sudan, about 75% of the total reserve, and Sudan announced a

¹⁶ CGA 2011

¹⁷ Government of South Sudan (GOSS) 2014

¹⁸ National Baseline Household Survey (NBHS)

¹⁹ Security Council Resolution 1325 National Action Plan (SCR 1325 NAP) 2015

²⁰ MGCSW 2015

²¹ GOSS 2014

three-year austerity programme.²² South Sudan has no refineries and depends on Sudan's pipeline that carries the oil to Port Sudan. In January 2012, South Sudan shut down its oil production because of a row with Sudan, which adversely affected its economy.²³

After independence, having no common enemy, factional tension within South Sudan came to the fore. Inter-ethnic violence and cattle raids kept ravaging the country. More than 1,000 people died during the armed clash between the Murle and Nuer ethnic groups in the former Jonglei state in 2011. According to the UN, at least 120,000 people have been affected by inter-ethnic violence in the former Jonglei state.²⁴

The causes of inter-ethnic conflicts include historical tensions, competition over resources such as water and grazing land, clashes between pastoralists and agro-pastoralists, poverty and the uneven distribution of wealth.²⁵ Conflicts have been intensified by the militarization of the society, the proliferation of small arms, the heightened demand for land, rising bride prices, and the involvement of gangs and political or traditional leaders who encourage raiding for the accumulation of personal wealth.²⁶ The proliferation of small arms indicates the failure of disarmament. With the abundance of small arms, cattle raids often end up as massacres. In addition, flare ups and inter-ethnic tensions set off the vicious cycle of revenge attacks. Recent cattle raids have deliberately targeted women and children for killing and abduction. An increase has been observed since 2012 in the number of armed groups and the number of group members fighting for land.²⁷

2.2.3 Political confrontation

The discord between President Salva Kiir belonging to the Dinka ethnic group and Vice President Machar from the Nuer ethnic group intensified and turned into a clash of armed guards in Juba in December 2013. Fighting spread to other parts of the country, especially in the north-eastern states such as the former Jonglei state, the former Upper Nile state, and the former Unity state. This ethnic hostility was even brought into UN-protected civilians camps.²⁸ It is estimated that 10,000 people died during the three months following this incident. This clash virtually halted the process of the New Deal process between South Sudan and its international development partners.²⁹

In August 2015, through the mediation of the Intergovernmental Authority on Development³⁰ (IGAD), the two sides signed a peace agreement that called for a ceasefire and for the formation of a transitional national unity government. The national unity government was established in April 2016. However, mistrust between President Salva Kiir and first Vice President Machar who returned to Juba rose again and led to another clash in July 2016. First Vice President Machar fled the country and Taban Deng Gai

²² Conflict Risk Network 2012

²³ UNDP 2015

²⁴ MGCSW 2015

²⁵ FAO 2016

²⁶ Kircher 2013

²⁷ FAO 2016

²⁸ South Sudan Human Rights Commission (SSHRC) 2014

²⁹ The New Deal is an agreement made at the 4th High Level Forum on Aid Effectiveness in November 2011 in Busan, South Korea, between fragile and conflict-affected states, development partners, and civil society to improve support to fragile and conflict-affected states (source: website of the Ministry of Foreign Affairs of Japan).

³⁰ The IGAD is a regional organization established in 1996 by the following eight East African countries: Djibouti, Ethiopia, Kenya, Somalia, Sudan, Uganda, Eritrea and South Sudan. It works for sustainable development and peace in the region.

from the opposition became the First Vice President.³¹

Under the political clash that intensified because of the ethnic rivalry, the people suffered exorbitant inflation at 729% as of August 2016.³² Government officials did not receive salaries for three months following the clash. As of September 2016, 4.8 million people have fallen into food insecurity and 2.6 million people were forced to leave their homes.³³

2.3 Conflict and Gender

2.3.1 Women as victims

It is well known that the vulnerability of women and girls acutely increases during conflicts. Their gendered roles and traditional norms limit their mobility and their access to information and hinder their escape from danger. Women and girls have been targets of gender based violence (GBV), especially sexual violence, as a weapon of war.³⁴ During the civil war, forced and early marriage and rape appear to have increased. Although there are no accurate data on sexual violence in conflicts, evidently all factions of the forces committed systematic rape.³⁵ Procreation was regarded as a patriotic service, which made sexual service to men an obligation.³⁶

When men are killed, injured or have fled for fear of attacks and forced mobilization, women are left alone with children. Polygamous practices may leave more women without a husband.³⁷ Women are also vulnerable in camps. They are in an unfamiliar environment often without male family members. They travel a long distance for firewood or water, or casual labour, risking their safety.³⁸

Women have begun to assume solely the responsibilities of maintaining their family in the absence of their husbands. They have also started taking up non-traditional roles outside of the home but many of them have returned to their traditional roles after the conflicts.³⁹ Women in the urban areas have begun engaging in informal and formal employment including that for NGOs.⁴⁰

2.3.2 Women Associated with Armed Forces and Groups (WAAF/G)

During the civil wars, women also fought along the SPLM/A. They provided SPLM soldiers with food, shelter and water, and worked in cooperatives and women's groups. Women worked for the army as messengers, cooks, carriers, and nurses as well.⁴¹ Women would also loot after attacks, leaving their babies under trees. In addition, they travelled to rural areas for vaccination campaigns, and they washed

³¹ Website of the Ministry of Foreign Affairs of Japan

³² Website of the Ministry of Foreign Affairs of Japan

³³ United Nations Under-Secretary General O'Brien's Remarks at the High-Level event on South Sudan. Last accessed 26 October 2016.

<http://www.unocha.org/top-stories/all-stories/south-sudan-number-refugees-reaches-one-million-mark-half-population-need-if>

³⁴ GOSS 2014

³⁵ NGP 2012

³⁶ UNDP 2010

³⁷ FAO 2016

³⁸ SCR1325 NAP Baseline Study 2013

³⁹ National Gender Policy (NGP) 2012

⁴⁰ SCR1325 NAP Baseline Study 2013

⁴¹ SCR1325 NAP

dead bodies before burying them in the traditional way.⁴²

Women were also combatants: a study estimates that women made up 7% of the official forces of the SPLA.⁴³ The SPLM once formally recruited women through the Katiba Banat (Women's Battalion) in 1984. Later they were persuaded to leave the frontline to produce children and maintain the population level of South Sudan.⁴⁴

2.3.3 Women as peacemakers

South Sudanese women also played an active role as peacemakers. An anecdote from the 1980s says that Kachipo and Murle women succeeded in stopping the fighting by refusing to have sex with their husbands until the men of the two tribes made peace. It is also said that, in 1994, women in the former Upper Nile state put pressure on their male relatives to resolve the conflict over fishing and grazing rights. One more example is a woman who refused to milk the cow that her husband had stolen.⁴⁵ A woman peace activist from the Lou Nuer tribe worked with the Murle and other tribes in the former Jonglei state to mobilize women. They planned to bring women from different tribes together to share their experiences in order to develop mutual understanding, and pressed the men in their communities to stop violence.⁴⁶ During the period following the split in the SPLM/A, women from both sides continued to visit each other and maintained communication, and provided a forum to discuss issues related to their communities.⁴⁷

BOX 1: Women refused stolen cattle

I told the women to reject the men who brought cows after cattle raid, not to let them come home, not cook for them, not make love to them. The women moved to the neighbouring village and told the men 'Don't follow us until you return the cattle you stole'. After a week, the men went to the government and said, 'We are returning the cattle because we want our wives back'.

Interview with Betty Ogwaro, Minister of Agriculture (IPI Global Observatory)

2.3.4 Participation in peace negotiations

Women have been engaged in grassroots peace processes as shown above. However, they have been hardly visible at official negotiation tables. In 1998 when the first formal meeting between Sudan and Southern Sudan was organized by the Council of Churches, only men attended it. The Council supported women's engagement and brought women into the subsequent meetings. When women came to account for one third of the team, violations of women's rights were addressed.⁴⁸

Nevertheless, only men took part in formal negotiations facilitated by the IGAD. Thus, when the Machkos Protocol⁴⁹ was signed in 2002 by the Sudanese government and the SPLM, the women members of the SPLM persuaded the team leader to have two women join the 10-men delegation. Afterwards, several women participated in the talks. However, they were marginalized and their voices were not heard.⁵⁰ During the CPA negotiations, 9% of the witnesses were women, but they were not able

⁴² SCR1325 NAP Baseline Study 2013

⁴³ Sudan Human Security Baseline Assessment

⁴⁴ SCR1325 NAP Baseline Study 2013

⁴⁵ IPI 2016

⁴⁶ Sudan Human Security Baseline Assessment (HSBA) 2012b

⁴⁷ Itto 2006

⁴⁸ UNDP 2010

⁴⁹ The self-determination of South Sudan and continued negotiations were agreed upon.

⁵⁰ SCR1325 NAP

to participate in the formal negotiations.⁵¹

2.3.5 Women and peacebuilding in South Sudan

In relation to the state building process, this section discusses women's role in security sector reform, Disarmament, Demobilization and Reintegration (DDR), and the National Action Plan (NAP) to implement United Nations Security Council Resolution 1325 (UNSCR 1325). Women's political and economic participation will be dealt with in a later section.

2.3.5.1 Security Sector Reform

The security sector has taken initiatives to raise gender awareness among the security forces. The Ministry of Defence and Veterans Affairs have strived for gender mainstreaming: it has established a Gender Focal Point and conducted gender workshops. However, women's participation in the security sector is limited because of traditional perceptions that accord men with the role of protectors, and the minimum education level requirements for new recruits which many women cannot attain. It is estimated that women comprise less than 10% of the SPLA.⁵² No significant improvements were found in the recruitment of women into the security and law enforcement sector, or in women's participation in decision making. Another remaining issue is the ratification of the Rome Statute that recognizes sexual violence during conflicts, such as rape, as a crime against humanity.⁵³ The Ministry of Defence and Veterans Affairs is aware of the prevalence of sexual and gender based violence (SGBV) by the military and has put rules and regulations in place, but there are no data to show the effectiveness of those measures.⁵⁴

BOX 2: Difficulty faced by women negotiators

It's difficult because they say 'where did you leave your children before you came here?' They see you as a woman and they want to check your reputation as a mother. Even the way I was dressing was a question. Should I wear a veil?

A member of the South Sudanese team during CPA negotiation (SCR1325 NAP Baseline Survey 2013)

United Nations Mission in South Sudan (UNMISS) in cooperation with the government protects civilians, conducts patrolling, and sets up early warning mechanisms for conflict prevention. However, the large quantity of small arms makes law enforcement difficult (317,200 arms in circulation [2012 estimate]⁵⁵). In 2008, UNDP started the Community Security and Small Arms Control project. This project mobilized women to promote understanding in the communities about women's safety, bride price and women's roles in conflict resolution and management.⁵⁶ The Community Empowerment for Progress Organization (CEPO), an NGO in South Sudan, in cooperation with the communities, trains women and youth in mediation. The CEPO also set up an early warning mechanism for conflict prevention at the community level. When community members find any sign of danger, they can inform village leaders and the government.⁵⁷

⁵¹ UNDP 2016

⁵² NAP 2016

⁵³ NGP 2012

⁵⁴ SCR1325 NAP Baseline Study

⁵⁵ HSBA Issue Brief 19. 2012a

⁵⁶ SCR1325 NAP

⁵⁷ From the interview during the workshop in Kampala in November 2016

2.3.5.2 Disarmament, Demobilization and Reintegration (DDR)

The South Sudan Disarmament, Demobilization and Reintegration Commission (SSDDRC), with the support of international organizations such as UNDP, UNICEF and UNMISS, implemented the DDR process. UNDP deployed a gender advisor to support the reintegration of female ex-combatants.⁵⁸ While women tend to be excluded from DDR programmes in other post conflict countries, the programme in South Sudan incorporated the consideration for women and child soldiers. Accounting for 49% of programme's participants,⁵⁹ women received livelihood training. There is a system to integrate ex-combatants into the formal education system. Of those enrolled in primary education in 2011, 1.0% were ex-combatants (1.2% were male and 0.8% were female students).⁶⁰

While women were included in the programme, the practice was reportedly not as inclusive as envisaged. Female ex-combatants were sometimes forced to be disarmed or ejected from the forces.⁶¹ In the case of the SPLA, unlike other DDR targets with the stigma of being the defeated, SPLA soldiers are winners who liberated their country. By staying with the SPLA, they can receive a salary when formal employment is limited. Many women would rather stay with SPLA to earn salary.⁶²

In addition, it is not easy for women to return to their communities because of gender specific stigmas attached to them. They are often regarded as "loose women who bring diseases to communities⁶³". Female ex-combatants have to face specific discrimination that male combatants never experience.

2.3.5.3 UNSCR1325 Women, Peace and Security

In 2000, United Nations Security Council Resolution 1325 (UNSCR 1325) was adopted. This is a historic resolution that acknowledges women's contribution to peacebuilding and stresses the importance of women's participation in peace and security. Subsequently, UNSCR 1820 (2008), UNSCR 1888 and 1889 (2009), UNSCR 1960 (2010), UNSCR 2106 and 2122 (2013), UNSCR 2242 (2015) were adopted. In response to the Security Council's recommendation to develop a National Action Plan (NAP), 63 countries have adopted a NAP as of September 2016. Among them, the NAP of South Sudan is the newest.⁶⁴

The development process of the NAP includes baseline studies and CSO involvement. The Eve Organization for Women Development, a local NGO, started the localization of UNSCR 1325 in five former states to support the UNSCR 1325 implementation process and to build the capacity of CSOs.⁶⁵ The Eve Organization supported the organization of a Conference on NAP in Juba in January 2013 in cooperation with the Joint Donor Team for South Sudan, the Ministry of Gender, Children and Social Affairs (MGCSW), and UN Women. National and state level CSOs, government agencies, and UN agencies discussed the priority issues of NAP. During the Conference, CSOs expressed the need for

⁵⁸ SCR1325 NAP

⁵⁹ GOSS 2014

⁶⁰ Ministry of General Education 2012

⁶¹ CGA 2011

⁶² SCR1325 NAP Baseline Study

⁶³ Ali 2011

⁶⁴ Last accessed 12 December 2016. <https://actionplans.inclusivesecurity.org/>

⁶⁵ Gurtong 21 May 2015

stronger involvement in the NAP development process.⁶⁶ The Global Network of Women Peacebuilders (GNWP) also recommended CSOs' involvement. During the conference, the Convention of Elimination of All Forms of Discrimination against Women (CEDAW) was also introduced to the CSOs that were not familiar with it and the promotion of CEDAW ratification was discussed.⁶⁷

The development of UNSCR 1325 NAP of South Sudan started in 2013. NAP was endorsed by the Council of Ministers in November 2015 and launched by the government in May 2016.⁶⁸ The overall goal of the Plan is "reducing the impact of conflict on women and girls and increasing women's representation and participation in decision-making"⁶⁹. This 80-page document consists of three chapters delineating its background, goal and objectives, detailed situational analysis, legal and policy framework, and strategic matrix. It also sets up mechanisms for monitoring and reporting. To coordinate and monitor its implementation, a National Steering Committee, consisting of government ministries, UN agencies and CSO, chaired by the MGCSW, was formed. This Committee will work with the state level Steering Committees. The National Steering Committee will submit annual reports to the Inter-Ministerial Committee comprised of five government ministries and chaired by the MGCSW. The Inter-Ministerial Committee will meet twice a year and send annual reports to the Parliament through the Ministry of Foreign Affairs and the Council of Ministers.

It is a comprehensive plan with three Strategic Goals for women's effective participation in leadership and peacebuilding, security sector reform, and the prevention and protection of women and girls against violence, with three or four Strategic Objectives for each goal. Each Objective has 3 to 17 Strategic Actions. For each Action, Key Actors, a Time Frame, Performance Indicators, and Outcomes are delineated.

Strategic objective 4 under strategic goal 1 in the DDR programme has Strategic Actions that take into account the diverse forms of women's engagement in war and their information channels. These Strategic Actions include the following: (1) *target beneficiaries of DDR...include all women who were forced into combat or those who held support functions but do not have valid personal identification cards from the relevant national organized forces or weapons to surrender*, (2) *Pay special attention to the unique situation of women ex-combatants and WAAF/G during social reintegration to ensure they do not suffer from double alienation or stigmatization...and also for those that experienced horrific brutal sexual violence that could have resulted in post-traumatic stress disorder*, (3) *Target female combatants using, if appropriate, radio, posters and word of mouth to inform them of the availability and advantages of participating in the DDR programme*, (4) *Facilitate the release, rehabilitation and reunion of women and girls abducted and kept as wives and sex slaves and in domestic servitude and prior to reinsertion hold awareness-raising meetings and consultations with a broad range of stakeholders...to prepare community members to receive the ex-combatants*.⁷⁰

Overall, the plan has well-thought details. However, implementation would be a challenge.

⁶⁶ Balleza n.d.

⁶⁷ CEDAW was not ratified at that point.

⁶⁸ After endorsement, launching was delayed since it took time to secure budget for a launching event.

⁶⁹ SCR1325 NAP

⁷⁰ SCR 1325 NAP 2015

Involvement of a variety of actors requires their strong commitment and effective coordination. Given the current economic situation, financing of the plan will be hard. Even before drafting the plan, finance was a concern. It was proposed that the NAP National Steering Committee would consider the formation of an International Consortium composed of donors, international CSOs and UN agencies to generate financial and technical support and the multi-stakeholders financing mechanism in the longer-term implementation, but there has been no progress in this regard.⁷¹

2.3.6 South Sudanese refugees and IDPs

After the armed clash in December 2013, the number of IDPs in South Sudan sharply increased. The number of South Sudanese refugees (registered and awaiting registration) was 115,234 prior to December 2013. After the clash, an increase of 1,148,447 refugees raised the total number of refugees to 1,263,681 as of 23 November 2016. As shown in Table 2.1, the majority of the refugees are women and children.⁷² Table 2.2 shows the locations of the South Sudanese refugees. The number of IDPs is also increasing and stood at 1.8 million as of 10 November 2016.⁷³

Table 2.1: South Sudanese refugees by gender and age (%)

Age	Male (%)	Female (%)
0–4	9.1	8.7
5–11	14.9	14.3
12–17	10.2	8.6
18–59	11.7	20.4
Above 60	0.5	1.5
Total	46.4	53.6

Source: UNHCR Information Sharing Portal, South Sudan Situation

Table 2.2: Number of South Sudanese refugees (by destination country)

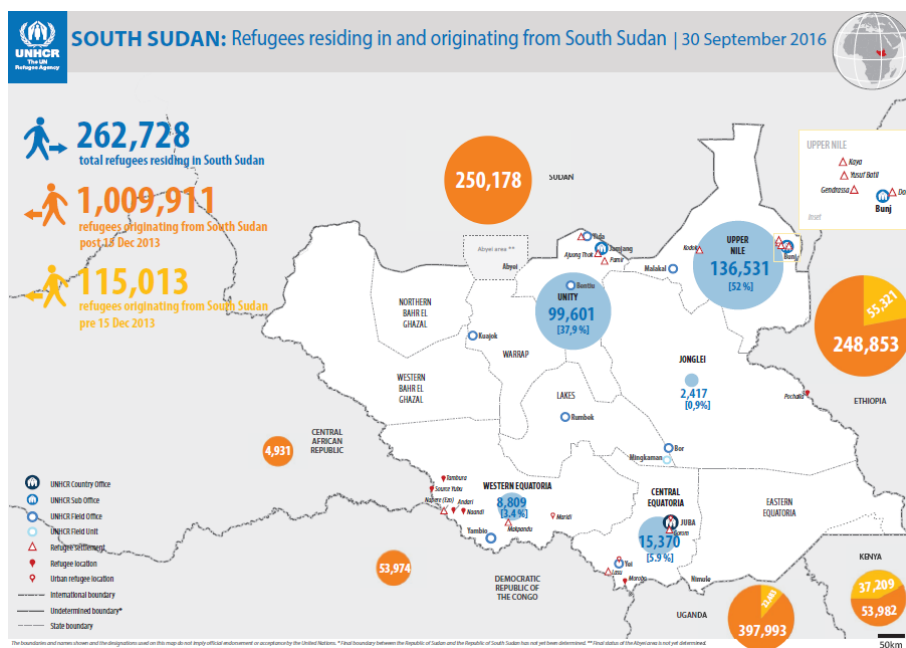
Country	Uganda	Ethiopia	Sudan	Kenya	DRC	CAR
Number	517,491	320,767	254,757	90,073	60,211	4,931

Source: UNHCR Operational Update No.21-1-15 (data updated on 22 November 2016)

⁷¹ Balleza n.d.

⁷² Information Sharing Portal, South Sudan Situation

⁷³ UNHCR Operational Update No.21-1-15 (22 November 2016)



Source: UNHCR South Sudan Situation (30 September 2016)

Chart 2.1: Locations of South Sudanese refugees

South Sudan has also received 260,453 refugees from neighbouring countries. Table 2.3 shows their countries of origin.⁷⁴

Table 2.3: Refugees in South Sudan by country of origin

Country	Sudan	DRC	Ethiopia	CAR	Other
Number	239,528	14,476	4,567	1,854	26

Source: UNHCR South Sudan Fact Sheet October 2016

2.4 Situation of Gender in South Sudan

This section presents major issues related to gender and women's economic and political participation in South Sudan. Across the ethnic groups (Dinka, Nuer, Shilluk, Bari, etc.), the society of South Sudan is generally patriarchal. Resulting gender gaps are pronounced in all spheres of life: 57% of female headed households are poor whereas 48% of male headed households are poor. Women constitute 51.6% of the poor.⁷⁵ The root causes of this situation are strict gender norms and customary laws.

2.4.1 Gender norms

Although South Sudan is relatively egalitarian, traditional and religious perceptions about women and gender socialization perpetuate an imbalance of power and status, and low value attached to women and girls.⁷⁶ Traditional gender norms put responsibility of household chores, care of children, elderly and the sick on women. Fetching water and collecting firewood are assigned to women and girls. Even in a camp of IDPs or refugees, the gender division of labour is followed: pregnant women queue up for water or food rations even when their husbands have nothing to do.⁷⁷

⁷⁴ UNHCR Fact Sheet Oct 2016

⁷⁵ NBHS 2009

⁷⁶ Ali 2011

⁷⁷ Integrated Regional Information Network (IRIN), 2016

When marriage is agreed upon, the husband pays a bride price to the family of the wife. Although bride price means primarily compensation to the bride's parents for the loss of labour, it is regarded as a means to get income for families with a daughter. When a daughter has reached puberty, parents choose the one who offers the highest bride price

BOX 3: High maternal mortality rates

More teenage girls die in childbirth than finish high school.

UNICEF, cited in PolitiFact Global News Service

among suitors. Rising bride prices cause problems. Husbands may treat wives not as a partner but as their property for which they paid a fortune. Because younger girls fetch higher bride price, parents force daughters to get married at a young age.⁷⁸ As a result of early marriage, wives must endure a power imbalance at home. Early marriage brings serious negative consequences to girls' health such as adolescent pregnancy. Young men who do not have enough cattle to pay a bride price may end up cattle raiding or abducting women.⁷⁹ During a focus group discussion conducted by the FAO as part of gender assessment, a young man said, 'We are left to work in cattle camps without access to education. When the girls get educated they become more expensive to marry, we have to marry the girls earlier before they join secondary school'⁸⁰.

2.4.2 Customary laws

Constitutions and domestic laws articulate equality between men and women, and women's rights. Nonetheless, customary laws keep women at a low status. Each ethnic group in South Sudan has its own customary laws which regulate practices such as arranged marriages, levirate marriages,⁸¹ and bride prices. The Constitution of South Sudan acknowledges the authority of customary laws and the harmonization of customary laws and statutory laws is an urgent issue for the protection of women's rights in South Sudan as well as other African countries.⁸²

The Supreme Court has the authority to issue the final ruling over judgement under other courts on the basis of customary laws, national and state laws. Thus, statutory laws evidently surpass customary laws. However, legal literacy among citizens and even among political leaders is low. Legal representation is not accessible to the majority of the people because of its high cost. The number of female lawyers in the country is reportedly less than 100.⁸³

Family and personal issues including domestic violence tend to be brought to the customary court whereas criminal matters to formal courts.⁸⁴ Although violence is a crime, domestic violence is often not regarded as a crime by the population as well as local authorities and the customary court is regarded as simple and fast. Together with preference for reconciliation of domestic disputes, this often results in breach of women's rights. For example, in cases of adultery, customary courts may put women in prison

⁷⁸ A high bride price cannot be expected when a girl is over 17 years old (CGA 2011).

⁷⁹ Sommers and Schwartz 2011

⁸⁰ FAO 2016

⁸¹ It is customary to marry the widow with her brother-in-law when the husband is deceased.

⁸² UNDP 2016

⁸³ CGA 2011

⁸⁴ Haki 2011

for eight months to one year on circumstantial evidence while men are rarely prosecuted.⁸⁵

The most problematic issue for women's empowerment in customary laws is the negation of women's property ownership. Although the Land Act and other laws ensure a women's right to own property, there is no regulation to operationalize the laws and land issues are governed by customary laws. Women from Dinka, a pastoralist ethnic group, do not own cattle.⁸⁶ This hinders engagement in agriculture and access to funds for small businesses. Prohibition of inheritance leaves a wife without protection when her husband dies unless her in-laws take her in.⁸⁷

2.4.3 Reproductive health

Extremely high maternal mortality rates (MMR) clearly show the situation of women in South Sudan. MMR improved from 2,054⁸⁸ (2006) per 100,000 live births, to 1,989⁸⁹ (2008), and then 789⁹⁰ (2015). Nevertheless, it is still much higher than the average in Sub-Saharan Africa which is 546 (2015), and the global average of 216 (2015).⁹¹

This is caused by multiple factors including little access to medical care, lack of skilled health workers, malaria, malnutrition, frequent pregnancy and obstructed child birth resulting from pregnancy at early age.⁹² Only 12.3% of deliveries are done at medical institutions while 95% are carried out by traditional birth attendants. There is only one midwife per 30,000 people. The prevalence of contraceptives is only 4.7%.⁹³

Pregnancy at young age is a major cause of obstructed labour. Among teenage girls, 40.1% are married. Among women aged between 20 and 24, 51.5% got married before they reached 18, and 8.9% of them got married before they turned 15.⁹⁴ These rates are high even in comparison with average of Sub-Saharan African countries (39% and 12% respectively) where early marriage is prevalent.⁹⁵ Young girls are at the risk of child birth complication, which can result in death, physical trauma including fistula, and permanent disability. Obstetric fistula is on the rise in South Sudan because of child marriage and negative cultural beliefs.⁹⁶

HIV/AIDS prevalence was 3.04% in 2009. HIV prevalence seems to be increasing owing to low levels of knowledge and high risk behaviours with movement of IDPs, refugees and foreign labourers. The cultural norms allow men to have multiple sexual partners and prevent women from negotiating safe sex. The use of condoms is limited.⁹⁷

⁸⁵ Kinoti 2011

⁸⁶ CGA 2011

⁸⁷ CGA 2011

⁸⁸ Sudan Household Survey (SHHS) 2006

⁸⁹ SCR1325 NAP indicates that the rate was likely to be much higher.

⁹⁰ World Health Statistics 2016 (2015 data)

⁹¹ UNDP 2016

⁹² Two thirds of the population do not have access to medical services. There is a wide gap between the urban and the rural: 80% of the rural population does not receive medical services (from information given in the presentation by the Ministry of Health at the workshop in Kampala).

⁹³ CGA 2011

⁹⁴ SHHS 2010

⁹⁵ UNICEF 2016

⁹⁶ Radio Tamazum 2016

⁹⁷ CGA 2011

2.4.4 Gender-based violence (GBV)

Now it is well recognized that sexual violence is used as a weapon of war.⁹⁸ It was the case in South Sudan during the two civil wars; sexual violence such as rape and abduction were widely committed.⁹⁹ Gender-based violence is still prevalent, taking different forms such as domestic violence, early and forced marriage, and the abduction of women and children during cattle raids. There are customs to give a girl as a compensation to settle a dispute and levirate marriages to marry a widow with her brother-in-law when the husband is deceased. Female genital mutilation (FGM) is not common in South Sudan; however, it is practiced within some Muslim communities in the former Western Bahr El Ghazal state and the former Unity state.¹⁰⁰ An assessment on GBV conducted in 2009 indicates that 41% of the respondents experienced GBV themselves in one form or another in the past one year, 29% knew of someone who experienced GBV. More females (44%) have experienced GBV compared to males (36%).¹⁰¹

The underlying root cause of GBV is the unequal gendered power relations, aggravated by alcoholism, cultural practices, poverty and conflicts.¹⁰² Cultural norms controlling women are strong. It is reported that women's empowerment work with exposure to public domains could lead to an increase of violence.¹⁰³ Militarization and brutalization of the society, circulation of small arms, trauma of men, breakdown of social fabrics, all aggravate GBV.¹⁰⁴

Cases of sexual and domestic violence are often not taken seriously by the police and rarely make it to the court. A man who beat his sister to death for refusing marriage with an elderly man was arrested but released on the same day without charge.¹⁰⁵ Many law enforcement officials are not trained on how to handle SGBV cases. Medical personnel are also neither sufficiently trained nor equipped to support SGBV survivors.¹⁰⁶ Stigma attached to the survivors of sexual violence leads to rejection of them by their community and thus further marginalization.¹⁰⁷

Ethnic violence over cattle raiding and land disputes has been aggravated by easy access to small arms, which threatens security and social order.¹⁰⁸ Women and children are targeted for rape, abduction, and murder. Ethnic violence in the past was not this severe with simpler weapons such as spears, and did not target women and children. The availability of small arms resulting from the civil wars has transformed the nature of ethnic conflicts. The act of killing can be done from distance, without facing each other. Killing has been made easier,¹⁰⁹ and got into the cycle of repeating revenge. Women may also help reinforce this violent masculinity by praising men who successfully took cows in raids.¹¹⁰

⁹⁸ Rome Statute of ICC

⁹⁹ GOSS 2014

¹⁰⁰ MGCSW 2015

¹⁰¹ NGP 2012

¹⁰² CGA 2011

¹⁰³ CGA 2011. This implies the need for careful programming and involvement of men for women's empowerment.

¹⁰⁴ CGA 2011

¹⁰⁵ CGA 2011

¹⁰⁶ NAP 2016

¹⁰⁷ FAO 2016

¹⁰⁸ NGP 2012

¹⁰⁹ UNSCR1325 NAP

¹¹⁰ HSBA 2012

Soldiers and the police force are identified as prime perpetrators of violence.¹¹¹ The SPLA set an internal code of conduct to curb sexual violence. The code stipulated the death penalty for rape and there are accounts that this penalty was carried out. However, acts of both individual and collective rape have continued.¹¹² In November 2013, the South Sudan Human Rights Commission (SSHRC) noted an improvement in the protection and respect for human rights among the army and the police. However, the relapse to conflict in December 2013 saw an increase of rape associated with persons with uniforms.¹¹³

Women in displacement are especially vulnerable to GBV. Often the majority of refugees and the displaced are women and children. They would be sexually abused during their trips to find firewood, water or casual labour. Women in camps may take husbands for their safety. Such unofficial marriages cannot help women when the husband is killed or leave them because of its unofficial nature. Even their own community may not welcome them because they had no more opportunity to earn a bride price.¹¹⁴

One of the forms of GBV, human trafficking, is not regarded as a threat in South Sudan. However, human trafficking reportedly happens where prostitution is common, such as in port areas.¹¹⁵ Under the circumstances that increase the number and complexity of human movement, the risk of human trafficking is not low. IDPs and refugees are at particularly high risk. From the rural to urban in South Sudan, from South Sudan to Sudan, from Eritrea and from Uganda, Ethiopia, DRC to South Sudan, men, women and children are trafficked for forced labour and sexual exploitation. The customs of forced marriage and girl child compensation can be considered human trafficking. Despite pressure from the international community, recruitment of child soldiers continues. Domestic laws have an article to prohibit buying and selling of human beings but there are no laws or plans against human trafficking. No investigation, prosecution and conviction related to human trafficking were reported in 2015. The Human Trafficking Reports of the U.S. Department of State rank South Sudan tier 2 Watch List from 2012 to 2014, and tier 3, the lowest rank, in 2015 and 2016.¹¹⁶

The fourth pillar of the South Sudan Development Plan (SSDP), Security and Conflict Prevention, has five programme areas, one of which addresses GBV.¹¹⁷ Gender is a cross-cutting issue of the SSDP and the relevance between security, conflict and women is stressed. As a concrete measure, in 2009, Standard Operating Procedures (SOPs) were developed for government and non-governmental stakeholders. The SOPs prescribe the roles and responsibilities of the stakeholders and procedures for victim protection. This version, however, was not sufficiently rolled out¹¹⁸ and in 2014, the SOPs were reviewed and a new version of the SOPs was approved by the Cabinet meeting.¹¹⁹ However, the privacy of victims is not properly protected; medical facilities may inform the police without the consent of the victim. Fear of stigma may prevent victims from reporting to support facilities.¹²⁰

¹¹¹ CGA 2011

¹¹² HSBA 2012

¹¹³ SSHRC 2014

¹¹⁴ SCR1325 NAP Baseline Study

¹¹⁵ Interview with an expert of the JICA agriculture project

¹¹⁶ US Department of State Human Trafficking Report 2016

¹¹⁷ MGCSW Strategic Plan 2013–2018

¹¹⁸ Logica 2012

¹¹⁹ Gurtong. Last accessed 23 December 2016. <http://gurtong.net/ECM/Editorial/tabid/124/ID/16836/Default.aspx>

¹²⁰ Revelli 2015

In 2008, UNDP and UNFPA started to help set up Special Protection Units (SPU) in police stations to respond to gender-based violence such as rape. By 2013, 14 SPUs were set up in 10 former states.¹²¹ The SPUs receive support from UNDP, UNMISS, UNICEF, UNFPA as well as CSOs such as the CEPO. UNFPA provided 500 police officers (of which 40% were women) with two-week long small group training on GBV, causes and consequences of GBV and treatment of victims.¹²² UNDP also supported a programme to improve the capacity of both male and female police officers. The challenges facing the SPUs are its sustainability¹²³ and appropriate operation. Some SPUs are located in a place where victims can be exposed.¹²⁴ Nonetheless, the SPUs' headquarters was set up in Juba in 2015¹²⁵ and the SPUs continue victim protection activities.¹²⁶

For the coordination of relevant actors, a GBV sub-cluster has been established.¹²⁷ The key members are MGCSW, Ministry of Health, Ministry of Interior, Ministry of Justice, UNFPA, UNICEF, UNHCR, NRC, ARC, IRC, the media and national NGOs. Other relevant coordination forums include the child protection sub-cluster, prevention of sexual exploitation and abuse task force and the psycho social support technical working group.

2.4.5 Women's political participation

Women's political participation in South Sudan is relatively advanced. In the national assembly, women occupy 33.5% of the total (Former Southern Sudan Legislative Assembly of 170 members), and 29% of the total (332 members) following independence.^{128, 129} This was achieved because a few states such as the former Lakes, the former Warrap, the former Upper Nile and the former Central Equatoria states elected women to exceed the 25% mark.¹³⁰ The representation rate of 29% is relatively high among African countries, and is ranked within the top one-third.¹³¹ At the state assembly level, women occupy more than 25% in nine former states. Among others, the former Lakes state (50%) and the former Northern Bahr El Ghazal state (56%) reached parity. The lowest is the former Western Equatoria state

¹²¹ UNDP 2010; SCR1325 NAP Baseline Study 2013

¹²² Last accessed 23 December 2016.

<http://www.unfpa.org/news/working-police-south-sudan-assist-survivors-gender-based-violence>

¹²³ SCR1325 Baseline Study 2013

¹²⁴ A survey conducted by DFID in 2014 seems to have recorded improper treatment of victims. Refer to the following link. Last accessed 23 December 2016.

<http://www.sddirect.org.uk/our-work/case-studies/improving-police-services-for-south-sudan-s-most-vulnerable-groups/>

¹²⁵ Last accessed 23 December 2016. <http://reliefweb.int/report/south-sudan/ssnps-launches-special-protection-unit>

¹²⁶ In September 2015, Mr Kiya, the Japanese Ambassador to South Sudan, visited the SPU in Wau and confirmed 57 cases handled at the SPU. Last accessed 28 December 2016. http://www.ss.emb-japan.go.jp/itpr_en/letter_20150918.html

¹²⁷ Cluster system is a mechanism for the coordination of humanitarian assistance actors such as UN agencies and international organizations under the guidance of UN Resident Coordinator and UN OCHA (UN Office for Coordination of Humanitarian Affairs) in each country. There are 11 clusters (e.g. nutrition, food security, health, education, protection). The GBV sub-cluster and the child protection sub-cluster belong to Protection cluster. Refer to the following link. Last accessed 27 December 2016. <https://www.humanitarianresponse.info/en/about-clusters/what-is-the-cluster-approach>

¹²⁸ SCR1325 Baseline Study 2013

¹²⁹ Out of 170 parliamentarians, 57 are women. The total number of parliamentarians is 332, which includes former members of the Southern Sudan Legislative Assembly, former members of the Sudanese National Assembly, and newly appointed members for a transitional period. Refer to the site of International Parliamentary Union. Last accessed 5 January 2017. <http://www.ipu.org/parline/reports/2390.htm>

¹³⁰ CGA 2011

¹³¹ According to Africa Human Development Report (UNDP 2016), the proportion of women parliamentarians in South Sudan is 27% (17th highest among 51 African countries).

(16%).¹³²

Table 2.4: Women's representation by positions

Organization	Total number	Number of women	Proportion of women (%)
National Assembly	332	95	29
Council of States	88	6	12
Chairpersons of Specialized Committees	18	5	28
National Ministers	29	5	17
Deputy National Ministers	27	10	37
Undersecretaries	32	4	12
Governors of former states	10	1	10
County Commissioners	82	1	1

Source: MGCSW Strategic Plan 2013–2018 and CGA 2011

Female participation in the national and state assemblies has made progress; however, positions with power, such as ministers and governors, are still dominated by men. There was only one female Governor among 10 of former states. There was only one County¹³³ Commissioner out of 82. Women parliamentarians feel that decisions are made by men.¹³⁴ The level of women's participation in decision making in the domain of politics is not satisfactorily high yet.

Some traditional gender norms impede women's political participation. They include early marriage, low levels of education resulting from early marriage, long hours of house work, and a lack of financial resources to run for election. Negative perceptions towards women in politics are also strong.¹³⁵

2.4.6 Women's economic participation

Labour participation of South Sudanese women (15 years of age and above) is high with a labour force participation gap¹³⁶ of 0.9. The average of African countries is 0.8 and Sudan is 0.3.¹³⁷ However, women are not in the decision-making positions in the private sector (Table 2.5).

Table 2.5: Women's participation in firm management (%)

	South Sudan	Sub-Saharan Africa	All countries
Percentage of firms with female participation in ownership	21.9	34.5	34.8
Percentage of firms with a female top manager	9.5	16.3	18.8
Percentage of firms with majority female ownership	7.1	12.5	13.7

Source: World Bank Enterprise Surveys (South Sudan data: 2014, other: average from 2010 to 2016)

Traditionally, women are engaged in household chores, care of children, the elderly and the sick, and work in subsistence agriculture and small businesses. Conflicts put the burden of the role of bread winner on women. They have gradually taken up businesses that were dominated by men, moving from the trading of handicrafts and food stuff to trading in charcoal and firewood, agricultural labour, masonry, and restaurants. South Sudanese women themselves regard unemployment as their largest concern.¹³⁸

¹³² NGP 2012

¹³³ The administrative structure of South Sudan has four levels: national, state, county and payam. Payam has Boma (communities). There were 86 counties when the number of states was 10; after the restructuring of states, the number of counties increased to 180.

¹³⁴ CGA 2011

¹³⁵ Ali 2011

¹³⁶ It is the female-male ratio (Ratio of female to male shares) for the female and male population aged 15 and above.

¹³⁷ UNDP 2016

¹³⁸ Alam, Dufour-Genneson and Turkington 2014

In South Sudan, women comprise the majority of agriculture labourers and are the main producers of crops. The provision of technical and financial support to female farmers, such as agriculture extensions, access to land, quality seeds and other inputs, is certainly important. It is also necessary to pay attention so that such assistance does not result in an increase in women's workload. For any types of women's economic empowerment assistance, the introduction of labour saving technology to improve access to water and energy needs to be included.¹³⁹

Half of the traders in markets are women.¹⁴⁰ Women are primarily engaged in selling local products such as vegetables, fruits, and fish products at stalls or on the road side. Men often deal in imported goods in bulk. Women also facilitate cross-border trade with neighbouring countries such as Uganda.¹⁴¹ Therefore, there is potential for women in small and medium agro-businesses, agro-processing and cottage industries.¹⁴²

With the current high level of displacement, more and more people will be unable to undertake subsistence agriculture and will have to depend on markets for food. The concentration of the population moving into cities is on the rise.¹⁴³ The importance of markets will even increase as displaced people increasingly need to rely on markets for food and other goods. This could be a good business chance for women; however, women do not have sufficient access to funds, information and time required to start businesses. Business registration requires complex and costly procedures.¹⁴⁴ It is not easy for women who lack access to funds and time to start or expand business. This is the case for women who are doing business in the informal sector. Their low literacy and education levels make financial management a daunting task and limit access to business information.¹⁴⁵ For women to benefit from this growing market, they need support in the strengthening of commercial agricultural production and cooperatives, access to productive assets and appropriate technologies; business management training is also imperative.¹⁴⁶

South Sudan's government and its development partners, having recognized the potential and importance of women's economic empowerment, have provided support to women. The MGCSW's Strategic Plan 2013–2018 listed the key areas for women's economic empowerment as follows:

- ♦ *Ensure rights and protect the legal framework which simplifies and reduces transaction costs,*
- ♦ *Provide access to financing and encourage a formalization of the economy,*
- ♦ *Support public-private partnerships focused on small scale entrepreneurs,*
- ♦ *Improve infrastructure to increase access to markets,*
- ♦ *Provide access to entrepreneurship skills and information,*
- ♦ *Focus on strengthening women's role in agriculture production.*¹⁴⁷

Limited access to financing also restricts women's economic empowerment. As of 2012, there were 28

¹³⁹ NGP 2012

¹⁴⁰ USAID 2010

¹⁴¹ Logica 2012

¹⁴² NGP 2012

¹⁴³ Kircher 2013

¹⁴⁴ World Bank, Doing Business 2014

¹⁴⁵ CGA 2011

¹⁴⁶ NGP 2012

¹⁴⁷ Strategic Plan 2013 p.17

banks and 10 microfinance institutions.¹⁴⁸ Only 1% of households had a bank account.¹⁴⁹

There have been attempts to target women through cooperatives and associations in microfinance activities in the former Western Bahr El Ghazal state. The small amount of lending (South Sudan Pound 300–500¹⁵⁰), delayed repayments and difficulty in managing group dynamics were identified as problems of this programme.¹⁵¹ In 2009, within the Gender Support and Development Project supported by the Multi Donor Trust Fund and the World Bank, the MGCSW provided microcredit to female beneficiaries. Targeting all 10 former states, this project faced difficulties in monitoring, bank transfer of funds, and low commitment of state governments. Still, the microcredit component, in cooperation with CBOs, achieved positive outcomes¹⁵² although the repayment rates were low.¹⁵³ The importance of literacy, numeracy and livelihood support accompanying micro-lending is recognized.¹⁵⁴ It is also reported that, when men feel that they are excluded from the access to loans, they may recourse to domestic violence.¹⁵⁵

2.5 Government policy on gender

2.5.1 International and regional legal framework on gender

South Sudan is a signatory to the Geneva Conventions, the Convention Relating to the Status of Refugees, and the Convention on the Rights of the Child. After advocacy by a wide range of stakeholders including the CSOs,¹⁵⁶ South Sudan ratified the CEDAW in 2014 and the National Assembly was handling the final procedures.¹⁵⁷ However, it has yet to ratify the Universal Declaration of Human Rights, the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights.¹⁵⁸

South Sudan is part of the African Union (AU) and is obliged to observe international and regional agreements, but it is the only country of the AU that has not ratified the African Charter on Human and People's Rights (1986) prohibiting discrimination against women and articulating the protection of women's rights, and its supplementary protocol, the Protocol on the Rights on Women in Africa (the Maputo Protocol). The Maputo Protocol inclusively recognizes women's rights such as the right to peace and the right to protection in situations of armed conflict. It also addresses violence against women, FGM, and the situation of women in polygamous marriages.¹⁵⁹ Some think that the articles dealing with marriage and reproductive health go against the traditions of South Sudan.¹⁶⁰ South Sudan only signed the Maputo Protocol in 2013 and the National Assembly approved its ratification in 2014. The ratification

¹⁴⁸ IFC 2012, quoted in NHDR 2015

¹⁴⁹ SSCSE 2010, quoted in NHDR 2015

¹⁵⁰ These are the equivalent of about USD 100 to 160.

¹⁵¹ CGA 2011

¹⁵² World Bank 2013

¹⁵³ Information shared during the workshop in Kampala

¹⁵⁴ Information from the discussion during the workshop in Kampala

¹⁵⁵ Martin 2010

¹⁵⁶ GNWP 2013

¹⁵⁷ Information shared during the workshop in Kampala. Ratification is in 2015 according to UN OHCHR website. Last accessed 6 January 2017. <http://indicators.ohchr.org/>

¹⁵⁸ OHCHR

¹⁵⁹ UNDP 2016

¹⁶⁰ SCR1325 Baseline Study 2013

process seems to have not finished yet as of the time of the writing of this report.¹⁶¹ The African Charter on the Rights and Welfare of the Child has been ratified¹⁶² and the Charter on the People's and Women's Rights is in the process of ratification. The African Charter on the Establishment of an African Court of Human and People's Rights and the African Youth Charter have not been ratified. South Sudan's involvement in the international and regional legal framework is still in the making as shown above.¹⁶³

2.5.2 Gender related national policies

Following the CPA and the Interim Constitution, the Transitional Constitution of 2011 articulates equal rights for men and women. The Transitional Constitution stipulates the free and full consent of men and women intending to marry, women's full and equal dignity with men, equal pay for equal work, the right to participate equally with men in public life, and women's representation in the legislative and executive organs by at least 25%.¹⁶⁴

The South Sudan Development Plan (SSDP) 2011–2013 (extended till 2016) has been developed to implement the South Sudan vision 2040. The importance of gender equality, one of the nine cross cutting issues of the SSDP, is well recognized. The SSDP supports women's political participation, pushing the 25% affirmative action stipulated in the Transitional Constitution to 30%. It also recognizes the need to combat harmful customs and traditions¹⁶⁵ negatively affecting the protection of women's rights.¹⁶⁶

Table 2.6 shows the laws and policies issued by the government that include gender considerations.

Table 2.6: Laws and policies that include gender considerations

Name of law and policy	Gender related issues addressed
Accelerated Child Survival Initiatives (2007)	Basic Package of Health, Nutrition and WASH Services implementation strategy
Armed Force Law (2007)	Protection of women in conflict
Child Act (2008)	Protection of girl-child from sexual abuse and exploitation and SGBV, no expulsion from school for pregnancy or motherhood, criminalization of child marriage
Criminal Law (2009)	Protection of women under armed conflict
Five year National Health Policy and Health Strategic Plan 2011–2015	Improvement of medical personnel and medical facilities
General Election Law (2008)	25% representation of women in parliament
Electoral Support Programme (2010)	Promote participation of women as voters and candidates
Investment Protection Act	Property rights
Land Act (2008)	Women's right to own and inherit land
Local Government Act (2009)	Equal pay, 25% representation in executive and legislative organs, property rights, consensual marriage, etc.
National Action Plan for the Implementation of UNSCR1325	Women's participation in decision making, security, sexual violence
National Gender Policy (2013) and Strategic Plan	Gender equality and women's empowerment in all policies and programmes of the government, private sector and civil society.
National Mine Action Strategic Plan 2012–2016 (2012)	Gender sensitive assistance and mine risk education, gender and age sensitive medical treatment and rehabilitation, psychological and social reintegration, involvement of women groups in planning and monitoring (the MGCSW is in charge of the

¹⁶¹ Last accessed 23 December 2016.

<https://www.hrw.org/news/2015/04/16/letter-president-south-sudan-ratification-human-rights-instruments>

¹⁶² It was ratified by Sudan in 2005.

¹⁶³ Website of the African Commission on Human and People's Rights. Last accessed 2 January 2017.

<http://www.achpr.org/instruments/>

¹⁶⁴ Transitional Constitution

¹⁶⁵ For example, negation of women's right to land ownership, early marriage, forced marriage, and high bride price

¹⁶⁶ South Sudan Development Plan (SSDP) 2011–2013

	management of the data on the disabled including mine victims)
National Plan for Action Combating Gender-Based Violence	No details available
National Policy on Women Empowerment	No details available
National Policy for Girls' Education (2007)	No details available
National Reproductive Health Policy	Sexual and reproductive health and rights
National Social Protection Policy Framework	Scholarship for girl students for secondary education
National Strategy on Female Genital Mutilation (2008)	No details available
Political Parties Act (2012)	No details available
Prison Act (2003)	Protection of women prisoners (separate sections for women, delivery of babies in civilian hospitals)
Referendum Support Programme (2011)	Promote participation of women as voters and candidates
South Sudan Capacity Development Strategy	Importance of gender equality and gender mainstreaming, needs for the capacity building of women
South Sudan Development Plan	Pro-poor, gender sensitive
South Sudan National Disability Inclusion Policy 2013	Difficulties facing women with disabilities
War Widows, Disabled and Orphans Act (2011)	No details available

Source: multiple sources¹⁶⁷

With the assistance of the international community, legal reforms and policy development have made significant progress. Nonetheless, there remain legal gaps. For example, family law is absent and there is no law to govern marriage, divorce and inheritance although the Constitution articulates that marriage should be based on consent. Laws to ban harmful customs of inheritance and marriage, and laws on gender based violence are lacking. Some laws still have discriminatory provisions. The criterion for South Sudan citizenship set by the Nationality Act 2003 requires that one must belong to one of the tribes of South Sudan. This means that a child born to a South Sudanese woman married to a non-South Sudanese man cannot be a South Sudanese national.¹⁶⁸

Stronger institutional capacity to implement gender sensitive policies and programmes is also required. While national ministries set policies, state ministries implement them. However, to a large extent, implementation depends on the decisions of state governments that may set their own laws and policies, and decide on the allocation of budgets.¹⁶⁹ The fact that the central ministries were added to the administrative structure after independence while state governments have been functioning since before independence is not helpful to strengthening the relationship between the central and the state governments.¹⁷⁰

Continuing impunity to perpetrators of sexual violence also shows the weaknesses in the implementation of policies to protect human rights, especially that of women and children.¹⁷¹ The availability of social services is limited to the urban and surrounding areas.¹⁷² An insufficient number of female police officers, the inadequate training of the police force, and the fact that the many of the recruits into the police were former SPLA and other soldiers with little training in human rights are among the factors impeding the

¹⁶⁷ GOSS 2014, NAP SCR 1325, information from the workshop in Kampala

¹⁶⁸ CGA 2011

¹⁶⁹ Information from presentations and interviews during the workshop in Kampala

¹⁷⁰ Information from a Tokyo-based JICA expert on peace building

¹⁷¹ GOSS 2014

¹⁷² SPUs, which protect women and children and provide psychological, medical and legal services, are only available in the urban areas (HSBA n.d.).

implementation of human rights policies.¹⁷³

2.5.3 Gender policies

The Ministry of Gender, Child and Social Affairs (MGCSW) is in charge of gender policies. The major gender policies are the National Gender Policy (NGP) 2012, the Strategic Plan 2013–2018 developed in 2013 for the implementation of NGP, and the South Sudan National Action Plan 2015–2020 on UNSCR 1325 with regard to women, peace and security, launched in 2016.

The guiding principles of the NGP are based on international and regional treaties such as the CEDAW, the Beijing Platform for Action, and the Maputo Protocol.¹⁷⁴ As the MGCSW is also in charge of the protection of children and the disabled, the NGP caters to the needs of other vulnerable groups such as children, the disabled, and the elderly as well.

2.6 National machinery for gender mainstreaming

The government of South Sudan has established a network of institutions with a mandate for the promotion of gender equality and women empowerment at the national and state levels across sectors in cooperation with donors, NGOs, CSOs and the private sector. The MGCSW is at the centre of this gender mainstreaming network.

2.6.1 Ministry of Gender, Child and Social Welfare (MGCSW)

The antecedent of the MGCSW dates back to the Department for Women and Child Welfare established during the SPLM conference in 1994. In 2005, after the CPA was signed, it became the Ministry of Gender, Social Welfare, and Religious Affairs, and then it was changed to the Ministry of Gender, Child and Social Affairs in 2009. It was changed again to the Ministry of Gender, Child, Social Affairs, Humanitarian Affairs and Disaster Management in 2013, and the name was changed back to the Ministry of Gender, Child and Social Welfare. The MGCSW receives 0.67% of the government annual budget.¹⁷⁵

The MGCSW's mandate includes the following: (1) development of policies on gender equality, women's empowerment and child protection, (2) promotion of gender mainstreaming of development processes, policies, government programmes and laws, (3) development of social protection policies for the vulnerable such as the disabled, and (4) management, monitoring, research and planning for programmes and facilities for children.¹⁷⁶

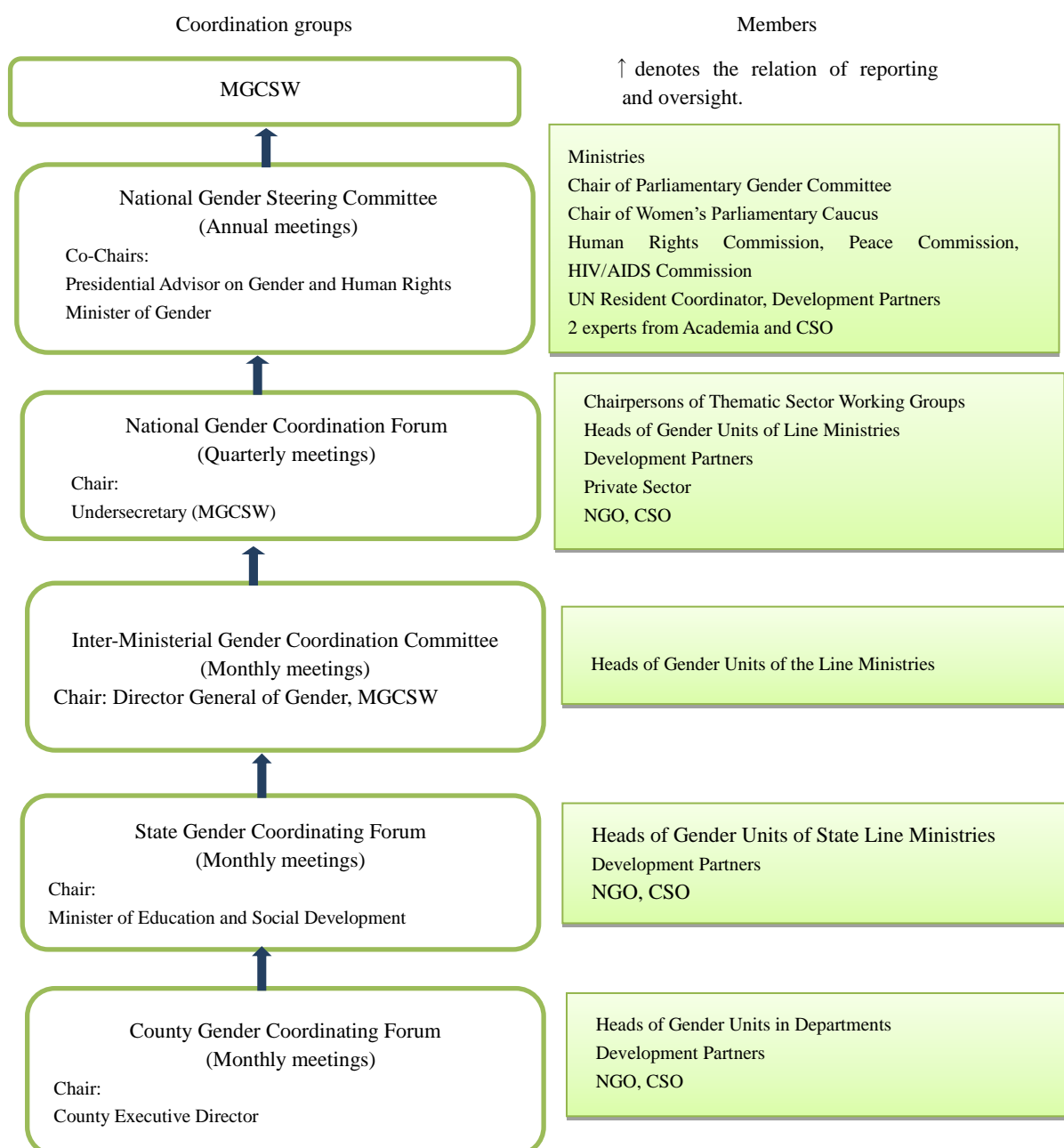
One of the three Director Generals of the MGCSW, the Director General for Gender and Child Welfare, and the Directorate of Gender are in charge of gender policies and programmes. The Directorate of Gender takes care of gender policy development, gender mainstreaming of the public and private sector institutions, the gender responsive budget, the protection of women's rights and the capacity development of women.

¹⁷³ CGA 2011

¹⁷⁴ NGP 2012

¹⁷⁵ SCR1325 Baseline Study 2013

¹⁷⁶ Strategic Plan 2013



Source: National Gender Policy

Chart 2.2: Gender mainstreaming mechanism of South Sudan

2.6.2 Gender mainstreaming mechanism

As shown in Chart 2.3, a comprehensive gender mainstreaming mechanism has been set up from the national to the county level. The roles of each coordination group are as follows.

- **National Gender Steering Committee:** its function is provision of strategic vision and direction for the implementation of National Gender policy, fund raising, guiding National Gender Coordination Forum, reporting to the government on gender policy-related matters.
- **National Gender Coordination Forum:** established with the support of UN Women and the World Bank, its function is coordination and harmonization of gender programmes and activities with gender policies among government agencies, donors, and NGOs. The members meet quarterly.

- Inter-Ministerial Gender Coordination Committee (IMGTC): Heads of Gender Focal Points of each line ministry, Director Generals of MGCSW, international organizations, NGOs and CSOs meet monthly for coordination and harmonisation of implementation of the national gender policy. It also builds capacity of Gender Focal Points, which are appointed at the national level ministries to lead gender mainstreaming in policies and programmes of each ministry.

The National Gender Policy requires that ministries and government agencies establish a gender unit or a gender committee and promote gender budget; however, its implementation varies as shown in Table 2.8 below. While the Ministry of General Education and Instruction (MGEI) has the Department of Gender Equality, some have neither a gender unit nor a gender committee. The Human Rights Commission has a gender committee whose members are in charge of cases of women's rights violation. The Ministry of Interior has a Gender Desk to monitor women's rights protection.¹⁷⁷

Table 2.7: Status of gender mainstreaming of part of the national ministries and government agencies

Organization	Number of staff working on	Existence of gender committee/unit	Gender budget	Donor
Ministry of Agriculture and Food Security	The senior management of the ministry; 2 Director from the ministry	Yes	Yes	FAO, WFP, WB
Ministry of Culture, Youth and Sport	4	Yes	Yes	UNFPA, UNICEF, UNV, JICA, UNESCO
Ministry of Finance and Economic Development	0	Not yet	Not yet	ADB, WB, Statistic Norway
Ministry of General Education and Instruction	persons in the Directorate of Gender Equity and Inclusive Education	No	somehow but not fully	DFID, UNICEF mainly in the area of gender
Ministry of Health	3 to 4	Yes	No	UNFPA
Ministry of Labour, Public Service and Human Resource Development	Ministry Administration and staff	Soon	Yes	No assistance
Ministry of Parliamentary Affairs	4	Yes	Yes	IRI, NDI, UNDP, etc.
Ministry of Trade and Industry	all the ministry employees	No	Yes	WB
National Bureau of Statistics	unit is not yet formed	No	don't know	No assistance
Human Rights Commission	3 in Gender Committee	Yes	No	UNMISS HRD
South Sudan Chamber of Commerce, Industry and Agriculture	1	No	Yes	Trademark East Africa (TMEA), International Finance Corporation (IFC), Confederation of Danish Industry (DI)

Source: Responses to questionnaires¹⁷⁸

The Committee on Gender, Child, Social Welfare, Youth and Sports of the National Assembly oversees issues regarding improvement of life and equal opportunity for women, elderly, youth and disabled, and submit laws related to gender to the Assembly. Women's Parliamentary Caucus consisting of women parliamentarians has been established in 2007 in the two Houses.¹⁷⁹ The Caucus mobilizes women parliamentarians in special committees to make motions on gender sensitive policies. They also go to states to meet state governments and the population.¹⁸⁰

¹⁷⁷ UNDP 2010

¹⁷⁸ The responses were collected in a workshop in Kampala.

¹⁷⁹ Last accessed 12 December 2016. <http://w3.ipu.org/en/womens-caucus/south-sudan/>

¹⁸⁰ Last accessed 12 December 2016.

<http://www.gurtong.net/ECM/Editorial/tabid/124/ctl/ArticleView/mid/519/articleId/19954/3-Day-Womens-Parliamentary-Caucus-Consultative-Meeting-Held-In-Rumbek.aspx>

Last accessed 12 December 2016.

<http://www.gurtong.net/ECM/Editorial/tabid/124/ctl/ArticleView/mid/519/articleId/19954/3-Day-Womens-Parliamentary-Caucus-Consultative-Meeting-Held-In-Rumbek.aspx>

MGCSW and Ministry of Health co-chair GBV sub-cluster consisting of UN agencies, government agencies and CSOs¹⁸¹ meets twice a month. There is another working group on GBV led by the Ministry of Interior, which deals with SPU of the Police.

A similar mechanism is set up at the state level. The State Gender Coordination Forum and County Coordination Forum will have the same function as the National Coordination Forum. Gender Focal Points are assigned at each state level ministry. Each state has a Gender Directorate for gender mainstreaming and each county has a Gender Desk.¹⁸² A State Women Parliamentary Caucus is established at each State Assembly. State Ministries of Education and Social Affairs are the counterparts of MGCSW. State Ministries of Education and Social Affairs have two Director Generals for Education and for Gender and Social Welfare. Director Generals for Gender and Social Welfare are in charge of gender issues. Previously, State Ministries of Gender and Social Development were the counterparts of MGCSW but after recent restructuring, Ministries of Education and Ministries of Gender and Social Development were merged. Because the education sector is large itself and requires much work from the Ministries, MGCSW feels some difficulties in coordination with State Ministries.¹⁸³

2.6.3 Challenges to gender mainstreaming

During its early days, MGCSW was assessed as not having sufficient technical capacity and experience, and programmes and projects as donor-driven and needing coordination.¹⁸⁴ In response to this, MGCSW developed the National Gender Policy. Strategic Plan 2013-2018 was developed in order to prioritize and coordinate programmes and projects.¹⁸⁵ Each of NGP, Strategic Plan and UNSCR 1325 NAP has a detailed analysis of the current situation and a comprehensive plan; however, these undertakings still tended to be dependent on human, financial and technical assistance from donors.^{186, 187} From the beginning, MGCSW has received only a small amount of funding for programmes. Under the current situation of political instability, which even disrupts regular payment of salary to government officials, MGCSW needs to develop the capacity of staff members as well as the capacity to use its limited resources to tap into support from donors.

MGCSW has good relationships with CSOs and in close relations with a few CSOs such as South Sudan General Association established with support of MGCSW¹⁸⁸, and often collaborates for joint activities.¹⁸⁹ Still, CSOs may need to pay attention to keep their independence. Although it is an important role for CSOs to cooperate with the government, CSOs should monitor government's social service delivery and, if necessary, represent the voice of the general population.

¹⁸¹ See footnote 127

¹⁸² Logica 2012

¹⁸³ Information for group interviews in a workshop in Kampala

¹⁸⁴ World Bank 2013

¹⁸⁵ CGA 2011

¹⁸⁶ World Bank 2013

¹⁸⁷ When UNSCR 1325 NAP draft was in an advanced stage, the armed clash happened in 2013. Absence of an international consultant afterwards delayed finalization of the document. Launching was also delayed because of lack of funds, according to an official of MGCSW. See '2.3.5.3. UN SCR 1325 Women, Peace and Security' of this report.

¹⁸⁸ During the workshop in Kampala, MCSW said that the role of CSOs is to implement the National Gender policy.

Although close cooperation is desirable, CSOs should be independent from the government.

¹⁸⁹ Information from presentations during the workshop in Kampala

Cooperation with state governments seems to be a challenge in policy implementation. As explained in the previous section, there are some factors that make cooperation difficult. At the central level, ministries' and agencies' commitment varies and their coordination and cooperation with state ministries are also not strong.¹⁹⁰ The challenge in gender mainstreaming is that well-developed policies and mechanisms do not function as envisioned. It is a major advantage that mechanisms have already been set in place. To make gender mainstreaming mechanisms function nationally and comprehensively, further efforts to implement policies and improve the mechanisms as well as a strong leadership are needed. What is needed most is peace and security that can assure the movement of government staff and the entire population within the country and release of financial resources.¹⁹¹

3. Current Situation of Gender by Sector

3.1 Agriculture

Agriculture is the second most important industry of South Sudan, following the oil industry¹⁹², providing 15% of GDP and 78% of employment in South Sudan.¹⁹³ Fertile land, water, and a young labour force assure high agricultural potential. Although 90% of the land is suitable for agriculture, only 4.5% is under cultivation.¹⁹⁴ About half of cereal requirements come from food aid and imports. Agriculture in South Sudan is subsistence agriculture with little inputs and outputs, a combination of livestock, crops, fisheries, vegetable picking, and small-scale trade. Lack of appropriate technology, lack of quality inputs, insecure land tenure, weak farmer associations, lack of access to extension, and climate change hamper agricultural development.¹⁹⁵

Many cows, sheep, and goats are raised; the number of livestock per person in South Sudan is one of the highest in the world.¹⁹⁶ The major pastoralists are Nilotic, Dinka, Nuer, Shilluk, Murle, Toposa, and Boya. Livestock is a symbol of wealth as well as the source of food and nutrition.¹⁹⁷ Large animals are owned by men and inherited through male lineage while women can possess small ruminants, such as pigs and goats, and fowl, such as chickens and ducks.¹⁹⁸

Fisheries are male dominant; however, women are also engaged in fishing during the dry season when the water level is low. Women smoke or sun-dry fish. FAO successfully supported women fisheries cooperatives with technical training, registration, and market information as well as health and nutrition

¹⁹⁰ Information from discussions during the workshop in Kampala. World Bank 2013 pointed low commitment of state ministries and lack of programme implementation capacity.

¹⁹¹ Discussion from the workshop in Kampala and GOSS 2014

¹⁹² The oil production accounts for 50% of GDP and 95% of government revenue in 2014 and diversification of industries is an urgent issue of South Sudan (UNDP 2015).

¹⁹³ UNDP 2015

¹⁹⁴ FAO 2016

¹⁹⁵ Cited in Country Gender Assessment (FAO 2016)

¹⁹⁶ It is estimated that the population of less than 13 million has 11.7 million heads of cows, 12.4 million heads of goats, 12.1 million heads of sheep (IPS: Last accessed 12 December 2012.

<http://www.ipsnews.net/2014/05/south-sudans-livestock-outnumbering-people-ruining-environment/>

¹⁹⁷ FAO 2016

¹⁹⁸ FAO 2016

information.¹⁹⁹

South Sudan has abundant natural resources such as teak, gum Arabic, and mahogany. Men used to collect and process gum Arabic, but now women also process and trade it. Women collect honey for food and brewing. Women groups collect, process and sell honey in the former Central Equatoria state and the former Western Bar El Ghazal state.²⁰⁰ Apiculture may have good potential for women's income generation as honey is on high domestic demand.²⁰¹

Conflicts affect agriculture and food security as well. Many people have been displaced and have lost seeds, livestock and land, trapped in destitution. Conflicts have disturbed the migration routes of livestock, markets, and animal health services, leading to reduction of milk production, which is a source of income as well as family nutrition. The change in migration routes brings about tension between agriculturalists and pastoralists. The loss of the livestock sector is estimated from USD 1 to 2 billion.²⁰²

Women constitute 60.2% of agricultural workers²⁰³ and account for 80% of agricultural labour force.²⁰⁴ Despite their significant role in the agriculture sector in South Sudan, women's access to productive assets is limited.²⁰⁵ Women are usually engaged in crop production and they have control over crop produce for own consumption but not over crops for sale. Land is also under control of men. What women can control is their labour and simple tools. Access to agricultural extension is often dominated by men. (Among those who used extension service, men account for 88.7%, women 9.7%, boys 1.3%, girls 0.2%).²⁰⁶ One of the reasons for this imbalance is lack of women extension workers due to women's low literacy. In an Agro-Pastoral Field School programme, FAO lowered the requirements for community extension workers and managed to recruit three women extension workers.²⁰⁷

Transformation from subsistence agriculture to income-generating commercial agriculture needs agri-business and agro-processing development. Given that men and women have different obstacles, this requires training that is catered to the different needs of men and women (in relation to agricultural technology and literacy level) and support to improve access to productive assets (land, microfinance, seeds).²⁰⁸

The government recognizes the importance of gender in agriculture and has developed gender sensitive policies such as the Comprehensive Agriculture Master Plan supported by JICA.²⁰⁹ Ministry of Livestock and Fishery Industries developed Fisheries Policy 2006–2011 and Animal Resource Policy 2006–2011 to address mainstreaming of gender and vulnerable groups. Ministry of Livestock and Fishery Industries' Policy Framework and Strategic Plans 2012–2016 set gender analysis and gender mainstreaming planning as objectives of Planning Department, and gender mainstreaming as an objective of Extension Department.

¹⁹⁹ FAO 2016

²⁰⁰ FAO 2015

²⁰¹ Information from a Japanese expert of the CAMP project

²⁰² FAO 2016

²⁰³ FAO 2015

²⁰⁴ UNDP 2015

²⁰⁵ NGP 2012

²⁰⁶ FAO 2016

²⁰⁷ FAO 2016

²⁰⁸ NGP 2012

²⁰⁹ Information from a Japanese expert of the CAMP project

Agriculture Sector Policy 2012–2017 has a component about gender. The three-year plan of the former West Equatoria state (2010–2012) also includes main programmes on HIV/AIDS and gender mainstreaming.²¹⁰ However, National Agriculture and Livestock Extension Policy and Agricultural Research Policy do not mention gender.²¹¹

The major donors in the agriculture and livelihood sector are FAO, USAID, Canada-DFAT, DFID, EU, GIZ, WFP, the Netherlands, the World Bank, Switzerland and JICA. UN Women, IOM, WFP, and UNHCR support humanitarian assistance and development programmes in cooperation with local NGOs.²¹² Because of the current critical situation, FAO and WFP concentrate on food security. USAID used to support market-oriented horticulture in the southern area with fertile soil, but after the armed clash in December 2013, it scaled down their activities and turned the focus on food security. USAID suspended all activities after July 2016. EU and GIZ supported the northern region. The Netherlands supported the private sector such as agricultural inputs traders and seeds breeders.²¹³

3.2 Vocational Training

A majority of South Sudan's employment belongs to the informal sector; only 13% of the total employment is under the formal sector. South Sudan's government considers youth²¹⁴ employment especially important and makes it one of the cross-cutting issues of SSDP. As widely recognized, youth unemployment can destabilize the society; therefore, vocational training for youth is essential. Youth unemployment is high in South Sudan. Unemployment rate for the youth from 15 to 24 years old was almost 20% whereas that for adult men and women was 14% (men 13%, women 15%).²¹⁵ South Sudanese, including the youth, lack technical skills and many skilled labourers come from Kenya and Uganda. Thus, vocational training is an urgent issue for South Sudan.²¹⁶ However, there is no functioning policy on vocational training yet.²¹⁷

According to SSDP, 60% of those who do not go to school are women. There is a need for vocational training with gender perspectives incorporated for those who dropped out or never go to school.²¹⁸ Those who have ever received any sort of vocational training in South Sudan in 2009 comprised only 5% of those aged 15 years and above.²¹⁹

South Sudan has no clear vocational training system. Because of the confusion induced by the conflicts, it is not clear how many of the 62 vocational training centres are currently functional. There was a case in which IDPs occupied one of the centres. Those which are still open do not necessarily work well. They offer similar courses as other centres. Popular courses are automobile, construction, welding, and women concentrate on computer and tailoring. Those who graduate seem to manage to get a job, but there is no

²¹⁰ JICA 2013a

²¹¹ CGA 2012

²¹² FAO 2016 and JICA expert

²¹³ Information from an interview with a JICA South Sudan expert

²¹⁴ In the population of South Sudan, 58% is under 20 years old and 3% is over 65 years old (NBHS 2009)

²¹⁵ JICA 2013b

²¹⁶ JICA 2013b

²¹⁷ Information from an interview with a JICA South Sudan expert and UNESCO 2014

²¹⁸ SSDP

²¹⁹ NBS 2012

involvement of industries or employers in the planning of the courses.²²⁰

Coordination among the stakeholders also poses a challenge. Ministry of Labour, Public Service and Human Resource Development (MLPSHRD) provides unofficial short courses (3-6 months) and 2 year formal courses at vocational centres. The Ministry of Education, Science and Technology (MEST) oversees 5 high schools specializing in technology, commerce, and agriculture. Though their courses are more academic than those of MLPSHRD, the courses of MEST have some overlap with those of MLPSHRD.²²¹ Ministry of Culture, Youth and Sports conducts one- to three-week informal vocational training courses. NGOs and faith-based organizations also provide vulnerable people with temporary vocational training with limited facility. South Sudan Disarmament, Demobilization and Reintegration Commission (SSDDRC) provided 290 ex-combatants with three-month vocational training. There is a need for cooperation and coordination of these agencies for each agency to be able to use their limited resources effectively.

Compared to men, women's participation in formal vocational training is low, reaching only 24% in 2008 and 27 % in 2009 and 2010.²²² TVET policy review documents prepared by UNESCO points at the need for different types of vocational training targeting the vulnerable. Women have low literacy rates, which limits their access to formal vocational training and creates the need to lower the level of educational requirements.²²³ On the other hand, it is not desirable to lower the level of the existing courses. Offering a variety of courses helps to accommodate the different needs of different people. For example, in addition to productive skills, training courses cater to the vulnerable by educating about productive input procurement, access to microfinance, literacy in general and financial literacy.

Another point made by the UNESCO TVET policy review is the need to incorporate peace education, conflict prevention, civic education, and democracy.²²⁴ Given that South Sudanese youth have little schooling, vocational training centres may be one of the few places providing these types of education, which is particularly important in the context of continuing conflict. Gender equality can also be part of that.

The major donors supporting vocational training are the Multi-Donor Trust Fund supporting the vocational training centre of MLPSHRD and policy development, UNIDO supporting the Malakal vocational training centre, GIZ supporting the Multi-Service Centre in Juba, ILO helping the employment database, NPA and JICA. There used to be donor coordination meetings between UNICEF, UNESCO, the World Bank, and JICA, but now it is only the World Bank and JICA that have activities on the ground. UNICEF and UNESCO support MEST. There seems to be not enough coordination with MLPSHRD, which may not have been involved in the process of the UNESCO policy review.²²⁵

3.3 Access to Safe Water

Use and allocation of water resources are a significant challenge for South Sudan. The northern part of

²²⁰ JICA 2013b

²²¹ UNESCO 2014

²²² CGA 2012

²²³ UNESCO 2014

²²⁴ UNESCO 2014

²²⁵ Information from an interview with a Japanese expert from the JICA South Sudan Office

the country is dry while the southeast is blessed with rainwater and is suitable for cultivation. The southwest area is covered by forests of perennial tropical plants. Rainfall fluctuates by season and year. Pastoralists move around the northern dry areas, searching for water points and grazing land, which can lead to clashes with agriculturalists.

The average water consumption in South Sudan is 6 litres per person per day – far below the WHO recommended 20 litres per person per day.²²⁶ As shown in Table 3.1, access to safe water in South Sudan is limited.

Table 3.1: Access to safe water and sanitation facility

	2005	2006	2010 ²²⁷
Access to safe water	27%	48%	68%
Access to sanitation facility	15%	6%	13%

Source: National Water Policy 2007 and SHHS 2010

Access to safe water and sanitation influences health, education, especially girls' education, and labour. Unclean water causes water-borne diseases such as diarrhoea and cholera. Many cases of Guinea worm disease, an almost extinct disease in the world, were reported in South Sudan.²²⁸ It is reported that the proportion of the population with access to safe water was 68% in 2010; however, it is estimated that the real rate in the rural areas was around 34% because 30-50% of facilities do not function because of lack of machine parts or inadequate maintenance.²²⁹ The government aimed to improve access to safe water in the rural areas from the baseline of 34% in 2010 to 40% in 2013.²³⁰ According to World Health Statistics, it has been improved to 59% as of 2015.

Water is fetched by women and girls. Adult women fetch water (85.6%, girls aged 15 years and below 8.8%)²³¹ while men and boys collect water for sale. The average distance from home to water points is 1.5 to 2 km in urban areas and 3 to 6 km in rural areas.²³² Fetching water is time-consuming work for women and girls, and long travel to water points puts women at risk of sexual harassment and sexual violence.²³³ Reducing time spent fetching water would increase time for economic activities for women. As seen in 2.4.1 of this report, women have no decision-making power at home, but should be able to participate in decision making, especially regarding drinking water.

National Water Policy 2007 touches on the needs for consideration of the vulnerable such as the poor and for women and children's participation in decision-making regarding water use; however, it is rather gender-neutral, without analysis on women's labour and needs.²³⁴ Water, Sanitation & Hygiene (WASH) Sector Strategic Framework 2011 has more concrete analysis on gender and participation of women and youth. National Rural Water, Sanitation, and Hygiene Sub-Sector Action and Investment Plan 2012–2015 stresses the needs for community-based process and participation of women and children in decision

²²⁶ Water Policy

²²⁷ SHHS 2010

²²⁸ Among 126 cases in four countries in 2014, 70 cases are in South Sudan. Progress Toward Global Eradication of Dracunculiasis, January 2014-June 2015, Centers for Disease Control and Prevention. Last accessed 10 December 2016. http://www.cdc.gov/mmwr/preview/mmwrhtml/mm6441a1.htm?s_cid=3Dmm6441a1_w

²²⁹ USAID Draft WASH Program 2013–2018

²³⁰ SSDP

²³¹ USAID Draft WASH Program 2013–2018

²³² SSUW Phase 1 survey 2010

²³³ CGA 2011

²³⁴ Water Policy

making.²³⁵

GIZ, USAID, UNICEF, and JICA are the major supporters in improving access to safe water. UNICEF focuses on water and sanitation and USAID supported the South Sudan Urban Water Corporation (SSUWC) Corporate Plan 2015-2018. GIZ constructed small-scale water purification facilities in IDP camps but suspended its activities after the clash in July 2016. Donor coordination meetings have been also suspended. Except for JICA, the donors stress the importance of humanitarian assistance over that of development assistance.²³⁶

3.4 Education

The education level of South Sudan is low. The literacy rate of those aged 15 years and above in 2001 was 24% (37% for men and 12% for women). After the signing of CPA, primary school enrolment increased from 400,000 in 2006 to 1.3 million in 2009.²³⁷ The literacy rates also slightly improved; male literacy rate increased to 40% and female literacy rate to 16%.²³⁸ The younger generation has higher literacy rates; among those aged 15 to 24 years, the literacy rate in 2010 was 55% for men and 28% for women. Primary school completion rates are also low at only 18%.²³⁹ As of 2015, only five countries including South Sudan have not reached 50% completion of primary education in Africa while about half of African countries have achieved 70% completion.²⁴⁰

The gender gap in education is consistent. Primary school gross enrolment rate in 2010 was 68.8% (81.4% for male, 54.5% for female), net enrolment rate was 44.4% (50% for male, 37.1% for female). Both the completion and pass rates of final examinations for female students are lower than those for male students (Table 3.2). Without passing this final examination, students cannot receive their diplomas and continue on to secondary school.²⁴¹

Girls' enrolment decreases at higher grades. Girls account for 37% of primary school students, 26.3% of secondary school students, and 24% of higher education, and 24% of teacher training in 2009 (Table 3.2)²⁴². These figures improved slightly in 2011, to 39% of primary students and 30.2% of secondary school.²⁴³

Table 3.2: Primary school completion and final exam pass rates by gender (2010) (%)

	Male	Female	Total
Primary school completion	13.7	6.2	10.3
Primary school final examination	59	23	

Source: CGA 2011

²³⁵ USAID n.d.

²³⁶ Information from the JICA South Sudan Office

²³⁷ GOSS 2014

²³⁸ CGA 2011; GOSS 2014 reports that the literacy rate in 2009 was 40% (male: 55%, female: 28%).

²³⁹ GOSS 2012b

²⁴⁰ UNDP 2016

²⁴¹ The pass rate for male students in 2011 was 93% and that for female students was 88%. Gurtong. Last accessed 27 December 2016.

<http://gurtong.net/ECM/Editorial/tabid/124/ctl/ArticleView/mid/519/articleId/4907/Primary-Leaving-Examination-Results-Out.aspx> ; UNICEF Media Centre. Last accessed 27 December 2016.

https://www.unicef.org/esaro/5440_south-sudan_exams.html

²⁴² World Bank 2012

²⁴³ Education Statistics 2012

Safety is also an important issue for girls' education. Long distances to school and lack of sanitation facilities hinder schooling for post-pubescent girls. Fifty-one percent of primary schools do not have water at school and 52% do not have a toilet (2009)²⁴⁴. There is also the risk of sexual harassment in schools. Lack of female teachers who can be a role model to girls (women account for 12.7% of primary school teachers and 10.2% of secondary school teachers)²⁴⁵ negatively affects girls' education.²⁴⁶

Girls' primary school completion rates are low because of gender norms, customs, insecurity, and poor learning environments. Girls are expected to help with housework, and their education is further impeded by early marriage and pregnancy. Marriage is arranged when they are young because younger girls can fetch higher bride prices. The Child Act does not allow expulsion of pregnant girl students and encourages their return to school after delivery. There was a case in which a girl returned to school after giving birth, but this may not be possible for most girls.²⁴⁷

Gaps exist not only between boys and girls, but also between urban and rural, and between regions. Only the former Central Equatoria state and the former Western Bahr El Ghazal state have secondary gross enrolment rates above 10%. Those of the former Jonglei state and former Warraps state are 1.1% and 1.2% respectively.²⁴⁸ Though girls' enrolment rates are lower than that of boys in all states, three states including the former Upper Nile state and the former Equatoria state have relatively narrow gender gaps.²⁴⁹ The pastoralist communities in the north, such as those in the former Lakes state and the former Northern Bahr El Ghazal state, tend to have low girls' enrolment rates and a high number of girls' drop-out owing to early marriage.²⁵⁰

Table 3.3: Proportion of female students (%)

Year	University	Teacher College	Vocational Training
2008	25	13	24
2009	22	24	27
2010	18	20	27

Source: Education Statistics for South Sudan 2008, 2009, 2010 (cited in CGA)

South Sudan's education sector has many challenges such as lack of licensed teachers (only 43% of the teachers have license²⁵¹), poor school facility, improper school management, lack of teaching materials, lack of commitment of school committees and lack of schools which can offer a full cycle of primary education up to the final grade (grade 8).²⁵² Under such circumstance, the government has taken measures, such as school feeding, girls' dormitory and community girls' schools, to promote girls' education, recognizing gender equality in its Transitional Constitution, Child Act 2008 and General Education Bill 2012. In the

former Western Equatoria state, the government involved local leaders in this campaign and

²⁴⁴ GOSS 2014

²⁴⁵ NGP 2012

²⁴⁶ CGA 2011

²⁴⁷ Kircher 2013

²⁴⁸ UNDP 2015

²⁴⁹ UNDP 2012

²⁵⁰ CGA 2011, GOSS 2014

²⁵¹ General Education Strategic Plan

²⁵² GOSS 2012b

successfully spread the message for girls' education.²⁵³

After the signing of CPA, the Alternative Education System (AES) was established for ex-combatants, with 1,100 institutions teaching students aged 21 to 26 years. The number of students varies from year to year, ranging between 183,000 to 557,000. There are seven programmes, including literacy, English, pastoralist education, and agro-forestry. Over-age students, drop-outs, and those who have never attended school can also study under this system, but that places additional pressure on the limited resources of AES. Only 8% of the AES centres have their own teaching building. The number of women and girls studying within this system in 2011 was 70,000.²⁵⁴ One of AES programmes, Community Girl Schools accept girls aged 8 to 12 years living in a village with no primary school and girls can study up to 3rd grade. These schools also accept boys who accounted for 30% of 12,552 students.²⁵⁵ Among AES students, more boys drop out because of the need to earn a living.²⁵⁶

4. Gender Mainstreaming in JICA's Development Assistance

Among the projects implemented by the JICA South Sudan Office, the following four projects in agriculture, vocational training, urban water and education were reviewed.

- 1) Project for Comprehensive Agricultural Development Master Plan
- 2) Project for Improvement of Basic Skills and Vocational Training
- 3) Project for Management Capacity Enhancement of South Sudan Urban Water Corporation Phase 2
- 4) Mathematics and Science Education Advisor

The following sections describe the general situation, gender mainstreaming status, and suggestions for gender mainstreaming for each project. A few suggestions that can be implemented with relative ease are presented. For the relation of these projects with Japanese UNSCR 1325 NAP, please see Annex 1.

4.1 Project for Comprehensive Agricultural Development Master Plan (CAMP)

Table 4.1: Outline of the project

Type	Technical assistance project
Duration	July 2012 to July 2016 (4 years)
Counterpart	Ministry of Agriculture, Forestry, Cooperative and Rural Development (MAFCRD) (antecedent of Ministry of Agriculture and Food Security, MAFS) Ministry of Livestock and Fishery Industries (MLFI)
Target area	National
Background	South Sudan depends on food assistance and imports for half of its cereal requirements despite high potential for agricultural development. Diversification of industries is necessary to move out from dependence of government revenue on oil production and the importance of agricultural development is high. Agriculture provides food as well as employment. To facilitate agricultural development, a support to comprehensive agricultural development master plan was requested.
Beneficiaries	Counterpart ministry staff
Major activities	Development of the master plan and its implementation mechanism, capacity development for research, situation analysis, policy development, workshops
Achievements	Comprehensive Agriculture Master Plan (cultivation, livestock, forestry, fisheries) was

²⁵³ GOSS 2014

²⁵⁴ GOSS 2012b

²⁵⁵ Policy for Alternative Education Systems, Ministry of Education, Science and Technology

²⁵⁶ GOSS 2014

	completed in 2015. This master plan includes 111 project profiles, implementation mechanism, development option analysis, situation analysis, livelihood zone data, state profiles, and references.
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Source: Project documents²⁵⁷

4.1.1 Gender mainstreaming status

Though the detail design of this project does not mention gender mainstreaming, implementation incorporated it from the early stages of the project as part of social considerations. The project conducted a survey on social considerations focusing on refugees, IDPs, and gender to understand social environment. A gender assessment was conducted in the middle of the project and a consultant supported by CIDA provided detailed gender analysis, which contributed to master plan development.

No gender training for counterparts was conducted, but capacity development workshops for counterparts include sessions on gender in order to provide a practical understanding on gender in relation to agricultural development. In the process of developing the master plan, good practices and ideas for gender mainstreaming were shared amongst staff to facilitate mutual learning. When the counterparts visited farmers for interviews, they paired a man and a woman to make sure women farmers could feel at ease while responding to questions.

About one third of the counterparts were women. Overall, the counterpart staff members showed no hesitation toward gender consideration. Female staff members were competent and no obstacles were observed. At the time of the project, MAFCRD had one Gender Focal Point but MLFI had none. One person was not able to cover all gender-related work and gender mainstreaming did not progress as desired.²⁵⁸

The master plan mentions gender mainstreaming in its guiding principles as well as most of the 111 project profiles (i.e. suggested project plans). For example, the ‘subsistence farmer sorghum production project’ recognizes women’s role as the major producer of sorghum as well as their role in the home and local society, recommending (1) consideration of gender balance in participant selection, (2) collection of gender disaggregated data in baseline and end-line surveys, (3) attention to the risk of gender disparity, (4) gender training for extension workers, and involvement and consultation of gender experts. The master plan also has a gender specific project for institutional development, ‘gender capacity development project’, aiming at gender mainstreaming of programmes and policies of the ministry. By contrast, policy development project, such as ‘establishment of a firm legislative framework project’ does not have gender analysis.

4.1.2 Suggestions for future activities

The project tried to incorporate gender perspectives, producing positive results. However, there is still room for improvement, requiring a review of how activities can be gender mainstreamed. For example, only ‘giving gender consideration’ for participating farmer selection may not lead to the intended outcome. Because most crop producers are women, it may be better to set the minimum level of women’s participation to at least 50%. For women participants to garner family support, projects must inform

²⁵⁷ JICA 2013a, 20151a

²⁵⁸ Based on an interview with a CAMP project expert

family members of project activities and the role of family members as supporters of the women participants. The introduction of time- and labour-saving technologies should be considered so that participation in projects would not further burden women already engaged in productive and reproductive work.

Women's limited access to inputs and technology, and lack of understanding of women's rights to land are identified as barriers for agricultural development (see section 3.1 of this report). Therefore, all projects must raise awareness of gender and regular gender training of government staff and agriculturalists.

It would be useful for project implementers to have guidelines that explain how consideration of the vulnerable can be incorporated into projects in concrete terms. Such guidelines including the points above would help practitioners mainstreaming gender in projects.

It is recommended to review training contents and measures for gender mainstreaming in cooperation with Gender Focal Points of the Ministry. This review may include assessment of the possibility for women to get into non-traditional projects (e.g. tractor operator training). This will give Gender Focal Points opportunities for practice and enhance gender mainstreaming capacity of ministries.

Table 4.2: Suggestions for gender mainstreaming in future activities

Suggestions	Time
Review on gender mainstreaming (proportion of women participants, roles of participants' family, appropriate technology, women's participation in non-traditional areas)	Before pilot project implementation
Awareness raising and training on gender targeting government staff, extension workers and participants	During pilot project
Development of guidelines on gender sensitive extension and project implementation	During pilot project

4.2 Project for Improvement of Basic Skills and Vocational Training (Advisor)

Table 4.3: Outline of the project

Type	Advisor
Duration	Project for Improvement of Basic Skills and Vocational Training (SAVOT) Phase 1: September 2006 to January 2010 Phase 2: August 2010 to July 2013 Follow-up phase: January 2015 to August 2015 Advisor: March 2016 to September 2016 and December 2016 to December 2017
Counterpart	Ministry of Labour, Public Service and Human Resources Development (MLPSHRD)
Target area	SAVOT 1: Juba SAVOT 2: Juba, Wau, Malakal Follow-up: Uganda Advisor: Uganda, Juba
Background	Skilled workers are necessary for state building. Vocational training by NGOs for livelihood improvement is also an urgent issue. To provide quality vocational training, capacity of the government and NGOs should be strengthened.
Beneficiaries	MLPSHRD, Vocational training centres (VTCs), NGOs Phase 1: 3,861 trainees were trained (of which 35% were women, and including 99 ex-combatants) Phase 2: 1,975 trainees were trained (of which 56% were women) Follow-up: more than 200 trainees were trained (mainly South Sudanese refugees)
Major activities	Phase 1 & 2: (1) rehabilitation of VTC, (2) capacity development of vocational training centre and NGO Follow-up: VTC staff training, vocational training at refugee camp (both in Uganda) Advisor: Department of vocational training capacity development, vocational training for South Sudanese refugees in northern Uganda
Achievements	SAVOT 1: Capacity development of VTC, vocational training provided SAVOT 2: Capacity development of VTC, vocational training provided Follow-up: Capacity development of VTC, vocational training provided to South

4.2.1 Gender mainstreaming status

Project for Improvement of Basic Skills and Vocational Training (SAVOT) 1 and 2 provided women with tailoring, cooking, food processing, and housekeeping training, considering the needs of widows with children, in cooperation with NGOs. The number of women trainees of SAVOT 2 reached 2,400; women accounted for 14.5% of Vocational Training Centre (VTC) trainees, 89.7% of NGO course trainees, 56.1% of all trainees.

Most of the formal VTC courses are technical (automobile, welding, construction, carpentry, plumbing, electronics, and secretary). The majority of the trainees of these courses are male. Given that incomes in the automobile and machine industries are comparatively high, women's participation in these fields can contribute to women's empowerment. With the support of a local CSO, South Sudan Women Empowerment Network (SSWEN), a women's group started a business washing vehicles belonging to UNMISS.²⁶⁰ A project such as this may facilitate women's participation in the automobile industry.

Multiple responsibilities at and outside the home make it difficult for women to get into formal vocational training. During SAVOT 2, women were absent for family reasons or for receiving food rations.²⁶¹ NGOs paid special attention to the needs of women trainees, especially those with little education, widows, and single women. With 3-hour training sessions per day for 3 to 6 months, it was reported that this short duration must be one of the factors that made it possible for women trainees to complete the courses even when they got married or gave birth during the training.²⁶²

Training can contribute to job creation. It was also reported that many graduates from NGO tailoring courses started their own business at home, which allows women to do both housework and generate income. However, income from such occupations is lower than that of semi-skilled labourers; therefore, though these courses may be effective in the short-term, different types of courses and support will be needed in the longer term. Another factor for the success of the tailoring courses was provision of sewing machines upon graduation. When such assistance is not possible, the courses need to address women's limited access to productive assets by introducing to microfinance or organizing women groups.

As for women staffing VTCs, women instructors at VTC seem active with opportunities to attend training sessions in Uganda, but the extent of the working environment's gender sensitivity is unknown.

One good practice conducted at VTC is a workshop on HIV/AIDS in cooperation with JICA and South Sudan Aids Commission.²⁶³ In South Sudan, there will be further population movement from IDPs and refugees. Under such a situation, the risk of the spread of HIV/AIDS will increase and prevention measures will become difficult to implement. When many South Sudanese youth are out of school and have little information sources on HIV/AIDS, incorporation of sessions on HIV/AIDS together with gender awareness into VTC curriculum would be useful. It would be able to equip young men with

²⁵⁹ JICA 2007, JICA 2013b

²⁶⁰ Last accessed 12 December 2016. <https://www.youtube.com/watch?v=Fw8eOSrBnrU>

²⁶¹ JICA 2013b

²⁶² JICA 2013b

²⁶³ Document obtained from a JICA South Sudan Office expert

information on HIV/AIDS and understanding on gender equality, which can be an effective measure for HIV/AIDS prevention.

4.2.2 Suggestions for future activities

According to an expert from the JICA South Sudan Office, the project will focus on carefully selecting trainees with focus on technical skills²⁶⁴ and developing the capacity of the vocational training department and VTCs for the time being. For that purpose, the project will provide the staff with opportunities to train in Uganda and practice in Ugandan refugee camps.

The majority of the refugees in camps are women and children. It is desirable to cater to the needs of women and teach skills other than those for production. Literacy and financial literacy are necessary for managing the incomes they will gain through their newly acquired technical skills. Life skills are important for finding long-term employment after returning to South Sudan. Communication skills, such as conflict prevention and peace education, must be incorporated given the environment of the camps where strangers live shoulder to shoulder. Incorporating gender perspectives, timetables can be adjusted for women's activity patterns, which would improve outcomes of women's training sessions and bring employment opportunities to women in camps. For example, setting up nurseries can be managed in cooperation with NGOs. Thus, gender assessments in camps will be required before planning the courses in order to understand their needs, conditions, and environment.

Table 4.4: Suggestions for gender mainstreaming in future activities

Suggestions	Time
Review of working environment of VTC for women staff members (working hours, facilities, salaries and salary scale, etc.)	At the beginning of the project
A survey on the current situation and needs of refugee women	At the beginning of the project
Promotion of participation of women in the non-traditional areas (including the discussion on setting-up of a quota system)	At the beginning of the project
Including life skills, literacy, peace education sessions in cooperation with NGOs	Discussion with NGOs should start at the beginning of the project

4.3 Project for Management Capacity Enhancement of South Sudan Urban Water Corporation (SSUWC)

Phase 2

Table 4.5: Outline of the project

Type	Technical assistance project
Duration	Phase 1: October 2010 to September 2013 Phase 2: February 2016 to February 2020
Counterpart	South Sudan Urban Water Corporation (SSUWC), Ministry of Irrigation and Water Resources (MIWR)
Target area	Juba City
Background	It is estimated that access to safe piped water in Juba is limited to 4% of the population, which is growing because of the return of refugees. No water supply system functions sufficiently because of the conflicts.
Beneficiaries	SSUWC staff Juba citizens
Major achievements	Establishment of water charge, raising awareness, reduction of no-revenue water, maintenance and management of water supply facility

Source: Project documents²⁶⁵

4.3.1 Gender mainstreaming status

The drinking water treated by SSUWC is only available in limited areas in the city of Juba (about 4%

²⁶⁴ Information from a JICA South Sudan Office expert

²⁶⁵ JICA 2010a, JICA 2013c, JICA 2015b

of the population). Those who do not have access to SSUWC water take water from the Nile, and those who live away from the Nile buy from vendors selling water from the Nile, the safety of which is questionable. According to a survey by the project in 2016, 79% of the households in Juba cannot access piped water regularly, compared to 82% in 2013. On average, Juba citizens can get water 3.2 hours per day, 3 days a week.²⁶⁶

The Project Phase 1 focused on the basic capacity development of the SSUWC staff. Knowledge and skills for management of urban water supply systems was imparted to the staff. The Project Phase 2 continued capacity development activities so that SSUWC became able to conduct water tests and maintenance work. About 10% of the staff members are women, who concentrate in the financial or water testing departments. The education levels of these women are high; a Japanese expert for the project observes that the reason for the gender gap in this sector is women's role at home rather than lack of education. The president of SSUWC is a woman and the project has already discussed the need for gender mainstreaming.²⁶⁷

Although the Project Designs of both Phases 1 and 2 do not mention gender, the JICA monitoring sheet of Phase 2 shows recognition of the importance of gender in this sector (i.e. given that fetching water is a women's task, expansion of piped water network will reduce their workload; safe drinking water can improve health; awareness raising activities need to target women and girls; setting up of water charge needs to take into account the amount affordable for the poor; it is expected that gender mainstreaming may be promoted with the support of the woman president of SSUWC).

Some gender disaggregated data are available but they are insufficient. For example, in 2016, when the project surveyed water usage, information on who fetches water and who manages household water was not gender disaggregated (sex of respondents is recorded).

Phase 2 plans to support the maintenance and management of 120 public taps (kiosk) in Juba constructed under the Grant Aid scheme. It is said that that the decision was made in consultation with communities but it is not clear if women's opinions were reflected in the selection of the location of the kiosks. Kiosk managers have not been selected yet. They will be identified and contracted.

The project was in the process to prepare pamphlets about the existing water supply facility in English and different channels such as poster, billboard, radio and TV dramas were under consideration at the time of the interview. The project also organized a drawing contest of primary and secondary school students, and created a project song.²⁶⁸ This would be an effective method because children, the future water users, can share at home what they have learned outside.

4.3.2 Suggestions for future activities

It is recommended to include women in kiosk management as managers to provide opportunities for formal employment that are often inaccessible for women. Some women have already worked as water kiosk managers because their husbands have contracts, so there should not be problems. Keeping kiosks

²⁶⁶ SSUWC project phase 2 Baseline Report 2010

²⁶⁷ Information from a JICA South Sudan Office expert

²⁶⁸ See DVD produced by the project

clean and managing piped water may be culturally appropriate for women who fetch and use water at home. If women are employed, simple and user-friendly maintenance manuals should be developed for women with little education.

Decisions on water fees and working hours also need to consider women's needs and time. Kiosks may be open all day, but piped water may not run the whole day. If women come to water kiosks at a certain time of the day, managers should prepare water accordingly.

Raising awareness also needs gender perspectives. A survey showed that awareness about safe water among the population is still low.²⁶⁹ If the need for safe water is not understood, people would not think of using piped water. To reach women with low literacy, specific methods such as selection of languages and use of illustration may be needed.

The following suggestions focus on women's water use and do not include suggestion about women staff of SSUWC. This does not mean that gender mainstreaming of SSUWC itself is not important. Here the focus is placed on women water users and managers because the number of women users is high and there will be immense impact on their health and sanitation.

Table 4.6: Suggestions for gender mainstreaming in future activities

Suggestions	Time
Conduct a survey and monitoring activities on water use and water users (data disaggregated by gender and economic status)	Throughout the project duration
Recruit women as kiosk managers (50% or 30% can be set as a target)	According to the project progress
Plan and conduct awareness raising activities which can send clear messages to women	After kiosk opening till the end of the project
Collect and analyse gender disaggregated data at all stages of the project and reflect the results in project management (e.g. women user friendly kiosk operation, awareness raising targeting women)	Throughout the project duration

4.4 Mathematics and science education advisor

Table 4.7: Outline of the project

Type	Advisor
Duration	1 year from November 2016
Counterpart	Ministry of General Education and Instruction (MGEI)
Target area	Juba City
Background	Primary school teachers lack capacity; there are not enough quality teaching materials at teacher college.
Beneficiaries	Instructors and student teachers at teacher college
Major activities	Teaching material development workshop, training and workshop for teacher college instructors
Achievements	Teaching material development, capacity development of instructors and teacher students

Source: Project documents and interviews

4.4.1 Gender mainstreaming status

Prior to the current project, Strengthening Mathematics and Science Education in Southern Sudan Project (SMASESS) was conducted for three years and seven months starting in July 2013. All activities were suspended since the armed clash in December 2013. During this previous phase, monitoring and tracking of graduates were problematic and further difficult, complicated by the current situation. The current project will focus on developing capacity of instructors and teaching materials. As of November 2016, the activity plan was being developed.

²⁶⁹ JICA 2015b

The teaching college targeted in this project has accommodations for both student teachers and instructors, and although the number of women among both groups is low, it is reported that women instructors are active. This college is attempting to increase the number of girl students and discussing cash transfers to girl students.²⁷⁰ The minimum requirement for enrolment is completion of primary education.

The project's planned activities include development of teaching materials and primary students' learning materials as well as capacity building of instructors and student teachers. Although the planning document does not specifically mention gender,²⁷¹ the expert overseeing the project demonstrates strong interest in gender and disability, and is willing to incorporate gender perspectives to all activities and have inputs from a gender specialist during the implementation of the project.²⁷²

4.4.2 Suggestions for future activities

Many ways for gender mainstreaming can be considered at this planning stage.

The number of women instructors needs to be increased because they can serve as role models for women students. The requirement of primary education completion for enrolment into teachers' college may be a barrier to the increase in both women instructors and students and efforts need to be made. Measures may include promotion campaign at AES. Teacher assistants can be recruited and given a chance to be promoted to an instructor. It is also needed to ensure that the working environment is gender sensitive. It is necessary to examine whether a woman instructor with young children can work with flexibility, and whether women instructors have the same opportunity for promotion, salary increase and allocation of work as their male counterparts.

Similarly, enrolment of women students should be widely encouraged by establishing support systems such as cash transfers. Special attention should be paid to the quality and quantity of sanitation facilities.

It is recommended to include courses on gender equality and consideration to vulnerable people. This aims that the graduates would be able to manage classes in a gender and other vulnerability-sensitive way. It would be more desirable if they obtain skills to deal with prejudice and traditional gender norms held in communities towards girls' education. Given that graduates will be deployed to many areas of the country, raising gender awareness of student teachers would help expand gender mainstreaming in schools.

Primary school science textbooks and teaching manuals have been already developed with the support of the United Kingdom. Among them, the textbook for grade 1 published in 2012 was reviewed. It presents men and women, boys and girls, with sufficient attention on gender balance. The teacher on the front cover is a woman with three boys and one girl, and a boy fetching water and a man milking a cow are featured on other pages. These people are depicted without reinforcing stereotypical gender roles. New textbooks are being planned under a new curriculum²⁷³ and need to be gender sensitive like this existing textbook. Supplementary learning materials development may benefit from review of the draft material by gender experts to ensure that they minimize stereotypical gender norms.

²⁷⁰ Information from a JICA South Sudan Office expert in charge of the project

²⁷¹ Information from a document obtained from a JICA South Sudan Office expert in charge of the project

²⁷² Information from a JICA South Sudan Office expert in charge of the project

²⁷³ Information from the experts at JICA South Sudan Office

Given that the college graduates will spread out to different regions of the country and influence students, family, and other community members, this project has great potential to promote gender mainstreaming in communities. To fully use these opportunities, it is recommended to deploy a short-term gender expert for further discussion with the project experts and counterparts.

Table 4.8: Suggestions for gender mainstreaming in future activities

Suggestions	Time
Review of women instructors' working condition and discussion on measures to increase women instructors	At the beginning of the project
Discussion on the measures to increase women students	At the beginning of the project
Training on gender and vulnerability targeting instructors	Multiple times starting before development of teaching materials
Training on gender and vulnerability targeting student teachers	Latter half of the project
Review and revision of teaching materials	When draft materials complete
Deployment of a short-term gender expert	1-2 times a year

5. Good practices from neighbouring countries

This section describes some good practices from neighbouring countries.

5.1 Kenya

5.1.1 SHEP approach²⁷⁴

The SHEP approach was developed by the Smallholder Horticulture Empowerment Project (SHEP) 2006–2009 in Kenya and is being rolled out in other African countries. This approach aims to improve the livelihoods of smallholder horticulturalists through organization strengthening. Through training on farmer organizations, market research, and crop calendars, it tries to transform subsistence agriculture into commercial one. This approach does not add gender as a one-off activity but incorporates it into the whole cycle of activities so that men and women farmers can partner as one production unit. This starts with analysing the roles, responsibilities, and power relationships between men and women. Concrete solutions to gender issues are incorporated into project activities, which are all participatory. Farmer beneficiaries come to understand the issues and find their own solutions through the series of activities. This approach clearly showed to beneficiary farmers that resolution of gender issues facilitates women's participation in decision making, effective farm management, and improved income. As a result, men and women farmers were motivated to increase women's participation in decision making, which in turn led to effective farm management, using the knowledge and skills of both men and women.

The Project on Enhancing Gender Responsive Extension Services (PEGRES) in Kenya has been created to apply the gender mainstreaming methods and experience of the SHEP approach to develop a package for smallholders of other agricultural areas such as rice.²⁷⁵ PEGRES organizes the SHEP approach in a more systematic way to create a "gender mainstreaming package" and develop agriculture ministries' staff capacity so that they can use the package while supporting smallholders. The gender mainstreaming package is a series of operating procedures from gender perspectives for participatory farm

²⁷⁴ JICA. 2009, Detailed Design Kenya PEGRES n.d., 'Support to commercial agriculture' n.d. JICA South Sudan Office

²⁷⁵ The description of PEGRES in this section is based on the detailed design of PEGRES in Kenya.

management by men and women smallholders. It contains tools such as training manuals, checklists, and guidelines that can help the government staff support farmers.

The project duration of PEGRES is from 2014 to 2017. PEGRES has published reports on livestock, rice, and cassava. The report on livestock presents the results of gender analysis of the households of 71 men and women and presents detailed suggestions on livestock extension. South Sudan has a large number of livestock and similar gender roles as those described in the PEGRES report. Therefore, the study results and analysis would be informative for future project development in South Sudan. Annexed questionnaires can be used in surveys in South Sudan. The gender mainstreaming package and its development process may inform South Sudan of effective ways to facilitate gender mainstreaming in agriculture.

5.2 Uganda

5.2.1 Uganda Women Entrepreneurship Programme (UWEP)²⁷⁶

In Uganda, women account for 53% of the labour force. While recent unemployment rates for women are increasing, the proportion of women-owned businesses increased from 37% in 2001 to 44% within about 10 years. Women entrepreneurs create employment and income, which can lead to the wellbeing of children, but the competitiveness of women's firms is low because women lack funds, technical knowledge, business skills, markets, and market information. In response, in February 2016 the Ugandan government started a five-year programme to support women entrepreneurs. The Ministry of Gender, Labour and Social Development, as the implementing agency, provides no interest loans to women to support income generation activities. The programme started with 19 districts and Kampala City in cooperation with local governments, and nation-wide rollout has started this fiscal year.

The programme has three components: capacity development, financing, and organizational support. Programme funds will be allocated to each component as such: capacity development 15%, financing 70%, and organizational support (i.e. management cost of district office) 15%. Target beneficiaries are women aged 18 to 65 years, with a focus on the unemployed and vulnerable (young single mother, widow, GBV survivors, disabled).

Those interested in the programme start a women's group of 10 to 15 members, who should be engaged in a certain business either as an individual or a group. Women groups should submit a proposal, and their eligibility will be decided after a lengthy selection process involving multiple agencies at different levels including those in the communities. Afterwards, the selected women groups open bank accounts to receive loans. They receive training on business management, undertake the business, and repay the loan. The funds repaid by the women's groups will be used as a revolving fund in the area so that other women's groups can benefit.

The mechanism of programme implementation is incorporated in the existing central and local administrative structure, and local governments at the district and sub-county levels play an important role

²⁷⁶ This section is based on the information obtained during a meeting with the Ministry of Gender and a presentation by the Ministry of Gender during the workshop in Kampala.

in programme implementation. The Ministry of Gender, Labour and Social Development coordinates, monitors and evaluates the programme. Roles of each agency are clearly defined.

Although not all the methodologies of this programme can be applied in South Sudan (e.g. self-funding of the Ugandan government, a complex women group selection procedure), there are many good lessons for South Sudan, namely, clearly defined roles of communities and local governments, incorporation of the programme activities into the existing administrative structure, and repaid funds staying in the area to be repeatedly utilized as revolving funds. While the Uganda programme provides financial training after women groups are selected, in South Sudan this training can be done before the selection process. The level of understanding of the training contents can be used as one of the criteria for group selection, which can motivate women to learn well. Modification is possible in accordance with South Sudan's situation.

Another area for learning of MGCSW is coordination. The Ministry of Gender, Labour and Social Development of Uganda oversees policy development and local governments implement the policies, just like in South Sudan, and has quarterly meetings with ten local governments for policy implementation monitoring. South Sudan should be able to learn from surrounding countries and Uganda, with which it has much in common, as Uganda learned from neighbouring countries in the past.

5.2.2 Northern Uganda Farmers' Livelihood Improvement Project (NUFLIP)²⁷⁷

The JICA technical assistance project has been implemented in northern Uganda since December 2015, aiming at improving the livelihoods of people in the northern region who still suffer from poverty due to the 20-year civil war and slow development. Though northern Uganda has fertile land and a commercially strategic location, its agricultural productivity remains low. To promote commercial agriculture in this region, this project upholds the SHEP approach with a new element, 'improvement of quality of life', which can be defined by each household. Farmers can set a family goal of, for example, new house construction, then the whole family can work as a production unit to realize this goal.

From socio-cultural background to civil wars, land tenure problems, and young populations, South Sudan and Uganda have gone through and continue to go through similar experiences. Especially in northern Uganda and South Sudan, many people still suffer trauma from the wars and lack productive skills. As agricultural practices are also similar (women in charge of small-scale crop cultivation and horticulture), South Sudan can learn a lot from this project.

5.2.3 ActionAid Uganda (AAU)²⁷⁸

AAU is a local NGO affiliated with ActionAid International working on livelihood and GBV. It manages ten shelters in the country for GBV survivors in cooperation with local leaders, police, medical staff, and legal aid, and has provided protection and services to about 6,000 women. It reached 26,000 persons through its campaign 'Women Won't Wait' and contributed to the development of the DV law of Uganda. ActionAid, recognizing women's economic empowerment as an indispensable element for GBV prevention, supported the businesses of more than 600 women and organized women smallholders to

²⁷⁷ This section is based on information from JICA reports and an expert stationed at the JICA South Sudan Office.

²⁷⁸ This section is based on information obtained in a meeting with ActionAid and a presentation by ActionAid during a workshop in Kampala.

conduct technical and leadership training.

Concrete lessons can be drawn from AAU's comprehensive support to GBV survivors and emphasis placed on economic empowerment (as lack of economic independence leads to GBV) for support to South Sudanese women who suffer from GBV and poverty.

5.2.4 AVSI²⁷⁹

AVSI supports economic empowerment of women groups providing microcredit, business training, financial literacy training, and income-generating activity assistance. The groups have sub-groups that help each other in agricultural activities. The group members do business as individuals and NGO trainers follow up on the progress monthly. AVSI stresses importance of (1) self-determination, (2) involvement of men, (3) well-developed measures against GBV, and (4) women's recovery from the civil war. In more concrete terms, (1) self-determination means that people can make decisions regarding their own futures. Because of the prolonged conflict, people lost the capacity to see the future but can now gradually regain such capacity. (2) Involvement of men is important. It is common that when a husband finds his wife has money, he may beat his wife to take control of it. AVSI guides men to work together with their wives to increase income and discuss financial decisions. As a result, the relationship between husbands and wives improved. Household finance is managed by all members of the family, including children when they contribute. (3) Women often take charge of GBV issues, but men may be protective and resistant when they meet women for discussions on male violence. AVSI found male peer groups effective in discussing GBV issues and even more effective when local leaders are involved. (4) Women's psychological recovery and regaining of self-determination is important in the post-conflict period. Counselling, home visits, and group or individual therapy can help people find their value or purpose in life. It is a long process, but psychological recovery can positively influence economic activities.

All these points are highly relevant to the current situation of South Sudan. For current and future programming of women's economic empowerment, these points should be considered.

6. Consideration for Gender Mainstreaming of JICA's Development Assistance in South Sudan

This section looks at future gender mainstreaming of JICA's development assistance in South Sudan, especially those related to women's economic empowerment, based on the survey results. First, discussion of the ongoing assistance reviewed in this report is presented, followed by discussion on future project formulation, citing a JICA report, and bridging work during the current transitional period.

(1) Suggestions for gender mainstreaming of ongoing assistance

From the review of ongoing or upcoming projects in South Sudan, it was found that the importance of gender perspectives was understood but approaches to and understanding about gender perspectives and gender mainstreaming varied. These differences may be explained by the nature of the project to a certain

²⁷⁹ This section is based on information obtained in a meeting with AVSI.

extent; while projects on health or education can easily visualize individual beneficiaries who are men and women or boys and girls, highly technical projects may deal with categories of people or functions of people such as users. Among the projects reviewed this time, the mathematics and science education project belongs to the former and the latter may have the project on urban water supply. Agriculture and vocational training also target individual men and women, which makes them closer to the former. Then, knowledge and experience of the experts in charge are other elements that make a difference (like in case of agriculture, which has an expert on social consideration).

To ensure gender mainstreaming, gender issues are understood and gender perspectives should be incorporated from the planning stage of projects. For that purpose, for example, project experts may have consultation sessions with a gender expert. Before implementation or planning, gender issues are clarified and dealt with in the activity plan. This may help project experts visualize what gender mainstreaming means in his or her project, that is, what activities can be included to promote gender mainstreaming.

Alternatively, pre-departure training may have a session to think through who the beneficiaries are – not as a category such as beneficiaries or counterparts but as people with individual attributes such as gender, disability, age, ethnicity and religion, and how these affect the project outcomes. Taking real cases to learn how non-gender projects incorporated gender perspectives, or how gender would have been incorporated, will give clear ideas about ‘gender mainstreaming’. It is desirable to have such sessions before deployment, but similar learning processes can be organized at the country office level after deployment.

(2) Suggestions on project formulation

A JICA report on livelihood and employment in conflict affected countries (JICA 2012) is based on the surveys in conflict affected countries and regions such as Indonesia, South Sudan, Rwanda, and Uganda. It examines the nature of each conflict and outcomes of JICA support, and brings out issues for livelihood assistance, factors of success and failure, and lessons learned. Table 6.1 presents the lessons drawn from the report. Among them, those relevant to women’s economic empowerment are discussed.

Table 6.1: Consideration to make for employment and livelihood in conflict affected countries

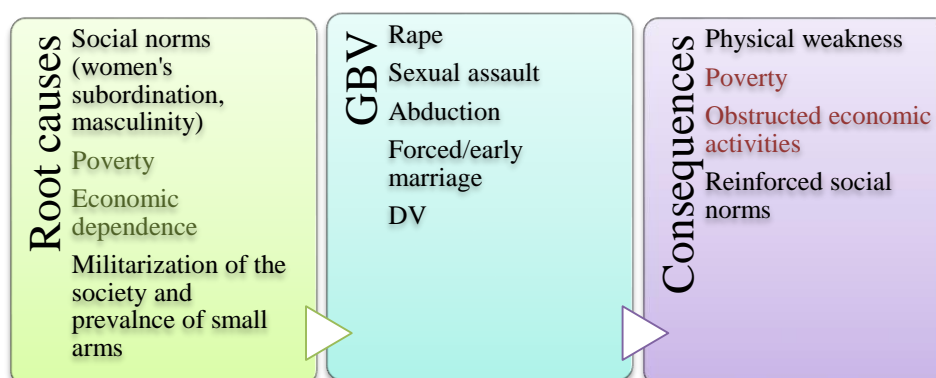
Points to be considered for livelihood improvement and employment generation in conflict affected countries	
Project formulation	Balance between immediate and long-term needs
Contents of training	Consideration to changing markets Consideration to social aspect of vocational training
Selection of beneficiaries	Technicians required for mid- and long-term state building Ex-combatants Uneducated group Socially vulnerable group of people opposing residents/communities
JICA's comparative advantages	
	Technical assistance with process based approach Feedback of ground level experience to policies Concrete methodology for policy implementation Utilization of 3rd country resources

Source: JICA, Survey on employment and livelihood in conflict affected countries

① Balance between immediate (peace dividend) and long-term needs (sustainability)

Balancing between immediate and long-term needs is important for women's economic empowerment in South Sudan. In a conflict-torn society, people are desperate for social stability, and quick benefits can help build stability at the early stages. On the other hand, assistance without long-term vision for sustained stability and state-building may not be helpful to realize a truly stable society. Similarly, both short-term projects for women's income generation and long-term undertakings for addressing structural issues in women's economic empowerment should be conducted.

During the field survey, it was repeatedly stressed that low education levels and GBV are structural obstacles to women's economic empowerment. GBV aggravated by prolonged conflicts is the major hindrance to women's economic empowerment and the result of lack of women's economic empowerment (Chart 6.1). GBV is an issue intertwined with many other factors and requires long-term comprehensive work. Given the severity of GBV, all projects may need to incorporate gender and GBV elements.



Source: Author's original

Chart 6.1: Relations between GBV and poverty

② Contents of assistance

To decide on industries for women's economic empowerment, it is necessary to conduct a survey to gain a full understanding of the status of women's employment. However, given the importance of agriculture in South Sudan and the fact that women account for 60% of the agricultural labour force, agriculture should be the first industry considered. Easy entry points would be shea butter production, apiculture, chicken raising, and crop production. IDPs and refugees have lost their land and depend on markets for food. Refugees may stay in the cities after returning to South Sudan. Cities are expected to grow, which may bring opportunity for the development of commercial agriculture of the produce listed above.

Another area of opportunity is in non-traditional industries for women, such as car washing (see section 4.2.1). Urban water kiosk management and pump repair training can create employment and improve access to safe water.²⁸⁰

Women's economic empowerment activities should pay attention to social and psychological aspects. Power relations within households, especially over financial management, are important for consideration. Even when women gain income through economic activities, if they are excluded from decisions on how to use it or if they have to undertake excessive labour, this women's participation in economic activities cannot empower women. When economic activities are facilitated without such negative consequences, through participation in groups beyond family, and relationships are built with the local government, women can nurture their sense of trust and self-confidence. AVSI reported that such confidence in self and others facilitates active participation in economic activities.

③ Selection of beneficiaries

It is important not to make people feel excluded or create tension within communities because South Sudan society is already fragmented owing to conflicts. Consideration should be paid to all those vulnerable, such as widows, orphans, ex-combatants as well as women.

This report is not able to discuss ethnic tensions. However, it goes without saying that any assistance programmes should consider ethnic tensions by including elements of conflict prevention in all projects and trying to provide opportunities to facilitate exchanges and mutual understanding. It is because under current psychological tensions and widespread pressure in the society, small clashes between individuals or groups can be easily triggered.

Involving men in preventing GBV is also widely recognized as a good practice for NGOs (see AVSI's work in section 6.2.4). Though the main target of women's economic empowerment is women, men must not be made to feel excluded and the programme must give men the chance to support women. It is important to build understanding for the family members of women beneficiaries. It is also reported that peer group was effective for raising awareness in men.²⁸¹

²⁸⁰ Similar activities can be found in NGO activities in India. Last accessed 12 December 2016.
<http://www.wateraid.org/jp/what-we-do/our-impact/stories-from-our-work/ram-rati-story>

²⁸¹ Based on an interview with AVSI

People all over the country may need support, but under the current situation of instability, lack of access to project sites and difficulty in conducting monitoring hinder effective and efficient project implementation. Projects may need to start a pilot project on a small scale in accessible areas and later expand the activities built on the experience of the pilot.²⁸²

④ South-south cooperation

As shown in section 5 of this report, there are multiple JICA projects in neighbouring countries with social and cultural ties to South Sudan. These projects have achieved good results and South Sudan can learn from them. JICA's advantage can be fully utilized in south-south cooperation between South Sudan and neighbouring countries.

Table 6.2 below presents women's economic empowerment project activities according to the five elements explained above.

Table 6.2: Examples of WEE programmes

	Expected outcomes	Examples
Immediate outcomes	People can feel peace dividends and regain trust and confidence. Society is stabilized. Women are supported to rebuild their lives.	Vocational training (short-term), livelihood improvement projects, microfinance
Long-term undertakings	Stabilization of society. Structural challenges facing women are addressed. Gender equality is promoted.	Girls' education (primary, secondary, higher education, long-term vocational training) Raising awareness of women's rights, customary laws and harmful practices, GBV, land rights Facilitation of policy implementation for protection of women's rights
Contents of assistance	Main industry with potential Beneficial to many women Non-traditional areas Support social and psychological aspects	Technical assistance for commercial agriculture Training on non-traditional industries Group activities, counselling, psychological support Literacy and life skill education
Selection of beneficiaries	Targeting different types of women and the vulnerable Gain cooperation from family and community members of women beneficiaries Mitigate ethnic tensions	Survivors of violence, widows, orphans, women ex-combatants, women in refugee camps, disabled, the traumatized, host communities, Peace education, sports, and cultural exchange incorporated into economic activities
South-south cooperation	Learn from other countries Strengthen economic ties with neighbouring countries	East Africa Community, regional meetings and conferences

Source: Author's original

Each of these activities can be conducted separately but it would be better to have a comprehensive programme consisting of multiple activities. Even when a short-term project is conceived, structural causes hinder women's economic empowerment. To address this, measures need to be taken from multiple fronts, as shown in Table 6.3, where coordination of MGCSW is important.

Table 6.3: Structural factors and roles of organizations

Root cause	Law enforcement	MGCSW and Gender Focal Point
Limited access of women to land	Statutory laws control Enhancement of rule of law Gender mainstreaming of law enforcement	Dissemination of laws and policies on gender, women's rights Awareness raising on land rights of women Gender training of law enforcement

Source: Author's original

²⁸² World Bank 2014

(3) During transition

It is not currently possible for Japanese nationals to be stationed in South Sudan, which gravely restricts project formulation and implementation. Until implementation in South Sudan by Japanese experts becomes possible, one option is to strengthen capacity of MGCSW and Gender Focal Points of relevant ministries to prepare for future projects.

Table 6.4 indicates options for training sessions, from which the most appropriate types can be selected for a long-term plan. Alternatively, it would be beneficial to send participants to existing training sessions in Japan or create similar training programmes such as the one for African women entrepreneurs. It is also possible to use the framework of the East African Community or South-South cooperation with countries where JICA has projects. South Sudanese participants in the workshop showed strong interest in police training, too, and the desk review revealed that more gender training is necessary for the police.²⁸³ SPU in the police remains at a small scale and needs technical and organizational strengthening. Therefore, police training may be a useful project to address GBV in South Sudan

No matter what types of training need to be conducted, training should be the first step to a full-scale project. To bridge training with projects, participants may conduct follow-up activities to prepare and formulate projects with the support of JICA.

Table 6.4: Training activity matrix

Area	Target	Contents	Location	Type
Women's economic empowerment in general	Staff of MGCSW, National level Gender Focal Points Staff of MGCSW, National and state levels Gender Focal Points	Policy development and implementation of plans on women's economic empowerment, coordination of stakeholders	3 rd country or Japan	Bilateral or regional
Specific areas (agriculture, microcredit, entrepreneurship)	Staff of MGCSW, National level Gender Focal Points Staff of MGCSW, National and state levels Gender Focal Points	Policy development and implementation of plans on specific areas of women's economic empowerment, coordination of stakeholders, study tours, technical training		

Source: Author's original

²⁸³ Revelli 2015

Annex 1: JICA projects in South Sudan in relation to South Sudan UNSCR 1325 NAP

(The author attached numbers to actions under each Strategic Objective)

Agriculture: Project on comprehensive agricultural master plan

Vocational Training: Project on improvement of basic skills and vocational training

Urban Water: Project on management capacity enhancement of South Sudan Urban Water Corporation

Education: Project on strengthening mathematics and science education

Strategic Action	Ongoing projects	Potential
Strategic Goal 1: Increase women's effective participation in leadership and peacebuilding and strengthen gender perspectives in South Sudan's statebuilding and reconstruction processes		
Strategic Objective 1: Examine and review all laws, policies and programmes within South Sudan's socio-economic and political context in order to promote and guarantee equal opportunities and active and meaningful participation of women in politics and in positions of power and decision-making positions, taking into consideration the special needs and interest of women with disabilities		
8. Ensure implementation of the 25% gender quota to address the persistent under-representation of women in leadership and decision-making positions at all levels of government.	Agriculture; Vocational Training; Urban Water; Education	Indirect benefit of employment and promotion for counterpart female staff members
12. Promote girls' awareness of their political, social and economic environment and the need to actively participate in developmental activities of their communities, the state and at the national level.	Education	Direct and indirect benefit to female teacher students and primary school girl students by improved teaching method and teaching materials
13. Integrate a gender perspective into all suspects of the work of the Peace and Reconciliation Commission	Vocational Training	If courses are provided to the vulnerable people
Strategic Objective 2: Promote equal access and opportunities for women and girls, including those with disabilities, to education, vocational and technical training, in-service training and skills development by deliberately addressing the roots of their poverty to enable them to engage in meaningful employment, attain economic empowerment and defectively participate in the country's rebuilding and democratic processes.		
1. Review all the teaching and training curricula in all education institutions to ensure that education is gender responsive and empowering to women and girls	Education	Review of curriculum and teaching materials
3. Develop training modules and manuals that promote a positive portrayal of women's roles and responsibilities in society	Education	If gender is incorporated into teacher training curriculum
5. Implement an affirmative action policy in the education sector to enable women, including those with disabilities that were denied opportunity to attend formal schooling to return to school and be assisted to understand their rights, voice their problems and identify their priority needs as equal citizens.	Vocational Training, Education	Vocational Training: recruitment of women trainees Education: enrolment of female students
Strategic Objective 3: Improve women's economic status by ensuring that reconstruction programmes undertaken in South Sudan equitably benefit women and girls, including those with disabilities; women are invited to participate and contribute to government and donor discussions and decisions taken on recovery and reconstruction projects to be financed and		

implemented		
1. Mainstream women's needs into macro- and micro-economic programmes and ensure that all economic policies are designed in such a way that they promote women's employment and income generation in both the formal and informal sectors	Agriculture	Gender sensitive implementation of the Master Plan

Annex 2: JICA's project potential in South Sudan in relation to Japan's UNSCR1325 NAP

Objective	Assistance potential	Activity
Participation: Ensure equal participation of women in all stages in the field of peace and security with the aim of achieving gender mainstreaming in this field.		
Goal 1: Ensure that women play an active role in decision making concerning the prevention of occurrence and recurrence of conflicts and ensure that women's perspectives are reflected in such processes.	Assistance to ministries such as MGCSW and CSOs	Support to planning and implementation of prevention of conflict and recurrence of conflicts
Goal 3: Reflect consideration for women's perspectives in decision making concerning humanitarian and reconstruction assistance. Women can play an active role in this field.	All projects, support to elections	Participation of women in planning and decision making, participation in elections
Prevention: Promote women's participation and leadership roles in all processes of prevention, management, and resolution of conflicts and decision making and introduce and strengthen the gender equality perspective.		
Goal 1: Encourage women to participate in conflict prevention and introduce the gender equality perspective in the early warning and early response mechanism.	Conflict prevention, peace education (all projects)	Consideration to women in statistics and analysis regarding conflict, women's participation in trust building activities
Goal 2: Encourage women to participate and take leadership roles in conflict management in conflict-affected societies.	Conflict prevention, peace education (all projects)	Develop women's leadership at the grassroots level
Goal 3: Encourage women to participate in conflict resolution, assist them in taking leadership roles, and reflect the gender equality perspective in peacebuilding processes.	Strengthening women's leadership, research	Support to women groups to strengthen women's leadership, research and case studies on women and conflict prevention
Goal 4: Offer support for initiatives for preventing the recurrence of conflicts that incorporate the gender equality perspective.	Police training, legal system, community building, anti-human trafficking measures, peace education curriculum	Assistance paying attention to women's participation and social status
Goal 6: Alleviate tension among countries and build friendly relations to facilitate conflict resolution without using force. Promote domestic activities of women, civil society, and NGOs for that purpose.	Support to women's exchange programmes for peace and research activities	Support to research and activities of MGCSW and CSOs
Protection: Prevent various aid-recipients including women and girls from being exposed to gender-based violence or other human rights infringements in or after a conflict or under humanitarian crisis such as a large-scale disaster.		
Goal 1: Provide victims of gender-based violence under humanitarian crisis with comprehensive support, including physical, medical, psychosocial, legal, and economic assistance.	Victim assistance through NGOs	Economic empowerment activities incorporating psychosocial assistance
Goal 2: Reduce and prevent risks of gender-based violence under humanitarian crisis.	Assistance to women and campaign to eliminate VAW through NGOs	Economic and social empowerment, campaign to eliminate violence

Goal 3: Reflect the gender equality perspective upon protection and support for refugees and displaced persons and prevent gender-based violence.	Assistance to refugees	Women's participation in decision making on vocational training in refugee camps
Goal 5: Offer support for disarmament, demobilization and reintegration (DDR) in or after a conflict and for Security Sector Reform (SSR) including judicial system reform.	Support to DDR, legal system and awareness raising	Consideration to female ex-combatants, GBV law development support, awareness raising of law enforcement
Humanitarian and reconstruction assistance: Provide humanitarian and reconstruction assistance while reflecting circumstances and needs unique to women and girls, promoting women's empowerment, and ensuring women's participation.		
Goal 1: [Emergency assistance phase] Plan and carry out assistance activities while noting that women and girls are in an especially vulnerable situation in emergency assistance phase such as in a conflict or immediately after a conflict or a disaster.	Emergency assistance through NGOs	Consideration to women's needs
Goal 2: [Transitional phase] Pay attention to the significance of seamless assistance in the transitional phase, from emergency humanitarian assistance to reconstruction assistance, being provided so as to ensure that women and girls will not be left out from assistance. Make efforts to enhance women's empowerment and support their financial independence, while giving due consideration to circumstances and needs unique to women and girls and ensuring their safety. Ensure that women and girls will not be left out from reconstruction processes because of any gap in procurement and allocation of funds.	Assistance to refugees	Consideration to women's needs, women's economic empowerment, vocational training, education, access to safe water
Goal 3: [Reconstruction phase] Introduce the gender equality perspective in a series of processes of planning, implementation, monitoring, and evaluation of reconstruction assistance projects including assistance for returning and reintegration of refugees and displaced persons after a conflict or a disaster, thereby promoting the rights of women and girls and achieving gender equality and fairness, which further increases the effects of assistance.	All projects Assistance to ministries such as MGCSW and CSOs	Gender mainstreaming of all projects, strengthening capacity for planning, implementation and monitoring of CGCSW and CSOs in gender mainstreaming
Goal 4: [Focal issues] In providing humanitarian and reconstruction assistance give top priority to the resolution of focal issues, such as support projects for healthcare, education, agriculture, infrastructure development, disarmament, demobilization and reintegration (DDR), and judicial systems that are directly linked to human security. In that process, strengthen assistance in fields especially needed by women and girls.	All projects	This is relevant to the ongoing projects (Agriculture, Vocational Training, Urban Water, Education)
Goal 5: Each organization involved in the planning and implementation of humanitarian and reconstruction assistance makes efforts for gender mainstreaming such as gender-balanced personnel arrangements and training, and develops systems for protection against gender-based violence, thereby thoroughly introducing the gender equality perspective in projects.	All projects	This is relevant to the ongoing projects (Agriculture, Vocational Training, Urban Water, Education)

Annex 3: International Organizations

Organization	Areas of assistance	Major activities and websites
DFID	Agriculture	
EU	IDP/refugee Agriculture Food assistance/nutrition Health Safe water	http://ec.europa.eu/echo/where/sub-saharan-africa/south-sudan_en
FAO	Agriculture Livelihood Emergency	
GIZ	Agriculture Safe water	Agricultural value chain
UNDP	Gender equality and women's empowerment Access to justice and rule of law Social protection Governance Gender responsive budget	Women's political participation Peace/Reconciliation Commission support
UNESCO	Education Vocational training	
UNFPA	Gender mainstreaming GBV	Special protection Units (SPUs) of police (http://www.unfpa.org/news/working-police-south-sudan-assist-survivors-gender-based-violence) Support GBV sub-cluster, SOP
UNHCR	VAW/GBV IDP/Refugee	
UNICEF	Child protection Advocacy against harmful customary laws Social protection Safe water Vocational training GBV	
UNIDO	Vocational training	
UN Women	Gender equality	Business management skills and mentoring project 2012–2014

	Women's empowerment Women's participation in democratic governance GBV	
USAID	Agriculture	
WFP	Women entrepreneur Food assistance	
World Bank	Women entrepreneur Vocational training	Gender equality and women empowerment (Gender Action Plan) Vocational training activities were suspended after the armed clash.
Joint Donor Team	UNSCR1325	UNSCR1325 assessment

International NGOs

American Refugee Committee	GBV	Support to development of guidelines for prevention and response to GBV and information management system; GBV cluster NGO coordinator
BRAC	Girls education Girls empowerment Agriculture	http://www.brac.net/south-sudan?view=page
CARE	Livelihood	
Cordaid	Gender equality Legal Food security	NGO from the Netherlands Implements a microfinance project. Implements 65 projects with 35 local partners.
Danish Church Aid	Women entrepreneur	Partner of SSWEA
Girls' Education South Sudan (GESS)	Education	Cash transfer to promote girls education http://girlseducationsouthsudan.org/
Goal	Child protection Health Emergency	
Handicap International	Disability	
International Committee of Red Cross (ICRC)	Humanitarian	
International Rescue Committee (IRC)	GBV Livelihood	
Light for the World	Visual impairment	
Mercy Corps	Livelihood	

	Youth Gender	
Norwegian Church Aid (NCA)	Peacebuilding Nutrition	
Norwegian People Aid (NPA)	Women's economic empowerment WASH	Support to the Women Centre in Jonglei
Norwegian Refugee Council	Education Humanitarian	
Oxfam	Livelihood Gender Humanitarian	Conducted a survey on gender and humanitarian assistance in South Sudan ²⁸⁴
Save the Children	Child protection	
Women for Women International	Women's empowerment	Conducted a horticultural programme in Great Equatoria area ²⁸⁵
World Vision	Livelihood improvement	Set up a gender consortium with a few other NGOs ²⁸⁶

²⁸⁴ FAO, 2016

²⁸⁵ FAO, 2016

²⁸⁶ FAO, 2016

Annex 4: Partial List of CSOs in South Sudan

Name	Location	Areas of operation	Website
Community Empowerment for Progress (CEPO)	Juba	Peacebuilding, GBV, women's economic empowerment, human rights	http://cepo-southsudan.org/about
Eve Organization for Women Development	Central/East/West Equatoria, Jonglei, Western Bahr el Ghazel	Peacebuilding, SGBV, Youth leadership, Girl child education, Livelihood (agriculture), Research	http://evesouthsudan.org/mission.html
Global Network of Women Peacebuilders (GNWP)	New York	Peacebuilding	http://gnwp.org/about/
New Sudan Women's Federation		Peacebuilding, women's political participation, improvement of socio-economic environment	https://www.facebook.com/NewSudanWomenFederation/
Self Help Women Development Association	West Equatoria	Return of women survivors of LRA	self-help-women-development-association
Skills for South Sudan	UK	Governance, capacity building	https://mydonate.bt.com/charities/skillsforsouthsudan
South Sudan Women Empowerment Network	Juba	Social inclusion and gender equality	https://www.facebook.com/pages/South-Sudan-Womens-Empowerment-Network/131405810204506
South Sudan Women General Association	All states	Gender equality	https://generalwomenassociation.wordpress.com/
Women Action for Development	Juba	Peacebuilding	http://www.sandiego.edu/peace/institutes/ipj/women-peace-security/women-peacemakers/profile.php?name=rebecca+joshua+okwaci&country=south+sudan
Women's Development Group	Western Bahr El Ghazal	Peacebuilding, livelihood, WASH, HIV/AIDS	http://womendevdevelopmentgroup.yolasite.com/ (JICA SAVOT Project partner)

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